

# **A Districting Plan for The City of Phoenix**

**The Rose Institute  
Claremont McKenna College**



**REPORT TO THE CITY OF PHOENIX  
ON A PROPOSED DISTRICTING PLAN**

**by**

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## INTRODUCTION

## Introduction

The Rose Institute of State and Local Government is pleased to submit this report to the City of Phoenix on a plan to establish eight single-member council districts. The report is submitted in partial fulfillment of the Agreement with the City of February 22, 1983.

### Credentials of the Rose Institute

The Rose Institute, which is part of Claremont McKenna College, is a non-profit academic research center specializing in computerized demographics, graphic display of data, geographic retrieval techniques, and redistricting. The Institute recently completed a \$750,000 project on redistricting for the California Roundtable, and has built advanced graphics redistricting systems for several states. Moreover, the Institute has performed actual redistricting work for a variety of local governmental jurisdictions, ranging from very large county governments, to medium-sized cities, to small rural counties and special districts.

Thus, the Institute not only possesses the technical competence to perform redistricting work for the City of Phoenix, but it also possesses the experience in confronting all the legal and political issues involved in such concepts as "community of interest," "voting rights," "ethnic representation," and so forth. The Institute maintains the most complete archive on redistricting in existence; Institute faculty, staff and consultants include nationally-recognized experts on redistricting and local government; and the Institute operates the most advanced computer graphics redistricting system now in existence.

## Understanding of the Problem

On December 1, 1982, a special election mandated the creation of eight single-member districts to replace an at-large plan of representation (under which six council members had been elected on a City-wide basis). The voter-approved charter amendment further provided that each district must consist of a substantially equal number of "electors."

The term "elector," initially regarded as being somewhat ambiguous, has been defined to mean persons eligible to vote (as the result of a decision of the Superior Court on February 16, 1983 and sustained by the Appeals Court on March 9, 1983). A long list of decisions by the U.S. Supreme Court, however, emphasizes the importance of achieving a degree of population equality -- generally defining "population" to mean the total number of persons counted by the U.S. Bureau of the Census in the most recent decennial census.

The first major problem in drawing the new districts, therefore, is to meet two differing population criteria: i.e., equality of "electors" (defined as persons eligible to vote) and equality of population (defined as the total 1980 census count). To our knowledge, this is a unique difficulty, never previously confronted in the districting of any other jurisdiction.

The Institute's approach to the problem has been to design districts that would meet constitutional standards of equality for local governments using both definitions, but giving strong consideration to total population.

A second major problem in drawing the new districts relates to the strong sense of community and neighborhood that is evident in Phoenix. Even the most casual review of the transcripts of the district hearings (conducted during January 1983) or of letters to Phoenix newspapers on the districting process underscores this point. As the Phoenix Republic reported (January 16):

"Despite the differences, what all of the (redistricting) concepts have in common is community identity. The new City Council districts need to reflect existing informal communities, Phoenix residents said loudly and clearly during four public hearings. . . ."

Although "community identity" is always an important feature of local government redistricting, the whole history of the City of Phoenix appears to give a uniquely strong emphasis to this criterion. Unfortunately, it is a criterion that is in some conflict with the population criteria mentioned above. In other words, it is impossible to develop equipopulous districts -- using either definition of equality -- without splitting some communities of interest.

The Institute's approach to the problem of community identity was to place some reliance on the "Phoenix Concept Plan 2000," a land-use planning model developed by a group of some 200 Phoenix citizens drawn from all areas of the City. Although the so-called "Village Planning Areas" established under this Plan are unequal in population (both in terms of eligible voters and total population), they appear to provide a convenient definition of the City's principal communities. (Note: the Phoenix Concept Plan was also an evident basis of several of the citizen redistricting concepts brought forward during the public hearings.) To the extent possible, then, within the constraints set by the two working definitions of population equality, we endeavored to maintain the substance of the Phoenix Concept Plan in establishing the new districts.

These problems -- the dual definition of equality and the unusual importance of community identity -- confronted Institute staff with unique difficulties. In addition, we were obliged to find solutions to them which would also fully satisfy the constitutional mandates regarding the representation of minorities. A developing body of constitutional law underscores the very great importance of fairly representing minority populations. Significant numbers of Hispanics, blacks, and other minorities reside in some areas of the City. The Institute was, therefore, particularly careful to review the proposals made by minority groups and to develop



districts which neither "diluted" nor "packed" minority populations.

Although these were the three principal problems, the Institute also felt obliged to go as far as possible in achieving certain other "good government" criteria. These include:

**Compactness and Contiguity:** Ease of voter access to all parts of a district appears desirable, as also does the requirement that all parts of a district should be territorially linked.

**Fit with Legislative Districts:** Some degree of correspondence with the boundaries of state legislative districts appears desirable -- both for the convenience of elected officials and for voter understanding of the political system. Moreover, existing legislative districts have survived the tests of public scrutiny and Justice Department review in such a way as to possess a degree of apparent legitimacy.

**Recognition of Natural and Man-made Barriers:** The Salt River, the Freeway, and several mountain ranges are barriers that have assisted the formation of community identity and have also helped shape the social, political, and economic life of the City: as such, their existence should be given some degree of recognition in the development of districts.

**Administrative Units:** Precinct boundaries, especially where they are long established, are examples of administrative units which should be given some respect in developing new districts: thus, some slight cosmetic irregularities in district lines should be accepted in order to preserve existing precincts.

The foregoing paragraphs should have suggested the great complexity of developing new districts to meet all the many criteria that appeared to be important in the City of Phoenix. Nevertheless, we believe that the plan that has been prepared does indeed meet them and, further, that it provides an eminently fair scheme of representation.

## Outline of Contents

This volume includes all materials necessary to a general understanding of the proposed plan. Chapter I deals with the process through which the plan was developed -- tracking it from the initial steps to clarify the meaning of the charter amendment and the public hearings, through the technical development of a districting data base, up to the line-drawing itself. Chapter II focusses on population problems, dealing with the difficulties arising from the dual test of population equality and describing the deviations actually achieved. Chapter III focusses on community of interest problems and minorities, describing the reliance placed on the village planning areas and other indicators of community identity, and noting the steps taken to assure fair representation of minorities. Chapter IV provides detail on the final plan and statistics on each of the districts. A short Conclusion offers some final comments.

**CHAPTER I:  
THE PROCESS**

## Openness of the Process

The Rose Institute is pleased to have been involved in a districting process that has been unusually open to public input. Indeed, the final plan could not have been developed -- or might have taken a very different form -- without the voluminous materials (including citizen plans) generated by the public hearings. Of particular use were the many newspaper articles and letters to the editor that focussed on the districting issue.

The Rose Institute has often expressed views on the importance of public participation in districting decisions. The following language, for example, was included in the Institute's brief on the redistricting of the City of Pasadena:

Since the Redistricting Committee is to serve a function which is very important to the public -- providing for their fair representation through redistricting -- it is imperative that the Committee keep the public informed at all times. It should also allow ample public input. . . . Consideration should be given to:

1. Hearings before plans are drawn.
2. Hearings on the plans after they are drawn.

Hearings should be well publicized and adequate time for considering alternative proposals should be allowed before hearings are held.

Consideration should be given to:

1. Hearings in several different neighborhoods.
2. Hearings at several different times. . . .

Before hearings are held on proposed plans, detailed information, including maps and demographic data, should be made . . . available to the public. Extensive dissemination of the information to the media and interest groups is desirable.

It is clear that the city of Phoenix has followed these guidelines and has conducted an unusually open process.

## The Hearings

Four public hearings were held on the districting issue on the following dates and at the indicated sites:

- \* January 4 at Madison Elementary School No. 2, 2002 East Campbell Avenue
- \* January 6 at South Mountain High School, 5401 South Seventh Street
- \* January 11 at Andalucia Elementary School, 4702 West Campbell Avenue
- \* January 13 at Lookout Mountain Elementary School, 15 West Greenway Road

Notice of these hearings was previously given in most Phoenix newspapers. For example, the Phoenix Gazette (December 21, 1983) reported as follows under the headline "District Selection Plan Hearings Scheduled":

Hearings to educate residents about the district-selection process for councilmen and to solicit ideas on suggested locations and configurations of the new wards are scheduled Jan. 4, 6, 11 and 13.

The hearing sites are the same ones set up by the now-disbanded Citizens' Charter Review Committee, which had been seeking input on different methods of election.

A Council-appointed task force, including Mr. C. A. Howlett and Mr. J. Tevlin, was present at the hearings. Hearings transcripts were also taken and made available to the public. Newspaper coverage of the hearings was extensive. The following excerpt from the Phoenix Republic is representative:

Some envision Phoenix as a flower with eight petals. Others see it as partitioned into vertical or horizontal strips. Some want the city divided into wedges; others are content to go along with the urban-village plan.

Still others have ideas about using mountains, the Salt River or the freeway as dividing lines.

Despite the differences, what all of the concepts have in common is community identity. . . .

The obvious centers mentioned again and again are the already closely knit areas of Maryvale, south Phoenix, northwest Phoenix and Paradise Valley.

The first three areas overwhelmingly supported the district-representation system in the special election; voters in Paradise Valley split over the issue.

The Maryvale and south Phoenix chorus has been for political power. Residents maintain they never have had much of it with City Council members elected at large. Paradise Valley residents simply

want to be in a district by themselves, and northwest Phoenix residents have been upset about municipal services since being annexed in 1979.

### Clarifying the Issues

The Superior Court case, American Continental Corporation v. Donna Culbertson, Clerk of the City of Phoenix, served to clear up ambiguities in the language of the districting initiative. The attorney for the City, John Frank, made it clear to the Court that the Council was anxious to implement the law as intended, but that ambiguous language made it difficult to do so. Does the term "elector" used in the initiative, mean registered voter or does it mean those qualified to register (i.e., 18 years of age and older)? To make a case for the latter interpretation, Mr. Frank cited a 1932 Arizona Supreme Court (the Lane case) decision based on a provision in the 1928 code which defined an elector as a "person who is qualified to become registered." California, Nevada, and Washington were cited as states which also use this definition. Mr. Frank appealed to Arizona tradition, the Lane case and other West Coast cases as support for this thesis. He also pointed out that the South Phoenix area would be severely underrepresented if the registered voter interpretation was used, which would likely pose problems for the Justice Department Section Five preclearance. The court ruled in favor of the City of Phoenix on February 16, and on March 9, the State Court of Appeals upheld the Superior Court decision.

A further step taken by the City at this stage of the process was to approach the U.S. Bureau of the Census to obtain data on the numbers and locations of aliens residing in the City. This information, which was needed in order to refine the numbers of 18 year old and older voters to exclude non-citizens -- was not immediately available and had to be specially purchased. Yet a further problem involved the issue of felons (who would also be excluded by the definition of electors as those eligible to vote). The City undertook to obtain data on the numbers of

felons resident in the City. A total of approximately 3,000 was reported county-wide; but given their dispersal and the very small number relative to total population, it was decided not to attempt to refine the eligible voter data base by the laborious process of geographic location of felons.

### **The Bidding and Contracting Process**

Shortly after the passage of the Charter Amendment, the office of the City Clerk issued a "Request for Proposal for Population Distribution Graphics to Create Eight Electoral Districts." Proposals were received in late December and interviews with vendors were conducted in early January. The Rose Institute was notified of its selection as the contractor in mid-February. A deadline of April 8, 1983, was then established for submission of this report. A contractual fee of \$42,000 was agreed.

### **Overview of the Phoenix Data Base and Base Map**

Under the terms of the agreement with the City, the Institute worked with City officials to develop a specialized redistricting data base. Mr. R. Walters, the Institute's Director of Computing and Ms. Pamela Hinds, our Data Base Manager, visited Phoenix in mid-February. Census data were collected along with precinct and tract maps.

In addition, the Institute developed a base map for the City showing census tracts and their numbers. In laminated form, this map was used for inputting coordinates in the digitizer; in black-line and blue-line form, this base map will be employed for presentation purposes at future public hearings. (Note: 8" x 11" maps have also been prepared for use in this volume.)

## Creating the Data Bases

### The Census Data Base

The City of Phoenix supplied the Rose Institute with a magnetic tape containing STF3A census data. Because the tape had been created on a Honeywell machine, however, it was unreadable on any standard ASCII machine. The Institute was obliged, therefore, to purchase a second copy of STF3A from the Census Bureau. Selected data items -- those chosen by Mr. Terry Sharp and his staff in Phoenix -- were then transferred from magnetic tape to the disc that would house the finished data bases and REDIS system. Next, corresponding data for those partial census tracts comprising the areas annexed by the City since April 1, 1980, had to be identified and integrated into the census data base.

The City of Phoenix had earlier contracted with the Census Bureau to perform a customized analysis which would generate a tract-by-tract count of registered aliens over the age of eighteen (see Appendix A). These data were reformatted, keypunched, and integrated into the data base. With this step completed, the full demographic data base was ready for use in the REDIS system.

### The Cartographic Data Base

The Institute purchased a magnetic tape encoded with the census tract boundaries for the Phoenix SMSA -- a "linefile" -- from Geographic Data Technology, Inc., in New Hampshire. The coordinates of those census tracts either wholly or partially contained within the Phoenix city limits were transferred from tape to disc. Fortunately, this linefile was encoded in GBF / Dime file format, which is similar to the format used in the REDIS system. As expected, however, the linefile had some errors and duplicated line segments that took nearly a week to correct. With this step completed, the finished cartographic data base was ready



for use in the REDIS system.

### **The Political Data Base**

Ms. Hinds and Mr. Walters travelled to Phoenix in February to collect registration data from the City. This data was coded, keypunched and reformatted, then processed through the Rose Institute's political data base building system. With the completion of this two-week process, the third and final data base was ready for incorporation into the REDIS system.

### **Creating a REDIS System for Phoenix**

The first step in the creation of the Phoenix REDIS system was to compile a master data base from the separate census, cartographic, and political data bases. The programs for this compilation process are standard REDIS-building programs. Then, the LIST mode overlay and POINT / POLYGON base map were produced on a drum-plotter, assigned centroids, and laminated. The third and final step was to write customized report-generating programs -- following the City's requested formats -- for the output of tabular data on the proposed districts. The one major problem posed by the Phoenix districting project was the necessity of working with two population measures: total population and voting-age population. (This problem is discussed fully in Chapter II.) The REDIS system had to be redesigned to accommodate two "ideal" population figures.

### **Description of the Computerized Redistricting System**

In this section, a brief non-technical description is provided of the computer system used to create the eight new districts. The description is intended merely to

provide a general understanding of the hardware and software that were made available under the agreement with the City.

Any effective redistricting system must allow the user speedy and convenient access to the redistricting data file. The most important aspect of the data access design is the method used to build districts, change districts, and examine districts in other plans not built on the system. The Rose Institute system offers the user a comprehensive number of options to perform the district building function. These options are the POLYGON retrieval, the POINT retrieval, and LIST retrieval.

When using the POINT retrieval method or the POLYGON retrieval method, users place a preprinted basemap on the desk-top tablet, and either circumscribe the units being placed in a district (POLYGON) or point to their centroids (points representing the centers of population of the geographic units) one at a time (POINT). The resulting aggregate statistics are available on the alpha terminal and the geographic information for the district appears on the graphics terminal. The LIST method entails placing a preprinted list of units on the tablet and pointing to those units being assigned. This allows data entry without reference to a basemap.

All of these methods may be performed with the results monitored in terms of geographic location, shape, compactness, contiguity, and the political and demographic characteristics of the district. Besides a graphics terminal for display of the geographic shape and an alpha terminal for display of the demographic characteristics, another terminal makes a hard copy drawing of the district (either as shown on the screen face of the graphics plotter or on a pre-printed basemap), and a printing device outputs non-graphic data on the district (either a line printer or a high speed printing terminal). The advantages of this design and hardware configuration are that, at any time, for any district, either outline or detailed maps and either one-page or unit-by-unit data may be printed. In addition, users may order compactness or contiguity tests to be run on any district(s). The system also

stores multiple plans. Users may order colored plots of any area to be produced.

This system has been designed to take full advantage of the excellent data base management system and graphics system available on the Hewlett Packard HP-1000 Computer System.

From the point of view of the person who is to draw the lines, the ease with which one can create or change district boundaries is the most important feature of the retrieval mechanism of the software. By retrieval we mean a "transfer" -- the designation of geographic units to be added to districts, subtracted from districts, or moved between districts. A typical transfer method would be the entry of names or numbers of the units to be transferred on a cathode ray tube (CRT) keyboard (tabular entry). Units may also be transferred by pointing to them on a tablet (LIST method), pointing to a centroid on a base map (POINT) or drawing around a group of units (POLYGON).

Maps are a vital part of any redistricting process. It is important to have political and demographic data displayed in map form. It is also important that the user be able to examine the districts in question, both in terms of the shapes of the districts and the locations of the districts. Maps of plans should contain enough detail so that those to whom the maps are given understand exactly where the boundaries of the districts lie. Our high speed plotter, with ability to plot in multiple colors, is the main output device for mapping districts. The user has the option to plot out the maps on blank paper, showing the outlines and numbers of the units, or to mount a pre-printed map on the digitizer showing enough detail so that everyone can understand where the boundaries lie.

### **Drawing the Plans**

Under the terms of the Agreement with the City, the Institute took the

responsibility for developing the plans. Mr. R. Walters was responsible for inputting draft versions of the district lines. Other Institute personnel staffed the digitizer, maintained the computer system, and analyzed all printouts. Dr. A. Heslop and Mrs. F. Adams were responsible for final review of the plan.

Two City officials, C. A. Howlett and J. Tevlin, visited the Institute on three occasions during the line-drawing phase of the process. Their input was invaluable, for they provided insights into the geography of the City, the implications of different definitions of community of interest, and knowledge of many other unique features of the life of the City. In particular, the Institute owes to these City officials the valuable suggestion that newspaper zones and weekly newspaper circulation areas be used as additional variables in defining communities of interest. They also emphasized preservation of precincts.

### **Next Steps in the Process**

It is our understanding that the City Council will review this report on April 11 and that further public hearings will be held on April 19 and 20. (Note: The step of holding public hearings after a plan has been drawn is often omitted as too controversial. The Institute, which has long advocated such hearings, would like to take this occasion to congratulate the City on an important action in the public interest.)

Once the City Council has approved a plan, it will be submitted to the U.S. Department of Justice for review for compliance with the Federal Voting Rights Act. The review will focus on all voting-related changes, with special attention to minority voting power.

**CHAPTER II:**  
**THE POPULATION PROBLEM**

## Introduction

This chapter describes the treatment of population under the proposed plan, beginning with a background section on the legal requirement for equality of population in local jurisdictions. A second section describes the dual population criteria that were sought in the proposed plan, together with a brief description of the difficulties that were encountered. A final section provides detail on the deviations actually achieved.

## Legal Background

In the decade of the 1960s the United States Supreme Court thrust vigorously into the "redistricting thicket" with a series of landmark "one-man, one-vote" decisions applying to state legislatures (see especially Reynolds v. Sims, 1964) and the United States House of Representatives (see Wesberry v. Sanders, 1964). It was quite late in this process that the Supreme Court seriously turned its attention toward local governments.

Six years after the 1962 Baker v. Carr decision (malapportionment is justiciable), the Supreme Court applied the Reynolds v. Sims doctrine of one-man, one-vote to local governments in Avery v. Midland County, 1968. Prior to this decision, two significant cases had reached the Supreme Court: Sailors v. Board of Education, 1967 and Dusch v. Davis, 1967 demonstrate the Court's initial interest in keeping local governments free from the dictates of strict equality of population standards. Indeed, this interest surfaced in the Reynolds v. Sims opinion in 1964. In Sailors v. Board of Education the Court began its opinion by citing Reynolds v. Sims:

Political subdivisions of States -- counties, cities or whatever -- never were and never have been considered as sovereign entities. Rather, they have been traditionally regarded as subordinate governmental instrumentalities created by the State to assist in the carrying

out of state governmental functions.

In light of this, the Justices found,

... no constitutional reason why state or local offices of the non-legislative character involved here may not be chosen by the governor, by the legislature, or by some other appointive means rather than by an election.

Since the election in this case was not in question, it was deemed by the Court that "'one-man, one-vote' has no relevancy"; but it was implied that were an election involved, one-man, one-vote would be applied. Nevertheless, three important issues were raised by this decision. First, are there special requirements of local and special district governments that necessitate alternative ways of treatment? In this decision the Court seems to answer the question affirmatively in a statement made by Justice Douglas:

Viable local governments may need many innovations, numerous combinations of old and new devices, great flexibility in municipal arrangements to meet changing urban conditions. We see nothing in the Constitution to prevent experimentation.

Secondly, a distinction made between governmental and administrative jurisdictions would be argued through subsequent decisions. (For example, what constitutes governmental powers?) And, finally, the question was posed whether one-man, one-vote should indeed apply to local governments. The Court implied an affirmative response.

In Dusch v. Davis, 1967, handed down the same day as Sailors, the unique situation of local government was further emphasized. The decision concerned a governmental unit in Virginia, which had been created by consolidating the City of Virginia Beach with Princess Anne County. Seven boroughs had been formed -- six representing the former magisterial districts of the County and one representing the City of Virginia Beach. This plan was challenged on the basis of Reynolds v. Sims and an alternative system was then created using the above mentioned seven districts plus four additional districts to be elected at-large. Also challenged, this

new plan was approved by the Court of Appeals but was further appealed to the U.S. Supreme Court. The High Court reversed the appeals court decision, using some important language.

The Seven-Four Plan seems to reflect a detente between urban and rural communities that may be important in resolving the complex problems of the modern megapolis in relation to the city, the suburbia, and the rural countrysides.

Only a year later, however, a rather different perspective was expressed in Avery v. Midland County. In this case, the apportionment plan of the Midland County Commissioners Court was challenged. The plan called for five members, one elected at large, the other four elected from separate county districts. The populations of these districts in 1963 were 67,906, 852, 414 and 828. In this case, all three issues raised in Sailors were pursued, but to a considerably different conclusion.

Mr. Justice White in his opinion for the majority (the decision split 5 - 3) applied Reynolds v. Sims to find that one-man, one-vote was strictly applicable. In drawing this conclusion he made a strong case for delegation of power from state to local levels and, therefore, for the applicability of the Reynolds doctrine.

What is more, in providing for the governments of their cities, counties, towns, and districts, the States characteristically provide for representative government -- for decision making at the local level by representatives elected by the people. And, not infrequently, the delegation of power to local units is contained in constitutional provisions for local home rule which are immune from legislative interference. In a word, institutions of local government have always been a major aspect of our system, and their responsible and responsive operation is today of increasing importance to the quality of life of more and more of our citizens. We therefore see little difference, in terms of the application of the Equal Protection Clause and of the principles of Reynolds v. Sims, between the exercise of state power through legislatures and its exercise by elected officials in the cities, towns, and counties.

He also defined governmental powers as raised in Sailors v. Board of Education:

While the Texas Supreme Court found that the Commissioners Court's legislative functions are "negligible," the court does have power to make a large number of decisions having a broad range of impacts on all the citizens of the county. It sets a tax rate, equalizes assessments,



and issues bonds. It then prepares and adopts a budget for allocating the county's funds, and is given by statute a wide range of discretion in choosing the subjects on which to spend. In adopting the budget the court makes both long-term judgments about the way Midland County should develop -- whether industry should be solicited, roads improved, recreation facilities built, and land set aside for schools -- and immediate choices among competing needs.

The previous approach of making exceptions for local government was thus apparently abandoned. Justice Fortas, in his dissent, defends flexibility in local government cases: in his view, Dusch and Sailors had been "wisely and prudently decided." "They reflect," he said, "a reasoned, conservative, empirical approach to the intricate problem of applying constitutional principle to the complexities of local government." He further commented,

I know of no reason why we now abandon this reasonable . . . approach . . . and adopt an absolute and inflexible formula which is potentially destructive of important political and social values.

In Hadley v. Junior College District, 1970, one-man, one-vote was again upheld and flexibility for local governments seemed doomed; however, two significant cases have since allowed exceptions. In Abate v. Mundt, 1971, "the long tradition of overlapping functions and dual personnel in the Rockland County Government" was considered in allowing an 11.9% population deviation. In Gaffney v. Cummings, 1973, and White v. Regester, 1973, the Court felt that deviations of 9.9 and 7.83 respectively "fail in size and quality to amount to an invidious discrimination. . ." and in Chapman v. Muir the Court ruled against a maximum deviation of 20.14 leaving the 11.9% of Abate v. Mundt as the probable standard.

### The Dual Population Criteria

The meaning of the language of the charter amendment's reference to "electors" has been elucidated by the Superior Court (in a decision sustained by the State Court of Appeals): persons eligible to vote are the intended basis for

representation. Yet as the U.S. Supreme Court decisions referenced in the preceding section amply prove, there is a clear federal constitutional mandate to use total population as the basis for representation. It must be underscored that these are different representational concepts. Obviously, the number of citizens eligible to register to vote will always be lower than the total census population. But, in addition, from area to area, there may be very great differences in the ratio of 18-year-old and older population to the total population.

The tension between these two representational concepts posed a unique difficulty in the design of the districting plan for Phoenix. A careful review of the cases and consultation with legal specialists suggested that a major consideration must be total population: districts should be as close as possible to the ideal total population of 98,755. Use of this objective, however, proved to be compatible with use of another objective, that districts should attempt to approximate the ideal eligible voter population of 67,999.

It must be said that the effort to comply with these standards could certainly not have succeeded without use of the computerized districting system. Only the ability to complete many alternative, experimental plans permitted satisfaction of the dual population criteria, while also meeting the other criteria of community of interest, minority representation, and "good government" districting.

### **The Deviations Achieved**

The plan on which this volume reports contains maximum total population deviations of 4.8% and maximum eligible voter deviations of 9.9%. Following are the specific deviations for each of the individual districts.

District	Total Population Deviation	Eligible Voter Population Deviation
1	-2.6%	-5.7%
2	1.2%	-4.2%
3	-2.5%	2.5%
4	4.9%	0.1%
5	-4.6%	9.1%
6	-4.8%	9.9%
7	4.0%	-7.8%
8	4.3%	-3.9%

**CHAPTER III:**  
**COMMUNITIES OF INTEREST AND MINORITIES**

## Introduction

To read the transcripts of the January public hearings or to read newspaper coverage of the districting issue is to become immediately aware of a strong impulse to neighborhood and community identity. The whole history of Phoenix, indeed, points to the unusual importance of community of interest.

The Rose Institute, in approaching the districting problem, came quickly to understand that the City divides into several notably self-conscious communities, each aggressively concerned to maintain its identity in any representational scheme. Indeed, it seems clear that the drive to pass the original charter amendment took life from this very spirit of community and neighborhood consciousness.

On the basis of this understanding, therefore, it seemed appropriate to give priority to — i.e., to take as a major guideline for developing district boundaries — the preservation of communities of interest.

Several slightly different definitions of Phoenix's "communities," however, are possible. Indeed, considerable controversy can be generated by debates over such issues as, for example, where exactly South Phoenix begins or ends. Indeed, in local jurisdictions in other states — for example in several cities in California — disputes over the definition of "community" have led to a depreciation of the concept and an undervaluation of "neighborhood" as an appropriate basis of representation.

In working toward definitions of Phoenix communities, therefore, the Institute used three principal guides. The first is the "Phoenix Concept Plan 2000" with its "Village Planning Areas." This plan was carefully developed by a large number of Phoenix residents; it has been given extensive public discussion and notice over a number of years; and its main features have been recognized in a variety of public and private planning processes. Although it is certainly not the only quasi-official

definition of community lines, it would seem to be quite important. The features of the Plan that were considered most important in developing district lines are described in the first section of this chapter.

A second source of the Institute's understanding of Phoenix communities was the transcripts of the public hearings in January, newspaper coverage of the hearings, and letters to the editor. These are described in the second section of the chapter. Further tools for defining communities are available in the boundaries of newspaper distribution zones (including weekly newspapers) and the boundaries of the newly-established state legislative districts. The former are more than a commercial criterion, for they both reflect and help to define communities concerned with different local issues. The latter are not only the product of an extended redistricting process (and of a Department of Justice review), but also help to confirm the existence of discrete political communities. These are described in the third section of the chapter.

A fourth section describes the importance of according full and fair representation to minority groups, and the chapter concludes with comments on the extent to which communities of interest are reflected in the proposed district lines.

### **Phoenix Concept Plan 2000**

The history of Phoenix's unique effort to plan for its long-term future is recorded in the publication "Phoenix Concept Plan, 2000: A Program for Planning."

As reported there,

In January, 1974, Mayor Timothy A. Barrow and the City Council charged the Phoenix Planning Commission with the responsibility of presenting them with alternative urban form plans and their implications. The Commission's first step was to hold a seminar in Carefree to discuss urban form.

Next, the Commission appointed over 200 citizens to eight Urban Form Directions committees. During Phase I of the program each committee studied a single topic -- Land Use, Transportation, Conservation, Recreation, Public Buildings, Services and Facilities, Housing,

Health and Safety, and Neighborhood Rehabilitation and Redevelopment -- similar to each one of the elements of a general plan required by Arizona law.

Beginning with a general meeting on April 2, 1975, the committees, or their subcommittees, met weekly until they finished on October 1. While many detailed proposals were developed, the work of the committees focussed on one subject -- the urban village concept.

After consideration of the reports of the eight committees, the Planning Commission recommended that the City Council adopt the urban village concept described in the introduction to the plan and many of the other Phase I recommendations. The Council found the urban village concept to have merit but wanted more study of its implications. They authorized Phase II of the study reforming the Urban Form Directions Committee and the allocation of Planning Department staff to assist them. To direct Phase II the Planning Commission appointed a Steering Committee composed of the chairmen of the eight Phase I committees, the vice chairman of the Planning Commission and Joe Lort, a member of the Land Use Committee instrumental in the development of the urban village concept. Phase II began in earnest in June of 1976 when the Urban Form Directions Steering Committee began meeting weekly. Over the first few months the committee worked on refining the goals developed by the eight committees during Phase I. These goals were also reviewed by the Phoenix Planning Commission and City Council.

In September of 1977 the Planning Commission appointed representatives from four of the area planning committees to the Steering committee to ensure coordination of the activities of these groups.

The Steering Committee then concentrated its efforts on developing alternative urban village sketch plans. A trends plan showing what Phoenix might look like assuming no change in current land use controls was also prepared.

After the sketch plans were developed, the Steering Committee appointed four subcommittees from the Urban Form Directions Committee to determine the relative benefits or costs which would result from adoption of each of the alternatives. These subcommittees worked for over a year before completing their final reports which provided the basis for the Steering Committee's recommendation of the 2000 Plan. This recommendation was refined during a series of public workshops and meetings in February and March, 1979, and forwarded to the Phoenix Planning Commission. The Planning Commission held two public hearings on the plan in April and the City Council held one hearing in May. The Phoenix Concept Plan 2000 was then adopted by City Council resolution on July 31, 1979.

As this history amply suggests, the Plan was broadly and democratically based and its development, monitored at every point by extensive press coverage, allowed ample public input. Moreover, a chief goal sought by the Plan related to the "social fabric" of the City. The publication "Phoenix Concept Plan 2000: A Program for Planning" outlines one of the long-range goals as follows:

- A. Community / Neighborhood
  - 1. Maximize the sense of community felt by urban village and neighborhood residents.
  - 2. Develop physical and social focal points in urban villages and neighborhoods.
  - 3. Create new and preserve existing neighborhoods that support the educational, physical and economic needs of their residents providing for security, leisure time activity, physical and mental health, and social interaction as well as privacy.
  
- B. Life-Style
  - 1. Maximize the opportunity for diversity and flexibility of activity and a choice of life-style.
  
- C. Social Stability
  - 1. Enhance the opportunity for an integration of socio-economic backgrounds.
  - 2. Create an atmosphere in which different types of people interact naturally.
  - 3. Foster community spirit, friendliness, physical and psychological well-being, and high community morale throughout the Phoenix metropolitan area.
  
- D. Physical Security
  - 1. Reinforce public and private capacity to insure physical security.
  - 2. Make street crime less likely by developing urban village cores where employment, recreational, commercial and residential activities occur at a sufficient level of intensity to result in pedestrian activity throughout the day.
  
- E. Recreation
  - 1. Provide a wide range of opportunities for the enrichment of the life of each citizen and the stimulation of his unique talents.
  - 2. Provide a park and recreation system adequate to meet the diverse leisure time needs for mental and physical refreshment of residents and visitors alike.
  - 3. Design open space areas to provide relief from continuous urban development, areas for varied recreational needs, and preservation of some of the original character of the area.
  - 4. Design local recreational facilities and open spaces, as an integral part of residential areas, near the center of neighborhoods with pedestrian access.

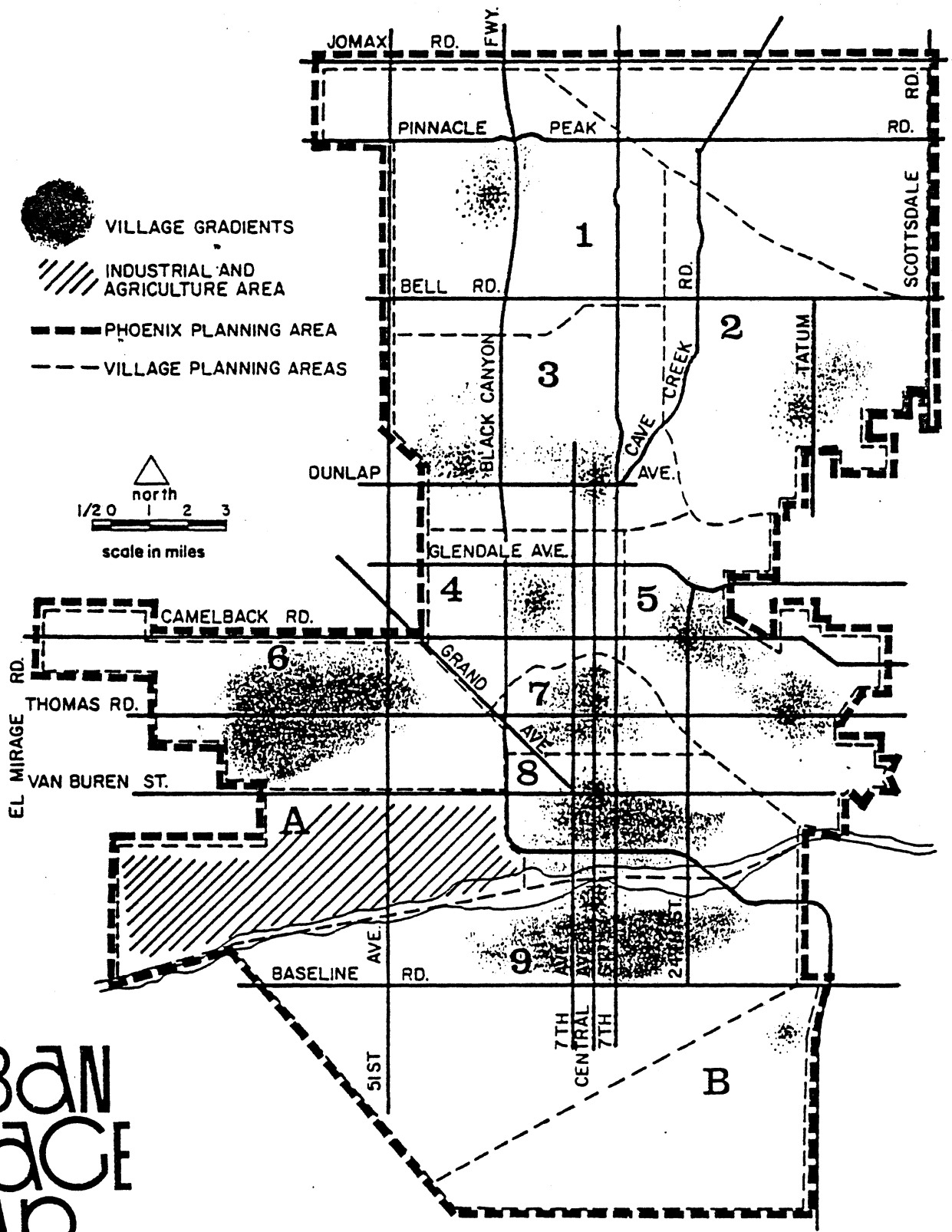
These materials suggested the great importance of the Plan in giving geographic definition to what might otherwise be rather arbitrarily defined communi-



ties. The urban village map (a photocopy of which is shown on the following page) from the Plan was, thus, an important tool in our design of districts.

### Hearings and Newspaper Coverage

The transcripts of the four public hearings conducted by the City make abundantly clear the priority given by nearly every group to the concepts of community identity and community representation. Among many possible references to the transcripts one may note in particular the following: page 2, testimony by the Southwest Voters Registration Project on the Arfa plan; page 5, testimony on South Phoenix; pages 9 and 10, testimony regarding Maryvale; pages 11 - 13, testimony regarding Paradise Valley; page 12, testimony regarding Sunnyslope. Adding further emphasis and definition to the concept of community of interest are various newspaper articles and editorial statements. Among many such items that could be cited, one notes in particular the following: Gazette, January 19, "Plan for Council Districts Preserves Area Identities" and "District Plan May Prompt Mid-City Battle" and "Leave Ward Vote Alone Backers Say"; Republic, February 2, "Lack of Say on Phoenix Council Shuts Out Maryvale Residents"; Republic, January 19, "Paradise Valley Panel Weighs Plan to Make Area 1 Council District"; Gazette, January 14, "Districts of 'Interests' Favored at Phoenix Hearings"; Maryvale Star, January 17, "Group Working for 'Integrity' in District Plan"; Republic, January 19, "Paradise Valley Fights to Maintain Identity." Review of such materials leads unmistakably to the conclusion that there are several self-identified and aggressively articulate communities of interest, all of which are clearly and sympathetically reflected in the outlines of the Village Planning Areas of the "Phoenix Concept Plan 2000."



# URBAN VILLAGE Map

Urban Village Map — 2000 is a graphic representation of the urban village concept in Phoenix. Village cores are shown by the most dense dot pattern in the central area of the village and village peripheries by the unshaded area between cores. Villages may have secondary cores providing services to less than the whole village. Some of these secondary cores are shown on the map.

The map is primarily to identify the area to be planned by urban village planning committees and references in the village population and employment control totals of Policy 2 following. The map does not show the exact location of peripheries. Exact locations of cores, gradients and peripheries will be identified by urban village planning committees.

(Taken from "Phoenix Concept Plan 2000: A Program for Planning.")

## Newspaper Zones and Legislative District Boundaries

Newspapers remain the most important medium for the communication of news of (and to) a local area. Smaller newspapers often have a clearly defined local readership and often carry proudly the name of the neighborhood on their banner. Larger newspapers will often recognize their obligation to provide local news with special supplements or the use of zonal distribution areas for local editions. Newspapers through their distribution areas thus tend to reflect (and also help to shape) the existence of local communities of interest.

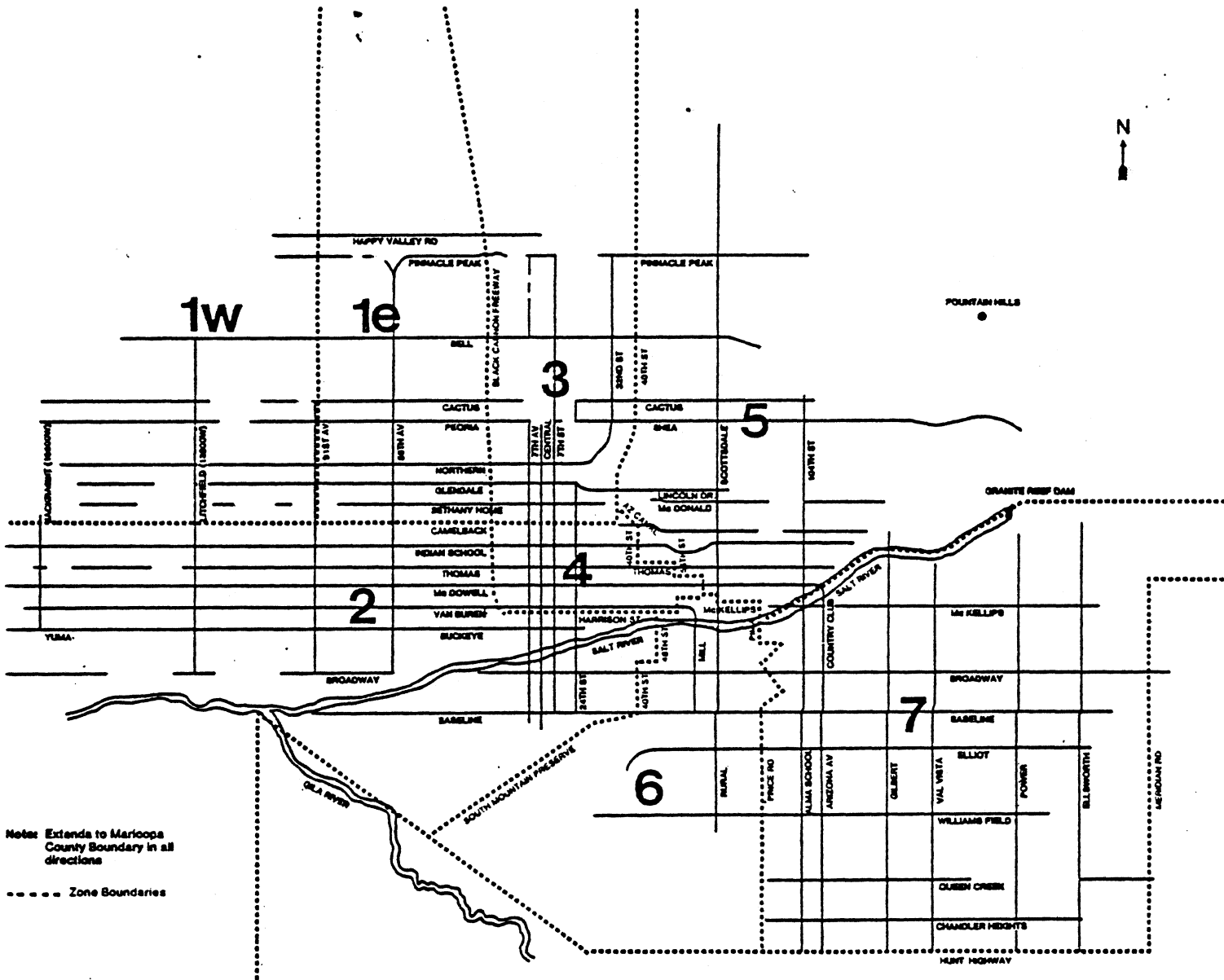
Examples of this abound in the City of Phoenix. For example, Mr. Darrow Tully, the publisher of the Arizona Republic / Phoenix Gazette, recently noted that "our commitment to local news is stronger than ever" and "the frequency of our five weekly-area-news editions will gradually be increased." The publication from which these comments are taken ("Inside Phoenix, 1983") reproduced materials from Sales and Marketing Management, Survey of Buying Power showing how the Arizona Republic / Phoenix Gazette breaks down the City of Phoenix into seven zones. Statistics on these zones are also displayed. As the photocopy of these materials on the following pages will suggest, there is at least a rough level of correspondence with the urban Village map in the Phoenix Plan.

Several weekly newspapers in Phoenix claim a City-wide distribution. (These include the Arizona Business Gazette, the Arizona Mobile Citizen, the New Times, and the Phoenix Business Journal.) But there are also a number of smaller newspapers whose distribution areas are worthy of study. (These include the Northwest Independent, the Paradise Valley Independent, the Central Phoenix Independent, El Sol, the Arizona Informant, the Paradise Valley Record, and the Maryvale Star. Maps displaying these distribution areas are shown in Appendix B.)

The recent redistricting of the Phoenix portions of Arizona's legislative

**TOTAL AREA**

Population	1,605,500	Executive/Administrative/Managerial	20%	Median Household Income	\$24,430
Households	588,000	Homeowners	74%	Median Age	30.5†
Newcomers	5%	Median Home Value	\$68,960	Median Adult Age	39.1
Retired	19%			Republic/Gazette Daily Readership	67%
Any College	51%				



<b>Zone 1E</b>		<b>Zone 3</b>		<b>Zone 6</b>	
Population	265,800	Population	207,900	Population	139,100
Households	91,200	Households	80,800	Households	48,500
Newcomers	5%	Newcomers	5%	Newcomers	9%
Retired	14%	Retired	18%	Retired	10%
Any College	51%	Any College	49%	Any College	63%
Executive/Administrative/Managerial	25%	Executive/Administrative/Managerial	19%	Executive/Administrative/Managerial	24%
Homeowners	78%	Homeowners	73%	Homeowners	67%
Median Home Value	\$69,580	Median Home Value	\$69,870	Median Home Value	\$79,220
Median Household Income	\$26,930	Median Household Income	\$25,450	Median Household Income	\$27,270
Median Adult Age	38.6	Median Adult Age	39.1	Median Adult Age	35.4
Republic/Gazette Daily Readership	73%	Republic/Gazette Daily Readership	69%	Republic/Gazette Daily Readership	67%
<b>Zone 1W</b>		<b>Zone 4</b>		<b>Zone 7</b>	
Population	84,400	Population	163,300	Population	263,000
Households	38,300	Households	73,900	Households	93,600
Newcomers	2%	Newcomers	5%	Newcomers	5%
Retired	63%	Retired	21%	Retired	25%
Any College	45%	Any College	50%	Any College	49%
Executive/Administrative/Managerial	6%	Executive/Administrative/Managerial	16%	Executive/Administrative/Managerial	18%
Homeowners	88%	Homeowners	59%	Homeowners	77%
Median Home Value	\$66,420	Median Home Value	\$69,620	Median Home Value	\$66,640
Median Household Income	\$22,160	Median Household Income	\$21,500	Median Household Income	\$23,790
Median Adult Age	66.3	Median Adult Age	36.1	Median Adult Age	35.8
Republic/Gazette Daily Readership	68%	Republic/Gazette Daily Readership	66%	Republic/Gazette Daily Readership	54%
<b>Zone 2</b>		<b>Zone 5</b>			
Population	295,500	Population	186,500		
Households	90,900	Households	70,800		
Newcomers	3%	Newcomers	6%		
Retired	11%	Retired	13%		
Any College	40%	Any College	63%		
Executive/Administrative/Managerial	18%	Executive/Administrative/Managerial	25%		
Homeowners	73%	Homeowners	75%		
Median Home Value	\$51,690	Median Home Value	\$92,120		
Median Household Income	\$21,700	Median Household Income	\$28,610		
Median Adult Age	37.5	Median Adult Age	41.8		
Republic/Gazette Daily Readership	68%	Republic/Gazette Daily Readership	75%		

districts is also deserving of study. Political communities -- and this, after all, is what Council districts, legislative districts, and congressional districts amount to -- have become dependent on their decennial reconstitution in the wake of reapportionment. In today's closely interwoven political system, where different levels of government interact constantly in the operation of many programs, a degree of correspondence among the lines of local, state and congressional districts is a desirable objective of the districting process.

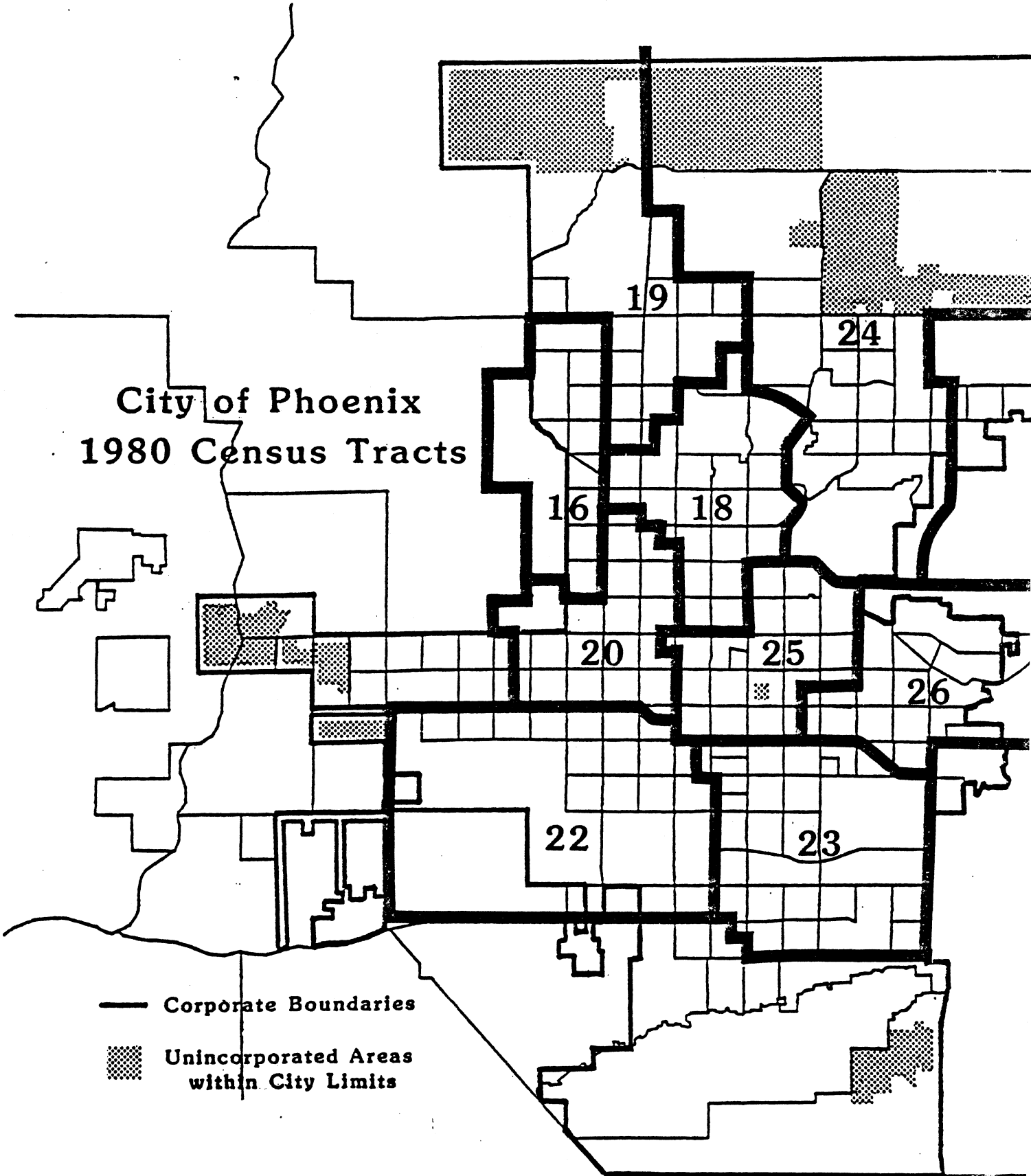
In the case of Phoenix's new Council districts, however, the lines of the local state legislative districts may have some additional significance. Voters are already accustomed to interacting with their legislative representative in these constituencies, and the new legislative districts have obtained a degree of apparent legitimacy -- in part because of their enactment after a prolonged legislative process and in part because they have survived scrutiny in the U.S. Department of Justice. For these reasons, therefore, we think the map of state legislative boundaries on the following page is a useful source document.

### **Minorities**

In the course of the past two decades, many minority groups have begun to recognize their stakes in reapportionment. Blacks, Hispanics and others have lobbied aggressively for "ethnically representative" districts.

Particularly in the Southwest, Mexican-Americans have experienced repeated frustrations in their effort to secure effective representation. Although a large and rapidly growing minority group, they have faced a number of troubling difficulties. To begin with, much of their population is under voting age, some of them are non-citizens, and language difficulties handicap others. Thus, their voting power is somewhat less than their total numbers would suggest. Secondly, until 1980, the

# State Legislative Districts



census provided little useful information on the Hispanic population which was, in any case, dispersed rather than concentrated. The result was that Anglo politicians (many of whom relied on the votes of Mexican-Americans) found it easy to avoid drawing ethnically representative Latino districts. Recently, however, partly under pressure from Justice Department enforcement of Voting Rights protections, partly because of the vigorous and technically sophisticated pressures of groups such as the Southwest Voters Registration Project, many more districts have been created in which Hispanics can play an effective political role.

As the City of Phoenix moves from an at-large scheme of representation to the use of single-member districts, it seems especially important to recognize minority claims to fair representation. Thus, the Institute paid close attention to plans presented by minorities at the public hearings. Of these, technically the most impressive was that of William Arfa, who presented a study that had input and approval from the Southwest Voters Registration Project of San Antonio, Texas. This latter group has been instrumental in critiquing and successfully pressing for redistricting legislation in a number of jurisdictions. The lines of the Arfa plan were thus given very careful study and some of its basic logic was adopted in the Institute's plan.



**CHAPTER IV:  
THE DISTRICTS**

## Prose Descriptions of the Districts

**District 1** is the area traditionally known as Paradise Valley. It is bounded by Scottsdale Road on the East, the City limits on the north, 19th Avenue on the west, and the north Phoenix mountains and Mountain Preserve serve as its southern boundary. The district basically covers the area of Paradise Village. Public hearings clearly indicated this area to be a very distinct community of interest. This area has its own community council, chamber of commerce, weekly newspaper, Rotary Club, and other neighborhood organizations.

**District 2** is bordered on the East by District 1, goes as far south as Dunlap Road, and is bounded on the north and west by Phoenix City limits. This area is traditionally known as Deer Valley and has a Village Planning Committee. Public hearings indicated that it represents a community of interest.

**District 3** at first glance appears to be odd in shape. This is due in large part to the fact that a significant land area on the east is made up of the Phoenix Mountain Preserve with very little population. The central part of the district, with a northern boundary of Peoria Avenue, represents a very clear community of interest, namely the area commonly called Sunnyslope. The westernmost border of District 3 is 43rd Avenue, the City's western city limit. It encompasses parts of the North Mountain and Alhambra villages.

**District 4** is bounded on the east by the Black Canyon Freeway, on the south by Thomas and McDowell Roads, and stretches west to the city limits and north to the city limits at Camelback Road. This is clearly a community of interest commonly referred to as Maryvale and comprises most of the Maryvale Village. This area has its

own Village Planning Committee, chamber of commerce, and weekly newspaper. Public hearings indicated strong interest in retaining much of this Village as a single district.

**District 5** is bounded by 16th Street on the east, Northern Avenue on the north, Thomas Road on the south and extends as far as the Black Canyon Freeway on the west. It generally represents the north-central section of the City, and has long-standing acceptance of common communities of interest.

**District 6** is bounded on the east by the city limits, extends southward to McDowell Road, west to 16th Street, and north to Lincoln Drive and the Town of Paradise Valley. It is clearly a community of interest and comprises most of the Camelback East Village. It also keeps intact the section of the City traditionally known as Arcadia.

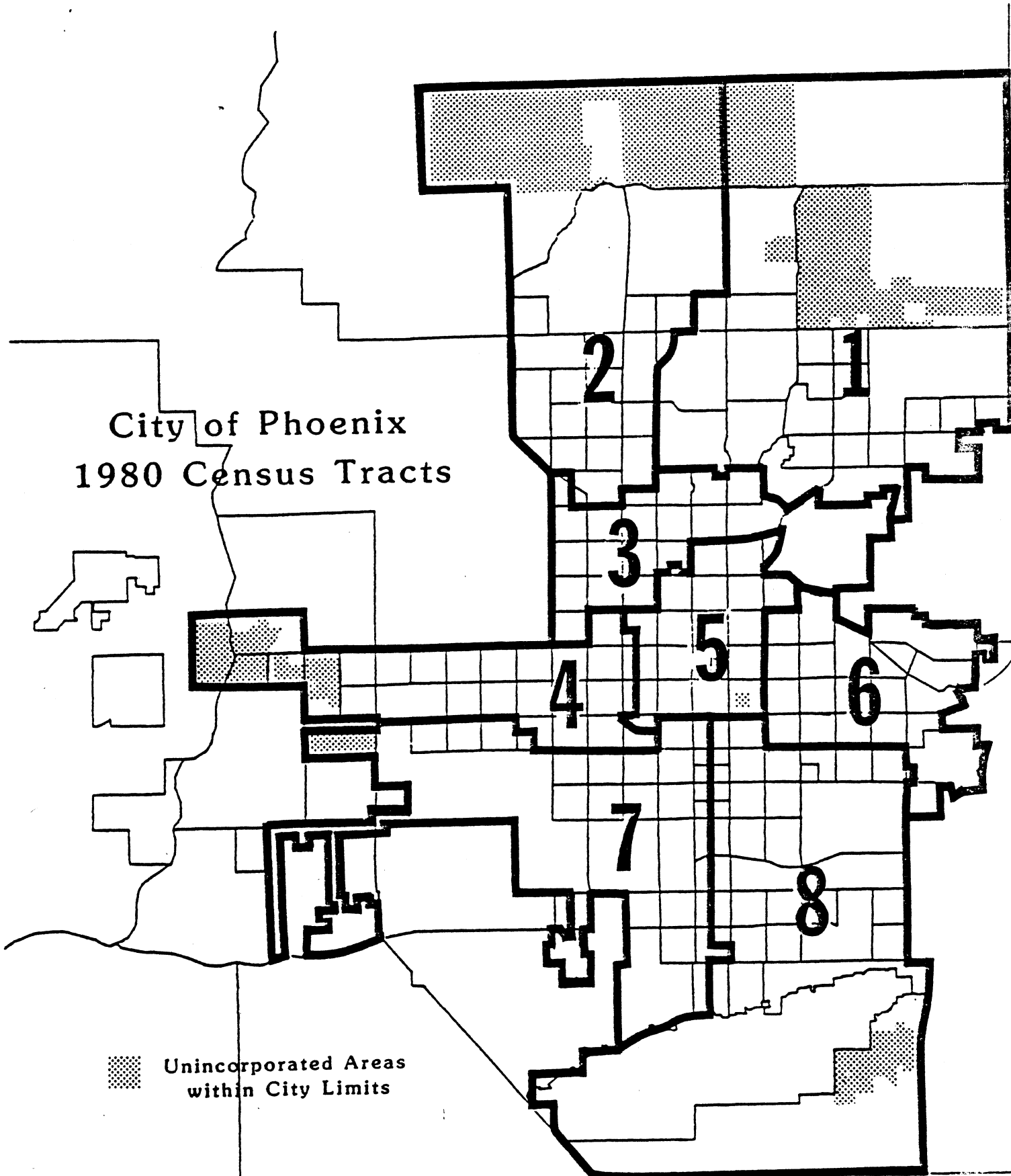
**District 7** is bounded on the east by Central Avenue, on the south by South Mountain Park, extends to the western limits of the City with its northern boundary formed by Thomas and McDowell Roads. The area comprises all of southwest Phoenix and most of legislative District 22. Testimony taken at the public hearings in the South Phoenix area indicated considerable support for this district configuration.

**District 8** is bounded on the east by the eastern city limits, on the south by the southern city limits, on the west by Central Avenue, and on the north by Thomas and McDowell Roads. The area has several independent weekly newspapers and two Village Planning Areas. It represents Legislative District 23 and testimony received at the public hearings indicated support for this district configuration.

## **District Statistics and Map**

On the following pages are a map and several computer-generated statistical reports on the proposed Phoenix City Council districts.

# Proposed City Council Districts



DISTRICT DEVIATION REPORT  
IDEAL = 98755

DIST #	TOTAL POP	DEV	PCT DEV	WHITE POP	WHITE PCT	BLACK POP	BLACK PCT	HISP POP	HISP PCT	AM. IN POP	AM. IN PCT	OTHER POP	OTHER PCT
1	96143	-2612	-2.6%	93505	97.3%	491	.5%	2751	2.9%	364	.4%	1783	1.9%
2	99976	1221	1.2%	95911	95.9%	357	.9%	4959	5.0%	495	.5%	2723	2.7%
3	96288	-2467	-2.5%	91271	94.8%	859	.9%	5735	6.0%	646	.7%	3512	3.6%
4	103576	4821	4.9%	88818	85.8%	3317	3.2%	16780	16.2%	1031	1.0%	10410	10.1%
5	94235	-4520	-4.6%	86914	92.2%	1777	1.9%	5695	6.0%	2407	2.6%	3137	3.3%
6	94056	-4699	-4.8%	87877	93.4%	1285	1.4%	5792	6.2%	996	1.1%	3898	4.1%
7	102732	3977	4.0%	62125	60.5%	10821	10.5%	36915	35.9%	2326	2.3%	27460	26.7%
8	103033	4293	4.3%	54208	52.6%	19935	19.4%	37153	36.1%	2503	2.4%	25341	25.6%

DISTRICT DEVIATION REPORT  
IDEAL = 67999

DIST #	18+ POP	DEV.	PCT DEV	WHITE POP	WHITE PCT	BLACK POP	BLACK PCT	HISP POP	HISP PCT	AM. IN POP	AM. IN PCT	OTHER POP	OTHER PCT
1	64149	-3850	-5.7%	63921	99.6%	280	.4%	1566	2.4%	149	.2%	0	0.0%
2	65123	-2876	-4.2%	64006	98.3%	508	.8%	2701	4.1%	263	.4%	346	.5%
3	69714	1715	2.5%	67894	97.4%	540	.8%	3507	5.0%	410	.6%	870	1.2%
4	69047	49	.1%	61009	99.7%	1990	2.9%	9260	13.6%	579	.9%	4469	6.6%
5	74173	6174	9.1%	70757	95.4%	1126	1.5%	3994	5.2%	1422	1.9%	969	1.2%
6	74762	6763	9.9%	72068	96.4%	952	1.3%	3915	5.2%	615	.8%	1127	1.5%
7	62663	-5336	-7.8%	42648	68.1%	6254	10.0%	20031	32.0%	1386	2.2%	12375	19.7%
8	65330	-2669	-3.9%	40868	62.6%	11194	17.1%	21551	33.0%	1516	2.3%	11752	18.0%

DISTRICT 1

TOTAL POP. IDEAL: 98755      18+ POP. IDEAL: 67999

POP.	TOTAL POP		POP 18+		TOTAL 18+ =
WHITE	93505	97.3%	63921	99.6%	64149
BLACK	491	.5%	280	.4%	DEV = -5.7%
OTHER	2147	2.2%	-52	-.1%	
TOTAL	96143	100.0%	64149	100.0%	TOTAL POP = 96143
HISPAN.	2751	2.9%	1566	2.4%	DEV = -2.6%

DISTRICT 2

TOTAL POP. IDEAL: 98755      18+ POP. IDEAL: 67999

POP.	TOTAL POP		POP 18+		TOTAL 18+ =
WHITE	95911	95.9%	64006	99.3%	65123
BLACK	857	.9%	508	.8%	DEV = -4.2%
OTHER	3208	3.2%	609	.9%	
TOTAL	99976	100.0%	65123	100.0%	TOTAL POP = 99976
HISPAN.	4959	5.0%	2701	4.1%	DEV = 1.2%

DISTRICT 3

TOTAL POP. IDEAL: 98755      18+ POP. IDEAL: 67999

POP.	TOTAL POP		POP 18+		TOTAL 18+ =
WHITE	91271	94.8%	67894	97.4%	69714
BLACK	859	.9%	540	.8%	DEV = 2.5%
OTHER	4158	4.3%	1280	1.8%	
TOTAL	96288	100.0%	69714	100.0%	TOTAL POP = 96288
HISPAN.	5735	6.0%	3507	5.0%	DEV = -2.5%

DISTRICT 4

TOTAL POP. IDEAL: 98755      18+ POP. IDEAL: 67999

POP.	TOTAL POP		POP 18+		TOTAL 18+ =
WHITE	88818	85.8%	61009	89.7%	69047
BLACK	3317	3.2%	1990	2.9%	DEV = .1%
OTHER	11441	11.0%	5048	7.4%	
TOTAL	103576	100.0%	68047	100.0%	TOTAL POP = 103576
HISPAN.	16780	16.2%	9260	13.6%	DEV = 4.9%

DISTRICT 5

TOTAL POP. IDEAL: 98755      18+ POP. IDEAL: 67999

POP.	TOTAL POP		POP 18+		TOTAL 18+ =
WHITE	86914	92.2%	70757	95.4%	74173
BLACK	1777	1.9%	1126	1.5%	DEV = 9.1%
OTHER	5544	5.9%	2290	3.1%	
TOTAL	94235	100.0%	74173	100.0%	TOTAL POP = 94235
HISPAN.	5695	6.0%	3884	5.2%	DEV = -4.6%

DISTRICT 6

TOTAL POP. IDEAL: 99755      18+ POP. IDEAL: 67999

POP.	TOTAL POP		POP 18+		TOTAL 18+ =
WHITE	87877	93.4%	72068	96.4%	74762
BLACK	1285	1.4%	952	1.3%	DEV = 9.9%
OTHER	4894	5.2%	1742	2.3%	
TOTAL	94056	100.0%	74762	100.0%	TOTAL POP = 94056
HISPAN.	5792	6.2%	3915	5.2%	DEV = -4.9%



DISTRICT 7

TOTAL POP. IDEAL: 98755      18+ POP. IDEAL: 67999

POP.	TOTAL POP		POP 18+		TOTAL 18+ =
WHITE	62125	60.5%	42648	68.1%	62663
BLACK	10821	10.5%	6254	10.0%	DEV = -7.8%
OTHER	29786	29.0%	13761	22.0%	
TOTAL	102732	100.0%	62663	100.0%	TOTAL POP = 102732
HISPAN.	36915	35.9%	20031	32.0%	DEV = 4.0%

DISTRICT 8

TOTAL POP. IDEAL: 98755      18+ POP. IDEAL: 67999

POP.	TOTAL POP		POP 18+		TOTAL 18+ =
WHITE	54208	52.6%	40868	62.6%	65330
BLACK	19986	19.4%	11194	17.1%	DEV = -3.9%
OTHER	28844	28.0%	13268	20.3%	
TOTAL	103038	100.0%	65330	100.0%	TOTAL POP = 103038
HISPAN.	37153	36.1%	21551	33.0%	DEV = 4.3%

## CONCLUSION

In the course of the past six weeks, the Rose Institute has built City of Phoenix data bases and base maps, created a specialized Phoenix districting system, analyzed hearing records, researched the City's communities of interest, interfaced with City officials, designed a proposed districting plan, and developed this report. Although the time-frame available was short, we believe our work to have been carefully and accurately performed. We are proud of the plan that is proposed.

The districting plan described in this report is one that fully meets four vital criteria: first, the charter amendment's requirement for eligible voter population; second, the requirement for substantial equality of total population; third, the protection of communities of interest; and fourth, insurance of minority representation. In addition, the plan satisfies other representational needs: preservation intact of the vast majority of precincts; and the creation of compact, contiguous districts that have substantial correspondence with legislative district boundaries. This is a districting plan that meets all required legal and constitutional tests.

**APPENDIX A**  
**ALIENS IN THE CITY OF PHOENIX:**  
**THE RESULTS OF A SPECIAL CENSUS BUREAU TABULATION**

ST	CTY	TRACT	TOTAL	18PLUS	CITZ18+	NON18+
04	013	030302	3894	2557	2510	47
04	013	030303	4161	2710	2656	54
04	013	030304	955	649	630	19
04	013	030305	2950	2721	2683	38
04	013	030306	7	*	*	*
04	013	030307	8866	5656	5507	149
04	013	030308	13374	9282	9132	150
04	013	030309	2672	1946	1913	33
04	013	030310	0	0	0	0
04	013	082001	19	*	*	*
04	013	082002	73	36	25	11
04	013	082003	3776	2157	2080	77
04	013	082004	4696	2866	2777	89
04	013	082201	24	*	*	*
04	013	092701	0	0	0	0
04	013	103204	10096	6827	6607	220
04	013	103205	3411	2125	2106	19
04	013	103206	3450	2064	2004	60
04	013	103207	3194	2140	2090	50
04	013	103208	1612	962	938	24
04	013	103209	3465	2165	2121	44
04	013	103302	6234	3909	3828	81
04	013	103303	1511	1263	1246	17
04	013	103304	3133	2442	2442	0
04	013	103400	5431	3530	3450	80

ST CTY TRACT	TOTAL	18PLUS	CITZ18+	NON18+
04 013 103501	1808	1267	1267	0
04 013 103502	5869	3871	3770	101
04 013 103601	5032	3592	3532	60
04 013 103602	8882	6112	5973	139
04 013 103603	4405	3138	3053	85
04 013 103700	2806	2129	2095	34
04 013 103800	5153	3607	3561	46
04 013 103900	5582	3697	3605	92
04 013 104000	5114	3448	3381	67
04 013 104100	6745	4345	4270	75
04 013 104202	6277	3937	3868	69
04 013 104203	6217	3895	3781	114
04 013 104204	4168	2483	2420	63
04 013 104205	4036	2766	2659	107
04 013 104206	4500	3022	2940	82
04 013 104207	1962	1284	1254	30
04 013 104208	3995	2598	2580	18
04 013 104211	5297	3353	3259	94
04 013 104212	3748	2405	2378	27
04 013 104300	5875	4337	4245	92
04 013 104400	3625	2690	2674	16
04 013 104500	5980	4352	4273	79
04 013 104600	2663	2292	2262	30
04 013 104700	4707	3746	3615	131
04 013 104801	3820	2613	2593	20

ST	CTY	TRACT	TOTAL	18PLUS	CITZ18+	NON18+
04	013	104802	5785	3843	3781	62
04	013	104900	5651	3745	3668	77
04	013	105101	4796	3145	3058	87
04	013	105102	3031	2196	2100	96
04	013	105200	5480	4101	4012	89
04	013	105300	5466	4328	4262	66
04	013	105400	3922	2690	2649	41
04	013	105500	2654	2185	2151	34
04	013	105600	7496	5331	5224	107
04	013	105700	7546	5095	4968	127
04	013	105800	6513	4492	4447	45
04	013	105900	4173	3124	3071	53
04	013	106000	6268	4797	4722	75
04	013	106100	4925	3939	3906	33
04	013	106200	3641	2447	2376	71
04	013	106300	5137	3991	3902	89
04	013	106400	3444	2660	2651	9
04	013	106500	6701	5707	5610	97
04	013	106600	3898	2981	2899	82
04	013	106700	5967	5087	5003	84
04	013	106800	4478	3465	3329	136
04	013	106900	5980	4267	4186	81
04	013	107000	6804	5098	5056	42
04	013	107100	7978	5600	5506	94
04	013	107200	5960	4525	4463	62

ST CTY TRACT	TOTAL	18PLUS	CITZ18+	NON18+
04 013 107300	5108	3997	3879	118
04 013 107400	5320	4343	4251	92
04 013 107500	3551	2956	2902	54
04 013 107600	5895	5084	4991	93
04 013 107700	4211	3463	3410	53
04 013 107800	955	846	796	50
04 013 107900	3979	3073	3027	46
04 013 108000	3711	2548	2518	30
04 013 108100	1980	1481	1444	37
04 013 108200	3218	2672	2651	21
04 013 108300	6904	5702	5633	69
04 013 108400	5096	4285	4243	42
04 013 108500	4886	4072	3950	122
04 013 108600	6004	4842	4714	128
04 013 108700	569	303	271	32
04 013 108800	4239	3683	3592	91
04 013 108900	7248	5834	5722	112
04 013 109000	7537	5803	5709	94
04 013 109100	6229	4684	4614	70
04 013 109200	3083	2456	2426	30
04 013 109300	3767	2522	2479	43
04 013 109400	5732	4101	4068	33
04 013 109500	4099	2782	2746	36
04 013 109601	6258	3885	3755	130
04 013 109602	6943	4333	4259	74



ST	CTY	TRACT	TOTAL	18PLUS	CITZ18+	NON18+
04	013	109700	8748	5462	5260	202
04	013	109800	7223	4497	4395	102
04	013	109900	4942	3224	3175	49
04	013	110000	7085	4743	4633	110
04	013	110100	4238	2926	2805	121
04	013	110200	449	373	359	14
04	013	110300	5503	4453	4354	99
04	013	110400	4876	3894	3767	127
04	013	110500	4254	3803	3633	170
04	013	110600	5057	3985	3901	84
04	013	110700	5410	4536	4462	74
04	013	110800	6744	5519	5345	174
04	013	110900	6816	5783	5665	118
04	013	111000	4906	4085	4038	47
04	013	111100	4731	3795	3758	37
04	013	111201	4636	3793	3690	103
04	013	111202	2410	1899	1872	27
04	013	111300	4701	3775	3735	40
04	013	111400	6039	4814	4698	116
04	013	111500	5473	4461	4252	209
04	013	111600	7020	5596	5405	191
04	013	111700	5920	4787	4680	107
04	013	111800	4342	3745	3657	88
04	013	111900	2787	2221	2139	82
04	013	112000	1969	1618	1574	44

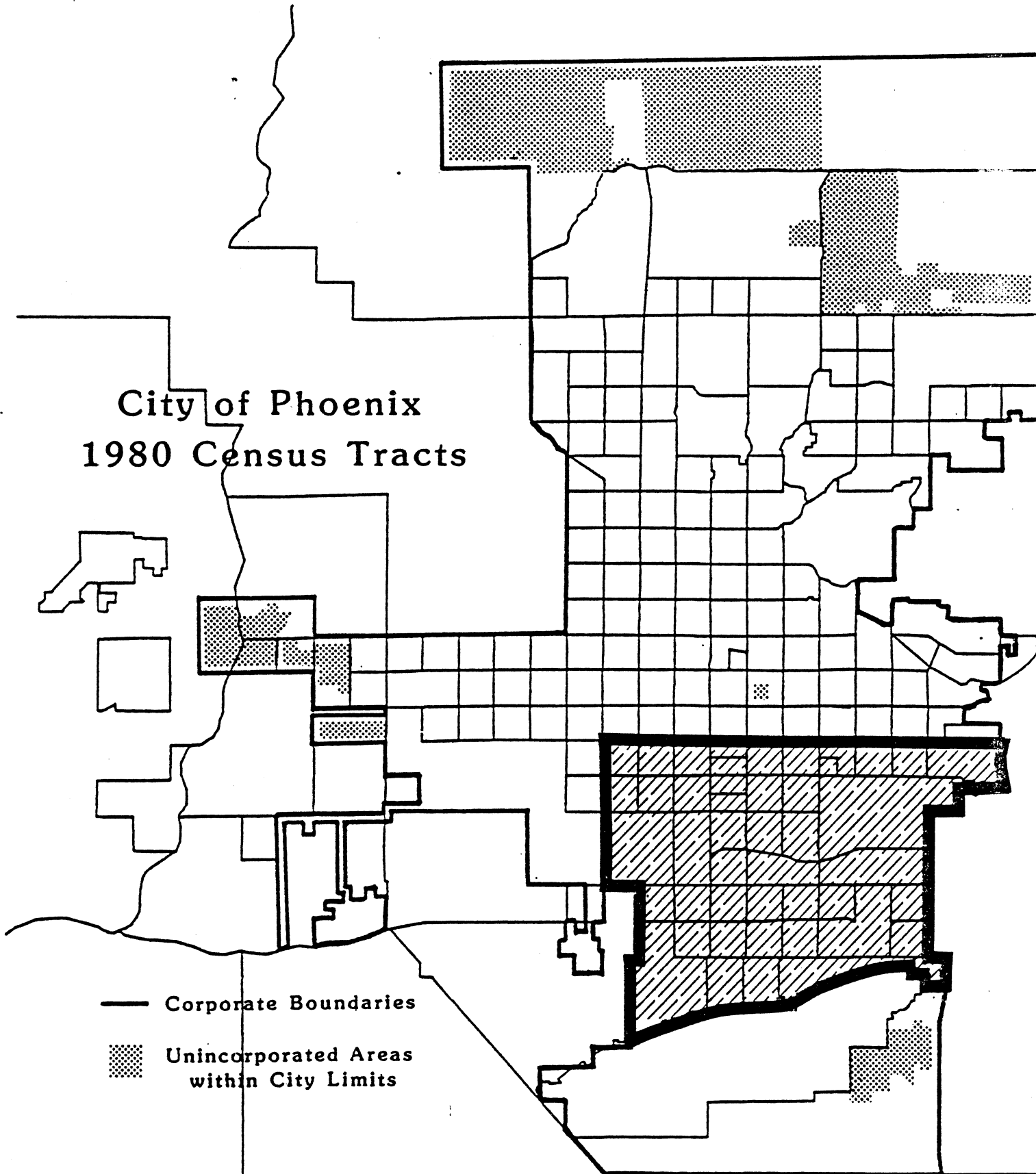
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04 013 112100	2919	1993	1900	93
04 013 112200	7110	4834	4640	194
04 013 112300	7147	4641	4496	145
04 013 112400	8625	5263	5135	128
04 013 112502	6090	3496	3451	45
04 013 112503	6214	3830	3751	79
04 013 112504	3843	2641	2584	57
04 013 112600	6558	4616	4313	303
04 013 112700	5637	3598	3482	116
04 013 112800	1031	802	802	0
04 013 112900	5322	3874	3610	264
04 013 113000	2619	2179	2087	92
04 013 113100	3222	2522	2311	211
04 013 113200	8371	5589	4724	865
04 013 113300	5894	3901	3510	391
04 013 113400	548	530	496	34
04 013 113500	5160	3685	3489	196
04 013 113600	3879	2791	2753	38
04 013 113700	5144	4149	4084	65
04 013 113800	2543	1977	1876	101
04 013 113900	4284	2646	2248	398
04 013 114000	2179	1471	1234	237
04 013 114100	904	904	835	69
04 013 114200	2229	1358	1183	175
04 013 114300	4877	3180	2891	289

ST CTY TRACT	TOTAL	18PLUS	CITZ18+	NON18+
04 013 114400	4089	2785	2497	288
04 013 114500	4665	2989	2777	212
04 013 114600	2607	1498	1388	110
04 013 114700	4232	2389	2203	186
04 013 114800	2656	1765	1650	115
04 013 114900	2983	1898	1677	221
04 013 115000	4427	2667	2217	450
04 013 115100	1643	1000	824	176
04 013 115200	2133	1497	1463	34
04 013 115300	2477	1592	1461	131
04 013 115400	2086	1347	1249	98
04 013 115500	3001	1616	1505	111
04 013 115600	2123	1074	1054	20
04 013 115700	4560	2692	2530	162
04 013 115800	4606	2944	2719	225
04 013 115900	3408	1968	1806	162
04 013 116000	4883	2853	2758	95
04 013 116100	2247	1461	1409	52
04 013 116202	5785	3770	3654	116
04 013 116203	1091	812	807	5
04 013 116204	2491	1702	1655	47
04 013 116300	3492	2192	2061	131
04 013 116400	3204	1945	1780	165
04 013 116500	4145	2673	2568	105
04 013 116601	3320	2012	1947	65

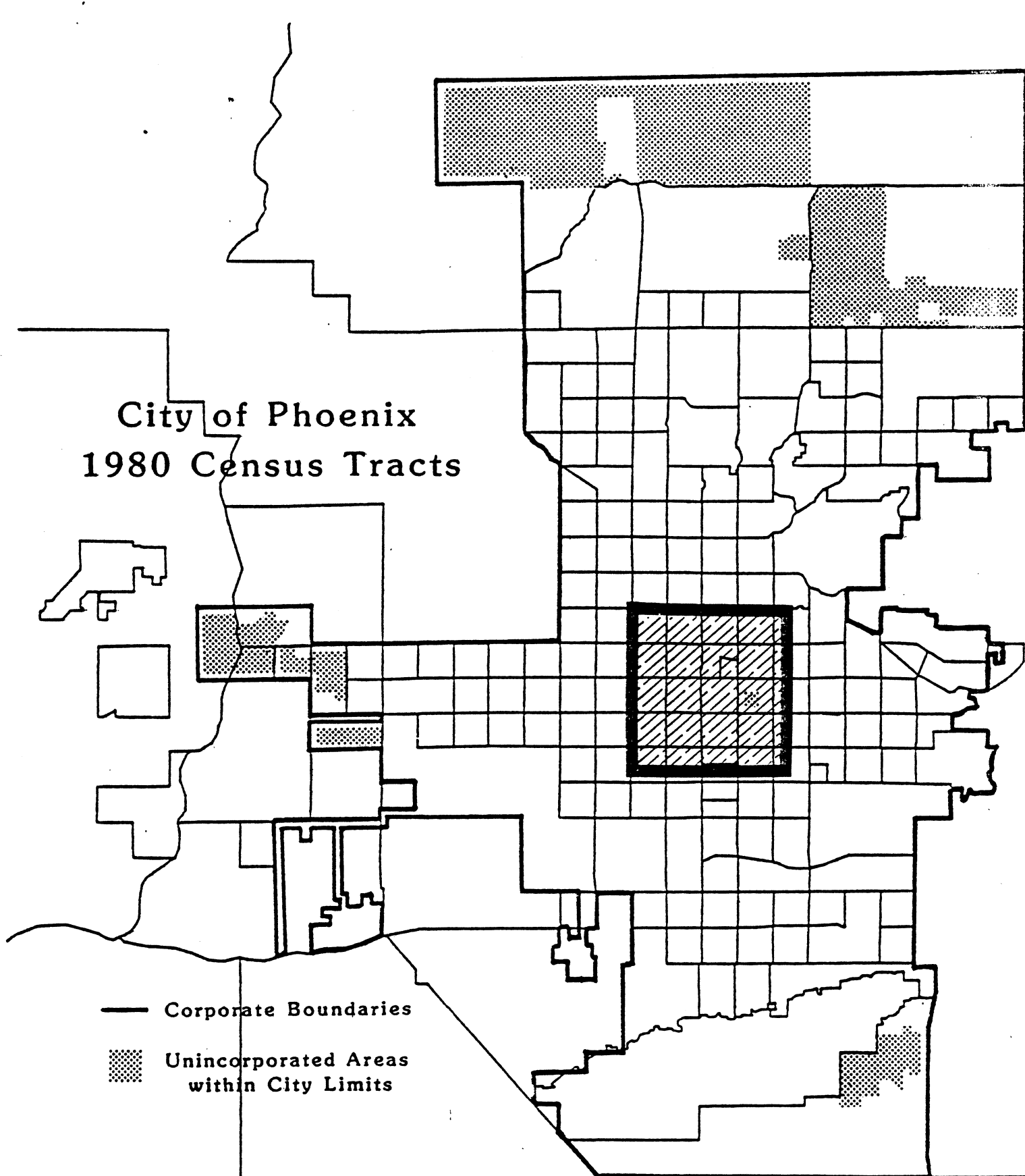
ST CTY TRACT	TOTAL	18PLUS	CITIZ18+	NON18+
04 013 116602	2099	1054	962	92
04 013 116702	5966	3825	3748	77
04 013 116703	1839	1056	1030	26
04 013 116704	1917	1350	1319	31
04 013 116705	65	65	65	0
04 013 116706	1350	960	936	24
04 013 217300	0	0	0	0
04 013 623200	0	0	0	0
99 999 9999999	789704	561323	543999	17324

**APPENDIX B**  
**NEWSPAPER DISTRIBUTION AREAS**

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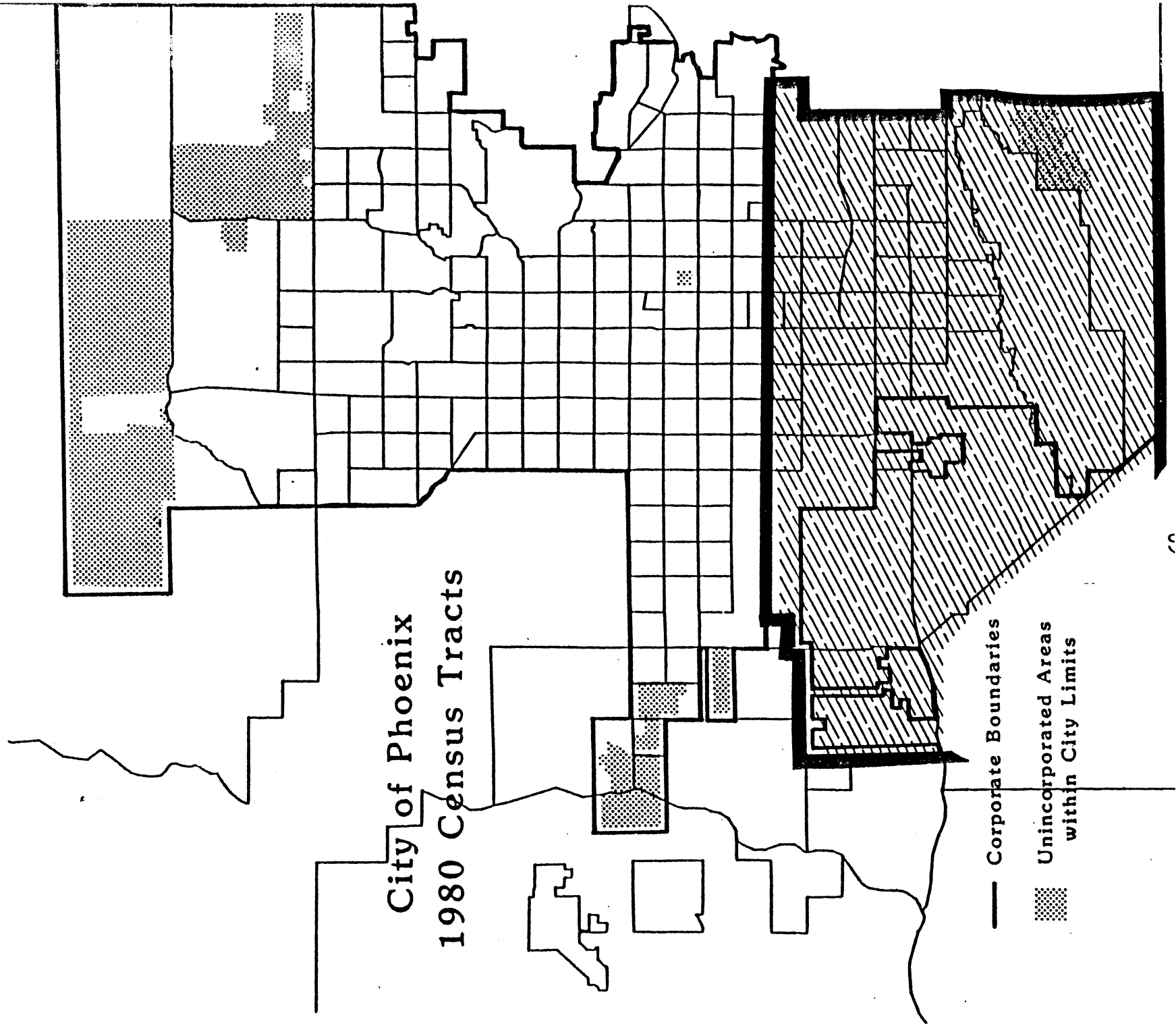


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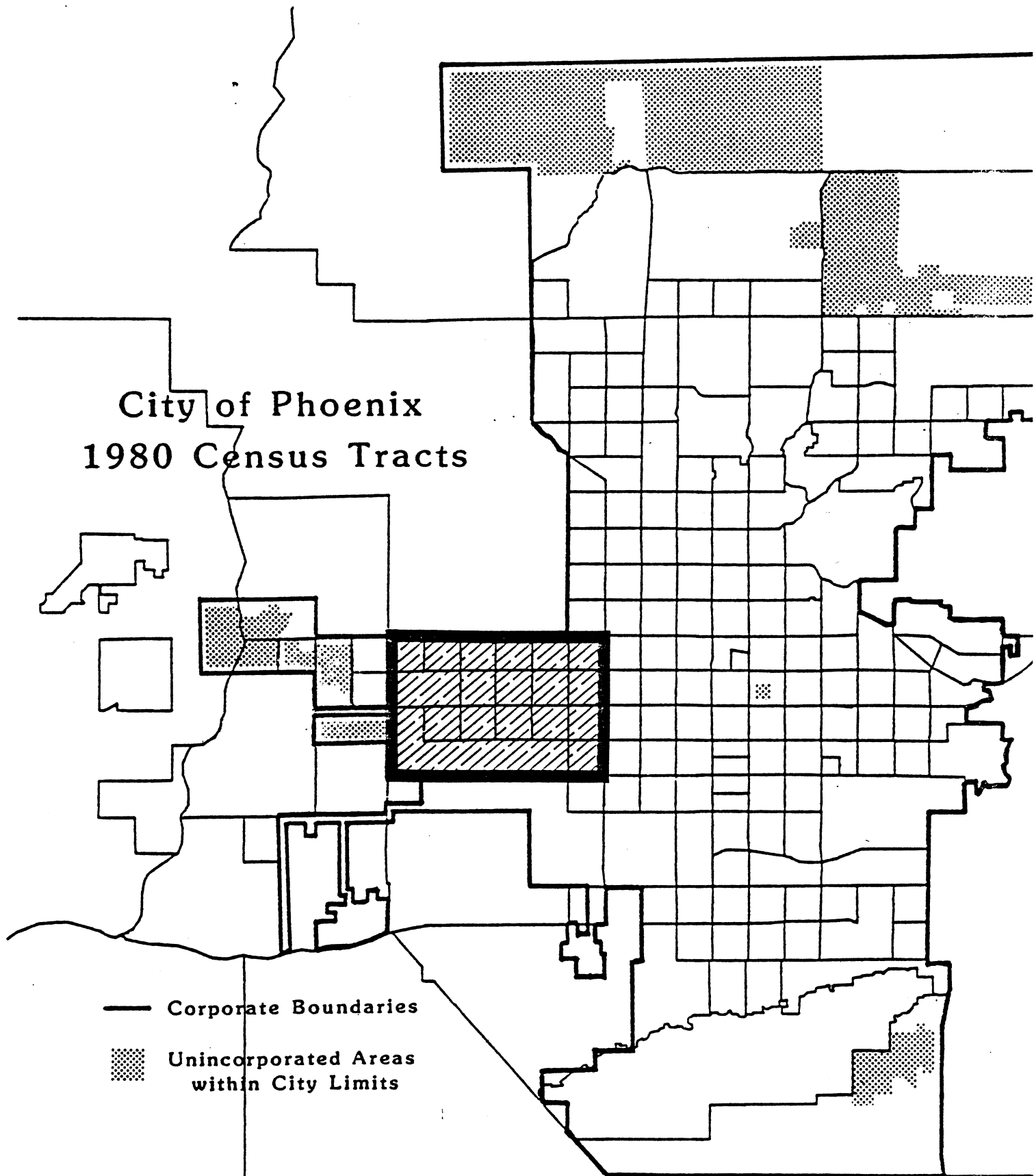


City of Phoenix  
1980 Census Tracts

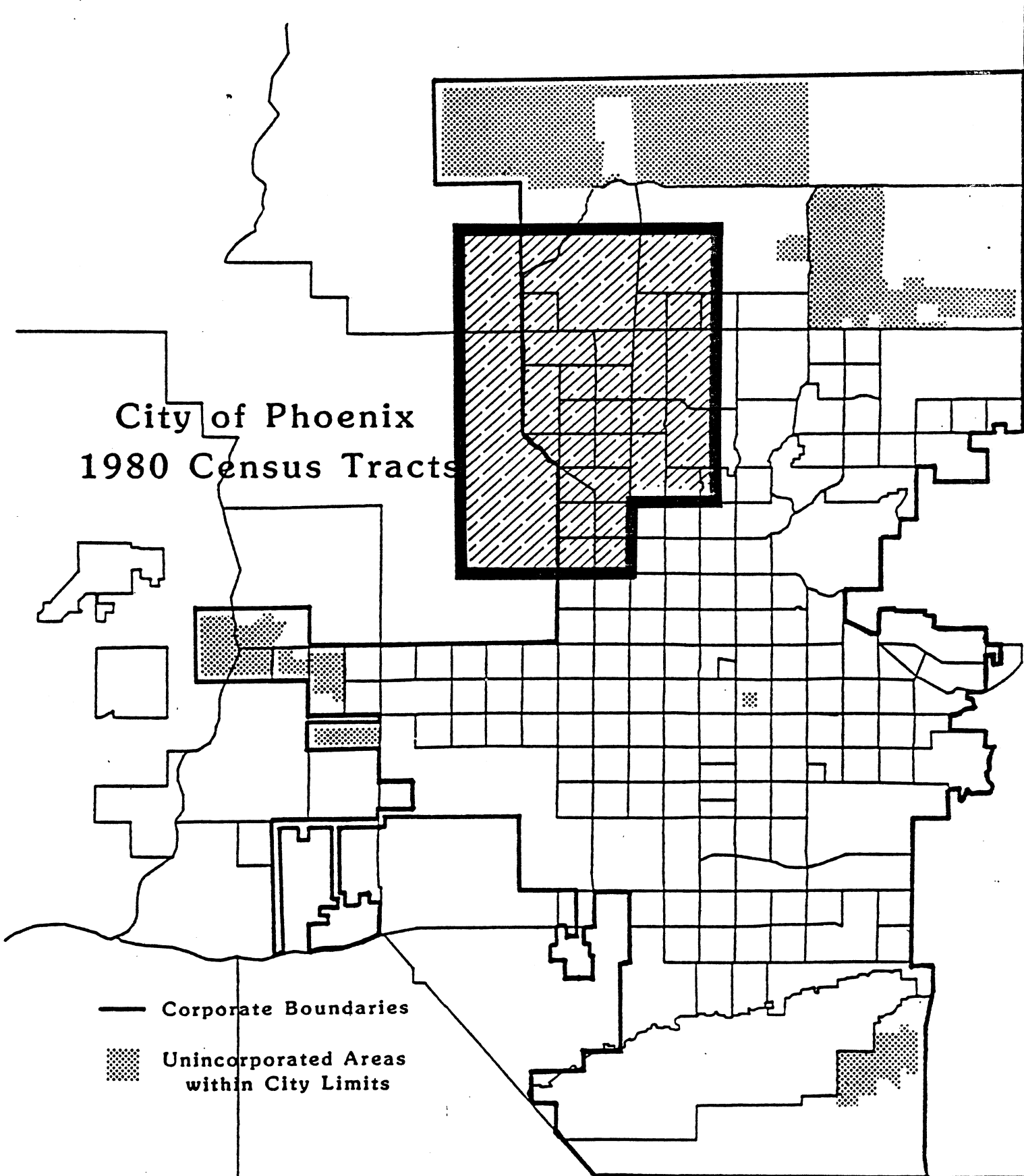
- Corporate Boundaries
- ▒ Unincorporated Areas within City Limits



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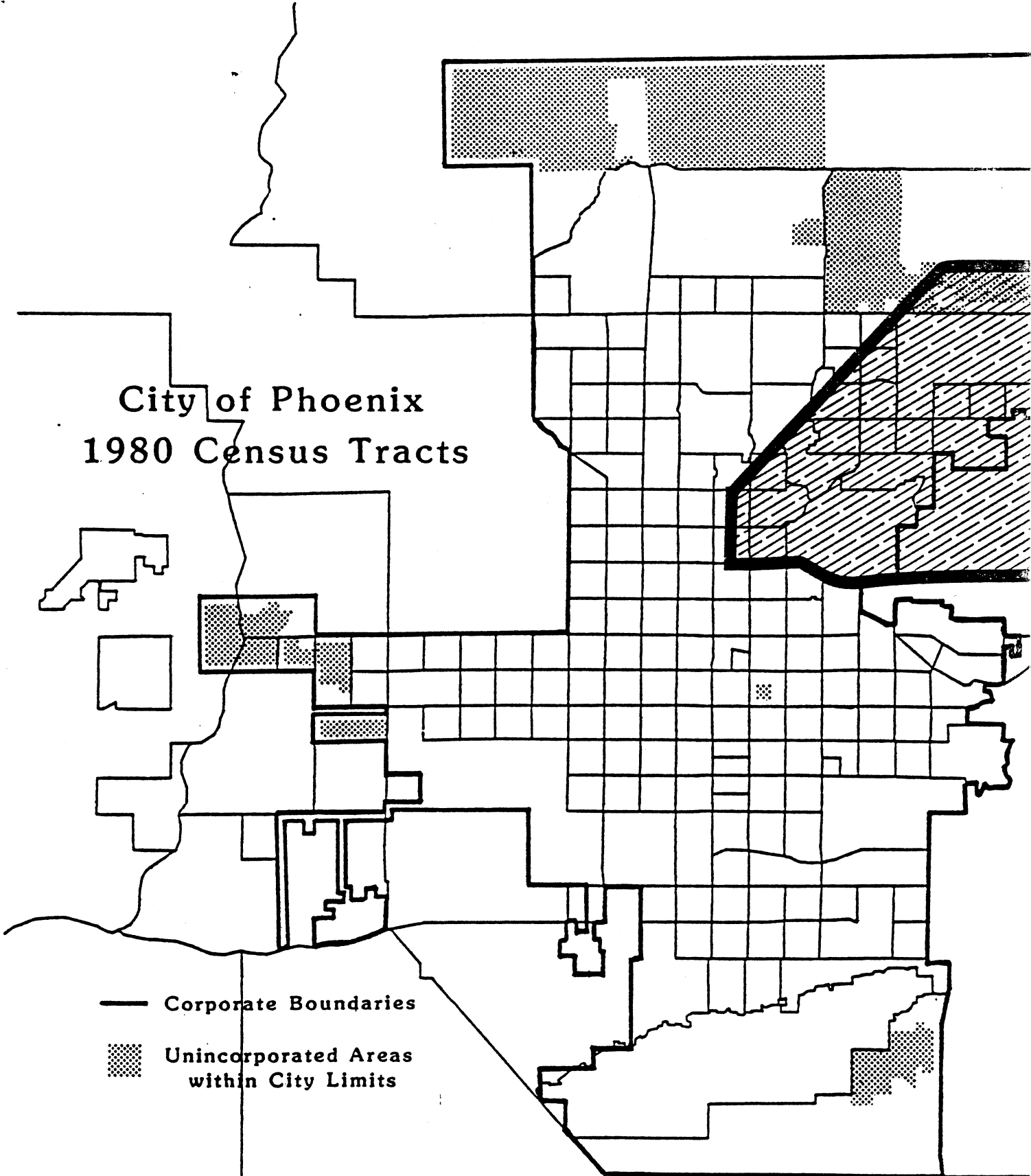


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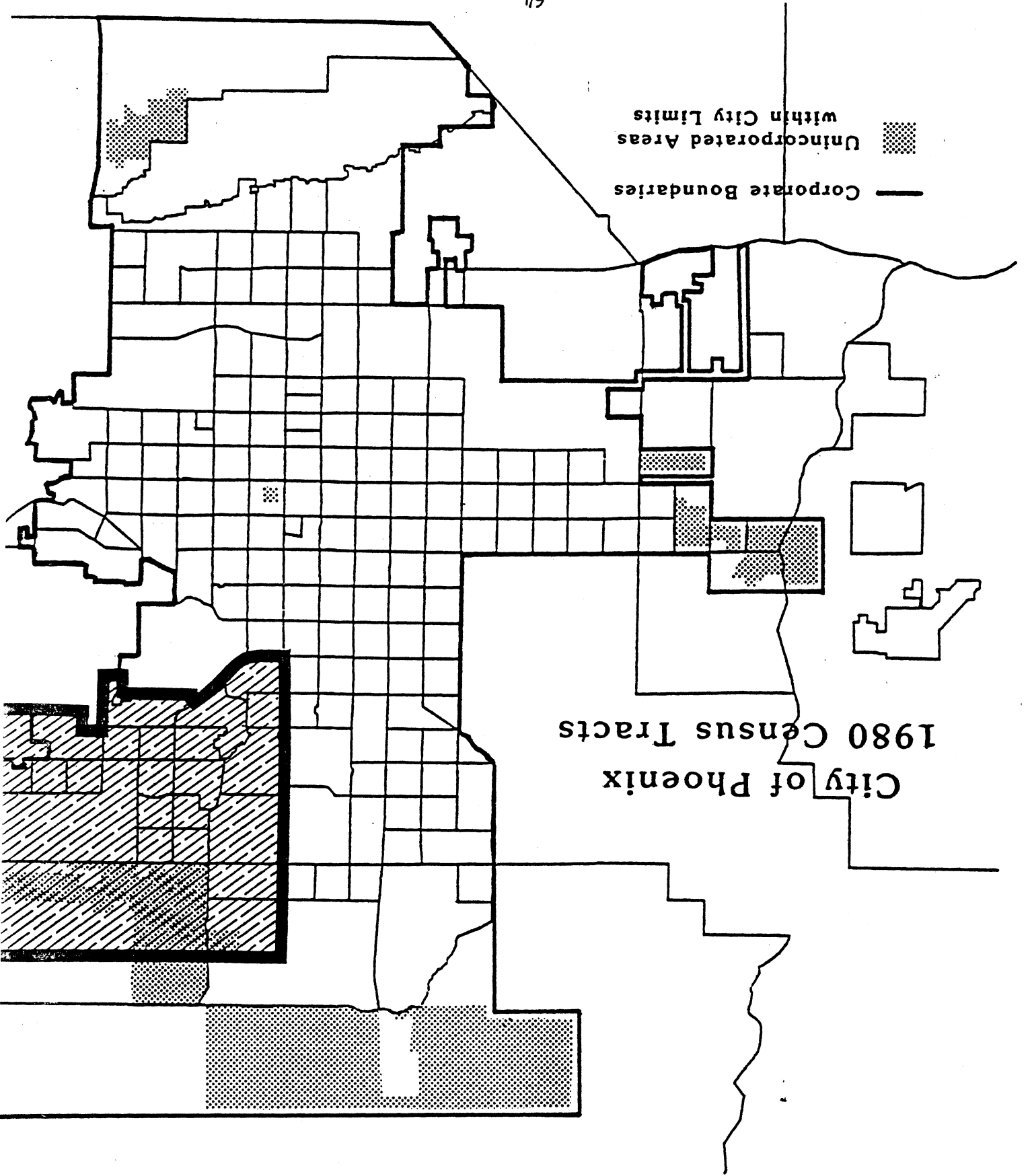
**City of Phoenix  
1980 Census Tracts**



— Corporate Boundaries

▒ Unincorporated Areas  
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PARADISE VALLEY RECORD



City of Phoenix  
1980 Census Tracts

Corporate Boundaries  
Unincorporated Areas  
Within City Limits