# IN THE UNITED STATES DISTRICT COURT FOR THE SOUTHERN DISTRICT OF MISSISSIPPI JACKSON DIVISION

JOHN ROBERT SMITH, SHIRLEY HALL, and GENE WALKER

**PLAINTIFFS** 

VS.

Civil Action No. 3:01-cv-855-HTW-DCB

DELBERT HOSEMANN, Secretary of State of Mississippi;

JIM HOOD, Attorney General for the State

of Mississippi; HALEY BARBOUR, Governor

of Mississippi; MISSISSIPPI REPUBLICAN

EXECUTIVE COMMITTEE; and MISSISSIPPI

DEMOCRATIC EXECUTIVE COMMITTEE

**DEFENDANTS** 

and

BEATRICE BRANCH, RIMS BARBER, L. C. DORSEY, DAVID RULE, JAMES WOODARD, JOSEPH P. HUDSON, and ROBERT NORVEL

**INTERVENORS** 

#### CONSOLIDATED WITH

KELVIN BUCK, ET AL.

**PLAINTIFFS** 

vs.

Civil Action No. 3:11-cv-717 HTW-LRA

HALEY BARBOUR, ET AL.

**DEFENDANTS** 

## MEMORANDUM OPINION

This matter is before us on the motion of the Mississippi Republican Executive Committee ("MREC") to amend the final judgment we entered on February 26, 2002. That judgment implemented the four-district congressional redistricting plan we adopted in our order of February 4, 2002, and ordered use

of the court-drawn plan in every succeeding congressional primary and general election for the State of Mississippi until the State produced a constitutional and precleared plan of its own. To date, the State of Mississippi has not produced such a plan and, thus, every congressional primary and general election in Mississippi since February 26, 2002, has occurred under the court-drawn plan.

In 2010, the federal government conducted the usual decennial census, which indicated that the four districts in the court-drawn plan are now malapportioned. The MREC urges us to amend our final judgment to equalize the malapportioned districts in order to comply with the constitutional requirement of one person, one vote.

At a status conference on November 22, 2011, we advised the parties that we would defer ruling on this motion until after December 4, 2011, which was the deadline for the Mississippi Legislature's Standing Joint Congressional Redistricting Committee (the "Committee")¹ to present a reapportionment plan to the Governor and the Legislature. As we have emphasized throughout this litigation, the primary responsibility for reapportionment lies with the State of Mississippi; if the State of Mississippi can timely reapportion the districts in a constitutionally acceptable manner, the federal courts have no duties to draw the district lines. Once it became clear that the State of Mississippi could not have a precleared redistricting plan in place by January 13, 2012 (the deadline to qualify for candidacy for the United States House of Representatives in Mississippi, see Miss. Code Ann. § 23-15-299), we concluded that this court should assert its jurisdiction and craft a plan for reapportioning Mississippi's

<sup>&</sup>lt;sup>1</sup> Under Miss. Code Ann. § 5-3-123, "[t]he members of the [C]ommittee shall draw a plan to redistrict, according to constitutional standards, the United States congressional districts for the state of Mississippi no later than thirty (30) days preceding the convening of the next regular session of the legislature." Miss. Code Ann. § 5-3-123. The next regular session of the Mississippi Legislature after the release of the census data is set to convene on January 3, 2012.

congressional districts in order to assure that the congressional election scheduled under the laws of the State of Mississippi is timely implemented under a plan that satisfies both the requirements of the Constitution and Section 5 of the Voting Rights Act, 42 U.S.C. § 1973c.

32 I.

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The facts and procedural history of this case are set out in our previous orders and opinions. *See Smith v. Clark*, 189 F. Supp. 2d 503 (S.D. Miss. Jan. 15, 2002); *Smith v. Clark*, NO. 3:01-CV-855WS (S.D. Miss. Feb. 19, 2002). In order to resolve the issues presently before us, we necessarily set out additional background facts.

On February 26, 2002, we entered a final judgment in this case that enjoined the use of Mississippi's then existing five-district congressional plan because the number of congressional representatives allotted to the state had been reduced from five to four as a result of the 2000 Decennial census. The five-district plan remains codified at Miss. Code Ann. § 23-15-1037, however. Our final judgment provided as follows:

For the reasons stated in our opinions of February 19, 2002, and February 26, 2002, the defendants are hereby enjoined from implementing the congressional redistricting plan adopted by the Chancery Court for the First Judicial District of Hinds County, Mississippi.

It is further ordered that the defendants are enjoined from implementing the former five district congressional redistricting plan codified at Miss. Code Ann. § 23-15-1037.

It is further ordered that the defendants implement the congressional redistricting plan adopted by this court in its order of February 4, 2002, for conducting congressional primary and general elections for the State of Mississippi in 2002.

It is further ordered that the defendants shall use the congressional redistricting plan adopted by this court in its order of February 4,

2002, in all succeeding congressional primary and general elections for the State of Mississippi thereafter, until the State of Mississippi produces a constitutional congressional redistricting plan that is precleared in accordance with the procedures in Section 5 of the Voting Rights Act of 1965.

This court shall retain jurisdiction to implement, enforce, and amend this order as shall be necessary and just.

Smith v. Clark, 189 F. Supp. 2d 548, 559 (S.D. Miss. Feb. 26, 2002), aff'd sub. nom., Branch v. Smith, 538 U.S. 254 (2003). Since we entered this final judgment, the Mississippi Legislature has failed to produce any redistricting plan, let alone one that has obtained federal preclearance from either the United States District Court for the District of Columbia or the United States Department of Justice as required under Section 5 of the Voting Rights Act. As a result, under the terms of the final judgment, every subsequent congressional primary and general election has occurred under the four-district plan drawn by this court.

The federal government has now completed the 2010 Decennial census. Although the results of the census do not change the State of Mississippi's number of congressional representatives, the four districts now stand malapportioned because of population shifts among the districts. Thus, if these same districts are utilized in subsequent congressional primary and general elections, voters' rights will be violated under the Constitution and the Voting Rights Act.

On June 27, 2011, the Chairman of the MREC, Arnie Hederman, gave notice to the Mississippi Secretary of State, under Miss. Code Ann. § 23-15-1085, that the Republican Party intends to hold a presidential primary in 2012. Under Section 23-15-1085, the Secretary of State has the duty to "issue a proclamation setting every party's congressional and senatorial primary elections" for the date required by statute. *Id.* The presidential primary, set by Section 23-15-1081,

will be held on March 13, 2012, and under Section 23-15-1083, the party primaries for members of the United States House of Representatives will be held on the same day. And, under Section 23-15-299, candidates seeking to run for a congressional seat must qualify with the appropriate State Executive Committee sixty days before the primary date, which in this presidential election year will be January 13, 2012.

Asserting that the Mississippi Legislature had not produced a constitutionally acceptable and precleared congressional redistricting plan, and that it was not likely to do so before the qualifying date of January 13, 2012, the MREC filed a motion on September 12, 2011, requesting that we amend our final judgment under Federal Rule of Civil Procedure 60(b)(5) on the ground that applying the judgment prospectively is no longer equitable. Specifically, the MREC argued that there is no likelihood the Mississippi Legislature – which has not adopted a congressional redistricting plan since 1991 – will adopt a plan by statute, obtain the Governor's signature, and obtain preclearance approval, between the time the Legislature convenes on January 3, 2012, and the qualifying date of January 13, 2012. Accordingly, the MREC requested that we modify the final judgment, to satisfy the Constitution and the Voting Rights Act. The Smith Plaintiffs and Governor Haley Barbour<sup>2</sup> joined in the MREC's motion.

Attorney General Jim Hood<sup>3</sup> filed a response on September 29, 2011, objecting to the MREC's motion on the grounds that it is premature, that the MREC lacks standing, and that this court lacks authority under Rule 60(b)(5) to amend the judgment.

 $<sup>^{2}</sup>$  Under Fed. R. Civ. P. 25(d), Governor Haley Barbour is substituted for former Governor Ronnie Musgrove.

 $<sup>^{\</sup>rm 3}$  Under Fed. R. Civ. P. 25(d), Attorney General Jim Hood is substituted for former Attorney General Mike Moore.

On October 10, 2011, Secretary of State Delbert Hosemann<sup>4</sup> filed his response. He contended the legislative Committee should be allowed until December 4, 2011, to present a plan. In the event the Committee did not meet its deadline, Secretary Hosemann urged this court to "take whatever action it deems necessary" to insure the completion of the redistricting process by January 13, 2012. According to Secretary Hosemann, an untimely redistricting process could result in a special election at a cost to Mississippi taxpayers of approximately \$750,000.

On October 12, 2011, the Intervenors filed a response, arguing that redistricting should be addressed in a new lawsuit.

On November 8, 2011, we ordered the parties to appear for a status conference on November 22, 2011. On November 21, a class-action complaint was filed by seven African-American voting age persons representing each of the state's four congressional districts (hereinafter the "Buck Plaintiffs"). The Buck Plaintiffs seek a declaratory judgment that the existing redistricting plan contains malapportioned districts violating one person, one vote. They submit their own plan and seek injunctive relief enjoining congressional elections to be conducted under their proposed plan.

On November 29, 2011, Chief Judge Jones of the Fifth Circuit appointed the members of this court to serve as the members of the three-judge district court to hear and resolve the Buck Plaintiffs' lawsuit under 28 U.S.C. § 2284. On December 7, the Buck Plaintiffs filed an amended complaint asserting the same allegations and requesting identical relief. On December 19, we entered an order consolidating the Buck Plaintiffs' lawsuit with the initial case in the interest of judicial economy and conflict preclusion.

 $<sup>^4</sup>$  Under Fed. R. Civ. P. 25(d), Secretary of State Delbert Hosemann is substituted for former Secretary of State Eric Clark.

During the status conference on November 22, 2011, the parties iterated the arguments made in their responses to the MREC's motion.<sup>5</sup> After the hearing, we saw no hope that the Mississippi Legislature would produce a timely plan. We explained, however, that we would take no action until the December 4, 2011, deadline had passed for a proposed plan to be produced by the Committee. If the Committee failed to act timely, however, we informed the parties that we would move forward with drawing a new plan in order to have a final plan in place by January 13, 2012. We requested that the parties submit comments on the plan submitted by the Buck Plaintiffs by December 12, 2011.

As anticipated, the Committee did not produce a plan by December 4, 2011. Thus, on December 6, in order to insure the timely election of congressional representatives, this court ordered the MREC to purchase redistricting software for the court to use in drafting a proposed plan reapportioning Mississippi's four congressional districts. In accordance with the terms of that Order, the MREC delivered the software to this court on December 8.

On December 12, 2011, we received various responses and criticisms to the Buck Plaintiffs' plan. Relevant to the question of our authority to act under Rule 60(b)(5), Attorney General Hood said that he no longer objects to this court modifying the final judgment, although he characterizes it as a "last resort."

On December 19, 2011, this court filed its proposed plan, attached hereto as an appendix. Included in the order were the factors considered in drawing

<sup>&</sup>lt;sup>5</sup> During the hearing, the Smith Plaintiffs proffered that they lived in the same districts as they did in 2002, when they filed the original complaint in this case. Attorney General Hood's argument that no one had standing to assert a one person, one vote challenge to the current plan was thus refuted. As no one disputes that all of Mississippi's four congressional districts stand malapportioned after the 2010 Decennial census, the Smith Plaintiffs' proffer is sufficient to establish their standing to initiate this challenge. Furthermore, the suggestion that the MREC, a defendant in this case, may not seek relief from the judgment under Rule 60(b)(5) is meritless.

the new plan, as well as an instruction to the parties that any and all objections, comments, and suggestions to the new plan were to be submitted to the court by December 22, 2011. On that date, no party objected to the proposed plan, nor did any party have any comments or suggestions. In short, all parties accepted the court-drawn plan.

166 II.

In explaining the action we have taken and are taking, we will first address our authority to amend the final judgment under Rule 60(b)(5). We then address our amendment of the final judgment in accordance with the December 19, 2011, order proposing a new congressional redistricting plan.

171 A.

As we have set out above, the MREC, joined by the Plaintiffs, Governor Barbour, and Secretary Hosemann, have moved to amend the final judgment entered on February 26, 2002, which, among other things, implemented the current four-district plan adopted by this court in its order of February 2, 2002. The basis for the motion to amend is that applying the judgment prospectively is no longer equitable in the light of the currently malapportioned districts and the applicable law. Although no party now challenges our authority under Rule 60(b)(5) to amend our final judgment, we *sua sponte* hold that, under Rule 60(b)(5), we have jurisdictional and procedural authority to amend the final judgment and draw a new plan.

Under Rule 60(b)(5) a court, on motion and just terms, "may relieve a party . . . from a final judgment, order, or proceeding" if applying the judgment "prospectively is no longer equitable." The language is clear and authoritative. To obtain relief, the movant must show that: "(1) the judgment has prospective application and (2) it is no longer equitable that it should so operate." *Kirksey v. City of Jackson*, 714 F.2d 42, 43 (5th Cir. 1983).

"Like the traditional equity rule on which it is based, [R]ule 60(b)(5) applies only to judgments that have prospective effect as contrasted with those that offer a present remedy for a past wrong." *Cook v. Birmingham News*, 618 F.2d 1149, 1152 (5th Cir. 1980) (internal quotation marks omitted). The phrase is not defined in the text of Rule 60(b)(5) or in its accompanying Advisory Committee Notes. Extrapolating from the Supreme Court's holdings in *Pennsylvania v. Wheeling & Belmont Bridge Co.*, 59 U.S. 421, 431 (1855), and *United States v. Swift & Co.*, 286 U.S. 106, 114, 114–15 (1932), however, the D.C. Circuit has held that "whether an order or judgment has prospective application within the meaning of Rule 60(b)(5) [depends on] whether it is 'executory' or involves 'the supervision of changing conduct or conditions." *Twelve John Does v. District of Columbia*, 841 F.2d 1133, 1139 (D.C. Cir. 1988). Under either definition of prospective application examined in *Twelve John Does*, our final judgment has prospective application.

First, the final judgment is executory by its terms. It *orders* the defendants to perform a future act, i.e., to use the court-drawn congressional redistricting plan in all succeeding elections. Although the order is in effect until the State of Mississippi produces its own plan, that does not undermine its executory character. Indeed, the Supreme Court of Mississippi has recognized that because the Legislature failed to produce a congressional redistricting plan, the State "is currently under a federal court injunction ordering that the State use the congressional districts drawn by the three-judge court," which "will remain in place *until* that court vacates it or the Legislature draws a redistricting plan which is then federally precleared under § 5." *Mauldin v. Branch*, 866 So.2d 429, 435–36 (Miss. 2003) (emphasis added).

Second, the final judgment requires this court to supervise changing conditions between the parties. *See Swift*, 286 U.S. at 114 ("The distinction is between restraints that give protection to rights fully accrued upon facts so

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nearly permanent as to be substantially impervious to change, and those that involve the supervision of changing conduct or conditions and are thus provisional and tentative." (emphasis added)). The conditions underlying the final judgment, the population of the districts, are not nearly so permanent as to be substantially impervious to change. It is a fact of life that populations shift over time, and as a result, we are now required to supervise amendment of the final judgment on the basis of changed conditions. Our express retention of "jurisdiction to implement, enforce, and amend [the] order as shall be necessary and just" supports our conclusion regarding the prospective nature of the final judgment. In Cook v. Birmingham News, the Fifth Circuit explained that the consent decree in question did not have prospective application, in part, because "unlike the district court that had approved the decree at issue in the *Swift* case, [the district court here] did not state that it reserved power to modify the decree or that it retained jurisdiction over the case. It would have been natural for the decree to have contained such a provision if it had been intended that the court supervise the parties' compliance." Cook, 618 F.2d at 1153 (emphasis added) (internal citation omitted). Our language retaining jurisdiction in the final judgment, far from being superfluous as has been suggested, demonstrates that we intended to continue to supervise the parties' compliance with the order and any changed conditions that could make the defendants' compliance with the final judgment problematic. Indeed, we were effectively ordering a sovereign

<sup>&</sup>lt;sup>6</sup> Our reservation of jurisdiction takes into account Judge Rubin's observations in footnote one in *Jackson v. DeSoto Parish School Board*, 585 F.2d 726 (5th Cir. 1978). In *Jackson*, a class of African-America citizens challenged the constitutionality of a reapportionment scheme for the election of the parish police jury and the local school board, which had been formulated as a result of prior litigation. *Id.* at 728. In footnote one of the opinion Judge Rubin stated:

The plaintiffs might have moved under Rule 60(b)(5), F.R.C.P., for relief from the prior judgment on the grounds that it "is no longer equitable that the judgment should have prospective application." Plaintiffs did not seek to

state in precise terms to perform, and to continue to perform, certain acts to comply with the federal Constitution and statutes – no light thing for us or it. It is not the sort of thing to say, then to cast aside and allow to rot in our presence.

Now that we have determined that we have the power to amend or modify the final judgment under Rule 60(b)(5) because the final judgment has prospective application, we turn to the second question posed: whether legal or factual circumstances have changed that make applying the final judgment prospectively no longer equitable. "The party seeking to modify an injunction bears the burden of establishing that a significant change in factual conditions or the law warrants revision of the injunction." *United States v. Texas*, 601 F.3d 354, 373 (5th Cir. 2010) (citing *Rufo v. Inmates of the Suffolk Cnty. Jail*, 502 U.S. 367, 383–84 (1992)). It is undisputed that factual conditions have changed since we entered the final judgment in 2002. The parties are all in agreement that the results of the 2010 Decennial census show that the four districts are now malapportioned, violating the constitutional one person, one vote

overturn elections that took place under the challenged apportionment scheme, but to secure a modification of the plan before any more elections were held. A Rule 60(b) motion would have allowed the judge to consider within a single action all issues relating to the DeSoto Parish apportionment plan. We note, however, that in reapportionment, unlike school desegregation and institutional reform cases, the court's jurisdiction is not continuing, and the plan, once adopted and acted upon, does not require further judicial supervision.

*Id.* at 730 n.1 (internal citation omitted).

This footnote is dicta in a case that did not present a question relating to Rule 60(b)(5). Even if it were not dicta the case does not bar our proceeding under Rule 60(b)(5) here because we expressly reserved jurisdiction, unlike the district court's original order in *Jackson*. Indeed, other courts have relied, in part, on this footnote to deny motions to amend in cases concerning reapportionment schemes, but again, our proceeding here is consistent with those courts to the extent they have relied on the absence of any express reservation of jurisdiction. *See Perry-Bey v. City of Norfolk, Va.*, 678 F. Supp. 2d 348, 382 (E.D. Va. 2009); *King v. State Bd. of Elections*, 979 F. Supp. 582, 590 (N.D. Ill.), *vacated on other grounds*, 519 U.S. 978 (1996).

requirement. As the deadline for the Committee to submit a plan has passed, all parties agree that the plan must be modified and redrafted by this court in order to comply with the statutory deadlines for candidate qualifying and primary elections. Thus, we hold that the moving parties have demonstrated a significant change in factual conditions warranting revision of the final judgment.

259 B.

Accordingly, attached hereto is the court-drafted and party-accepted congressional redistricting plan for the State of Mississippi under the 2010 Decennial census. This court proposed this plan to the parties in an order entered on December 19, 2011. No party objected to the proposed plan.

At the status conference on November 22, 2011, all of the parties expressed a preference for using this court's current plan, with only such modifications as were necessary to equalize the population among the four districts. That is what we have done. All of the factors that we considered in crafting our previous plan, set out in our order of February 4, 2002, and our opinion of February 19, 2002, were taken into account in making the changes necessary to equalize population among the districts, except that we did not have to consider combining two existing districts, as we did ten years ago. The factors we considered are specifically addressed in the explanation accompanying the December 19, 2011 order and below.

274 C.

In drafting the plan, this Court considered many of the same factors that we considered when we drafted Mississippi's congressional redistricting plan ten years ago. During the past ten years, Mississippi's population grew from 2,844,658 to 2,967,297. That growth was not, however, consistent among the four congressional districts. The population of District 1 grew more than Districts 3 and 4, and District 2 lost population during the last ten years. In

order to equalize the population among the districts, approximately 46,000 people had to be removed from District 1; 27,000 people had to be removed from Districts 3 and 4 (combined); and 73,000 people had to be moved into District 2. Nevertheless, we made as few changes as possible to the current districts. Some changes were inevitable, however. Yet, the core constituencies of each district were substantially preserved, as reflected in the attached Core Constituencies Report.

When the proposed map is compared to the 2002 Court Plan now in effect, the major changes are summarized as follows:

Panola, Yalobusha, and Grenada Counties were moved from District 1 to District 2. Leake County is no longer split between Districts 2 and 3, but the entire county is now in District 2. Winston and Webster Counties are no longer split between Districts 1 and 3, but they are entirely in District 1. We found it necessary to split Oktibbeha County between Districts 1 and 3. Jasper County is no longer split, but is now all in District 3. Marion and Jones Counties are no longer split, but are wholly in District 4. Finally, Clarke County had to be split between Districts 3 and 4.

All of these changes were necessary in order to equalize the population among districts and to prevent retrogression in District 2, while maintaining the research universities in separate districts and not extending travel distance within the current elongated District 2. A retrogression inquiry under Section 5, by definition, requires a comparison of a jurisdiction's new voting plan with its existing plan to determine whether the new plan preserves current minority voting strength. Undermining the current exercise of the electoral franchise by racial minorities would amount to "backsliding." This, the court cannot allow. *Georgia v. Ashcroft*, 539 U.S. 461, 477-78 (2003).

Other minor changes were made in order to balance the population in Districts 2 and 3, and to avoid splitting municipalities other than the City of

Jackson, which was split under the 2002 Court Plan. These changes include moving the Gluckstadt precinct in Madison County from District 2 to District 3. This change was necessary to avoid dividing the City of Madison, which annexed a portion of that precinct after the 2002 Court Plan went into effect. Two precincts in northern Madison County (Cedar Grove and Ratliff's Ferry) were moved from District 3 to District 2, and several precincts in the downtown Jackson area in Hinds County were shifted from District 2 to District 3, which already had a presence in the City of Jackson.

1.

# **Population Equality**

The United States Constitution mandates a good-faith effort to ensure, as nearly as is practicable, that a State's congressional districts reflect equal population. This Court achieved substantial population equality while splitting only four of eighty-two counties and without splitting <u>any</u> precincts or any cities other than the City of Jackson, which already had been split under the 2002 Court Plan, with the approbation of Mayor Harvey Johnson. The population deviation range is from +38 people in District 2 to -48 people in District 4. This slight deviation is de minimis, necessary, and acceptable in order to avoid dividing community interests, voter confusion and government expense that burdens the governments and the governed when counties and municipalities are split between congressional districts.

2.

## **Majority-Minority District**

The Voting Rights Act requires that one congressional district in Mississippi be maintained with an appropriate majority of African-American voting-age residents. This district is represented on the map as District 2.

<sup>&</sup>lt;sup>7</sup> We note that this Court is not required to adopt the preferences of politicians, but may consider any of their suggestions recognized by the jurisprudence of Section 5.

Under the 2002 Court Plan, African-Americans constituted 59.20% of the voting-age population. District 2 under the 2002 Court Plan now has an African-American voting-age population of 63.3%. Under this Court's proposed plan, African-Americans constitute 61.36% of the voting-age population in District 2. This result prevents retrogression of the voting rights of African-American residents of District 2 under Section 5 of the Voting Rights Act.

341 3.

# Compactness

This Court has attempted to achieve, as nearly as possible, four compact districts. As we observed ten years ago, the ability to create compact districts is limited by the distribution of population and the need to prevent retrogression in District 2. Thus, sparsely populated districts necessarily will be geographically larger than heavily populated districts.

348 4.

# **County and Municipal Boundaries**

The proposed plan splits only four counties: Hinds, Madison, Oktibbeha, and Clarke. Eight counties were split under this Court's 2002 plan. We think this fact is a significant improvement over the former plan.

The large population in Hinds and Madison Counties, as well as the need to prevent retrogression in District 2, necessitated the splitting of those counties between Districts 2 and 3. Clarke County is split only because it is necessary to equalize the population between Districts 3 and 4. Oktibbeha County is split to equalize the population in District 1 and to maintain a major university in District 3. The only municipality that is split is the City of Jackson, which was split under the 2002 Plan. Ten years ago, Mayor Johnson testified that he preferred that the City of Jackson be represented by two congressmen. Because

<sup>&</sup>lt;sup>8</sup> See supra footnote 7.

Jackson is the State's largest city, it would be difficult to devise a plan that does not split Jackson while at the same time respecting the one person, one vote principle and preventing retrogression in District 2.

5.

# **Historical and Regional Interests**

The plan preserves as much as possible, given the constraints of population equality and Section 5 of the Voting Rights Act, the core historical and regional interests of the Mississippi River/Delta region, East Central Mississippi, Southwest Mississippi, North Mississippi, and the Gulf Coast region.

6.

# <u>Universities and Military Bases</u>

The plan is drawn to continue to assure that the four major research universities are in separate districts. The military bases located in Lowndes, Lauderdale, and Harrison Counties remain in separate districts under this Court's plan.<sup>9</sup>

377 7.

## Growth Areas

This Court has continued to make an effort to place the most rapidly growing areas of the State into separate districts as much as possible given the legal constraints that determine the configurations of each district.

382 8.

## <u>Incumbent Residences</u>

<sup>&</sup>lt;sup>9</sup> We note that this Court is not required to assure that the military bases and major research universities are in separate districts, but may consider this factor in drawing the districts.

Although we are not required to consider incumbent residences when drafting the plan, we observe that no incumbent would be required to move in order to run in the district in which he resides.

9.

### Distance of Travel Within District

The distances of travel within the districts are approximately the same as they were under this Court's 2002 Plan. The new District 2 is geographically larger, but this result is unavoidable in view of the population deficit in District 2, occurring over the last ten years.

393 10.

# Summary

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This Court has attempted to apply all appropriate neutral factors that are recognized by the United States Supreme Court and federal redistricting courts, all of which we have noted above. We have tried to be particularly careful, first to honor the principle that this plan cannot permit any retrogression of the opportunity of minority voters to elect a representative of their choice. We have considered it a high priority not to split any precincts and to respect the counties as a unit of government and of the governed. Guided by these polestars, we have split counties, just a few, but only to attain equal population and to protect minority rights. We have also given our best efforts in respecting the community of interests of each district, although we recognize we have been constrained by legal requirements from perfectly achieving this goal. We have also been mindful of the present constituencies who have become accustomed to their districts and their representatives, and the importance of established relationships. Finally, we have respected the other considerations we enunciated earlier in 2002 and today in this order.

410 III.

Having determined that the final judgment we entered on February 26, 2002 has prospective application and that the movants have shown a significant change in factual conditions warranting amendment of the final judgment, we hold that, under Rule 60(b)(5), the final judgment shall be amended in accordance with the order of December 19, 2011 and in accordance with this opinion.

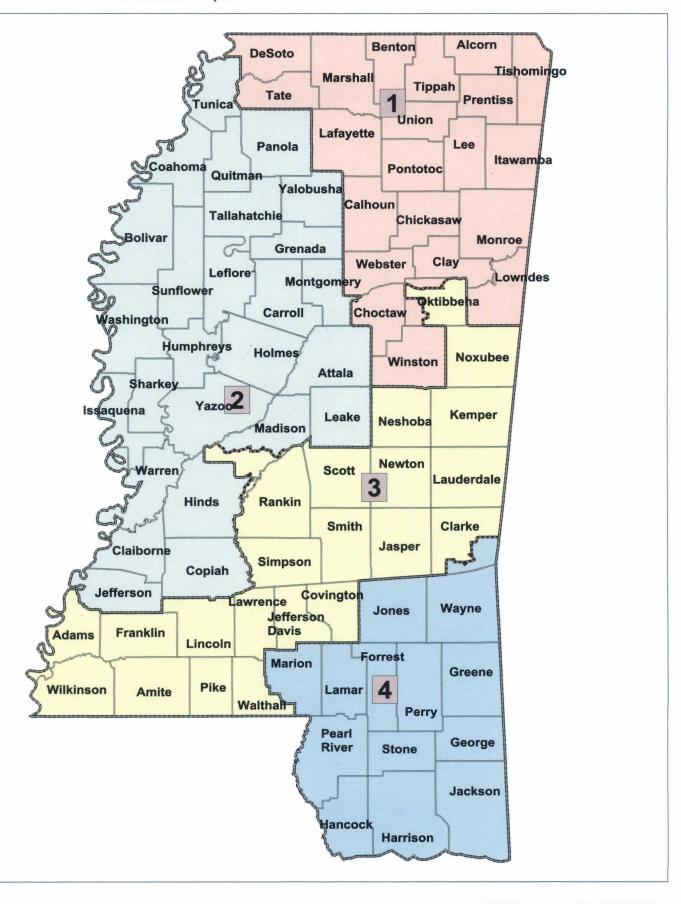
Accordingly, the MREC's motion to amend is granted, and the Buck Plaintiffs' motion for preliminary and permanent injunctive relief is denied as moot. The congressional redistricting plan proposed by this court in its Order of December 19, 2011, shall be implemented for conducting congressional primary and general elections for the State of Mississippi in 2012, and in all succeeding congressional primary and general elections for the State of Mississippi thereafter, until the State of Mississippi produces a constitutional congressional redistricting plan that is precleared in accordance with the procedures in Section 5 of the Voting Rights Act of 1965.

This court shall retain jurisdiction to implement, enforce, and amend this judgment as shall be necessary and just.

SO ORDERED, this 30th day of December, 2011.

E. GRADY JOLLY
UNITED STATES CIRCUIT JUDGE
UNITED STATES CIRCUIT JUDGE
HENRY T. WINGATE
UNITED STATES DISTRICT JUDGE
UNITED STATES DISTRICT JUDGE
UNITED STATES DISTRICT JUDGE
UNITED STATES DISTRICT JUDGE

Mississippi Congressional Redistricting Plan United States District Court Southern District of Mississippi December 19, 2011



Plan: Plan Type: Mississippi Congressional Redistricting Plan

Administrator
User:

# Plan Components Report

Friday, December 16, 2011

2:30 PM

District 1	POPULATION	[18+_Pop]	[18+_Blk]	[18+_Wht]
Alcorn MS County	37,057	28,036	2,928	24,364
Benton MS County	8,729	6,572	2,322	4,134
Calhoun MS County	14,962	11,223	2,931	7,900
Chickasaw MS County	17,392	12,820	5,114	7,297
Choctaw MS County	8,547	6,470	1,867	4,529
Clay MS County	20,634	15,332	8,392	6,765
DeSoto MS County	161,252	115,627	23,002	86,955
Itawamba MS County	23,401	18,001	1,060	16,697
Lafayette MS County	47,351	38,591	8,346	28,577
Lee MS County	82,910	60,804	15,121	44,087
Lowndes MS County	59,779	44,724	18,167	25,553
Marshall MS County	37,144	28,441	12,909	14,877
Monroe MS County	36,989	27,907	8,185	19,402
Oktibbeha MS County VTD: Bell Schoolhouse VTD: Bradley VTD: Center Grove VTD: Maben VTD: Sturgis Oktibbeha MS County Subtotal	505 339 440 706 1,171 3,161	387 267 329 495 934 2,412	242 67 166 279 214 968	141 196 162 211 712 1,422
Pontotoc MS County	29,957	21,877	2,902	17,872
Prentiss MS County	25,276	19,391	2,600	16,552
Tate MS County	28,886	21,427	<b>6</b> ,194	14,777
Tippah MS County	22,232	16,589	2,490	13,635
Tishomingo MS County	19,593	15,055	398	14,317
Union MS County	27,134	20,144	2,777	16,672
Webster MS County	10,253	7,674	1,427	6,156
Winston MS County District 1 Subtotal District 2	19,198 741,837	14,409 <b>553,526</b>	6,162 136,262	7,992 <b>400,532</b>
Attala MS County	19,564	14,478	5,726	8,534
Bolivar MS County	34,145	25,502	15,556	9,417

Plan: Mississippi Congressional Redistricting PlaAdministrator:

Type:	User:	* .				
	POPULATION	[18+_Pop]	[18+_Blk]	[18+_Wht]		
District 2 (continued)				A STATE		
Carroll MS County	10,597	8,314	2,600	5,603		
Claiborne MS County	9,604	7,335	6,042	1,182		
Coahoma MS County	26,151	18,487	13,264	4,956		
Copiah MS County	29,449	22,065	10,600	10,899		
Grenada MS County	21,906	16,515	6,612	9,720		
Hinds MS County						
VTD: 10	679	492	489	1		
VTD: 11	659	508	498	2		
VTD: 12	798	591	580	4		
VTD: 13	1,044	807	790	5		
VTD: 16	1,744	1,338	917	397		
VTD: 18	927	697	677	16		
VTD: 19	1,023	730	714	12		
VTD: 2	461	389	371	10		
VTD: 20	1,047	798	784	6		
VTD: 21	811	587	557	21		
VTD: 22	2,096	1,491	1,463	17		
VTD: 23	2,125	1,417	1,399	6		
VTD: 24		829	774	32		
VTD: 25	1,236					
VTD: 25 VTD: 26	2,128	1,478	1,428	35		
VTD: 20 VTD: 27	1,077	774	690	50 9		
VTD: 27 VTD: 28	1,713	1,368	1,349			
VTD: 28 VTD: 29	1,861 976	1,535	1,514	16 12		
VTD: 30		764	741 735	2		
	1,003	745				
VTD: 31 VTD: 38	1,474	1,140	1,112	10		
	1,476	1,013	808	190		
VTD: 39	1,628	1,163	1,137	20		
VTD: 4	861	643	639	0		
VTD: 40	2,103	1,620	1,559	44		
VTD: 41	2,537	1,872	1,842	20		
VTD: 42	2,849	2,065	1,859	163		
VTD: 43	3,838	2,551	2,252	204		
VTD: 46	2,247	1,746	841	811		
VTD: 50	752	571	498	63		
VTD: 51	614	465	452	12		
VTD: 52	1,724	1,243	1,190	44		
VTD: 53	309	235	231	2		
VTD: 54	1,280	969	905	40		
VTD: 55	1,388	979	946	23		
VTD: 56	589	444	422	16		
VTD: 57	1,154	828	809	19		
VTD: 58	1,671	1,322	1,287	22		
VTD: 59	2,300	1,531	1,486	28		
VTD: 6	1,916	1,594	844	706		
VTD: 60	816	599	473	122		
VTD: 61	1,634	1,137	1,096	26		
VTD: 62	2,518	1,686	1,576	87		

Plan: Mississippi Congressional Redistricting PlaAdministrator:

Туре:	User:	140. To 1	(40. DII.)	[40: WE d
District 2 (continued)	POPULATION	[18+_Pop]	[18+_Blk]	[18+_Wht]
Hinds MS County (continued)				
VTD: 63	1,189	1,006	952	18
VTD: 64	802	626	610	12
VTD: 66	158	109	106	0
VTD: 67	1,585	1,014	928	76
VTD: 68	4,140	2,774	2,411	323
VTD: 69	2,007	1,276	1,116	144
VTD: 70	1,684	894	758	102
VTD: 71	2,144	1,360	1,068	264
VTD: 72	2,354	1,398	1,184	195
VTD: 73	2,166	1,385	1,143	212
VTD: 74	1,716	1,060	842	208
VTD: 75	1,389	882	717	151
VTD: 76	1,468	933	687	229
VTD: 77	2,897	1,891	1,307	513
VTD: 79	3,557	2,572	1,664	629
VTD: 80	4,130	2,796	2,664	90
VTD: 81	1,902	1,584	1,505	58
VTD: 82 VTD: 83	1,839	1,398	1,346	40
	3,738	2,650	2,616	22
VTD: 84	296	237	224	9
VTD: 85	3,222	2,390	2,354	17
VTD: 86 VTD: 87	2,343	1,607	1,540	54
VTD: 87 VTD: 88	2,391	1,525	1,237	206
VTD: 88	2,501	1,835	1,580	223
VTD: 90	2,035	1,412	1,189	202
VTD: 90 VTD: 91	3,254	2,025	1,620	341
VTD: 92	2,927	2,086	1,879	187 420
VTD: 92 VTD: 93	4,132	2,651	2,203	343
VTD: 93 VTD: 94	2,800	1,875	1,496	273
VTD: 95	3,832 877	2,687 646	2,377 364	273
VTD: 96				
VTD: 90 VTD: 97	2,613	1,892	1,330	540
VTD: Bolton	1,210	825	532 854	260 411
VTD: Bolton VTD: Brownsville	1,650 783	1,272 597	313	278
VTD: Brownsville VTD: Byram 1	8,418	5,886	3,433	2,321
VTD: Byram 2	3,123	2,359	712	1,619
VTD: Cayuga	494	375	232	141
VTD: Cayaga VTD: Chapel Hill	1,384	1,068	452	602
VTD: Clinton 1	2,873	2,208	589	1,518
VTD: Clinton 2	6,645	4,888	1,172	3,434
VTD: Clinton 3	3,915	3,128	1,021	2,055
VTD: Clinton 4	2,090	1,514	519	938
VTD: Clinton 5	1,441	1,089	189	875
VTD: Clinton 6	4,137	3,127	1,302	1,445
VTD: Cynthia	1,104	817	560	249
VTD: Cylinia VTD: Dry Grove	1,104	1,011	318	683
VTD: Edwards	3,406	2,522	1,824	648
VTD: Edwards VTD: Jackson State	2,210	2,322	2,109	21
· I D. VOTINGIA D'ANTO	2,210	2,101	2,107	

Plan: Mississippi Congressional Redistri				
Type:	User: POPULATION	[18+_Pop]	[18+_Blk]	[18+_Wht]
District 2 (continued)	and the second s		1.00 kg (1.00 kg)	
Hinds MS County (continued)				
VTD: Learned	999	750	304	440
VTD: Old Byram	3,959	2,936	989	1,905
VTD: Pinehaven	3,491	2,573	990	1,440
VTD: Pocahontas	648	534	334	195
VTD: Raymond 1	3,305	2,448	1,054	1,375
VTD: Raymond 2	5,417	4,619	2,332	2,224
VTD: Spring Ridge	4,616	3,442	1,838	1,554
VTD: St. Thomas	461	347	326	19
VTD: Terry	6,599	5,045	1,953	3,051
VTD: Tinnin	1,221	897	189	688
VTD: Utica 1	1,294	1,003	446	534
VTD: Utica 2	1,309	970	748	186
Hinds MS County Subtotal	214,647	155,661	111,385	40,808
Holmes MS County	19,198	13,621	10,926	2,582
Humphreys MS County	9,375	6,673	4,742	1,814
Issaquena MS County	1,406	1,125	702	412
Jefferson MS County	7,726	5,901	4,940	932
Leake MS County	23,805	16,443	6,058	8,935
Leflore MS County	32,317	23,566	16,240	6,667
Madison MS County				
VTD: Bible Church	1,320	768	765	2
VTD: Camden	1,536	1,125	929	193
VTD: Cameron	162	133	75	58
VTD: Canton Precinct 1	2,807	2,044	1,437	519
VTD: Canton Precinct 2	2,656	1,981	1,047	830
VTD: Canton Precinct 3	483	348	182	163
VTD: Canton Precinct 4	2,863	1,984	1,742	197
VTD: Canton Precinct 5	2,194	1,438	1,408	22
VTD: Canton Precinct 7	475	383	354	27
VTD: Cedar Grove	296	239	27	210
VTD: Couparle	86	72	56	16
VTD: Liberty	2,259	1,762	1,171	169
VTD: Luther Branson School	1,302	928	754	169
VTD: Mad. Co. Bap. Fam. Lf.Ct	2,088	1,259	1,183	12
VTD: Magnolia Heights	2,261	1,539	1,204	327
VTD: New Industrial Park	617	444	310	127
VTD: Ratliff Ferry	1,359	1,042	522	512
VTD: Sharon	1,098	826	684	136
VTD: Tougaloo	671	657	631	7
VTD: Virlilia	409	342	79	254
Madison MS County Subtotal	26,942	19,314	14,560	3,950
Montgomery MS County	10,925	8,255	3,520	4,611
Panola MS County	34,707	25,363	11,430	13,557
Quitman MS County	8,223	6,070	4,000	1,989

Page 4

Plan: Mississippi Congressional Redistricting PlaAdministrator:

Туре:	User:			
District 2 (continued)	POPULATION	[18+_Pop]	[18+_Blk]	[18+_Wht]
Sharkey MS County	4,916	3,660	2,501	1,123
Sunflower MS County	29,450	22,303	15,578	6,382
Tallahatchie MS County	15,378	11,893	6,209	5,012
Tunica MS County	10,778	7,561	5,186	2,154
Warren MS County	48,773	36,135	15,755	19,486
Washington MS County	51,137	36,800	24,851	11,356
Yalobusha MS County	12,678	9,656	3,449	6,104
Yazoo MS County	28,065	20,988	11,189	9,105
District 2 Subtotal	741,862	543,684	333,621	197,290
District 3				
Adams MS County	32,297	25,102	12,446	11,661
Amite MS County	.13,131	10,176	4,046	6,040
Clarke MS County	,	,	,	•
VTD: Beaver Dam	485	371	179	191
VTD: Desoto	457	350	164	181
VTD: East Quitman	1,821	1,446	101	1,322
VTD: Energy	417	317	24	293
VTD: Enterprise	2,063	1,529	303	1,214
VTD: Harmony Beat 1	284	208	85	123
VTD: Harmony Beat 2	626	466	198	267
VTD: North Quitman	1,313	988	168	805
VTD: Oak Grove	548	384	304	69
VTD: Pachuta	602	455	278	174
VTD: Pineridge	281	215	111	102
VTD: Pilleringe VTD: Rolling Creek	392	297	21	273
VTD: Rolling Creek VTD: Snell	335	263	5	257 257
VTD: Solinlovie	384	203 296	43	252
VTD: South Quitman	1,642	1,178	713	455
VTD: Stonewall Beat 1	776	553	325	224
VTD: Stonewall Beat 3				
VTD: Stollewan Beat 3 VTD: Union	1,143	881 849	149 32	724 809
Clarke MS County Subtotal	1,125 14,694	11,046	3,203	7,735
•		,		
Covington MS County	19,568	14,481	4,646	9,576
Franklin MS County	8,118	6,075	1,948	4,082
Hinds MS County	0.45	222	1.70	150
VTD: 1	345	328	159	158
VTD: 14	1,348	1,136	80	1,001
VTD: 15	442	387	26	357
VTD: 17	843	662	43	610
VTD: 32	1,238	993	78	903
VTD: 33	1,176	901	2	879
VTD: 34	2,242	1,715	34	1,655
VTD: 35	2,144	1,617	84	1,506
VTD: 36	1,671	1,269	712	530
VTD: 37	1,644	1,253	621	612

Type:	User: POPULATION	[18+_Pop]	[18+ Blk]	[18+_Wht
District 3 (continued)		1-0 VP1	[	1
Hinds MS County (continued)				
VTD: 44	3,992	2,907	1,648	1,158
VTD: 45	2,553	2,060	1,048	1,817
VTD: 47	1,781	1,401	1,106	260
VTD: 5	1,926	1,742	883	803
VTD: 78	4,029	3,333	1,158	2,030
VTD: 8	1,303	1,181	128	996
VTD: 9	1,961	1,696	. 78	1,562
Hinds MS County Subtotal	30,638	24,581	7,034	16,837
Jasper MS County	17,062	12,939	6,439	6,378
Jefferson Davis MS County	12,487	9,539	5,367	4,063
Kemper MS County	10,456	8,015	4,604	3,111
Lauderdale MS County	80,261	60,181	23,860	35,041
Lawrence MS County	12,929	9,663	2,777	6,623
Lincoln MS County	34,869	25,766	7,398	18,050
Madison MS County				
VTD: Bear Creek	3,703	2,702	1,222	1,407
VTD: Cobblestone	2,692	2,069	256	1,764
VTD: Flora	1,907	1,408	377	1,000
VTD: Gluckstadt	10,393	7,163	1,041	5,882
VTD: Highland Colony Bap. Ch.	3,851	2,798	501	2,07
VTD: Lorman-Cavalier	1,692	1,346	499	82
VTD: Madison 1	2,818	1,964	157	1,73
VTD: Madison 2	3,466	2,474	128	2,25
VTD: Madison 3	4,683	3,269	398	2,77:
VTD: Main Harbor	1,709	1,455	46	1,360
VTD: NorthBay	1,244	932	81	828
VTD: Ridgeland 1	3,528	2,709	844	1,647
VTD: Ridgeland 3	4,333	3,210	1,880	98
VTD: Ridgeland 4	2,968	2,392	1,057	1,14:
VTD: Ridgeland First Meth. Ch.	3,570	2,697	661	1,95
VTD: Ridgeland Tennis Center	5,659	4,377	931	3,133
VTD: Smith School	555	457	18	43
VTD: SunnyBrook VTD: Trace Harbor	757	540	54	47
	2,146	1,600	71	1,514
VTD: Victory Baptist Church VTD: Whispering Lake	1,724	1,244	71	1,124
VTD: Winspering Lake VTD: Yandell Road	2,394 2,469	1,716 1,719	177 205	1,475 1,467
Madison MS County Subtotal	68,261	50,241	10,675	37,267
Neshoba MS County	29,676	21,161	4,058	13,826
Newton MS County	21,720	16,067	4,663	10,626
Noxubee MS County	11,545	8,416	5,877	2,440
Oktibbeha MS County				
VTD: Central Starkville	3,106	2,474	1,210	1,167
VTD: Craig Springs	256	205	6	199

Plan: Mississippi Congressional Redistricting PlaAdministrator:

Type: User: **POPULATION** [18+ Pop] [18+ Blk] [18+ Wht] District 3 (continued) Oktibbeha MS County (continued) VTD: Double Springs 427 345 28 315 VTD: East Starkville 3,236 693 2,133 3,125 VTD: Gillespie Street Center 3,901 3,096 1,108 1,887 VTD: Hickory Grove 3,380 2,848 935 1,876 VTD: North Adaton 426 342 117 220 VTD: North Longview 1,085 826 135 673 VTD: North Starkville 2 493 1,757 832 1,381 VTD: North Starkville 3 3,250 2,517 776 1,688 VTD: Northeast Starkville 3,273 3,114 648 2,314 VTD: Oktoc 1,055 835 584 244 VTD: Osborn 379 1,450 1,084 690 VTD: Self Creek 379 577 451 63 VTD: Sessums 1.353 1.032 685 333 VTD: South Adaton 614 454 125 317 VTD: South Longview 362 289 73 214 VTD: South Starkville 6,669 5,325 1,201 3,790 VTD: Southeast Oktibehha 101 338 246 140 VTD: West Starkville 7,995 6,564 1,905 4,373 Oktibbeha MS County Subtotal 44,510 36,553 11,954 23,095 Pike MS County 40,404 29,433 14,251 14,641 19,062 83,566 Rankin MS County 141,617 106,083 Scott MS County 28,264 20,630 7,289 11,609 20,252 Simpson MS County 27,503 6,624 13,287 Smith MS County 9,526 16,491 12,230 2,582 Walthall MS County 15,443 11,368 4,701 6,470 Wilkinson MS County 9,878 7,607 5,200 2,368 **District 3 Subtotal** 741,822 557,605 180,704 357,918 District 4 Clarke MS County VTD: Carmichael 500 405 129 273 VTD: Langsdale 304 224 178 45 VTD: Manassa 227 171 3 167 VTD: Shubuta 777 586 411 167 VTD: Springs 90 230 172 82 742 Clarke MS County Subtotal 2,038 803 1,558 Forrest MS County 74,934 57,231 19,152 35,983 George MS County 22,578 16,518 1,320 14,893 Greene MS County 14,400 11,244 3,191 7,930 Hancock MS County 43,929 2,214 29,982 33,431 Harrison MS County 187,105 141,252 28.512 102,343 Jackson MS County 139,668 104,068 20,774 77,612 Jones MS County 67,761 50,413 12,992 35,465

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Plan: Mississippi Congressional Redistricting PlaAdministrator: Type: User: **POPULATION** [18+\_Blk] [18+\_Wht] [18+ Pop] District 4 (continued) Lamar MS County 55,658 41,050 7,312 32,627 Marion MS County 27,088 20,156 6,168 13,698 4,830 35,976 Pearl River MS County 55,834 42,102 Perry MS County 12,250 9,136 1,711 7,296 10,760 Stone MS County 17,786 13,455 2,446 9,594 Wayne MS County 20,747 15,313 5,487

741,776

2,967,297

556,927

2,211,742

116,912

767,499

414,901

1,370,641

**District 4 Subtotal** 

State totals

# Core Constituen cies - Reporto 5-HTW-EGJ-DCB Document 127-3 Filed 12/30/11 Page 1 of 1

Friday, December 16, 2011

Printed for

2:19PM

Population	[18+]	_Pop]	[:	18+_Blk]		[18+_Wht]	
Mississippi Congressional Redistricting Plan District 1 is co	mposed of:						
718,804 (96.90%) from district 1 in 2002 Court Plan	536,227 (96.8	37%)	128,983	(94.66%)	390,795	(97.57%)	
23,033 (03.10%) from district 3 in 2002 Court Plan	17,299 (03.1	13%)	7,279	(05.34%)	9,737	(02.43%)	
Mississippi Congressional Redistricting Plan, New District Total, and % Population:	1 Total is 741,837 553,526 (74.6	32%)	136,262	(18.37%)	400,532	(293.94%)	
Mississippi Congressional Redistricting Plan District 2 is co	mposed of:						
<b>69,291</b> (09.34%) from district 1 in 2002 Court Plan	51,534 (09.4	8%)	21,491	(06.44%)	29,381	(14.89%)	
653,376 (88.07%) from district 2 in 2002 Court Plan	478,680 (88.0	04%)	306,792	(91.96%)	160,721	(81.46%)	
19,195 (02.59%) from district 3 in 2002 Court Plan	13,470 (02.4	18%)	5,338	(01.60%)	7,188	(03.64%)	
Mississippi Congressional Redistricting Plan, New District Total, and % Population:	2 Total is <b>741,862</b> 543,684 (73.2		333,621	(44.97%)	197,290	(59.14%)	
Mississippi Congressional Redistricting Plan District 3 is co	mposed of:						
14,887 (02.01%) from district 2 in 2002 Court Plan	11,021 (01.98	3%)	3,215	(01.78%)	7,460	(02.08%)	
701,830 (94.61%) from district 3 in 2002 Court Plan	527,556 (94.6	51%)	170,464	(94.33%)	338,615	(94.61%)	
25,105 (03.38%) from district 4 in 2002 Court Plan	19,028 (03.4	11%)	7,025	(03.89%)	11,843	(03.31%)	
Mississippi Congressional Redistricting Plan, New District Total, and % Population:	3 Total is 741,822 557,605 (75.1		180,704	(24.36%)	357,918	(198.07%)	
Mississippi Congressional Redistricting Plan District 4 is co	mposed of:						
12,866 (01.73%) from district 3 in 2002 Court Plan	9,454 (01.7	'0%)	2,192	(01.87%)	7,153	(01.72%)	
728,910 (98.27%) from district 4 in 2002 Court Plan	547,473 (98.3	30%)	114,720	(98.13%)	407,748	(98.28%)	
Mississippi Congressional Redistricting Plan, New District	4 Total is 741,776						
Total, and % Population:	556,927 (75.0	8%)	116,912	(15.76%)	414,901	(354.88%)	