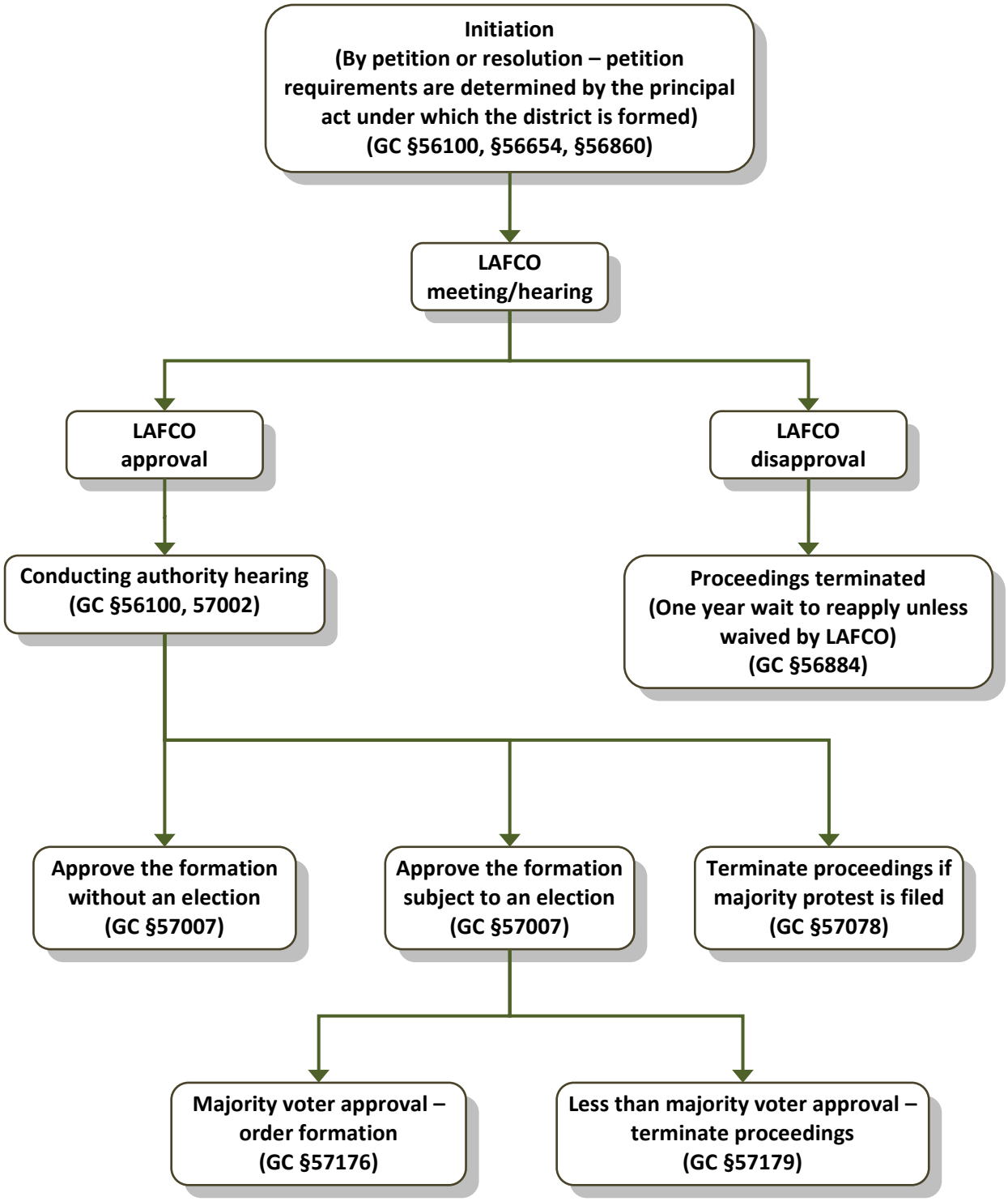District Formation