Transition to Electing Trustees by Single Member Election Districts: #2 Pre-Map CVRA Public Meeting

CARMEL UNIFIED SCHOOL DISTRICT

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Oakland and Saratoga, California
1990-present: LGDR helped many Monterey County jurisdictions district and redistrict

During the last year, LGDR helped MPUSD and Santa Rita Elementary move from at-large to by-district trustee area elections

LGDR provided 2021-22 redistricting services to most jurisdictions in Monterey County, including the Board of Supervisors, Board of Education, and nearly all the school districts in the county
Agenda

1. Changing election method
2. CUSD maps
3. Legal requirements (as demographers understand them)
4. Identifying communities of interest
5. Process
All CUSD voters currently elect all Board members (*at-large*).

In *by-district* elections, a Trustee is elected by voters living in the Trustee Area (TA). Trustees must live in the TA they represent.

- When demographers draft Trustee Area plans, federal and state laws apply (described later).
- Current Trustees complete their terms of office even if they do not live in the new Trustee Area they would represent.
- New TAs will be in effect until after the 2030 Census, when CUSD will need to redistrict if 2020-2030 population changes have been uneven (populations no longer equal).
The California Voting Rights Act (CVRA) prohibits the use of any election system “that impairs the ability of a protected class to elect candidates of its choice or its ability to influence the outcome of an election.”

Board passed a resolution of intent to change to by-district elections and subsequently received a letter from LULAC requesting the transition process to move forward.
Satellite view of Carmel Unified School District
Carmel Unified School District K-12 Sites
Population Concentrations (Census 2020)
Population Concentrations Detail (Census 2020)
Legal guidelines that demographers follow:

✓ Federal Law & Supreme Court Decisions:
  • Population equality
  • Voting Rights Act
  • No racial gerrymandering

✓ State Education Code
#1 Priority: Population Equality

With single member Trustee Areas (TAs), TAs need to be almost equal in total population.

**Ideal District (TA) population** = 1/5 of the 2020 Census population:

CUSD= 22,971 total 2020 population; 1/5 = 4,594 is the ideal trustee district population

**Plan deviation** = Difference between the least and most populous districts, divided by the ideal District population

Up to 10% deviation is permitted, or 459 persons
The Voting Rights Act
“Cracking” and “Packing” are prohibited

“‘Cracking’ involves the splitting of a group or party among several districts to deny that group or party a majority in any of those districts. ‘Packing’ refers to the practice of filling a district with a supermajority of a given group or party.”

Best Practice:
Each orange block shows intact protected groups and in separate election districts

The Federal Voting Rights Act

District 1
Minority Voters

District 2

District 3

District 4
Minority Voters
Racial Gerrymandering is not Permitted: North Carolina’s proposed Congressional Districts after Census 1990

The U.S. Supreme Court found District 12 unconstitutional in Shaw v. Reno, 1993
Five measures we use to assess the political power for various race/ethnic groups:

1. **Total population**

2. **Voting-age population** (VAP), 18+ population

3. **Citizens of Voting Age** (Citizen Voting Age Population; CVAP) – eligible voters
   a. Based on a small survey with high error rates
   b. What the courts have used to evaluate plans; 50% CVAP is considered strong enough for a protected race/language group

4. **Registered Voters and** 5. **Actual Voters by Spanish and Asian Surname**
   a. Monterey County Registrar of Voters November 2020 data, analyzed by the California Statewide Database (SWDB)
   b. Not a sample – the whole voter file!
   c. Error in assigning race/ethnicity based on surnames
   d. Error as SWDB disaggregates precinct data to blocks
### CUSD 2020 Race/Ethnic Data

<table>
<thead>
<tr>
<th>Measure</th>
<th>Total Population</th>
<th>Latinx/Hispanic</th>
<th>White</th>
<th>Black</th>
<th>Asian</th>
<th>Other</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total Population</td>
<td>22,971</td>
<td>10%</td>
<td>80%</td>
<td>1%</td>
<td>6%</td>
<td>4%</td>
<td>100%</td>
</tr>
<tr>
<td>18+ Population</td>
<td>19,512</td>
<td>8%</td>
<td>83%</td>
<td>1%</td>
<td>5%</td>
<td>4%</td>
<td>100%</td>
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<tr>
<td>Citizens of Voting Age (CVAP)</td>
<td>19,024</td>
<td>7%</td>
<td>85%</td>
<td>1%</td>
<td>3%</td>
<td>4%</td>
<td>100%</td>
</tr>
<tr>
<td>Registered Voters</td>
<td>17,724</td>
<td>5%</td>
<td>n/a</td>
<td>n/a</td>
<td>3%</td>
<td>n/a</td>
<td>n/a</td>
</tr>
<tr>
<td>Actual Voters</td>
<td>15,890</td>
<td>5%</td>
<td>n/a</td>
<td>n/a</td>
<td>3%</td>
<td>n/a</td>
<td>n/a</td>
</tr>
</tbody>
</table>
Population Concentrations by Race/Ethnicity Detail (Census 2020)
State Law for school districts

California’s Education and Elections Codes says the following criteria may be taken into account. No priority order is given.

“...give consideration to the following factors:

(1) Topography

(2) Geography

(3) Cohesiveness, contiguity, integrity, and compactness of territory

(4) Community of interests of the trustee areas”
Communities of Interest (COIs) - Examples

COIs are contiguous areas where people share common social and economic interests and should be in a single Trustee Area or be considered when drawing Trustee Area boundaries:

- Recognized neighborhoods
- Cities and unincorporated communities
- Areas with similar living standards, including similar income and educational levels
- School attendance areas
Elementary Attendance Areas (ESAA) can be communities of interest
Cities or unincorporated communities may be communities of interest.
Cities or unincorporated communities may be communities of interest.
Recognized neighborhoods on Google Maps

- Pebble Beach
- Carmel Woods
- Jack’s Peak
- High Meadows
- Carmel Highlands
- Notley’s Landing
- Hacienda Carmel
- Big Sur

Carmel-by-the-Sea Neighborhoods

- Northwest Carmel
- Northeast Carmel
- Golden Rectangle
- Southeast Carmel
- Carmel Point
- Hatton Fields
Neighborhoods in Carmel Unified, based on Google maps
Indication of Economic Status – Median Household Income by Census Tract
Communities of Interest (COIs)
Public Testimony, Board Members

What is YOUR community of interest?
Process
1. Use computer mapping (GIS) software that processes Census block demographic data as we draw trustee areas

2. Consider concentrations of protected groups – keep them together in a single trustee area (unless the group would be overconcentrated)

3. Consider other communities of interest that have been identified in the public hearings

4. Consider cities – use city limits for trustee area boundaries, if possible

5. Use major streets or easily identified features when drawing boundaries

6. Consider compactness – we choose areas in close geographical proximity, unless another criterion takes priority

7. (Optional) – If reasonable, keep incumbents in separate districts
CVRA Requirements

Two pre-map public hearings to orient the public and take public testimony about “communities of interest.”

Three post-map public hearings required before Board adoption.

Preliminary draft maps must be provided at least 7 days before the first post-map meeting.

The Board must publicly air a map 7 days in advance before adopting it.
Schedule

- June 8 – first pre-map meeting
- June 22 – second pre-map meeting
- August 17 – first post-map meeting
- September 14 – second post-map meeting
- October 19 – third post-map meeting
- October 19 – Board votes on plan, after closing public hearing
- Nov, 2022 – County Committee approval
- November, 2024 – Election with by-trustee areas (3 board members)
- November, 2026 – Election with by-trustee areas (2 board members)
Public Outreach

- Public meetings (like tonight’s meeting) to obtain public testimony, especially regarding communities of interest

- The CUSD website has a districting page that provides FAQ, Schedule, and will have draft maps when available

- Publicize the districting process in local newspaper(s), social media, and other ways

- Letters to groups that may have an interest in the process
Questions/Discussion