

Demographic Evaluation of Current Trustee Areas Salinas Union High School District

September 23, 2011

This report presents the results of our demographic evaluation of the current Salinas Union High School District (SUHSD, the District) trustee areas. The purpose of this evaluation was to determine whether the populations of those areas are balanced. We have found that the populations are unequal and that trustee area boundaries need to be adjusted. This report discusses the population deviations and reviews the criteria the Redistricting Committee can use for adjusting trustee areas so that they are in legal compliance.

What is Redistricting?

In jurisdictions that elect board members by district, redistricting involves the review of the trustee area boundaries after each Census and any necessary adjustment to those boundaries that will balance election district populations. This review applies to the election districts for the U.S. House of Representatives, state legislatures, and local political entities (including public school districts, county offices of education, community college districts, city councils, county boards of supervisors, water boards, and other special districts). Moreover, jurisdictions in Monterey County must preclear any changes with the U.S. Department of Justice before the changes take effect.

Legal Requirements

After each decennial census, jurisdictions like SUHSD that elect representatives by trustee area must evaluate the characteristics of the districts and adjust their boundaries as necessary. Four different legal requirements apply:

1. **Population Equality**: Trustee areas must be fairly equal in population size. The difference between the largest and smallest district should not exceed 10 percent of the ideal population size of a district.
2. **Federal Voting Rights Act**: If trustee area populations are unequal, boundaries must be adjusted in ways that do not violate the Voting Rights Act. In particular, the changes must not be “retrogressive”; to the extent possible, the Act requires jurisdictions to maintain the voting strength of each protected group in each trustee area.¹
3. **Communities of Interest**: The Fourteenth Amendment to the U.S. Constitution has been interpreted to prohibit using race as the “predominant” criterion (subordinating other considerations) in drawing or adjusting council boundaries (*Shaw v. Reno*, 1993, and subsequent cases). It does not, however, prohibit all consideration of race in redistricting (*Easley v. Cromartie*, 2001). Bizarrely shaped trustee areas can be evidence that racial

¹ See the February 9, 2011, “Guidance Concerning Redistricting Under Section 5 of the Voting Rights Act” Notice by the U.S. Justice Department, <http://federalregister.gov/a/2011-2797>.

considerations predominate. There needs to be a broad focus on communities of interest (including, but not limited to, race).²

4. California Education Code: Section 5019.5 states the need for school districts to redistrict after the decennial Census and to complete the process by March 2012. Redistricting may give consideration to: topography; geography; cohesiveness, contiguity, integrity, and compactness of territory; and communities of interest.

Current Trustee Areas

SUUSD has seven trustee areas. Maps placed at the end of the report show the current boundaries of these areas. We translated the trustee areas into Census 2010 geography (Census blocks), and computed each trustee area's population characteristics.

Population Equality

Census 2010 counted 171,122 people living in SUHSD. Each of the seven trustee areas would have an ideal population of 24,446, which is one-seventh of the District's total population. Census counts show that trustee area populations range from a low of 21,257 (Area 3) to a high of 29,216 (Area 5).

Table 1 shows the Census 2010 population of each trustee area, the deviation from the ideal district size, and the percentage deviation from the ideal size. For example, District 1 has a Census 2010 population of 26,103, which is 1,657 persons more than the ideal. That represents a deviation of 6.8 percent from the ideal size.

Trustee area populations do not need to be exactly equal; the guideline is that a districting plan should not exceed a "10 percent deviation," which we define below.

There are several ways one can calculate a districting plan's deviation. One way is to measure the difference between the least and most populous trustee areas and divide that number by the ideal district size. For SUHSD, the difference between Trustee Areas 3 and 5 (the least and most populous districts) is 7,959. The current plan has a deviation of 32.6 percent (7,959 divided by the ideal district size of 24,446).

Another way to calculate a plan's deviation is to sum the absolute values of the percentage deviations of the least and most populous trustee areas. For SUHSD, the least populous trustee area has a deviation of 13.05 percent while the most populous district has a deviation of 19.51 percent. These deviations combine to the total of 32.56, or rounded to 32.6 percent.

² Although not specifically applicable to public school districts, the legislation that created the California Citizens Redistricting Commission (-Section 2(d)(4) of Article XXI of the California Constitution) defines a community of interest as "a contiguous population which shares common social and economic interests that should be included within a single district for purposes of its effective and fair representation."

Table 1: Trustee area Census 2010 Populations

| Salinas Union High School District | | | |
|---|--------------------------------------|-----------|-------------------|
| Current Trustees | | | |
| Trustee Area | Population | Deviation | Percent Deviation |
| 1 | 26,103 | 1,657 | 6.8% |
| 2 | 23,303 | -1,143 | -4.7% |
| 3 | 21,257 | -3,189 | -13.0% |
| 4 | 24,051 | -395 | -1.6% |
| 5 | 29,216 | 4,770 | 19.5% |
| 6 | 22,145 | -2,301 | -9.4% |
| 7 | 25,047 | 601 | 2.5% |
| Total | 171,122 | | 32.6% |
| This Plan's Deviation | 7,959 | | |
| Ideal Trustee Area Size | 24,446 (1/7 of the total population) | | |
| Plan's Percent Deviation | 32.6% | | |

Trustee Area 5’s population is so large because it includes the relatively new Monte Bella housing development. Monte Bella was not built by 2000, so Trustee Area 5’s 2000 population count was much lower. As we show below, the Monte Bella development contains 2,353 people. (The Monte Bella area, from Bardin Road to Freedom Parkway, actually contains substantially more people – 4,085.) Not only was Monte Bella not built by 2000, it was not part of Salinas. The city annexed the land during the decade. Trustee Area 5 also contains all of the Williams Ranch development.

Territory from Trustee Areas 1 and 5 will need to be shifted into Trustee Areas 2, 3, and 6. Although Trustee Areas 4 and 7 have acceptable population numbers, their territory may change as well to accommodate other changes needed throughout the District.

The following sections of the report explain various criteria to use for adjusting trustee areas. Some criteria are legal requirements; others are “best practices.”

Voting Rights Act

Section 2 of the Federal Voting Rights Act has been interpreted to mean that if there are sufficiently numerous, geographically compact, politically cohesive, protected groups (including Hispanics, Asian Americans, and African Americans) in a jurisdiction, political subdivisions should be drawn (and adjusted) so as to assure that members of these groups could elect representatives of their choice. As we adjust trustee area boundaries, we need to be careful in how it impacts minority voting power.

Voting power can be measured in several ways. The share of the group in the total population is a poor measure, because only those that are 18 and over and are citizens can vote. Better measures to assess the potential power and influence of groups protected by the Voting Rights Act are the voting age population (VAP) and the citizen voting age population (CVAP). Finally,

we consider actual voter data; identifying registered voters who have Spanish surnames furnishes an estimate of the number and share of voters who are Hispanic. Table 2 summarizes these measures for SUHSD as a whole. Hispanics are 70 percent of the total population, 65 percent of the VAP, an estimated 48 percent of the CVAP, an estimated 47 percent of registered voters in 2010, an estimated 38 percent of actual voters in the 2010 General Election, and an estimated 41 percent of actual voters in the 2008 General (Presidential) Election.

All but Trustee Area 7 has a large majority of Hispanics in the total population. Four trustee areas (3, 4, 5, and 6) have a Hispanic majority on any measure of voting strength. Trustee Areas 1 and 2 are “strong influence Hispanic trustee areas.”

The U.S. Department of Justice has to approve, or “preclear,” any changes made to the trustee areas. They will analyze how the new plan’s statistics regarding minority voting strength compares to the current system. The new plan should not be “retrogressive,” meaning that minority voting power should not be diminished by the change in trustee area boundaries. Table 2 will be the standard to which other plans will be compared.

Table 2: Percent of Trustee Area’s Population that was Hispanic/Latino/Spanish Surname

| Trustee Area | Total Population | Voting Age Population | Estimated Citizen | | | |
|--------------|------------------|-----------------------|-----------------------|------------------------|-----------------|-----------------|
| | | | Voting Age Population | Registered voters 2010 | Voters Nov 2010 | Voters Nov 2008 |
| 1 | 66% | 61% | 50% | 50% | 43% | 46% |
| 2 | 61% | 55% | 45% | 44% | 37% | 40% |
| 3 | 87% | 84% | 68% | 67% | 61% | 62% |
| 4 | 84% | 80% | 65% | 66% | 60% | 63% |
| 5 | 83% | 80% | 63% | 66% | 61% | 63% |
| 6 | 85% | 81% | 62% | 62% | 54% | 56% |
| 7 | 25% | 22% | 20% | 16% | 12% | 14% |
| Total | 70% | 65% | 48% | 47% | 38% | 41% |

For completeness, Table 3 presents Census data on all ethnic groups for the current trustee areas. After Hispanics, Whites (non-Hispanic) are the next largest group at 21 percent of the total population and 25 percent of the voting age population. Asians are the next most numerous group at six percent of the total population and seven percent of the voting age population.

Table 3

| Current Trustees | | Percent of Population in Group | | | | | | | | | |
|--|------------|---|----------|----------|-----------|----------|-------------|----------|------------------|-------|--|
| Trustee Area | Population | Hispanic | NH White | NH Black | NH Indian | NH Asian | NH Hawaiian | NH Other | NH Multiple Race | Total | |
| Total Population (all ages) | | | | | | | | | | | |
| 1 | 26,103 | 66% | 20% | 2% | 1% | 10% | 0% | 0% | 1% | 100% | |
| 2 | 23,303 | 61% | 25% | 3% | 0% | 9% | 0% | 0% | 1% | 100% | |
| 3 | 21,257 | 87% | 8% | 1% | 0% | 3% | 0% | 0% | 0% | 100% | |
| 4 | 24,051 | 84% | 8% | 2% | 0% | 5% | 0% | 0% | 0% | 100% | |
| 5 | 29,216 | 83% | 8% | 1% | 0% | 7% | 0% | 0% | 0% | 100% | |
| 6 | 22,145 | 85% | 11% | 1% | 0% | 2% | 0% | 0% | 0% | 100% | |
| 7 | 25,047 | 25% | 64% | 2% | 1% | 8% | 0% | 0% | 1% | 100% | |
| Total | 171,122 | 70% | 21% | 2% | 0% | 6% | 0% | 0% | 0% | 100% | |
| Voting Age Population (VAP, aged 18+) | | Percent of Voting Age Population in Group | | | | | | | | | |
| 1 | 18,155 | 61% | 24% | 2% | 1% | 11% | 0% | 0% | 1% | 100% | |
| 2 | 16,792 | 55% | 30% | 3% | 1% | 10% | 1% | 0% | 1% | 100% | |
| 3 | 14,185 | 84% | 11% | 1% | 0% | 4% | 0% | 0% | 0% | 100% | |
| 4 | 16,089 | 80% | 11% | 2% | 1% | 6% | 0% | 0% | 0% | 100% | |
| 5 | 19,092 | 80% | 10% | 2% | 0% | 8% | 0% | 0% | 0% | 100% | |
| 6 | 15,028 | 81% | 14% | 1% | 1% | 2% | 0% | 0% | 0% | 100% | |
| 7 | 19,399 | 22% | 67% | 1% | 1% | 8% | 0% | 0% | 0% | 100% | |
| Total | 118,740 | 65% | 25% | 2% | 1% | 7% | 0% | 0% | 0% | 100% | |

Other Criteria to Use in Adjusting Districts

Beyond the legal criteria used in election boundary adjustments, other criteria may be used. Traditional redistricting criteria include:

- Geographical contiguity (required; all parts of a trustee area must be connected),
- Geographical compactness (sprawling, convoluted boundaries are discouraged),
- Use of major roads or other distinguishing features, for ease in understanding boundary lines,
- Respect for communities of interest (e.g., agricultural worker concentrations, affluent areas, minority residential enclaves),
- Respect for political subdivisions (elementary feeder districts, cities, precinct boundaries),
- Use of whole Census geography (Census blocks),
- Avoidance of head-to-head trustee contests between incumbents (that is, insofar as possible, avoid putting two incumbents in the same trustee area), and
- Anticipate future population shifts (but without exceeding a 10 percent deviation)

Communities of Interest

Since the trustee areas will need to change, it is especially important to understand communities of interest in the District as we form new boundaries. If possible, we will try to keep these communities of interest intact.

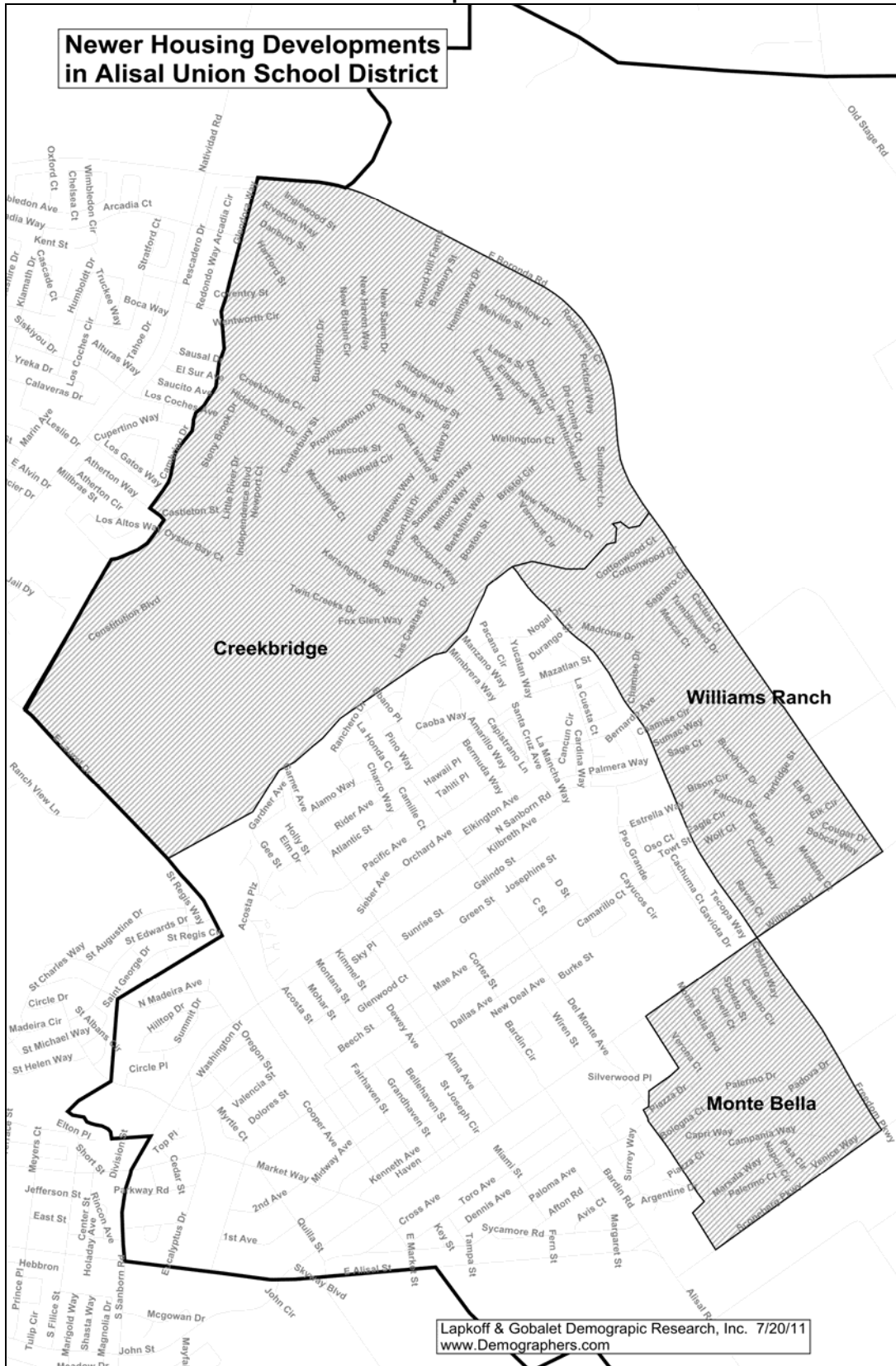
Map 1 shows clearly defined neighborhoods in the Alisal feeder district with relatively new housing: Creekbridge, Williams Ranch, and Monte Bella. Table 4 shows the Census 2010 populations, American Community Survey CVAP estimates, and voter date for these areas.

Table 4

| Newer Housing Developments in Alisal Feeder District, 2010 Census Data | | | | |
|---|----------------------------|-----------------------|--------------------|---------------------------|
| | <u>Creekbridge</u> | <u>Williams Ranch</u> | <u>Monte Bella</u> | <u>Monte Bella "area"</u> |
| Population | 10,092 | 4,319 | 2,353 | 4,085 |
| | % Hispanic/Spanish Surname | | | |
| Total Population | 61% | 80% | 84% | 87% |
| 18+ Population | 57% | 77% | 81% | 85% |
| Estimated CVAP (2005-09 rates) | 51% | 64% | 57% | 59% |
| 2010 Registered Voters | 51% | 68% | 74% | 77% |
| 2010 Voters | 46% | 65% | 70% | 74% |
| 2008 Voters | 49% | 65% | 75% | 77% |
| CVAP = Citizens Voting Age Population | | | | |
| See map for definitions of Creekbridge, Williams Ranch, and Monte Bella | | | | |

Map 1

**Newer Housing Developments
in Alisal Union School District**



It would be useful for the SUHSD Redistricting Committee to help identify other communities of interest. While there is no assurance that all communities of interest can be kept intact, respecting these communities will be a high priority during the line drawing.

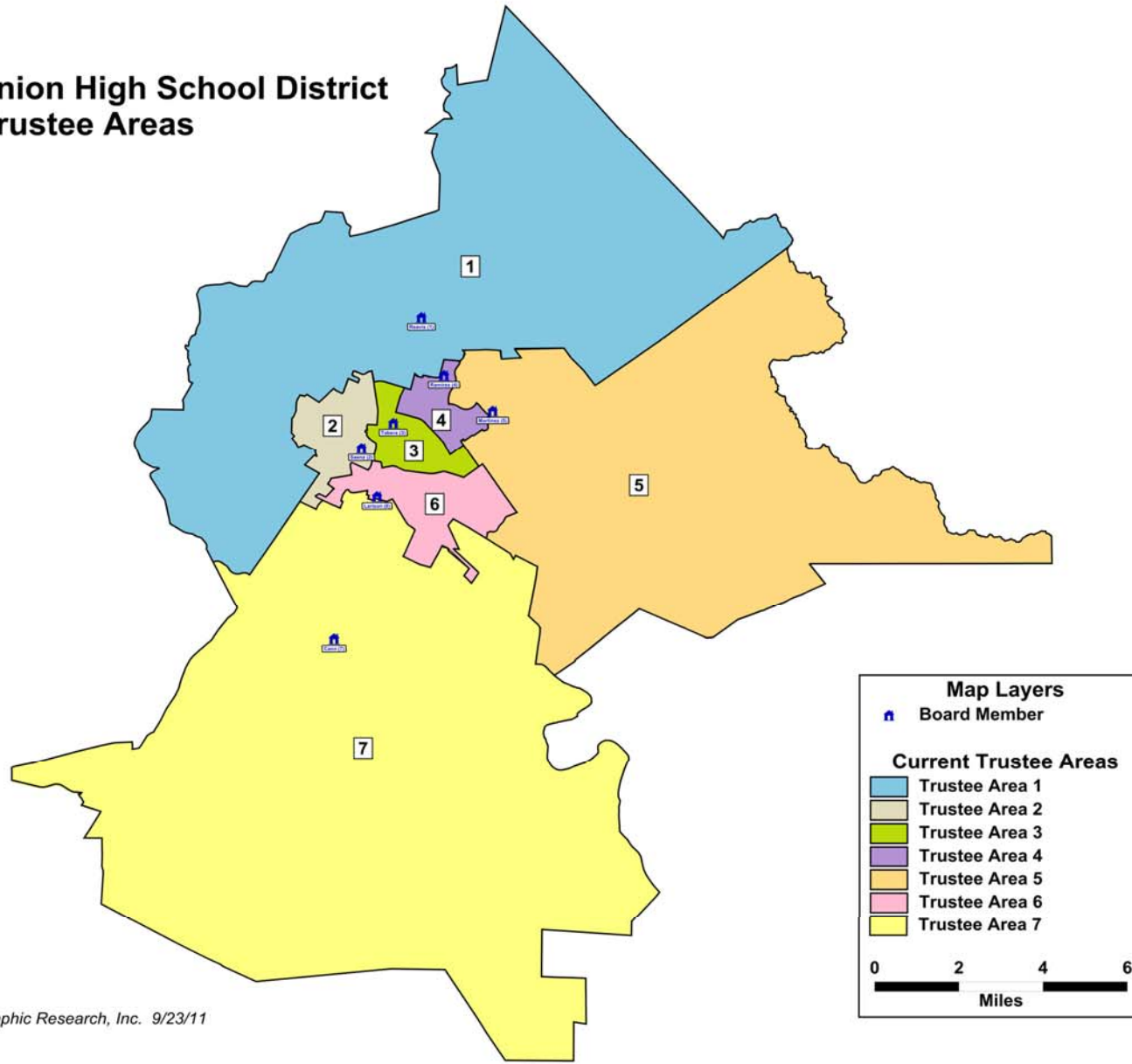
Using Feeder District Boundaries, City Limits, and Major Roads as Boundaries between Trustee Areas

For a variety of reasons, it is advantageous to use well-known lines as boundaries between trustee areas. One of the most important communities of interest in a high school district is its K-6 or K-8 feeder districts. To the extent possible, we will try to keep feeder districts in one trustee area. Using feeder districts as boundary lines between trustee areas is especially helpful: the plan will be easy to implement by the Registrar of Voters, and voters will have an easier time knowing which trustee area they live in, because presumably they know what elementary feeder district they reside in. The trustee of the area will have a distinct community of interest to represent.

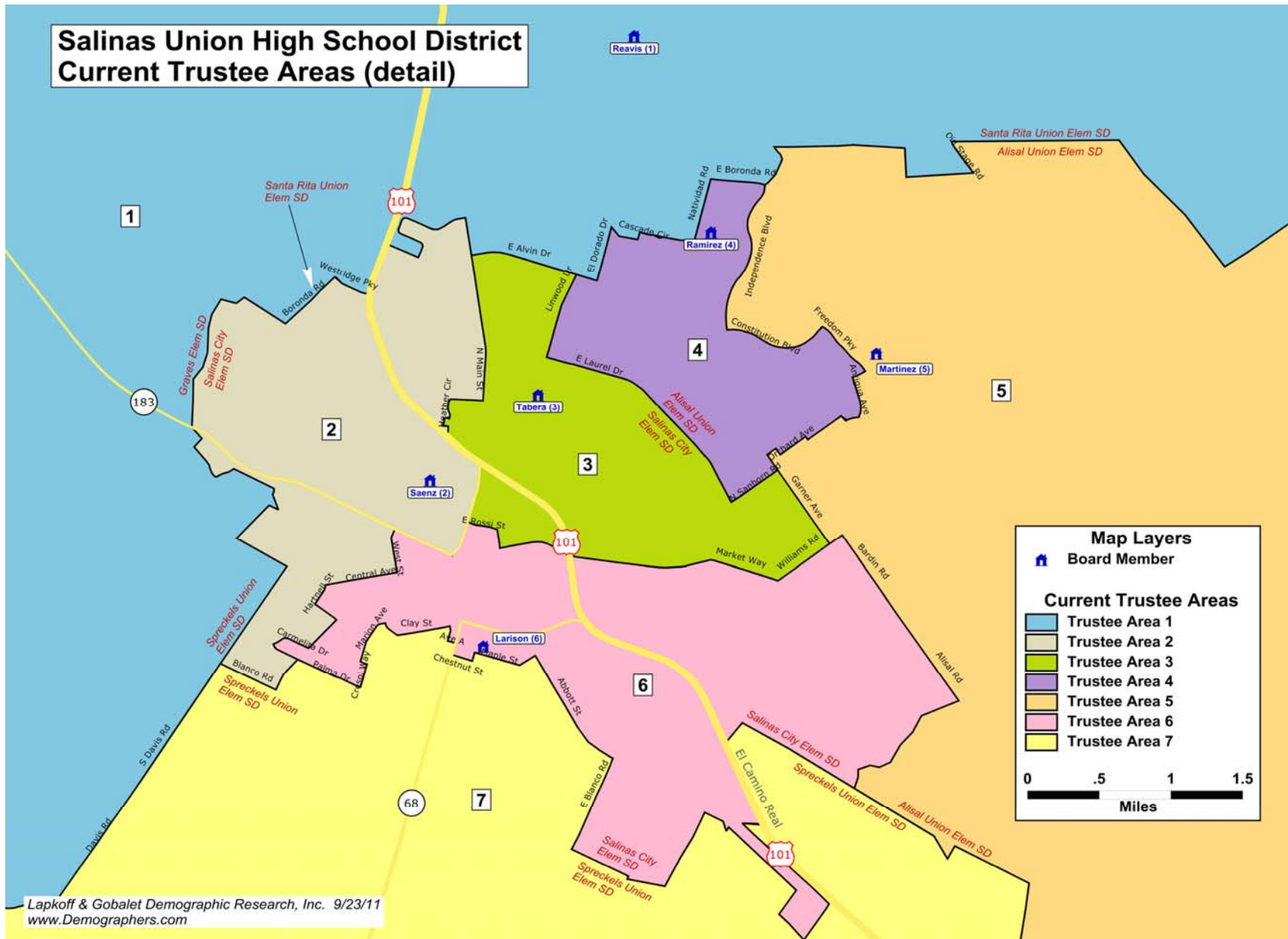
For similar reasons, city limit lines also serve as logical boundaries between trustee areas. Most residents know if they live in or out of the city, and using city limit lines will thus help them identify which trustee area they live in. Since the Registrar of Voters needs to print different ballots for city and non-city residents, there is no additional expense to have different trustee elections that align along city limits.

The next best option for boundaries between trustee areas is major roads (or landmarks, such as creeks). Using these features as boundaries makes it easier for the public to identify the trustee area in which they live.

Salinas Union High School District Current Trustee Areas



Salinas Union High School District Current Trustee Areas (detail)



Map Layers

- Board Member

Current Trustee Areas

- Trustee Area 1
- Trustee Area 2
- Trustee Area 3
- Trustee Area 4
- Trustee Area 5
- Trustee Area 6
- Trustee Area 7

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