



Proposal to Provide Demographic Districting Services to the Tracy Unified School District

January 18, 2023

Lapkoff & Gobalet Demographic Research, Inc., proposes to help the Tracy Unified School District (TUSD/the District) change the method of electing the District's Board of Trustees from at-large to by single-member district. The work would include the following steps, which are listed in chronological order (some tasks may be conducted simultaneously or throughout the districting process). Most of these tasks are included in our base price, but live and virtual meetings are billed separately, as are the Optional services (see Fee Proposal, page five).

We are prepared to do this work when the Board so requests and to meet the project's deadlines.

Qualifications:

LGDR has performed districting and redistricting services to many jurisdictions since 1989. The firm is owned and operated by Shelley Lapkoff, PhD, and Jeanne Gobalet, PhD. GIS Specialist Robin Merrill assists them. The company headquarters is in Saratoga, CA, with additional offices in Oakland, CA, and Reno/Sparks, NV.

LGDR has certified small business status with the State of California (Supplier #1125021). The firm is 100 percent woman-owned and is an Equal Opportunity employer. LGDR's FEIN is 94-3161151.

LGDR has offices in the San Francisco Bay Area. Dr. Lapkoff lived in Pleasanton for many years and now is in Oakland.

Services to be Provided:

1. Help TUSD staff members develop a timeline and plan for the districting process.
2. Consult with the District's legal counsel as needed about the process.
3. Advise District staff about some methods of public outreach that are used during the process, including recommended content for the District's Districting web page.
4. Meeting requirements: we believe it is prudent to conform to the California Fair Maps Act meeting requirements and we recommend that there be two pre-map meetings and three post-map meetings. While we are open to either remote or in-person meetings, our recommendation is:
 - a. First (pre-map) meeting - explain and discuss the districting process and legal requirements (in-person).
 - b. Second (pre-map) meeting - primarily a repeats the first meeting, plus Q&A (remote).
 - c. Third meeting, which is the first post-map meeting (in-person).
 - d. Fourth and Fifth Meetings can be remote or in-person, depending on the Board's preference.
5. Obtain Geographic Information System (GIS) shapefiles for TUSD's outer boundary from the District, City of Tracy's GIS Web Mapping, San Joaquin County Elections office, and/or the County's GIS department. Obtain GIS shapefiles for current precinct boundaries, parcel boundaries, streets, and other mapping layers from the County's Elections and/or GIS department.
6. Set up the Census 2020 Block geographic GIS layer (with data from the California Statewide Database) for Trustee plan-drawing. The Census provides a GIS file of the school district outer boundary, but we will

check the accuracy of this with GIS files by the District, City, and/or County of San Joaquin shapefiles (see 5, above). Identify and resolve discrepancies. If any Census blocks are split by the outer boundary, we will need to estimate the populations of the share of these blocks that are partly in the District.

7. Supply materials for posting on the TUSD website and for distribution to interested members of the public.
8. Supply maps and tables showing the District's Census 2020 population data and base maps to be used when drawing plans.
9. Develop initial drafts of election district plans and present them to the Board of Trustees.
10. (Optional and recommended) Supply a tool that the Board and members of the public can use to submit districting plans.
11. Evaluate draft maps prepared by board members and the public to determine whether they are population balanced and satisfy the requirements of the Federal and California Voting Rights Acts; consult with District's legal counsel as needed.
12. Revise draft electoral division plans, as needed.
13. Present information and answer questions during hearings held in advance of the Board adopting a districting plan.
14. Be available to answer questions when the Board adopts a districting plan.
15. Provide a GIS shapefile describing the adopted districting plan to the San Joaquin County Registrar of Voters and consult with that office, as needed.
16. We assume that the District will provide bi-lingual translation services, if needed.
17. Dr. Lapkoff will be presenting at the public meetings and, along with GIS-specialist Robin Merrill, developing the by-district plans.

Optional Services: Public Mapping Tool

We recommend that the District use our plan drawing kit that can be used by members of the public and the Board to draw their own maps. This is extremely easy to use and makes automatic calculations. We will supply a pdf file containing a printable map that divides the District into small areas as well as an Excel spreadsheet containing the districting data for each area. This can be provided to the Board and members of the public on the District's website so it is accessible to any member of the public. For those not wanting to use an Excel spreadsheet, a table is provided in which manual calculations can be done. We will analyze each complete plan that is submitted and report the results to the Board and public.

Timeline:

We will help District staff establish a timeline for completion of the project. This timeline would meet required deadlines.

Typically, the first two (pre-map) meetings are scheduled within one month of each other, as required by the CVRA safe harbor timeline. The following three meetings are typically two to four weeks apart. Once the Board chooses a plan and adopts the resolution, we will provide all materials to the County Registrar of Voters within one month.

Fixed Fee Proposal:

Our fee proposal is on page five.

References:

Since 1990, LGDR has provided demographic support for many governing board districting and redistricting projects. After the 1990, 2000, and 2010 U.S. Censuses, LGDR helped many clients move from at-large to by-district elections pursuant to federal Voting Rights Act requirements; those done more recently have also been pursuant to California Voting Rights Act requirements. References include:

Carmel Unified School District, 2022 (Monterey County): Assisted with developing trustee areas for election of school board members

Contact: Yvonne Perez, Chief Business Official
Carmel Unified School District
PO Box 222700, Carmel, CA 93922
(831) 624-1546 x2050, yperez@carmelunified.org

Santa Rita Union School District (Monterey County), 2021: Assisted with developing trustee areas for election of school board members

Contact: Melissa Alderman, Superintendent
57 Russell Rd; Salinas, CA 93906
(831) 443-7200 ext.1203
MAlderman@santaritaschools.org

Amy Lopez, Administrative Assistant to the Superintendent
831.443.7200 x1203
amlopez@santaritaschools.org

Chabot-Las Positas Community College District (Alameda County), 1991-2021: Provided redistricting services after the 2000, 2010, and 2020 U.S. Censuses.

Contact: Ron Gerhard, Chancellor
7600 Dublin Blvd, Dublin, CA 94568
(925) 485-5281, RGerhard@clpccd.org

West County Wastewater District (Contra Costa County), 2019-2021: Assisted with establishment of Director Divisions in 2019 and provided redistricting after the 2020 Census.

Contact: Justin Lovell, Administrative Services Department Manager
2910 Hilltop Drive, Richmond, CA 94806
(510) 662-3647, jlovell@wccd.org

City of Santa Clara (Santa Clara County), 2016-2021: Assisted with establishment of city council districts, and provided redistricting after the 2020 Census.

Contact: Reena Brilliot, Assistant Director| Community Development Department
(408) 615-2452, RBrilliot@SantaClaraCA.gov

Elizabeth Klotz, City Attorney
408-615-2230, EKlotz@SantaClaraCA.gov

Caveats

LGDR relies on data, maps, and other information supplied by various public agencies, including Census 2020 Public Law 94-171 data and population and citizenship estimates from the Census Bureau's latest American Community Survey, as adjusted by the California Statewide Database. In addition to the County's official GIS maps, we will use electronic maps of Census blocks provided by the Census Bureau, since districting data are available for only those geographical units (not for precincts or real estate parcels). The District or County will need to supply GIS shapefiles for TUSD's outer boundaries.

We cannot be responsible for any errors or omissions resulting from incorrect data or maps provided by the Census Bureau, County, City, or the District. Of particular concern is the fact that election districts must be constructed by aggregating Census blocks to allow use of Census population counts. Some blocks will be split by the jurisdiction's legal outer boundary, and we may not be able to supply precise population counts. We will estimate populations for split blocks to assess compliance with "one person, one vote" requirements, but we will not be able to supply maps that exactly represent the District's precinct geography and legal outer boundary.

We will work with the County Registrar of Voter's GIS personnel to implement the adopted plan and will help resolve any differences between our Census block-based approximation of the jurisdiction (used for establishing election zones) and the County's election precincts. If the resolution of differences becomes especially time-consuming, we may need to request additional compensation.

Fee Proposal for Demographic Districting Services - Lapkoff & Gobalet Demographic Research, Inc.

Service	Description	Deliverables	Fee
Base Fee	All services detailed below, except meeting charges and charges for optional services		\$25,000
Throughout project	Consult with the jurisdiction's legal counsel and staff members as needed		included
	Supply materials for the jurisdiction's website as needed	Reports, maps, and tables in pdf format (and Word, upon request)	included
	Provide unlimited number of telephone/Zoom consultations and conference calls with District staff		included
Meeting Charges	The fee is for each in-person meeting attended by Dr. Lapkoff. Fee includes additional districting plan development as well as meeting preparation and follow up.		\$1,800 per in-person meeting
	Virtual meetings		\$750 per virtual meeting
Plan Drawing Services (Optional)	Non-GIS Map Drawing: Provide a map that divides the District into small areas and an Excel spreadsheet and table with redistricting data for each area. The map and Excel file would be posted on the City's redistricting website. Explain how to use the materials to draw plans. We have found this tool to be public-friendly and much more likely to be used than GIS-based software.		\$3,000
	Analyze districting plans submitted by members of the public.		\$250 per plan
Develop and modify districting scenarios	Provide demographic support for the change from at-large to by-area election. Develop and modify various scenarios (each scenario will meet demographic requirements of the Federal and State Voting Right Acts). Provide summaries of each scenario's total population, voting age population, and estimated citizen voting age population. Provide scenario and background maps. Provide Word documents as needed.	Initial report with maps of at least two scenarios plus data tables. Modify scenarios, as needed.	Included
	Modify initial scenarios and create new ones until one is selected.		
Plan Implementation	Document adopted plan with GIS shapefiles so that the County Registrar of Voters can implement the plan. Advise the jurisdiction if it needs to engage the services of another consultant to meet the Registrar's needs.	Final written report detailing the characteristics of the documented plan (a pdf file), with electronic files (shapefiles) that define the plan.	included

Additional Information

Qualifications and Experience: About LGDR

LGDR has provided demographic support for numerous Federal and California Voting Rights Act projects since the late 1980s. Specifically, LGDR has helped many jurisdictions change from at-large election to election by single-member district, starting with Hartnell College in 1990. The firm's clients include special districts, public school districts, community college districts, cities, county boards of education, and a county Board of Supervisors. The firm has helped many other California jurisdictions during districting and redistricting projects. It routinely consults with county Registrars of Voters during development and implementation of redistricting plans.

LGDR is known for the clarity and effectiveness of its public presentations, maps, reports, and handouts. Dr. Lapkoff enjoys collaborating with members of the public and is a seasoned public speaker. She excels at explaining the redistricting process to the public and to the media. LGDR can suggest content for the client's website or web page that explains the process and details to all interested parties.

Dr. Lapkoff's personal style encourages consensus-building and she has enabled disparate parties to agree on districting plans that met "one person, one vote" and Voting Rights Act criteria. The principals are committed professionals and see their role as being the impartial and non-partisan expert providers of information and analysis that informs public choice.

LGDR staff members are expert users of Census data, skilled with GIS (Geographic Information System) mapping software (including Maptitude Redistricting), and are proficient, practiced quantitative analysts. They understand the technical, legal, and political aspects of districting.

Dr. Lapkoff earned a Ph.D. degree in Demography from UC Berkeley. She has made many presentations at professional conferences on political redistricting (see resume on pages 7-8). LGDR's redistricting work has included litigation support, including expert witness analysis and testimony; various demographic analyses to support clients' defenses in voting rights cases; and preclearance submissions to the U.S. Department of Justice.

LGDR's headquarters is in Saratoga, CA, with an additional office in Oakland, CA.

LGDR has certified small business status with the State of California (Supplier #1125021). The firm is 100 percent woman owned. It is an Equal Opportunity employer.

Shelley Lapkoff, Ph.D.
Demographer

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President and Principal, Lapkoff & Gobalet Demographic Research, Inc., since 1992 and before that founded and owned Lapkoff Demographic Research before that.

Lecturer, *University of California, Berkeley*, Demography Department, 1995 and 2001.

Education and Honors

Ph.D. Demography, *University of California, Berkeley*, 1988

M.A. Economics, *University of California, Berkeley*

A.B. Economics, With Honors, *University of Maryland*

Guest Lecturer, Business School, *University of California, Berkeley*

NICHHD Training Grant, *University of California, Berkeley*, 1984-86

University of California Graduate Fellowship, 1982-84

Political Redistricting Experience

Since 1990, Dr. Lapkoff has provided demographic assistance to many jurisdictions making the change from at-large to by-district election of governing board members. In connection with these projects, she has made many public presentations involving redistricting. She has provided expert testimony and litigation support in a variety of cases involving political districting and redistricting.

Attended Maptitude Redistricting training courses (2011, 2021). Caliper Corporation's three-day course covering GIS redistricting and mapping.

Papers and Professional Presentations

Political Districting

"Who Must Elect by District in California? A Demographer's Perspective on Methods for Assessing Racially Polarized Voting," with Jeanne Gobalet. Chapter 18 in *Emerging Techniques in Applied Demography*, Hoque, M. Nazrul, Potter, Lloyd B. (Eds.), 2015.

"How much is enough and how much is too much? Measuring Hispanic political strength for redistricting purposes," with Jeanne Gobalet, 2012 Population Association of America Annual Meeting.

"Voting Rights Act Issues in Political Redistricting," with Jeanne Gobalet, 1993 Population Association of America Annual Meeting.

Invited Speaker, "Demographers and the Legal System," International Conference on Applied Demography, Bowling Green University, 1992.

"Changing from At-large to District Election of Trustees in Two California Community College Districts: A Study of Contrasts," with Jeanne Gobalet, *Applied Demography*, August 1991.

School and Child Demography

"Who Attends Private Schools?" with Magali Barbieri and Jeanne Gobalet, 2014 Applied Demography Conference, San Antonio, TX.

"Measuring Variations in Private School Enrollment Rates Using ACS Estimates," with Magali Barbieri and Jeanne Gobalet, 2014 American Community Survey Users Conference, Washington, DC.

"Five Trends for Schools," *Educational Leadership*, March 2007, Volume 64, No. 6, Association for Supervision and Curriculum Development (with Rose Maria Li).

"Studies in Applied Demography," Session Organizer at the 2006 Population Association of America Annual Meeting.

"California's Changing Demographics: How New Population Trends Can Affect Your District," 2004 California School Boards Association Annual Meeting.

Panelist, "School Demography" session, 2004 Southern Demographic Association Annual Meeting.

"Where Have All the Children Gone?" Poster, 2004 Population Association of America Annual Meeting.

"Using Child-Adult Ratios for Estimating Census Tract Populations," 1996 Population Association of America Annual Meeting.

"How to Figure Kids," *American Demographics*, January 1994.

"Neighborhood Life Cycles," 1994 Population Association of America Annual Meeting.

"Enrollment Projections for School Districts," *Applied Demography*, Spring 1993.

"Projecting Births in a California School District," 1993 Population Association of America Annual Meeting.

"School District Demography," Session Organizer and Chair, 1994 Population Association of America Annual Meeting.

"School District Demography," Roundtable Luncheon Organizer, 1992 Population Association of America Annual Meeting.

"National Demographic Trends," presentation to the National Association of Business Economists, 1990.

"Demographic Trends and Long-range Enrollment Forecasting," presentation at the Redwood Leadership Institute, Sonoma County, California, 1990.

"Projections of Student Enrollment in the Pleasanton Unified School District," 1989 Population Association of America Annual Meeting.

General Demography

"Forecast of Emeritus Faculty/Staff Households on a University Campus," with Jeanne Gobalet, 2000 Population Association of America Annual Meeting.

"Communicating Results: Practical Approaches Suited to Decision-Oriented Audiences," Panelist. 2000 Population Association of America Annual Meeting.

"Fiscal Impacts of Demographic Change: Focus on California," Session Organizer and Chair. 1995 Population Association of America Annual Meeting.

Discussant for "Evaluating the Accuracy of Population Estimates and Projections," 1992 Population Association of America Annual Meeting.

"Intergenerational Flows of Time and Goods: Consequences of Slowing Population Growth," with Ronald Lee, *Journal of Political Economy*, March 1988.

"A Research Note on Keyfitz' 'The Demographics of Unfunded Pension'," *European Journal of Population*, July 1991.

"Pay-as-you-go Retirement Systems in Nonstable Populations," Working Paper, U.C. Berkeley Demography Group, 1985.

"Assessing Long-run Migration Policy as a Solution to the Old Age Dependency Problem," paper presented at the 1985 Population Association of America Annual Meeting