Mapping Playbook
2020 CRC - DRAFT 2.0 (2021.09.24)

Note: the full Playbook will consist of this document plus two attachments:
  - "Consideration of Current District Boundaries" (referenced at II.D.1.c below)
  - "Line Drawing Phases Plan" (referenced at IV below)

I. **Data:** All mapping will be based on Statewide Database's Official 2021 California Redistricting Database, consisting of:
   A. Adjusted P.L. 94-171 Redistricting Data with state incarcerated persons reallocated and federal incarcerated persons removed
   B. Electoral datasets (Voter Reg. and Statement of Vote) on 2020 census blocks
   C. Citizen Voting Age Population tabulations on 2020 census block geography

II. **Ranked Statutory Criteria** (California Constitution, Article XXI, § 2):
The following criteria are listed in order of priority. Lower-priority criteria only apply if they do not conflict with higher-priority criteria.

   A. **Equal Population:**
      1. Assembly, Senate, and BOE: as close to +/- 0% as possible but with deviation permitted by law ("reasonably equal population")
      2. Congressional: as close to +/- 0% as possible ("population equality as nearly as is practicable")

   B. **VRA compliance**: Fulfill all Section 2 requirements

   C. **Contiguity:** Observe absolutely, with appropriate consideration for islands and permanent water crossings; never use point contiguity

   D. **Cities, Counties, a City and County, Local Neighborhoods and Local Communities of Interest** (note that the below sub-criteria of Governmental Units and Communities of Interest are not ranked within this criterion):
      1. Governmental Units
         a) The statutory requirement is to respect the integrity of "any city, county, city and county, local neighborhood, [and] local community of interest" (note that "local neighborhood" is not limited to an officially designated neighborhood)
         b) Non-statutory governmental units that might also be considered are Census Designated Places and other unincorporated communities, which are typically larger than a neighborhood and sometimes as large as a small city
         c) Current state election districts will be considered per the separate "Consideration of Current District Boundaries" document

2. Communities of Interest
   a) The statutory requirement is to keep together, to the extent possible, each community of interest, which is a contiguous population that shares common social and economic interests that should be included within a single district for purposes of its effective and fair representation
   b) By statute, defining communities of interest excludes any consideration of relationships with political parties, incumbents or political candidates
   c) Where COI submissions conflict, generally give greater weight to those that:
      (1) Aid in satisfying other statutory criteria, especially higher-ranked ones
      (2) Are more relevant to the district type being considered (e.g., a COI focused on military bases might bear more weight for a congressional district than an Assembly one)
      (3) Seem to represent a larger segment of a community
      (4) More closely fit the statutory definition of a COI
      (5) Are given by someone located in that COI
   d) When an individual COI input submission is unclear or inconsistent with itself, generally give greater weight to the part that seems more clear, specific, and central
   e) Sheer quantity of input on a given COI is difficult to weigh; COI submissions are aids to identify and define COIs; therefore, quantities (whether many or few) should be duly considered but are not decisive
   f) In cases of multiple substantially identical COI input submissions that appear "scripted," generally evaluate the COI on its own merits, noting the above considerations about quantity of input
   g) Be open to ways a heterogeneous region may nevertheless "share common social and economic interests"
   h) Give appropriate care and consideration to the possibilities of covert motivations and sources of COI input; factually questionable input can be checked or ignored
   i) If testimony alone is insufficient to fully define a given COI, it may be helpful to seek demographic, economic, historic, land-use, and other data (though note that such data are very often unhelpfully dated and/or approximated); and perhaps make in-person visits

E. **Compactness:** Not bypassing nearby areas of population for distant ones

F. **Nesting**: Two whole, complete, adjacent Assembly districts per Senate district; ten whole, complete, adjacent Senate districts per Board of Equalization district

G. **Exclusions**:
1. We will not consider the place of residence of any officeholder or candidate
2. We will not or draw any district with the intention of favoring or disfavoring any officeholder, candidate, or party

III. **Mapping Sequence:**
A. Areas with potential/probable VRA districts (Assembly, Senate, Congressional)
B. Assembly plan
C. Senate plan
D. Board of Equalization plan
E. Congressional plan

As to each plan, the line drawers will start with more complex and less flexible geographic areas, such as those in Los Angeles County, and will move towards the areas that are least complex and most flexible.

IV. **Mapping Process:** As set out in the separate "Line Drawing Phases Plan"

V. **Some General Principles:**
A. Document all decisions and their reasons!
B. "Share the Gain & Pain"--spread the costs and benefits of mapping decisions; e.g., if a city must be split in one plan, consider keeping it whole in another plan
C. Be open to resolving similar issues in different places in different ways
D. Remember: "The cleanest option is not always the best" - Justin Levitt

VI. **Key Differences Relative to 2010 CRC:**
When drawing lessons from the 2010 CRC's work, note these developments for 2020:
A. Census delay, prolonged deadline uncertainties
B. Longer, more robust public outreach and education phase
C. Fully functional, multilingual online Communities of Interest mapping tool
D. Fully functional online + QGIS district mapping tool
E. Full, publicly accessible public input database
F. All public input via remote means