California Citizens Redistricting Commission

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Please call or write to:

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Accelerations and Deferrals Subcommittee
(Andersen, Yee)

2023.04.09

Question: Should we recommend that the 2030 CRC include in its post-maps public map viewing tool a map layer showing senate accelerated and deferred areas, and an explanation of how senatorial representation is treated in such areas, as well as an explanation of the overlap of "old" and "new" senate districts?

Options:

1. "Yes" – Add this additional map layer and explanation, so to enable the public to understand where they stand with senate representation, especially if they live in an accelerated or deferred area, or in an "old" district being carried over.

2. "No" – Have the 2030 CRC line drawer again do only the deferral and acceleration analysis necessary for numbering of Senate Districts. Refer all Acceleration and Deferral map requests to the Senate.

Need:
After the CRC approves its final maps, members of the public and various organizations and agencies naturally wish to learn what districts they are now in. The 2020 CRC's Map Viewer tool (implemented by Paul Mitchell, with data from our line drawer) provides this capability, including search-by-address and full zooming down to the street level.

However, an address search of the new senate districts will often return a misleading result. This is because half of the old senate districts remain in place until elections in the following "4" year, and because some areas are either accelerated or deferred.

The proposal is to help the public understand their senate representation situation by adding an accelerations and deferrals layer to the CRC Map Viewer (on the Final Maps webpage) and adding a brief explanation of how a given Californian's senatorial representation may be affected by these factors. Adding this map layer and explanation are fairly small tasks.

While the Senate eventually does this mapping to make its deferral assignments, this happens more than a year after the release of the final maps.

The CRC would not be responsible for also adding the deferral assignment information to the Map Viewer. Deferred Californians would still need to consult the Senate website to learn who their assigned senators are.

Notes:

1. The requirement to minimize deferrals and accelerations comes from three court cases and not from any constitutional or statutory provisions (Legislature v. Reinecke, 10 Cal. 3d 396, 405 (1973); Wilson v. Eu 1 Cal. 4th 707, 728 (1992); and Vandermost v. Bowen, 53 Cal. 4th 421 (2012)).

2. The CRC must do the acceleration and deferral analysis because the CRC is constitutionally required to number the districts it draws, "c*onsecutively commencing at the northern boundary of the State and ending at the southern boundary*" (CA Const. XXI.2.f).

3. The minimization was accomplished by the CRC line drawer via the division of senate districts into "even" or "odd" pools before the north-to-south consecutive numbering is performed (see attachments).

4. In the 2010 and 2020 cycles, the Senate Office of Demographics did the GIS work and map production, and the Senate Rules Committee did the deferral assignments. The work has until the elections in the "2" year of each cycle to be completed, since none of the new Senate districts apply until then.

Links:

1. https://sdmg.senate.ca.gov/Current Senate's districts page, including links to detailed acceleration and deferral areas and assignments

2. https://sdmg.senate.ca.gov/sites/sdmg.senate.ca.gov/files/2021/Def_Acc/sd_2023_2024_acc and_def_area.pdf Map of "2023-2024 Senate Districts with Accelerated and Deferred Areas," by the Senate Office of Demographics

Attachments:

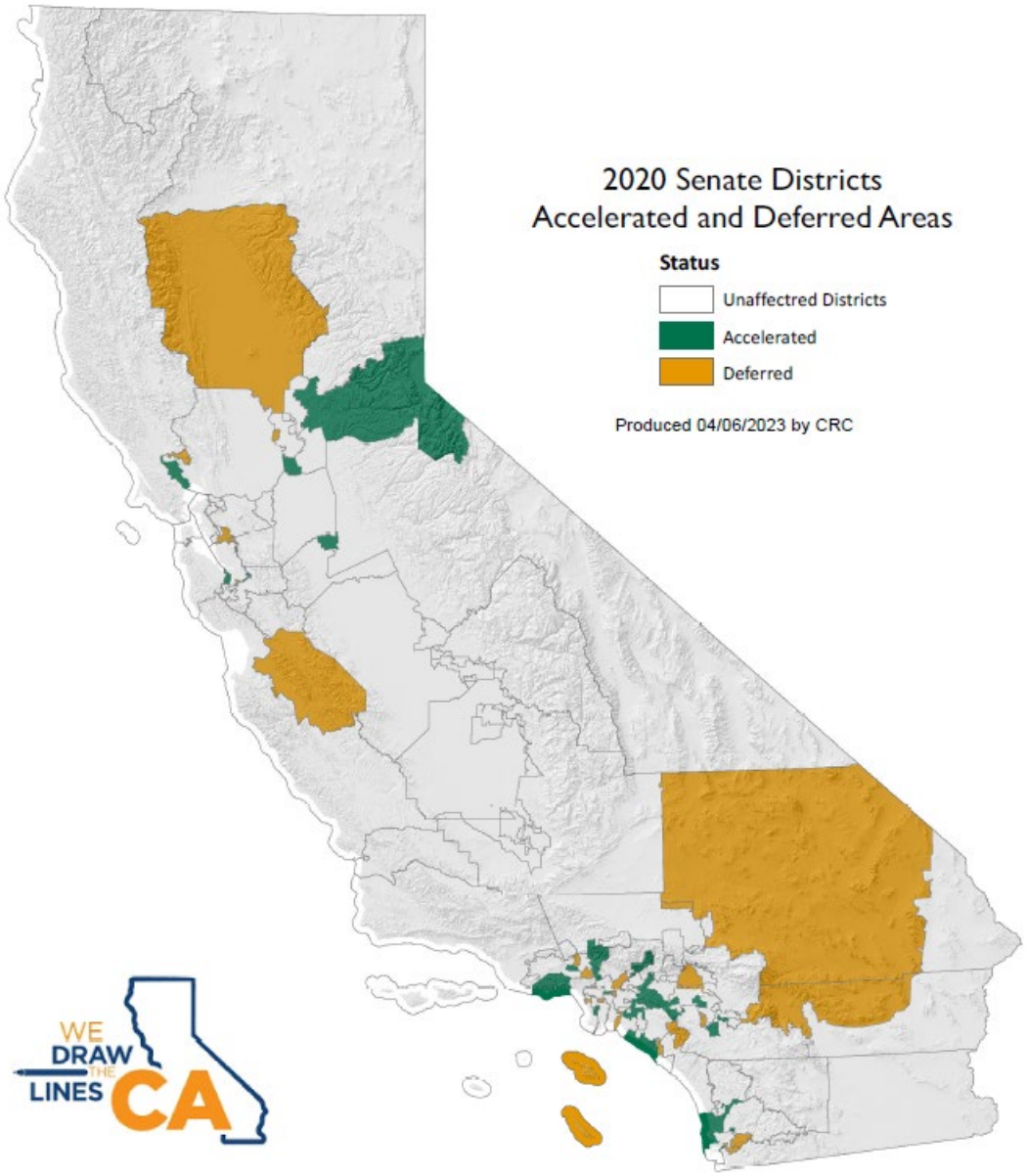
1. Senate Acceleration and Deferral Map (from Paul Mitchell)

2. Senate Acceleration and Deferral Map (from Senate Office of Demographics)

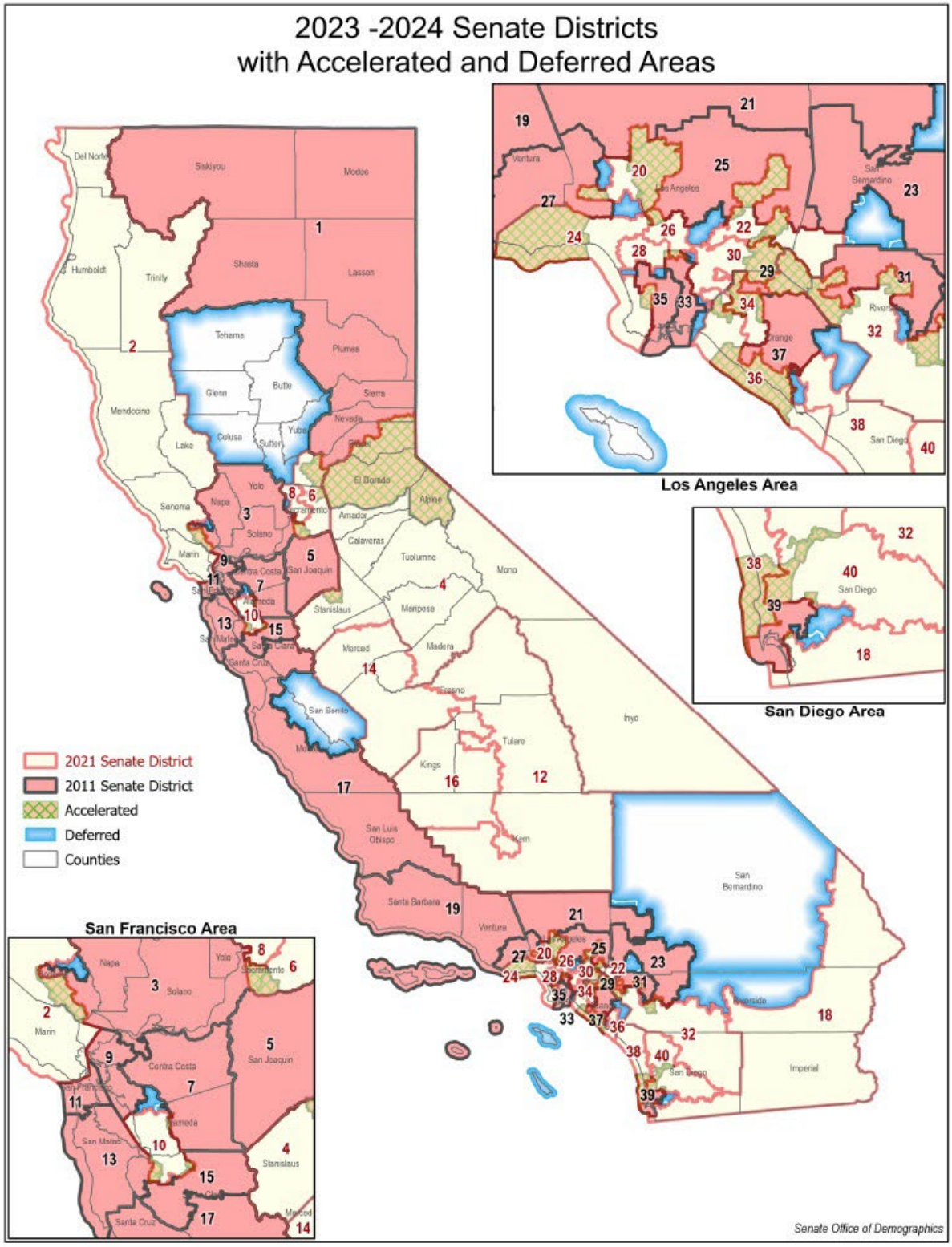
3. "Deferral and Numbering System for Senate Districts – Implementation of Methodology and Results" by Q2/Karin Mac Donald, Dec. 19, 2021

4. "Numbering of Districts" from 2010 CRC final report (identical procedure to 2020 CRC)

Attachement #1: CRC-produced senate accelerations and deferrals map



[Attachement #2: Senate-produced accelerations and deferrals map]



[Attachment #3: Deferral and Acceleration memo from 2020 CRC Line Drawer]

TO: 2021 Citizens Redistricting Commission

FROM: Q2/Karin Mac Donald

DATE: December 19, 2021

RE: Deferral and Numbering System for Senate Districts – Implementation of Methodology and Results

Below, please find a brief explanation of the Senate Deferral Process and the resulting assignment of odd and even district numbers for the proposed Senate Districts.

Population residing in an even numbered district due to elect a State Senator in 2022 will be 'deferred' if moved to an odd numbered district due to elect in 2024.

Below is a brief description of the steps used to minimize the number of persons deferred, followed by the results and the analysis of the outcome of numbering for the process.

I. Assigning Senate Districts to Odd/Even Pools

Step 1- The number of people for each district in the Senate plan currently in an even district was calculated.

Step 2- The 20 districts with the most people currently in an even district were assigned to the 'even pool.' The remaining districts were assigned to the 'odd pool.'[1]

[1] The 20 districts assigned to the pools of 'even' or 'odd' districts are the same irrespective of whether they were calculated based on the total number of persons or the percent of the population that is allocated to an even or odd district.

Table I: Pool of even numbered districts:

District	Pop. Even	% Even	Pop. Odd	% Odd
SBENFRESNO	998,216	100.00%	0	0.00%
WESTOF110	950,235	96.39%	35,588	3.61%
SACRAMENTO	945,172	100.00%	0	0.00%
KINGS-KERN	942,212	100.00%	0	0.00%
FRESNO-KERN	939,354	100.00%	0	0.00%
SECA	938,898	98.13%	17,848	1.87%
SDNELA	931,419	98.17%	17,404	1.83%
NCOAST	925,539	93.34%	66,032	6.66%
SD10WE	905,233	89.67%	104,242	10.33%
EDENTECH	854,196	82.42%	182,180	17.58%
SDSHORELINE	826,117	79.77%	209,505	20.23%
SD60X605	788,911	79.58%	202,328	20.42%
SOC-NSD	767,138	78.66%	208,150	21.34%
SD-POW-ESC	707,881	74.31%	244,729	25.69%
N-OC-COAST	659,350	66.71%	329,007	33.29%
PLACER-ED	610,750	63.17%	356,013	36.83%
SCSFV	576,906	60.98%	369,171	39.02%
ECA	562,840	54.54%	469,216	45.46%
SWRC	537,156	57.14%	402,860	42.86%
SAA	524,664	55.30%	424,024	44.70%

Table II: Pool of odd numbered districts:

District	Pop. Even	% Even	Pop. Odd	% Odd
NORCA	511,255	54.46%	427,579	45.54%
COR-CAJON	504,418	48.69%	531,616	51.31%
POF	486,716	51.59%	456,747	48.41%
MCV	461,645	48.46%	491,020	51.54%
EVENTSFV	376,124	37.87%	617,016	62.13%
SD210	371,099	35.87%	663,442	64.13%
MIDCOAST	299,951	30.18%	693,970	69.82%
COCO	143,988	14.51%	848,670	85.49%
SPCC	139,893	14.67%	813,928	85.33%
710TOWATER	131,718	12.71%	904,574	87.29%
IOC	120,633	11.83%	899,311	88.17%
NAPABYRON	71,097	6.87%	963,673	93.13%
SBRC	28,821	3.02%	926,319	96.98%
SANJOSE	27,623	2.68%	1,004,947	97.32%
SSACSTANIS	149	0.01%	1,020,985	99.99%
ANTIVICAL	120	0.01%	1,033,629	99.99%
SD80CORR	0	0.00%	960,880	100.00%
PENINSULA	0	0.00%	1,012,486	100.00%
SF	0	0.00%	1,022,311	100.00%
SCOAST	0	0.00%	1,024,600	100.00%

II. Assigning Senate Districts Individual Numbers (Geographic Method)

Step 1- The even numbered districts were assigned a district number starting at the Oregon border and moving from north to south, continuing with the most northern point of each district until all even numbers (2, 4, 6…40) had been assigned.

Step 2- The odd numbered districts were assigned a district number starting at the Oregon border and moving from north to south, continuing with the most northern point of each district until all odd numbers (1, 3, 5…39) had been assigned.

Table III: Senate Numbering

01	NORCA	11	SF	21	SCOAST	31	SBRC
02	NCOAST	12	FRESNO-KERN	22	SD10WE	32	SWRC
03	NAPABYRON	13	PENINSULA	23	ANTIVICAL	33	710TOWATER
04	ECA	14	SBENFRESNO	24	SDSHORELINE	34	SAA
05	SSACSTANIS	15	SANJOSE	25	SD210	35	SPCC
06	PLACER-ED	16	KINGS-KERN	26	SDNELA	36	N-OC-COAST
07	SD80CORR	17	MIDCOAST	27	EVENTSFV	37	IOC
08	SACRAMENTO	18	SECA	28	WESTOF110	38	SOC-NSD
09	COCO	19	MCV	29	POF	39	COR-CAJON
10	EDENTECH	20	SCSFV	30	SD60X605	40	SD-POW-ESC

[Attachment #4: 2010 CRC Final Report section on Accelerations and Deferrals]

8. Numbering of Districts

Article IV, section 2 of the California Constitution provides that California's 40 Senators are elected to four-year terms, half of which begin every two years. (Cal. Const., art. IV, § 2, subd. (a).) Under this system, 20 of California's Senate seats are up for election every two years. The next Senate election—in 2012—will apply to all of the odd-numbered Senate districts, while even-numbered Senate districts are up for election in 2014.

Because all of the odd-numbered Senate district seats will be up for election in 2012, the Commission took note of the following practical issue: following the release of the new maps, some Californians who had voted in Senate elections in 2008 and would have been eligible to vote again in 2012, because they had been in an odd-numbered district, might have to wait until 2014 to vote, because they would subsequently be in an even-numbered district after the decennial redistricting. This issue is commonly known as "deferral." Conversely, other Californians who had voted in Senate elections in 2010 and would have been eligible to vote again in 2014, because they had been in an even-numbered district, might be able to vote two years earlier in 2012, because they would subsequently be in an odd-numbered district. This is commonly known as "acceleration."

Consequently, in light of these issues, the Commission chose a numbering alternative for Senate districts that best maintained continuity in terms of the placement of voters in odd and even districts. In other words, if a voter was in an odd-numbered Senate district during the last decade, the Commission chose the numbering alternative that maximized the likelihood that this 26 same voter would remain in an odd-numbered Senate district for the next decade, thereby minimizing deferral.

For each Senate district that it drew, the Commission determined the percentage of the population in that district that had been in an odd-numbered district during the last decade. The Commission selected the 20 Senate districts with the highest percentage of voters who had been in odd-numbered districts during the last decade. These 20 districts were selected as the odd-numbered districts. The remaining 20 districts became the even-numbered districts.

Next, the Commission took the 20 odd-numbered districts and started with the northernmost district along the Oregon Border. This was given the number SD 1. The Commission then moved south, based on the northernmost point in each remaining odd-numbered district, and numbered each district consecutively: SD 3, 5, 7, 9, etc.

Finally, the Commission took the northernmost even-numbered district along the Oregon border and gave it the number SD 2.

The Commission then moved south, based on the northernmost point in each remaining even-numbered district, and numbered each district consecutively: SD 2, 4, 6, 8, etc. The Commission did seriously consider alternative numbering systems for Senate districts, such as a simple north-to-south consecutive numbering scheme, but made the determination that an approach that minimized deferrals would result in the most fair and effective representation for voters throughout the state.