

California Citizens Redistricting Commission

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THIRD DRAFT

2020 California Citizens Redistricting Commission

Recollections, Recommendations, and Resources Report

Volume 1
Recollections and Recommendations

Volume 2 – Resources

Volume 3
Staff Reports

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Key Facts about the First Two California Citizens Redistricting Commissions

Fact	2010 CRC	2020 CRC
Districts: Congressional, State Senate, Assembly, BOE; <i>total</i>	53, 40, 80, 4; 177	52, 40, 80, 4; 176
Format for meetings	All in-person	Mostly hybrid or virtual
Census data delivery	Normal, by April 1	Delayed, 2-stages, Aug. 12 and Sep. 16
Timeline	Within statutory deadlines, 271 days from random draw of first eight to approval of final maps	Within one-time extension, 543 days from random draw of first eight to approval of final maps
Pre-draft maps outreach & education efforts	155 commissioner public appearances	182 “Redistricting Basics” presentations + appearances
Public input: Communities of Interest (COI)	34 in-person meetings through mapping phase; Apr. 9 start	35 pre-mapping videoconference meetings for COI input; Jun. 10 start
Public input: Line drawing	(included in above 34 meetings)	13 videoconference line drawing (12 multi-day) and 3 map public input mtgs
Preliminary maps	1 (set of 4)	1 (set of 4)
Pop. deviation: legislative, BOE	+/- 1%	+/- 5%
Pop. deviation: congressional	+/- 1 person	+/- 1 person
Draft maps vote (all 4 plans)	14-0 (4 separate, identical votes)	14-0 (single vote for all 4 plans)
Final maps vote: legislative, BOE	13-1 (3 separate, identical votes)	14-0 (single vote for all 4 plans)
Final maps vote: congressional	12-2	(included in above vote)
VRA Section 5 Preclearance	Jan. 17, 2012 (Dept. of Justice)	(Not required)
Videographer	Video SSC	Video SSC
Line drawer	Q2	Haystaq DNA + Q2
Outside VRA counsel	Gibson Dunn Crutcher	Strumwasser Woocher + David Becker
RPV analyst	Matt Barreto	Megan Gall
Outside litigation counsel	Gibson Dunn Crutcher, Morrison Foerster	Strumwasser Woocher
Pre-maps lawsuits	0	1, dismissed (<i>Moreno v. CRC</i>)
Post-maps lawsuits	4, all decided in CRC’s favor	0
Post-maps referenda	1, Prop. 40 (Nov. 2012), passed	0
Initial commissioner appl’s	> 30,000	20,724
Commissioner replacements	1 (Ancheta for Kuo, Jan. 2011)	0
CRC office	910 P St., Suite 154A Sacramento (Bonderson Bldg.)	921 Capitol Mall, Suite 260 Sacramento (Dept. of Rehabilitation)
CRC staff (peak)	8 (plus student interns)	27 (plus student interns)
Funding	State, Irvine Foundation	State
Overall expenditures through June 2012 and June 2022, including selection process	\$10.5M state + \$3.3M private outreach grants; inflation adj. total to 2021: \$17.3M	\$17.4M (see “Finances” chapter for a discussion of \$2.5M private outreach grants this cycle, not included here)

Deadlines and Milestones for the 2010 and 2020 Redistricting Cycles

	Proposition 11 (2008)	Proposition 20 (2010)	2010 CRC Actual	Senate Bill 1096 (2012)	2020 CRC Actual
Applicant Review Panel random draw	---	---	Nov. 16, 2009	---	May 10, 2019
Initial applications accepted (min 60 days)	Start by Jan. 1 of "0" yr ¹	---	Dec. 15, 2009 - Feb. 16, 2010	Start by Aug. 15 of "9" yr	Jun. 10 - Aug. 19, 2019 ²
Phase I – Qualified applicants posted	Aug. 1 of "0" yr	---	Feb. 16, 2010	Mar. 15 of "0" yr	Aug. 21, 2019
Phase II – Supplemental applications accepted	---	---	Feb. 17, 2010 - Apr. 19, 2010	---	Aug. 21, 2019 - Oct. 20, 2019
Phase II – Selection of 120	---	---	Jul. 21, 2010	---	Feb. 21, 2020
Phase III – Interviews, selection of 60	Oct. 1 of "0" yr	---	Sep. 23, 2010	May 15 of "0" yr	May 7, 2020
Phase IV – up to 24 legislative strikes	Nov. 15 of "0" yr	---	Nov. 12, 2010 ³	Jun. 30 of "0" yr	Jun. 26, 2020
Phase V – Random draw of first 8	Nov. 20 of "0" yr	---	Nov. 18, 2010	Jul. 5 of "0" yr	Jul. 2, 2020
Phase VI – Select final 6	Dec. 31 of "0" yr	---	Dec. 15, 2010 ⁴	Aug. 15 of "0" yr	Aug. 7, 2020
Deadline to form CRC	Dec. 31 of "0" yr	Dec. 31 of "0" yr	---	Dec. 31 of "0" yr	---
1 st meeting day of 1 st 8	---	---	Nov. 30, 2010	---	Jul. 21, 2020
1 st meeting day of full CRC	---	---	Jan. 12, 2011	---	Aug. 26, 2020
Apportionment data released (by Dec. 31 of "0" yr)	---	---	Dec. 21, 2010 (10 days early)	---	Apr. 26, 2021 (117 days late)
P.L. 94-171 Census data released (by Apr. 1 of "1" yr)	---	---	Mar. 8, 2011 ⁵ (25 days early)	---	Aug. 12, 2021 ⁶ (134 days late)
Statewide Database release of Redistricting Database	---	---	Apr. 13, 2011	---	Sep. 20, 2021 ⁷
Draft maps approved	---	---	Jun. 10, 2011	Jul. 1 of "1" yr	Nov. 10, 2021 ⁸
Final maps + report approved	Sep. 15 of "1" yr ⁹	Aug. 15 of "1" yr ¹⁰	Aug. 15, 2011	Aug. 15 of "1" yr	Dec. 26, 2021 ¹¹

¹ The dates listed for Propositions 11 and 20, and Senate Bill 1096 are all "no later than" deadlines

² Original deadline Aug. 9, 2019, extended to expand the applicant pool

³ In the Nov. 2, 2010 General Election, during the legislative strikes process, Prop. 20 passed, adding congressional districts

⁴ Chosen Dec. 10, 2010, approved Dec. 15; Ancheta chosen Jan. 28, 2011, installed Feb. 10, replacing Kuo, who resigned Jan. 14

⁵ Release of California census data (2010 census data were released state-by-state Feb. 2 – Mar. 24, 2011)

⁶ "Legacy format" release for all 50 states simultaneously; Statewide Database (SWDB) processed and released Aug. 18, 2021; U.S. Census Bureau released fully formatted P.L. 94-171 Sep. 16, 2021 (data identical to "legacy format" release)

⁷ Newly included the reallocation of individuals incarcerated in State facilities to their last known addresses

⁸ Original *Padilla/Weber* deadline was Nov. 1, 2021, but with a day-for-day extension of the Nov. 1/Dec. 15 deadlines granted for every day after Jul. 31, 2021 the Census release were delayed; a Sep. 22, 2021 CA Supreme Court short motion granted an extension to Nov. 13, 2021 (further extended to Monday, Nov. 15 because of the weekend)

⁹ Legislative and BOE maps only

¹⁰ Added congressional map

¹¹ Original *Padilla/Weber* deadline Dec. 15, 2021; CRC requested extension to Jan. 14, 2022; CA Supreme Court set Dec. 27, 2021 (based on Census data release [in "legacy format"] 12 days after Jul. 31), for a deadline extension of 134 days

	Proposition 11 (2008)	Proposition 20 (2010)	2010 CRC Actual	Senate Bill 1096 (2012)	2020 CRC Actual
<i>Days to final maps certification from:</i> ¹²					
Random draw of first 8			271	407 ¹³	543
Approval of final 6			244	373 ¹⁴	507
1 st CRC mtg of all 14			216	---	488
P.L. 94-171 release			161	137 ¹⁵	137 ¹⁶
Redistricting Database Release			125	--- ¹⁷	98

¹² The 2010 CRC voted to approve its final maps Jul. 29, 2011 and then voted to certify them Aug. 15, 2011, the day of the final maps deadline. The 2020 CRC voted to approve its final maps Dec. 20, 2021 and then voted to certify them on Dec. 26, 2021, one day before the (extended) Dec. 27, 2021 final maps deadline. The above day-counts are based on the actual dates of the certification votes. Note that approval and certification are two different steps, with three days of public comment required between them (taking together Cal. Const., art. XXI, § 2, subd. (g) and Gov. Code, § 8253, subd. (a)(1)).

¹³ Hypothetical, based on latest possible random draw date (Jul. 5) and Aug. 15 final maps approval date

¹⁴ Hypothetical, based on 2020 CRC formation date (Aug. 7) and Aug. 15 final maps approval date; but note that the 2020 CRC is recommending an earlier formation date

¹⁵ Hypothetical, based on latest normal P.L. 94-171 release date (Apr. 1) and Aug. 15 final maps approval date; but note that actual release date is typically earlier, as P.L. 94-171 data are usually released state-by-state, on a rolling basis (e.g., the 2010 California P.L. 94-171 data were released March 8, 2011).

¹⁶ Based on the Aug. 12, 2021 "legacy format" release, though this release required 6 additional days of processing by SWDB

¹⁷ Normally c. 30 days after P.L. 94-171 release for California data

Chair Rotation

The two statutory requirements set out in Government Code section 8253, subdivision (a)(4) are that the chair and Vice Chair are selected by special supermajority vote of the CRC, and that the chair and vice chair not be of the same political party (this taken to include “No Party Preference” as a “party” in this context). However, both the 2010 and 2020 CRCs used rotating chairs, so to share the workload; take advantage of commissioners’ differing personalities, skills, and strengths; and actively and visibly embody the bi/non/multi-partisan nature of the CRC.

The 2020 CRC’s “first eight” selected Jane Andersen (R) as its temporary chair and Trena Turner (D) as temporary Vice Chair. The first chair rotation policy (drafted by Pedro Toledo [NPP] and Russell Yee [R]) was adopted by the full CRC Sep. 2, 2020. This policy set out the chairs and vice chairs in a strict political rotation combined with alphabetical order by last names, and with each vice chair becoming the next chair. Since Turner became the first chair of the full CRC, her vice chair (and next chair) was the alphabetically first No Party Preference commissioner, Isra Ahmad. Ahmad’s vice chair (and next chair) was the alphabetically next Republican commissioner after Andersen, Alicia Fernández; and so on.

However, by chance, this rotation produced mostly same-gender pairs of chair & vice chair (fully 7 of the first 10 pairs). In time, the 2020 CRC decided it wanted more balance via mixed-gender pairs, even if this meant a less-than-strict political rotation.* On Dec. 22, 2020, the CRC adopted a second rotation policy (drafted by Yee). This new rotation policy remained in place into the post-maps phase (with minor ongoing adjustments) and will continue until the 2030 CRC is seated.

There was never a set policy about length of term. The initial practice of a term lasting a single multi-day meeting eventually changed to terms lasting two to three meetings, which generally amounted to three or so calendar weeks. In the mapping phase, with a much denser meeting schedule, the Final Maps Planning subcommittee set out much shorter terms. In the post-maps phase, terms ran one calendar month for the first six months of 2022, then quarterly thereafter.

Per the adopted policy, a given chair and vice chair officially served from the start of their first meeting until the start of the next pair’s first meeting. This enabled chairs to still be officially in place while following up matters from their meetings. Meanwhile, their vice chairs were in place to prepare for the next set of meetings, which they would be chairing.

Eventually all 14 commissioners served at least one turn as vice chair and chair. Chairs made good and frequent use of vice chairs to step in for them whether just for part of a meeting or for whole meetings. There was some discussion of separating chairing from meeting moderation, but this was not implemented. Perhaps the greatest “cost” of the rotation was to staff, which had to track the rotation schedule closely and adapt to each new chair in turn. However, this proved to be manageable and well worth the benefits of the rotation. In retrospect, the CRC could have also done more to regularly publicize the current rotation.

**Since there was only one male Democrat, and because various commissioners were not in the rotation at times, it was unworkable to have mixed gender pairs as well as a strict political rotation. So, in the second rotation policy (starting 12/22/20), the three sub-groups (D, R, and N) were not perfectly even. However, per statute, the chair and vice chair were never from the same political sub-group. Note also that the rotation made no attempt to consider commissioner geography or race/ethnicity.*

2020 CRC Chair & Vice Chair Rotation

<i>Meeting Dates</i>	<i>Commissioner</i>	<i>Affiliation</i>	<i>Role</i>
Jul 21-23, Aug 4-7, 2020	Jane Andersen	Republican	Temporary Chair
(First Eight)	Trena Turner	Democrat	Temporary Vice Chair
FIRST (SEPT. 2, 2020) ROTATION POLICY IN EFFECT			
Aug 26 - Sept 4	Trena Turner	Democrat	Chair
	Isra Ahmad	No Party Preference	Vice Chair
Sept 23-25	Isra Ahmad	No Party Preference	Chair
	Alicia Fernández	Republican	Vice Chair
Oct 5-7	Alicia Fernández	Republican	Chair
	Angela Vázquez	Democrat	Vice Chair
Oct 12-15	Angela Vázquez	Democrat	Chair
	Linda Akutagawa	No Party Preference	Vice Chair
Oct 20-21, 28-30	Linda Akutagawa	No Party Preference	Chair
	Neal Fornaciari	Republican	Vice Chair
Nov 4-6	Neal Fornaciari	Republican	Chair
	J. Ray Kennedy	Democrat	Vice Chair
Nov 16-18, Dec 1-3	J. Ray Kennedy	Democrat	Chair
	Antonio Le Mons	No Party Preference	Vice Chair
Dec 14-16, 22;	Antonio Le Mons	No Party Preference	Chair
Jan 11-13, 2021	Derric Taylor	Republican	Vice Chair
SECOND (DEC. 22, 2020) ROTATION POLICY IN EFFECT			
Jan 26-28,	Derric Taylor	Republican	Chair
Feb 8-9, 2021	Pedro Toledo	No Party Preference	Vice Chair
Feb 16-17, 24-26	Pedro Toledo	No Party Preference	Chair
	Jane Andersen	Republican	Vice Chair
Mar 8-9, 16-17	Jane Andersen	Republican	Chair
	J. Ray Kennedy	Democrat	Vice Chair

Mar 29-Apr 1, Apr 12	J. Ray Kennedy	Democrat	Chair
	Alicia Fernández	Republican	Vice Chair
Apr 26-29;	Alicia Fernández	Republican	Chair
May 4, 13-14, 18	Isra Ahmad	No Party Preference	Vice Chair
May 24-25; Jun 2, 9	Isra Ahmad	No Party Preference	Chair
	Russell Yee	Republican	Vice Chair
Jun 16, 25, 30;	Russell Yee	Republican	Chair
Jul 7, 13, 21	Linda Akutagawa	No Party Preference	Vice Chair
Jul 28; Aug 10, 19	Linda Akutagawa	No Party Preference	Chair
	Neal Fornaciari	Republican	Vice Chair
Aug 31; Sep 7, 15	Neal Fornaciari	Republican	Chair
17-18, 23	Sara Sadhwani	Democrat	Vice Chair
Sep 28-29; Oct 4-7 (Sac),	Sara Sadhwani	Democrat	Chair
	Antonio Le Mons	No Party Preference	Vice Chair
13-15 (L.A.), 18, 20-23	Antonio Le Mons	No Party Preference	Vice Chair
Oct 27-30 (L.A.), Nov 2-4	Antonio Le Mons	No Party Preference	Chair
	Trena Turner	Democrat	Vice Chair
Nov 7-10 (San Diego)	Trena Turner	Democrat	Chair
	Derric Taylor	Republican	Vice Chair
Nov 15, 17-20	Derric Taylor	Republican	Chair
	Pedro Toledo	No Party Preference	Vice Chair
Nov 22-23, 29-Dec 4, 6	Pedro Toledo	No Party Preference	Chair
	Jane Andersen	Republican	Vice Chair
Dec 7-11 (Sac)	Jane Andersen	Republican	Chair
	J. Ray Kennedy	Democrat	Vice Chair
Dec 13-17	J. Ray Kennedy	Democrat	Chair
	Alicia Fernández	Republican	Vice Chair
Dec 18-21 (Sac)	Alicia Fernández	Republican	Chair
	Isra Ahmad	No Party Preference	Vice Chair

Dec 26-27 (Sac)	Isra Ahmad	No Party Preference	Chair
Jan 7, 21, 2022	Russell Yee	Republican	Vice Chair
Feb, 2022	Russell Yee	Republican	Chair
(monthly rotation starts)	Angela Vázquez	Democrat	Vice Chair
Mar, 2022	Angela Vázquez	Democrat	Chair
	Neal Fornaciari	Republican	Vice Chair
Apr, 2022	Neal Fornaciari	Republican	Chair
	Patricia Sinay	Democrat	Vice Chair
May, 2022	Patricia Sinay	Democrat	Chair
	Pedro Toledo	No Party Preference	Vice Chair
June, 2022	Pedro Toledo	No Party Preference	Chair
	Trena Turner	Democrat	Vice Chair
Jul-Sep, 2022	Trena Turner	Democrat	Chair
(quarterly rotation starts)	Linda Akutagawa	No Party Preference	Vice Chair
Oct-Dec, 2022	Linda Akutagawa	No Party Preference	Chair
	Derric Taylor	Republican	Vice Chair
Jan-Mar, 2023	Derric Taylor	Republican	Chair
	Ray Kennedy	Democrat	Vice Chair
Apr-Jun, 2023	Ray Kennedy	Democrat	Chair
	Antonio Le Mons	No Party Preference	Vice Chair
Jul-Sep, 2023	Antonio Le Mons	No Party Preference	Chair
	Jane Andersen	Republican	Vice Chair
Oct-Dec, 2023	Jane Andersen	Republican	Chair
	Sara Sadhwani	Democrat	Vice Chair
Jan-Mar, 2024	Sara Sadhwani	Democrat	Chair
	Alicia Fernández	Republican	Vice Chair
Apr-Jun, 2024	Alicia Fernández	Republican	Chair
	Isra Ahmad	No Party Preference	Vice Chair

Jul-Sep, 2024	Isra Ahmad	No Party Preference	Chair
	Russell Yee	Republican	Vice Chair
Oct-Dec, 2024	Russell Yee	Republican	Chair
	Angela Vázquez	Democrat	Vice Chair

Rotation continues until the first 2030 CRC commissioner is selected

Committees and Subcommittees

Each entry names the commissioners who served on that committee or subcommittee and the month in which that committee or subcommittee first appeared in a meeting agenda (usually the next meeting after that committee or subcommittee was formed). In the course of time, various committees and subcommittees were disbanded (“sunsetting”) but those events are not noted.

The 2020 CRC’s practice was to form subcommittees with commissioners from two different political subgroups, even though this is not a statutory requirement. A very few subcommittees were exceptions to this practice, based on the exigencies of commissioner availability, interest, and skills.

Committees (three or more commissioners, required agendaized, public meetings)

1. **Legal Affairs** (Sadhvani, Toledo, Yee; Jan. 2021) Conducted interviews and made hiring recommendations for VRA counsel and litigation counsel
2. **Public Input Meeting Design** (Ahmad, Akutagawa, Andersen, Fernández, Fornaciari, Sinay, Turner; Mar. 2021) Designed strategy and process for receiving public input on Communities of Interest and maps

Subcommittees (no more than two commissioners, no requirement for agendaized, public meetings)

Formed Pre-Maps

FALL 2020

1. **Chair Rotation** (Toledo, Yee; Aug. 2020) Developed initial chair rotation policy and schedule
2. **Action on Census** (Sadhvani, Toledo; Sep. 2020); later, **Government Affairs/Census** (Mar. 2021) Researched and advocated for a timely and accurate 2020 Census
3. **Hiring of Executive Director** (Fernández, Kennedy; Sep. 2020); later **Executive Director Recruitment** (Mar. 2021)
4. **Hiring of Chief Counsel** (Andersen, Toledo; Sep. 2020); later **Chief Counsel Recruitment** (Mar. 2021)
5. **Hiring of Communications Director** (Taylor, Vázquez; Sep. 2020)
6. **Finance**; became **Finance and Administration** (Fornaciari, Fernández; Sep. 2020) Oversaw internal CRC financial, organizational, and personnel matters
7. **Trouble Shooting** (Le Mons, Andersen; Oct. 2020) Responded to miscellaneous issues that arose, including early commissioner cell phone and laptop computer needs
8. **GANTT Chart** (Kennedy, Taylor; Oct. 2020) Maintained our consolidated planning timeline
9. **Outreach and Engagement** (Fornaciari, Sinay; Oct. 2020) Conceptualized and strategized our initial approach to outreach and engagement, especially with community-based organizations, local governments, and U.S. Census personnel
10. **Community of Interest** (Kennedy, Akutagawa; Oct. 2020) Worked with Statewide Database to conceptualize Community of Interest inputs in the Draw My California Community online tool
11. **Hiring of Deputy Executive Director** (Fernández, Ahmad; Oct. 2020)
12. **Line Drawers RFP**; became **Line Drawing** (Sadhvani, Andersen; Oct. 2020) Developed the Line Drawing RFP and led the recruitment process; oversaw line drawer scheduling, work planning, and scope of work
13. **VRA Compliance** (Sadhvani, Yee; Oct. 2020) Developed the VRA Counsel RFP

14. **Lessons Learned** (Kennedy, Ahmad, later Kennedy, Yee; Oct. 2020) Collected recommendations for the 2030 CRC, led Lessons Learned exercise post-Maps (Mar. 2021), wrote and compiled the Lessons Learned report

WINTER 2020-21

15. **Data Analysis** (Ahmad, Turner; Nov. 2020) became **Data Management** (Dec. 2020) Researched and recommended database solutions for public inputs
16. **Language Access** (Akutagawa, Fernández; Nov. 2020) Developed and implemented policy on language interpretation and translation
17. **Cybersecurity**, sometimes **Security** (Fornaciari, Taylor; Nov. 2020) Researched and led efforts to ensure digital and physical security of CRC assets
18. **Materials Development** (Fernández, Sathwani; later Fernández, Kennedy; Jan. 2021) Led the development of printed outreach materials; led the writing and production of the Final Report on the Maps
19. **Grants** (Akutagawa, Kennedy; Jan. 2021) Led attempt to develop CRC granting program for outreach
20. **Incarcerated Populations**; became **Incarcerated Populations – State and Local Facilities** (Fernández, Sinay; Feb. 2021) Developed recommendation for reallocating persons incarcerated in State facilities to their last known addresses

SPRING 2021

21. **Deputy Executive Director Recruitment** (Ahmad, Fernández; Mar. 2021)
22. **Outreach Director Recruitment** (Ahmad, Fernández; Apr. 2021)
23. **Website** (Kennedy, Taylor; later Andersen, Taylor; Apr. 2021) Worked with the Communications Director to implement, maintain, and improve the 2020 CRC website (including carryover of 2010 CRC website contents)
24. **IT Recruitment** (Andersen, Fornaciari; Apr. 2021)
25. **Incarcerated Populations – Federal Facilities** (Kennedy, Turner; later Turner, Fernández; Apr. 2021) Led advocacy and sought actionable data for reallocating persons incarcerated in California in Federal facilities to their last known addresses

SUMMER 2021

26. **Outreach Contracts** (Akutagawa, Le Mons; Jun. 2021) Led the effort to contract with outside organizations to extend our outreach efforts on a grants basis

FALL 2021

27. **Mapping Playbook** (Turner, Yee; Sep. 2021) Developed the Mapping Playbook policy document for guiding mapping decisions

WINTER 2021-22

28. **Litigation Contract** (Toledo, Yee; Nov. 2021) Pursued the (ultimately unsuccessful) hiring of Gibson Dunn as additional litigation counsel
29. **Final Maps Planning** (Fornaciari, Sathwani; Nov. 2021) Strategized, scheduled, and planned CRC meetings in the final mapping phase

30. **Bagley-Keene/ADA** (Kennedy, Vázquez; later, Fornaciari, Vázquez; Jan. 2022) Tracked State exemptions and implementations of open meeting laws, and advocated for permanent remote access options
31. **Long Term Planning** (Akutagawa, Fernández; Jan. 2022) Led the identification and prioritization of post-maps CRC tasks

SPRING 2022

32. **Redistricting Engagement** (Sinay, Yee; Mar. 2022) Developed guidelines for commissioner comments about the maps, developed post-maps slide show; also engaged with independent redistricting efforts outside CA (this not on CRC time)
33. **Audit** (Le Mons, Taylor; Apr. 2022) Conducted an internal audit of overall CRC finances
34. **Staff Services Manage 1 Recruitment** (Fernández, Turner; Jul. 2022) Led the recruitment and hiring of our post-2022 staff person (Corina Leon)
35. **Continuity Subcommittee** (Fornaciari, Sinay; Jul. 2022) Led efforts to ensure the best possible transition from the 2020 CRC to the 2030 CRC
36. **Legislative** (Fernández, Akutagawa; Jul. 2022) Led the development, prioritization, and implementation of post-maps legislative changes to CRC-related statutes

SUMMER 2022

FALL 2022

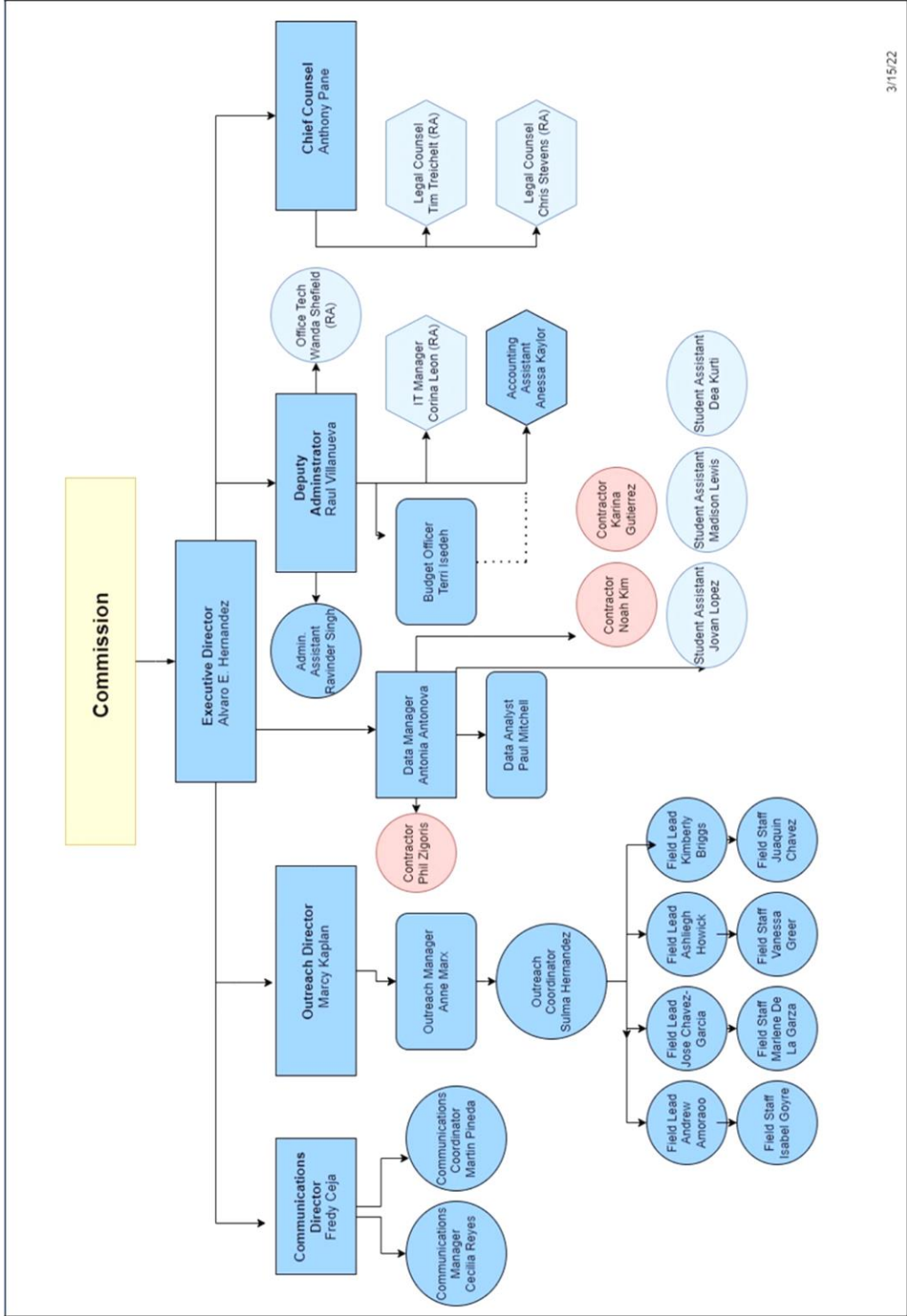
WINTER 2022-23

37. **Accelerations and Deferrals Subcommittee** (Andersen, Yee; Apr. 2023) Researched the need for maps and data identifying deferred and accelerated populations for State Senate representation

SPRING 2023

SUMMER 2023

Organization Chart



Personnel and Positions

	2010 CRC	2020 CRC
<i>Governor</i>	Arnold Schwarzenegger (to 1/3/11) Jerry Brown	Gavin Newsom
<i>Secretary of State</i>	Debra Bowen	Alex Padilla (to 1/18/21) James Schwab (interim, to 1/28/21) Shirley Weber
<i>State Auditor</i>	Elaine Howle	Elaine Howle (to 12/31/21) Grant Parks (2022-)
<i>CRC Executive Director</i>	Dan Claypool	Dan Claypool (to 2/17/21) Alvaro Hernandez
<i>CRC Chief Counsel</i>	Kirk Miller	Kary Marshall (to 2/26/21) Anthony Pane
<i>CRC Other Counsel</i>	Marian Johnston, Staff Counsel	Marian Johnston, Interim Counsel Tim Treichel, Legal Counsel Chris Stevens Legal Counsel
<i>CRC Outreach / Communications</i>	Rob Wilcox, Communications Director	Fredy Ceja, Communications Director Marcy Kaplan Outreach Director
<i>Other CRC Executive Staff</i>	Deborah Davis, Budget Director Raul Villanueva, Business Mgr. Marian Johnston, Staff Counsel	Raul Villanueva, Deputy Administrator Antonia Antonova, Data Manager Terri Isedeh, Budget Officer
<i>Ongoing CRC Staff</i>	Christina Shupe	Corina Leon
<i>Videographer</i>	Video SSC (Kristian Manoff)	Video SSC (Kristian Manoff)
<i>Line Drawer</i>	Q2 (Karin Mac Donald)	HaystaqDNA (Andrew Dreschler) Q2 (Karin Mac Donald)
<i>Outside VRA Counsel</i>	Gibson Dunn Crutcher	Strumwasser Woocher
<i>RPV Analyst</i>	Matt Barreto	Blockwell Consulting (Megan Gall)
<i>Outside Litigation Counsel</i>	Gibson Dunn Crutcher Morrison Foerster	Strumwasser Woocher

Contracts and Contractors

Budget

Policies

The 2010 and 2020 each collected their adopted policies into a Policy Manual, available on the CRC website. Policies are adopted by a simple majority vote.

Note that, regarding adopted policies, the CRC persists as a single entity, even though its commissioners change each decade. Thus, CRC policies are cumulative and remain binding until and unless revised, superseded, or abolished. Each new set of commissioners should review all adopted policies and take any needed action. Policies otherwise remain in effect without the need to be re-adopted.

Policies marked “*” are explicitly or implicitly required per Government Code section 8253(a)(2) and 8253(a)(5).

2010 CRC Adopted Policies:

- Commissioner Code of Conduct*
- Commissioner Per Diem Policy
- Commissioner Per Diem Codes
- Staff and Consultant Code of Conduct
- Communications Protocol*
- Personnel Policy and Procedure*
- Record Retention Policy*
- Commission Hearing Security Plan
- Reporting Lost/Stolen State Issued Equipment
- Attorney Invoice Process
- General Contractor Invoice Process

2020 CRC Adopted Policies:

- Commissioner Code of Conduct*
- Commissioner Per Diem Policy
- Commissioner Personal Expense Policy
- Personnel Policy*
- Staff Code of Conduct*
- Communications Protocol*
- Record Retention Policy*
- Policy on Using Chat or other Electronic Messaging during Commission Meetings
- Commission Evacuation Plan
- Public Comment During Commission Business Meetings
- Commission Travel Policy
- Application of Public Input at Commission Meetings Policy

Motions Form



Motion Number: 2022-08-M004
 Date: August 31, 2022
 Motion Name: Descriptive name of the motion
 Motion Details:

The motion to be voted on by the Commission. Write out specific (word for word) motion made by a Commissioner. Edit as necessary with a final review and approval by Commissioner A who made the motion before vote.

Motion made by: Name of Commissioner A
 Time of Motion: Update time if edits adopted
 Motion seconded by: Name of Commissioner B
 Number of Public Input:

Commissioner Name:	Party	Yes	No	Abstain	Absent
Ahmad, Isra	No Party Affiliation	1			
Akutagawa, Linda	No Party Affiliation	1			
Andersen, Jane	Republican	1			
Fernandez, Alicia	Republican	1			
Fornaciari, Neal	Republican	1			
Kennedy, J. Ray	Democrat	1			
Le Mons, Antonio	No Party Affiliation	1			
Sadhwani, Sara	Democrat	1			
Sinay, Patricia	Democrat	1			
Taylor, Derric	Republican	1			
Toledo, Pedro	No Party Affiliation	1			
Turner, Trena	Democrat	1			
Vazquez, Angela	Democrat	1			
Yee, Russell	Republican	1			
TOTAL COUNT:		14	0	0	0

Motion: Passed Failed

Time : Time vote is completed
 Special Vote: * 3 from each group are required

Democrat	5
Republican	5
No Party Affiliation	4

Gantt Chart

Narrative Timeline

Major Phases

Fall 2018 - Spring 2019	Preparations by State Auditor for selection process
Summer 2019 - Summer 2020	Applications, interviews, and selection of commissioners
Aug. 2020 – Feb. 2021	CRC organizing, hiring, planning, preparing
Feb. – Jul. 2021	Public education (incl. 182 “Redistricting Basics” presentations)
Jun. – Sep. 2021	Public input (35 Communities of Interest input meetings)
Sep. – Nov. 2021	Draft maps: line drawing and public input
Nov. – Dec. 2021	Final maps: line drawing and public input
Jan. 2022 – present	Post-maps work (reports, archiving, website consolidation, changes for 2030 CRC, staff wind-down)

2018

August

California State Auditor (CSA) organizes core team to lead CRC selection process

2019

January

7 – Updated regulations governing the CRC approved

Winter/Spring – online application process developed, promotion and education campaigns designed and initiated

February

March

1 – California State Auditor Elaine Howle hosts a 2020 CRC Town Hall in Sacramento to solicit ideas and feedback looking back on the 2010 CRC and forward to the 2020 CRC.

April

May

10 – California State Auditor’s random drawing to form the Applicant Review Panel (ARP) from staff qualified independent auditors with at least 10 years’ experience: Angela Dickason (D), Ryan Coe (R), Ben Belnap (NPP) selected; with alternates Ralph Flynn (D), Linus Li (NPP) and Josh Hooper (R)

June

10 – Initial applications open

July

August

19 – Initial applications close (extended 10 days from original deadline, to encourage more applications), 20,724 received, of which 17,081 tentatively qualified

21 – Supplemental applications requested (letters of recommendation, application essays)

September

October

20 – Supplemental applications close, 2,206 submitted, of which 2,003 are complete

November

20 – First cut: ARP keeps the 685 with at least one vote (but note that, per statute, all removals require a unanimous vote, CA Code of Regulations, §60837)

December

19 – Second cut: ARP keeps the 342 with at least two votes, yielding 176 Democrats, 80 Republicans, 86 neither of those two; Form 700 financial disclosures requested; background checks and social media scans commence

2020

January

February

19-21 – ARP selects 120 to interview (40 Democrat, 40 Republican 40 neither of those two)

March

2 – In-person interviews commence (90 min. each, 4 per day); interrupted for two days by COVID-19 and transition to videoconference format; also monitoring poor air-quality days due to wildfires

25 – Candidate interviews resume via Zoom

April

22 – Candidate interviews conclude

May

6-7 – ARP announces 60 candidates to forward to state legislature (20 Democrat, 20 Republican, 30 neither of those two)

June

17 – *Legislature v. Padilla* decided by the California Supreme Court, granting a one-time, four-month extension of the CRC draft and final maps deadlines (to Nov. 1 and Dec. 15 respectively) plus a further day-for-day extension for every day the P.L. 94-171 data release were delayed past July 1.

26 – The Senate President pro Tempore (Toni Atkins, D-San Diego), Senate Minority Floor Leader (Shannon Grove, R-Kern County); Assembly Speaker (Anthony Rendon, D-L.A. County) and Assembly Minority Floor Leader (Megan Dahle, R-Redding) each exercise their maximum allowed two strikes from each of the three sub-pools, for a total of 24 strikes. In addition, one applicant withdraws, leaving 35 finalists.

July

2 – California State Auditor Eliane Howle conducts random draw for first eight (3 Democrats, 3 Republicans, and 3 neither of those two Andersen, Ahmed, Taylor, Turner, Le Mons, Kennedy, Fornaciari, Sadhwani). None of the 7 Latino/Hispanic candidates (4 Democrat, 2 Republican, 1 neither of those two) is selected, an outcome that had a 9.7% chance of occurring. Public outcry is immediate and strong, especially by newspaper editorials and community groups.

21-23 – First meeting of the first eight commissioners. Jane Andersen selected as temporary chair, with Trena Turner temporary vice chair. First item of business: training in Bagley-Keene open meeting compliance.

August

4-7 – First eight meet to select final six from the remaining 27 finalists (Chair Andersen, Vice-Chair Turner). An initial focus on technical and professional expertise gradually gives way to an emphasis on geographical and community representation; but all this while specifically addressing the need for Latino/Hispanic commissioners.

5-6 – Second and third days of deliberations, various slates proposed (by statute, the final 6 must be proposed and approved together as a slate). Heavy debate over the second Neither Party slot, with split votes for North Coastal vs. Orange County candidates. Heavy public comment in favor of the Orange County candidate.

7 – Sadhwani slate from Aug. 6, with Orange County candidate, re-proposed and passes unanimously as the Turner First Amended slate (Akutagawa, Fernández, Sinay, Toledo, Vasquez, Yee), completing the 14-member commission. Auditor's office sends out initial laptops, cell phones, Resource Binders, and *Roberts Rules of Order* to commissioners.

26-Sep. 4 – (Turner, Ahmad) First meeting of full commission, with a 5-page, 24-item agenda. Interim staff members provided by the State Auditor both veterans of the 2010 CRC: Marian Johnston, Interim Chief Counsel; and Raul Villanueva, Interim Administrator.

September

23-25 – Business Meeting (Ahmad, Fernández), executive director candidate interviews (six total), in-person in Sacramento, with most commissioners via Zoom; vote to hire Daniel Claypool as Executive Director and Alvaro Hernandez as Deputy Executive Director (with a focus on outreach).

October

5-7 – Business Meeting (Fernández, Vázquez)
12-15 – Business Meeting (Vázquez, Akutagawa)
12 – Daniel Claypool starts as Executive Director, reprising his same role with the 2010 CRC
14 – Interviews for Communications Director
20-21 – Business Meeting (Akutagawa, Fornaciari)
28-30 – Business Meeting (Akutagawa, Fornaciari)

November

4-6 – Business Meeting (Fornaciari, Kennedy)
12 – Kary Marshall starts as Chief Counsel
16-18 – Business Meeting (Kennedy, Le Mons)
16 – Fredy Ceja starts as Communications Director
17 – Training on Racially Polarized Voting

December

1-3 – Business Meeting (Kennedy, Le Mons)
14-16, 22 – Business Meeting (Le Mons, Taylor)
19 – Requests for Information (RFIs) for VRA, Litigation Counsels issued
20 – Internal staff crisis emerges, later leads to replacement of Executive Director and Chief Counsel
22 – Business Meeting (Le Mons, Taylor): 2nd chair rotation passed (emphasizing mixed-gender pairs)

2021

January

11-13 – Business Meeting (Le Mons, Taylor), passed motion to accept legislature's request to reallocated persons incarcerated in state institutions to their last known addresses
26-28 – Business Meeting (Taylor, Toledo)
28 – First meeting of Legal Affairs Committee

February

8-9 – Business Meeting (Taylor, Toledo), approved plan to engage a 3rd-party grant administrator for outreach grants (but this eventually comes to naught as granting authority proves elusive)
12 – U.S. Census Bureau announces unprecedented months-long delay to P.L. 94-171 release
16-17 – Business Meeting (Toledo, Andersen)
17 – Daniel Claypool resigns as Executive Director
24-26 – Business Meeting (Toledo, Andersen); Kary Marshall dismissed as Chief Counsel
25 – Alvaro Hernandez promoted to Executive Director

March

8-9 – Business Meeting (Andersen, Kennedy)
16-17 – Business Meeting (Andersen, Kennedy)
18 – Strumwasser Woocher candidate team replaces Justin Levitt with David Becker
22-23 – Interviews for outside counsel (VRA and litigation, three applicant firms each)
24 – Legal Affairs Committee (LAC) votes to recommend Strumwasser Woocher + Becker as VRA Counsel and Litigation Co-Counsel; Gibson Dunn Crutcher as Litigation Co-Counsel
29-Apr. 1 – Business Meeting (Kennedy, Fernández), approved LAC-recommended outside counsel hires, on mixed vote

April

1 – First meeting of Public Input Design Committee
12 – Business Meeting (Kennedy, Fernández)

- 17 – Line Drawing workshop with Karin Mac Donald, Jaime Clark, Willie Desmond
- 26-29 – Business Meeting (Fernández, Ahmad), interviewed Outreach Coordinator candidates (2 total), Chief Counsel candidates (6 total), unanimous vote to hire Anthony Pane as (new) Chief Counsel; Marcy Kaplan accepts position as Outreach Director
- 26 – U.S. Census releases apportionment data; California loses one congressional seat, for the first time in history

May

- 4 – Business Meeting (Fernández, Ahmad)
- 12 – *L. A. Times* editorial by Seema Metha criticizes CRC for alleged lack of transparency and impartiality
- 13-14 – Business Meeting (Fernández, Ahmad)
- 18 – Business Meeting (Fernández, Ahmad), first day for new Chief Counsel, Anthony Pane; concluded CRC does not have granting authority (for outreach grants)
- 24-25 – Business Meeting (Ahmad, Yee), defined “redistricting matters” and subcommittee work in relation to statutory and Bagley-Keene requirements

June (COI Meetings: 6)

- 2, 9 – Business Meetings (Ahmad, Yee)
- 10 – First Community of Interest (COI) input meeting (statewide, via Zoom). Very complicated arrangements for video, audio, timing, moderation, queuing; but all working out. Superb, tireless call moderation throughout the summer by videoconference team, especially Katy Manoff.
- 16, 25, 30 – Business Meetings (Yee, Akutagawa), approved outside litigation counsel contracts on mixed vote
- 30 – VRA Counsel contract signed; first meeting of outside VRA Counsel and Line Drawers

July (COI Meetings: 10)

- 1 – Began practice of filling “dead time” in COI meetings with commissioner stories and memories
- 7, 13, 21 – Business Meetings (Yee, Akutagawa), decided to ask California Supreme Court for January 14, 2022 final maps deadline (many CBOs asking for January 28); decided not to attempt any commissioner travel related to COI input.
- 28 – Business Meeting (Akutagawa, Fornaciari)

August (COI Meetings: 10)

- 10, 19 – Business Meetings (Akutagawa, Fornaciari), approved Blockwell Consulting (Megan Gall) as RPV analyst hire by Strumwasser Woocher
- 12 – P.L. 94-171 data release in “legacy format”
- 19 – Split vote to entirely exclude persons in Federal prisons from population counts, rather than counting them in their places of incarceration
- 27 – Blockwell Consulting contract signed (RPV analyst)
- 31 – Business Meeting (Fornaciari, Sadhwani), L.A. COI review

September (COI Meetings: 5)

- 7 – Business Meeting (Fornaciari, Sadhwani), Central Valley COI review
- 10 – Last COI Input meeting; 35 total since June 10
- 11 – Central and Coastal COI review
- 15 – Line Drawing and Business Meeting (Fornaciari, Sadhwani), first Line Drawing session, with Visualizations
- 16 – Governor Newsom extends emergency provisions for remote meetings through Jan. 31, 2022
- 17-18 – Line Drawing Meetings (Fornaciari, Sadhwani)
- 20 – Statewide Database releases full California redistricting database with reallocations of persons incarcerated in state institutions
- 22 – CA Supreme Court rejects CRC request for Jan 4, 2022 final maps deadline, sets a Dec. 27, 2021 final maps and Nov. 15 draft maps deadlines (extended from Nov. 13 because of the weekend)
- 23 – Business Meeting (Fornaciari, Sadhwani)

28-29 – Business Meeting (Sadhvani, Le Mons), first in-person CRC meeting with many commissioners (9 of 14), in Sacramento

October

- 1 – Large Public Records Act request arrives from Katy Grimes (California Globe)
- 2 – “Draw My California District” online mapping and submission tool goes live
- 2 – First public posting of visualizations (L.A. area)
- 4-7 – Business and Line Drawing Meeting (Sadhvani, Le Mons), approved Mapping Playbook
- 13-15 – Business and Line Drawing Meeting (Sadhvani, Le Mons), first in-person southern California meeting, in L.A.; interviews for Communications Director (4 candidates)
- 18 – Business Meeting, continuation (Sadhvani, Le Mons)
- 21 – Opinion piece by 2010 commissioner Connie Malloy in *L.A. Times*, criticizing draft L.A. districts
- 20-23 – Business and Public Input Meeting (Sadhvani, Le Mons)
- 27-30 – Line Drawing Meeting (Le Mons and Turner), in L.A.

November

- 2-4 – Line Drawing Meeting (Le Mons and Turner), in Sacramento
- 7-10 – Line Drawing Meeting (Turner, Taylor), in San Diego, draft maps approved on unanimous first vote Nov. 10 (statutory deadline, Nov. 15), draft maps “frozen” for 14 days
- 15 – Business Meeting (Taylor, Toledo); debriefed line drawing sessions at length
- 17-20 – Public Input Meeting (Taylor, Toledo), in Sacramento
- 22-23 – Public Input Meeting (Toledo, Andersen), 180 calls on Nov. 23, a CRC record (matches 2010 CRC’s in-person record)
- 29-Dec. 4 – Business and Line Drawing Meeting (Toledo, Andersen), in Sacramento
- 30 – *Moreno v. Citizens Redistricting Commission* filed, petitioning the CA Supreme Court to (1) enjoin the CRC from communicating or discussing redistricting matters with third parties outside of public meetings, (2) order the CRC release all information related to non-public meetings and (3) order the CRC to end all relationships with its legal advisors’ firm

December

- (Nov. 29-Dec. 4 – Business and Line Drawing Meeting, in Sacramento)
- 6 – Line Drawing Meeting (Toledo, Andersen), in Sacramento, ending after midnight
- 7-11 Line Drawing Meeting (Andersen, Kennedy), in Sacramento, included plan (by Fornaciari) to shift 17K population from north to south to meet deviation limits in congressional plan
- 13-17 – Line Drawing and Business Meeting (Kennedy, Fernández); very many mapping issues to resolve still and time running short
- 15 – Petition denied in *Moreno v. Citizens Redistricting Commission*, case closed.
- 18-21 – Line Drawing and Business Meeting (Fernández, Ahmad), in Sacramento, end of line drawing Dec. 19, 11:30 PM, unanimous first vote to approve final maps Dec. 20 (statutory deadline: Dec. 23 but this allows for required 3 days of public comment)
- 26 – Business Meeting (Ahmad, Yee), in Sacramento, final maps and report certified on a unanimous first vote (statutory deadline: Dec. 27), public comments still being called in with map change requests!
- 27 – Speeches, press conference, walked certified final report to Secretary of State’s office for official delivery, many got caught in the rain that day

2022

January

- 5 – Elaine Howle announces resignation after 21 years, CA’s longest-ever State Auditor
- 7 – Business Meeting (Ahmad, Yee), discussion of what is properly our work going forward (e.g., promotion of independent redistricting nationwide?)

21– Business Meeting (Ahmad, Yee), new chair rotation schedule approved with monthly and then quarterly terms

February

7 – Business Meeting (Yee, Vázquez)

14 – Deadline for non-federal legal challenges to maps comes and goes with no lawsuits, surprising absolutely everyone

18 – Business Meeting (Yee, Vázquez), discussion of expiration of Bagley-Keene emergency provisions

18 – *L.A. Times* editorial, "Pat yourself on the back, California. Gerrymandering has been squashed"

March

9-12 – Business and Lessons Learned Meeting (Vázquez, Fornaciari)

17-18 – Business and Lessons Learned Meeting (Vázquez, Fornaciari), finalized post-maps slideshow; heard from Arizona, Michigan, Colorado, and Long Beach commissioners

30 – Business Meeting (Vázquez, Fornaciari), lessons learned feedback from SWDB, Line Drawing, Data

April

27 – Business Meeting (Fornaciari, Sinay), first meeting after all emergency exemptions from Bagley-Keene meeting restrictions no longer in place, so some commissioners in Sacramento and others in Anaheim

May

June

1 – Business Meeting (Toledo, Turner)

July

13 – Business Meeting (Turner, Akutagawa), full budget report, continued to discuss proposed legislative changes, Corina Leon hired as CRC Staff Services Manager for 2023-30

August

31 – Business Meeting (Turner, Akutagawa)

September

21 – Business Meeting (Turner, Akutagawa)

29 – AB 1848 signed, requiring reallocation of persons incarcerated in a state correctional facility to their last known addresses

October

26 – Business Meeting (Akutagawa, Taylor)

November

16 – Business Meeting (Akutagawa, Taylor), discussed wind-down of staff; panel with CBO leaders to discuss notice periods

December

14 – Business Meeting (Akutagawa, Taylor) – presentation of draft Lessons-Learned Report

2023

January

11 – Business Meeting (Taylor, Kennedy), last meeting with Executive Director Hernandez; discussion of long-term website options and strategies

February

10 – Business Meeting (Taylor, Kennedy), discussion of website needs, relationship to Dept. of Finance, cumulative CRC policies, and continuity matters from 2020 to 2030 CRCs

March

13 – Business Meeting (Taylor, Kennedy), discussion of website needs, "Recollections, Recommendations, and Resources" (formerly "Lessons Learned") report, potential legislative

changes, accessibility needs, Census proposals, and continuity matters; created the Deferrals and Accelerations Subcommittee

April

10 – Business Meeting (Kennedy, Le Mons), news of Senate Bill No. 544 permanently amending Bagley-Keen regulations regarding remote participation; legislative proposal for AB 1761 amending the definition of “day”; contract work by Analytical to migrate from Airtable to Tableau; timeline modification ideas for 2030 cycle (earlier start); RRR report progress

May

12 – Business Meeting (Kennedy, Le Mons)

June

26 – (Kennedy, Le Mons)

Mapping Playbook

FINAL DRAFT 3.2 (2021.10.18)

*Note: the full Playbook consists of this document plus two attachments:
Attachment #1: "Consideration of Current District Boundaries" (see II.D.4.b)
Attachment #2: "Line Drawing Phases Plan" (see IV)*

- 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 six criteria (A-F) are listed in order of priority. Some include related but non-statutory considerations. Lower-priority criteria only apply to the extent that 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 1. Governmental Units and 2. Communities of Interest are not ranked within this criterion):
 1. Governmental Units: 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)
 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
 3. Apply these further non-statutory considerations to COI input:
 - a) 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 a national park 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
- b) When an individual COI input submission is unclear or inconsistent with itself, generally give greater weight to the part of that individual submission that is more clear, specific, and central
 - c) Give due but carefully considered weight to COI input given via official resolutions by elected bodies
 - d) Give due but carefully considered weight to input by organizations; be aware of which interests a given organization does and does not represent, and be aware of how locally representative it actually is (or is not)
 - e) It is appropriate to consider COIs known to Commissioners through data or other documented evidence even if those communities have not submitted COI input
 - f) 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
 - g) 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; do not discount such input merely for seeming “scripted”
 - h) Be open to ways a heterogeneous region may nevertheless “share common social and economic interests”
 - i) Consider racially framed COI input in the context of all other traditional redistricting criteria, so that race is never a sole or predominating factor (except as needed for VRA compliance)
 - j) Give appropriate care and consideration to the possibilities of covert motivations and sources of COI input; factually questionable input can be checked or ignored; use a critical lens to discern attempts to reverse engineer districts; always look for actual evidence
 - k) If testimony alone is insufficient to fully define a given COI, it may be helpful to seek current and valid demographic, economic, historic, land-use, and other data (e.g., via reports written by local communities about their own issues); and make in-person visits
4. Areas that are not specified by statute but overlap with the statutory Government units and Communities of Interest include:
 - a) Unincorporated communities and Census Designated Places (which are typically larger than a neighborhood and sometimes as large as a small city)
 - b) Current state election districts, which will be considered per Attachment #1, “Consideration of Current District Boundaries”

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. **General 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

For each plan, the Commission will start with more densely populated areas, such as those in Los Angeles County, and move towards comparatively less populated areas.

IV. **Mapping Process:** As set out in Attachment #2, "Line Drawing Phases Plan"

V. **Some General Principles:**

- A. Document all decisions and their reasons, including incremental ones
- B. Consult the most current data available, remembering that the 2011 maps are a decade old
- C. "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
- D. Be open to resolving similar issues in different places in different ways
- E. Remember: "The cleanest option is not always the best" - Justin Levitt
- F. Remember: we are neither in the incumbent protection business nor in the wrecking ball business

2020 CRC, Mapping Playbook – Attachment #1, v.1.2

Referenced in the Mapping Playbook outline, II.D.4.b, “Current state election districts . . .”

How Current District Lines Could Help Inform Future District Lines

As the Commission is aware, “Districts shall not be drawn for the purpose of favoring or discriminating against an incumbent, political candidate, or political party.” (Cal. Const. art. XXI, § 2.) However, there may be other, valid bases for considering current district boundaries or the rationale for current district boundaries. Below are some thoughts regarding whether, when, and how the Commission might consider current district boundaries.

A. While the 2011 Commission had robust reasons to start with a blank slate, it also faced legal constraints against doing so.

1. 2011 - VRA Section 5: The 2011 Commission was legally obligated to consider the racial composition of districts in jurisdictions where the Section 5 of the federal Voting Rights Act applied. This provision of the law no longer applies after the Supreme Court’s decision in *Shelby County v. Holder*. However, we will examine 2011 Section 5 districts for relevance to 2021.

2. 2011 – Existing (2001) lines had been drawn by the Legislature: In non-Section 5 areas, the 2011 Commission discussed whether to use existing boundaries that had been drawn by a different entity (Legislature) using different rules (Propositions 11/20 modified redistricting criteria), and that were widely considered a bi-partisan incumbent gerrymander. The 2011 Commission decided not to use the existing districts.

3. 2021 – Different situation: The 2021 Commission is working in a changed environment because Section 5 no longer applies and because the existing baseline districts were established by the previous redistricting commission, using largely the same rules and criteria.

B. Bearing in mind that populations and Communities of Interest (COIs) change over time, the CRC may find it useful to refer to current district boundaries in some situations.

Given the plethora of demographic changes in the past decade, the 2021 Commission will not routinely proceed by simply assessing and then modifying existing districts. Nevertheless, the 2021 process may necessarily consider the current boundaries in specific situations and the 2021 CRC may decide to consider current district boundaries during at least some other aspects of the current process. Specifically, the current boundaries will be used to inform initial parts of the Racially Polarized Voting Analysis used for VRA compliance. This memo further identifies five other scenarios in which the 2021 Commission may wish to consider current boundaries under certain circumstances:

1. Implementing Public Input: A significant portion of public input during the COI hearings has referenced existing boundaries. This included input that a current boundary preserves a community and should be kept, or that a current boundary divided a community and should be changed. It is likely that public plans once submitted will similarly sometimes reference existing lines, either approving or disapproving of them. The Commission may decide that it is appropriate under these circumstances to refer to current district boundaries when providing direction.

2. Considering the Rationale of Current Lines: The 2011 Commission produced a wealth of data on why it constructed current district boundaries the way it did. Most notably, it produced a legally mandated report¹⁸ on the logic underlying each district. This record may either reinforce or challenge more contemporary input, allowing the 2021 Commission to make more informed decisions. Underlying facts may have changed to make these data less relevant in some areas, nevertheless in other areas this report might provide information useful to this Commission.

3. Bridging Data Gaps: As line drawing begins, the 2021 Commission has identified that there are likely to be places where the contemporary record is not as complete as in other areas, thus perhaps requiring supplemental outreach.¹⁹ Meanwhile, the Commission will be making decisions as it moves toward the release of the draft maps. As the 2011 Commission's lines were similarly created by a commission using the same criteria, should the current record be sparse in new information, it may be appropriate to direct line drawers to consider current lines to fill in those gaps until additional information and input has been received. However, it may be necessary to revisit any reliance on current lines once new information, analysis, or input arrives. Locally generated reports and studies may be particularly helpful in bridging such data gaps.

4. Contextualizing Racially Polarized Voting Analyses: Understanding the ability to elect and cohesive bloc voting are some of the critical components of a Racially Polarized Voting analysis. These analyses necessarily rely to some extent on existing districts and the contests that have taken place over a period of time to ascertain the ability to elect a candidate of choice by certain protected minority groups. Relatedly, if current boundaries have allowed a protected community to achieve corresponding electoral power, that fact may be something the current Commission may want to consider.

5. Numbering of Senate Districts: Elections for California State Senate are staggered, with even numbered districts set to vote in 2022 and odd numbered districts set to vote in 2024. As a result, voters who are moved from even to odd districts may have to wait six years to vote for their State Senator, a concept known as deferral. The 2011 Commission sought to minimize deferral when deciding which districts to number odd and which to number even. This is primarily a question of senate district numbering and not line drawing.

In sum, considering current district boundaries in certain circumstances can offer the 2021 Commission another reference tool in constructing the new districts without favoring, disfavoring, or considering the relationship with political parties, incumbents, or candidates.

¹⁸ https://wedrawthelines.ca.gov/wp-content/uploads/sites/64/2011/08/crc_20110815_2final_report.pdf

¹⁹ https://d3n8a8pro7vhmx.cloudfront.net/ccrc/pages/282/attachments/original/1630369299/Outreach_and_Communication_Plan_%288-31-21%29.pdf

2020 CRC Mapping Playbook: Attachment #2

Referenced in the Mapping Playbook outline, IV, "Mapping Process . . ."

LINE DRAWING PHASES

I. Preliminary Direction: This is the first opportunity for Commissioners to provide direction based on what they have heard to date, prior to seeing any potential district boundaries. Currently, preliminary direction is scheduled to take place at the Commission's September 15, 17, and 18 meetings, focusing on different regions at each meeting.

II. Visualizations: Visualizations show hypothetical district-based boundaries for limited geographic areas from the line drawers in response to preliminary direction from the Commission. These visualizations are created to allow the Commissioners to review potential options. Visualizations are not statewide plans. Visualizations may include multiple mutually exclusive scenarios. The line drawers are currently scheduled to post at least one day before the Commission's October 4, 5, and 6 meetings at which those visualizations will be discussed.

III. Public Plans: Presentations of multi-district plans by the public will provide an opportunity to showcase submitters' ideas, potential solutions and specific district boundaries. Some of these plans may resemble visualizations (see above) as they will only be partial plans covering part of the state, while others may cover the entire state (see below) and more resemble full draft plans.

IV. Statewide Plans: Commissioners will have the opportunity to provide additional feedback on preferred visualizations and options that line drawers will then work to merge into statewide plans. Commissioners can then begin to give direction to refine those statewide plans until they are ready for a vote to be adopted formally as draft plans.

PHASE I: PRELIMINARY DIRECTION

Preliminary direction falls into two categories. The first is general statewide direction. This relates to items like how to practically implement redistricting criteria and guidelines for line drawers to follow where there is not more specific Commission direction (e.g. shall line drawers give weight to public COI submissions when not in conflict with other Commission direction?). The first opportunity to consider these types of questions is during the September 15 meeting.

The second is regional feedback. The line drawing team is divided by regions made up of combinations of CCRC outreach zones. We suggest that a specific amount of time be dedicated to each region during each step of the draft map line-drawing process. The amount of time will necessarily vary from region to region, as some regions are more complicated than others for a variety of reasons (more people = more lines; more potential VRA compliance issues; more conflicting public testimony).

During the meetings on September 15, 17, and 18, line drawers will take Commissioners through a "tour" using mapping software and digitized public input of different areas within each region (similar to the COI review sessions). Within each area, the line drawing team will ask the Commission for preliminary direction. In advance of those meetings, it is recommended that the Commission review all public data it has collected for each region. Our line drawers and VRA counsel will be available for questions and guidance throughout this process.

The vast majority of preliminary direction will likely fall into three general categories:

1) Whenever possible: When there is a consensus around a strong preference, the Commission can direct line drawers to implement those in all visualizations. Line drawers will attempt to comply with these preferences for all visualizations whenever possible. For example, the Commission may state a strong preference that a particular city be entirely included in a single district. Note, however, that it is possible that this may lead to visualizations that would, if implemented, conflict with the law. For example, direction to include an entire city in a single district might conflict with the higher ranked criterion of VRA compliance. It is also possible that one direction may substantially limit the ability to comply with another Commission direction.

2) Explore the possibility: These types of directions represent preferences. The Commission would instruct line drawers to implement as many of these preferences as possible. These directions may fall into a wide range of subcategories. Some may be considered more important than others. Some may be specific to particular plans (e.g., “maintain this COI for Congress because the underlying issues that unite it relate to federal policy”).

3) Multiple options: These types of directions may occur where the Commission has heard conflicting public testimony, for example, some members of community A wanting to be with community B, while others want to be with community C. The Commission may ask to see both options to be able to assess the effects. Functionally this means that the Commission would request to see at least two different visualizations.

4) Flexibility: In some places, the direction may be to provide elasticity. In the scenario above, for example, the Commission may direct that community A could be combined with either community B or community C, depending on what worked best for the rest of the plan. Such direction is critical as it will allow for better compliance with the other types of Commission direction.

During the first round of giving direction to line drawers, the Commission may consider the following guidelines:

*** The Commission is not trying to make final decisions at this stage:** Preliminary direction will allow for visualizations to be created that enable the Commission to understand the relationship of the various criteria in relationship to each other. Commissioners may feel strongly about a particular direction but may feel less strongly once the implementation of that direction becomes clear. Commissioners may not have strong feelings about an area until they see potential district lines, which can help to narrow down future direction. Direction will necessarily evolve throughout the line drawing process.

*** The Commission need not reach consensus at this time:** The goal at this stage is not to decide. The intent is not to have a series of formal votes. Rather the goal is to get a sense of how the Commissioners feel about scenarios they wish to further explore. If two groups of Commissioners have differing opinions, for example, it would functionally serve as direction to the line drawers to create two different visualizations so those options can be compared at a future date.

*** The Commission need not try to identify all possibilities at this stage:** There are literally billions of potential combinations of the map. While the goal is not to pick a preferred option right out of the gate, the goal is also not to identify every possible outcome. Commissioners should provide direction that allows the line drawing team to come back with a reasonable number of visualizations that will allow for robust future debate and discussion.

PHASE II: VISUALIZATIONS

Visualizations will be the first potential district boundaries that will be produced by the line drawers. It is important to consider what these visualizations will and will not be:

* **They will not be complete plans:** Visualizations will not cover the entire state. Rather they will only cover a particular area. The specific area may vary from as big as several adjacent outreach zones, to as small as only a portion of a single zone, depending on how interconnected decisions are in a given part of the state.

* **They will demonstrate tradeoffs:** In most circumstances, there will be multiple visualizations in a given geographic area, particularly early in the line drawing process. These different visualizations will help show which Commission directions can be implemented simultaneously, and which will require prioritizing one direction over another.

* **They may not be interchangeable:** A preferred visualization in one area may not be compatible with a preferred visualization in another area. Again, this will be particularly true in the early stages of the line drawing process as the Commission develops and refines its preferences. As that iterative process continues, these tradeoffs will continue to be highlighted and options narrowed to those that can be blended into a cohesive statewide plan.

* **They will require ongoing refinement:** Early visualizations will be less refined than future iterations. For example, early Congressional visualizations may not attempt to hit exact population deviation requirements. This is to ensure that time is used efficiently so Commissioners can confront tradeoffs early and begin refining their thinking. As the process moves along, not only will options be narrowed, but visualizations will move from “proofs of concept” to more adoptable forms.

The vast majority of feedback on visualizations will fall into five general categories:

1) Maintain: Some Commissioners may like a particular visualization “as is” and simply want to ensure that option continues to move forward as changes are made throughout the line drawing process.

2) Amend: Some Commissioners may like specific parts of a visualization, but would like to see changes to other parts. Direction in these cases may focus on a single visualization or on blending preferred elements from multiple visualizations. In the case of the latter, line drawers will inform the Commission where those preferred elements can be integrated and where they may be incompatible.

3) Discard: Some visualizations once reviewed may simply be discarded. It is an important part of the process to explore options and understand what does and does not accomplish the Commission’s goals. Discarded visualizations will allow the Commission to focus on more viable options.

4) Add: The Commission will provide preliminary directions without the benefit of seeing potential district boundaries. Once those potential districts are available, more specific debate and discussion can take place. Visualizations may highlight issues not previously apparent to Commissioners and result in requests to see brand new visualizations not based on the preliminary direction.

5) Prioritize: Particularly as the visualization process proceeds and Commissioners start narrowing down preferences within specific areas, directions will necessarily include preferences between areas. Not all visualizations will be compatible with each other and this feedback will be critical to merging visualizations into a full statewide plan.

Critically, unlike the preliminary direction phase, the visualization process will move the Commission towards consensus and decision making. The Commission will be able to start prioritizing which options are preferred for the Commission's first statewide plans. This may not require a series of up and down votes and thus be a relatively efficient process. The goal is to ensure that line drawers have the necessary directions they need to implement Commissioners' desires.

[Note: Sections for Phase III: Public Plans and Phase IV: Statewide Maps were not completed.]

Senate Accelerations and Deferrals

Description

California senators are elected for staggered four-year terms. This staggering produces a peculiar situation for two years early in each new redistricting cycle. For the 2020 redistricting cycle, senate elections took place in 2022 for half of the new senate districts, while elections for the other half of the new districts will not take place until 2024. Meanwhile, the half of the senators who had been elected in 2020 continue to serve until 2024 in their old districts, as drawn in the 2010 redistricting cycle.

Thus, between 2022 and 2024, two non-matching sets of senate districts have half of their districts active: one half from the 2020 redistricting cycle, and the other half from the 2010 cycle.

Some Californians live in parts of districts where these two active halves overlap. They were part of senate elections in 2020 and were again in 2022, and thus were “accelerated.” Legally, between 2022 and 2024 they had two senators representing them. Ordinarily they would address concerns to the senators elected in 2022 but their “old” senators (elected in 2020) legally represent them too, until the end of their terms 2024. This double representation is not considered problematic and no special provisions are made for it.

Other Californians live in areas that are in neither of the two halves that are active between 2022 and 2024. They are not part of the half of old districts still in place from the 2020 elections but are also not part of new districts with 2022 elections. (Another way to put this: such areas are in the half of the old districts that were elected in 2018 but are not in the half of the new districts with elections in 2022.) Such areas had a senatorial election in 2018 but will not have their next senatorial election until the 2024—a wait of six (rather than the usual four) years, and thus a “deferral.”

For the 2020 cycle, each Census Block thus fell into one of these four senatorial district permutations:

<i>Block’s District in 2010 Cycle</i>	<i>Block’s District in 2020 Cycle</i>	<i>Most Recent Senatorial Election</i>	<i>1st Senatorial Election in New District</i>	<i>Accelerated or Deferred?</i>
Even	Even	2018	2022	---
Odd	Odd	2020	2024	---
Even	Odd	2018	2024	Deferred
Odd	Even	2020	2022	Accelerated

Since there is an odd number of elections (5) each decade, the odd/even pattern flips each subsequent decennial redistricting cycle. For the 2030 cycle, the permutations will be thus:

<i>Block’s District in 2020 Cycle</i>	<i>Block’s District in 2030 Cycle</i>	<i>Most Recent Senatorial Election</i>	<i>1st Senatorial Election in New District</i>	<i>Accelerated or Deferred?</i>
Odd	Odd	2028	2032	---
Even	Even	2030	2034	---
Odd	Even	2028	2034	Deferred
Even	Odd	2030	2032	Accelerated

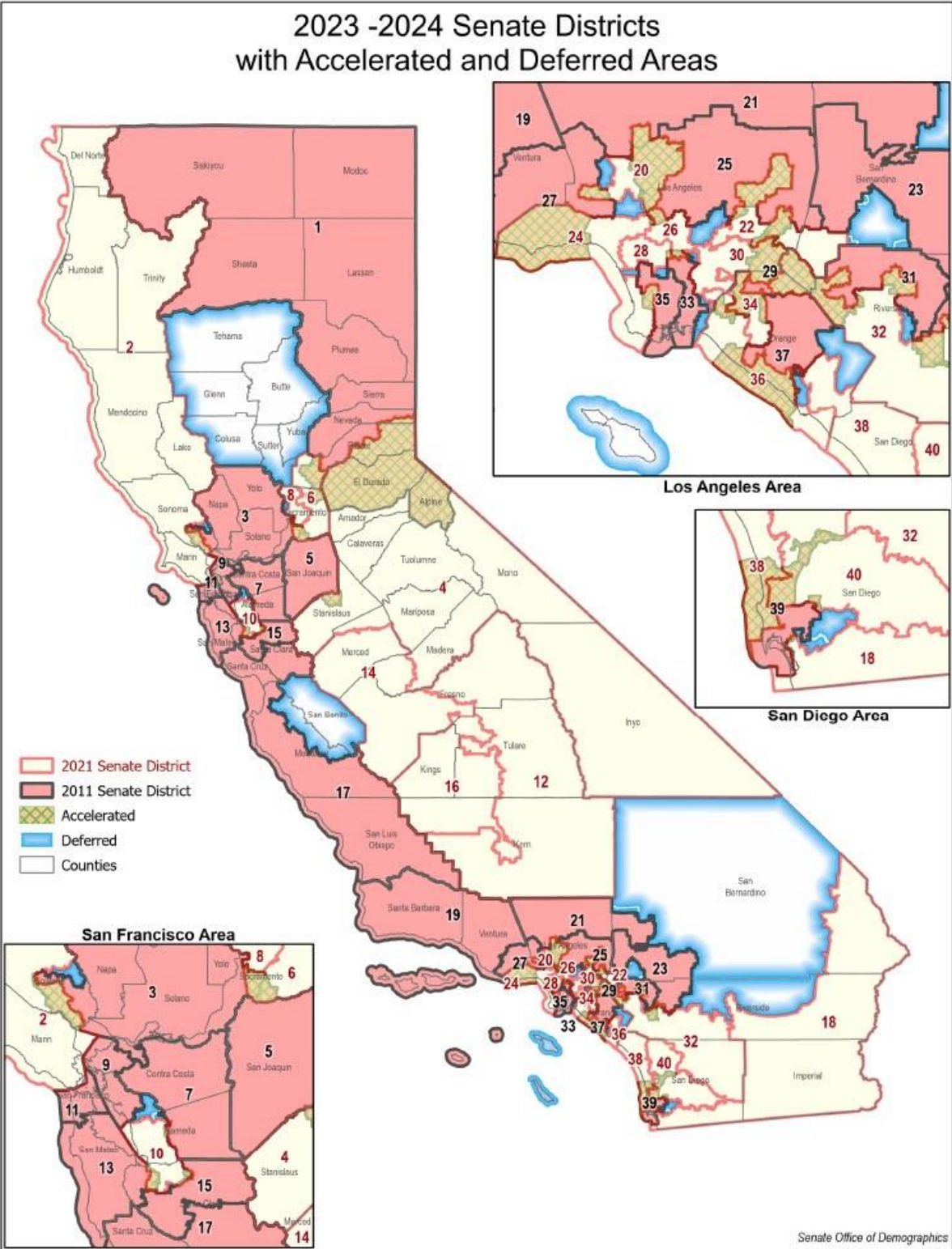
Since Californians in deferred areas are not in either an active “old” district or a freshly elected “new” district, they have no directly elected senate representation between the “2” and “4” years of each decade. In the 2010 and 2020 redistricting cycles, the Senate Rules Committee made deferral assignments, based on GIS work and map production by the Senate Office of Demographics (see map below). 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.

The 2020 redistricting cycle produced approximately 3.6 million deferred Californians. To serve these constituents, the Senate Committee on Rules makes “Deferred Area Assignments.” In the 2020 redistricting cycle, this involved 25 (of 40) senators, adding between 17,000 (Mike McGuire, D-North Coast/North Bay) and 330,000 (Brian Dahle, R-Northeast) additional constituents.

After elections in 2024, all the new senate districts from the 2020 redistricting cycle will have been implemented and all accelerations and deferrals resolved. This pattern of staggered senate districts implementation, accelerations and deferrals, and deferral assignments repeats between the “2” and “4” years of each decennial redistricting cycle.

The CRC is constitutionally required to number the districts it draws, “*consecutively commencing at the northern boundary of the State and ending at the southern boundary*” (Cal. Const., art. XXI, § 2, subd. (f)). However, there is a further requirement to minimize deferrals and accelerations, based on three court cases (*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]). This minimization and numbering are accomplished by the division of senate districts into two pools, even or odd, before the north-to-south consecutive numbering is performed. These pools are created by ranking the new districts so to minimize population changes between odd and even districts; see the below memo for the detailed methodology and results, and also the 2010 CRC “Final Report on 2011 Redistricting,” pp 25-26.

Accelerations and Deferrals Map



Line Drawer's Accelerations and Deferrals Memo

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

2020 CRC Ready Reference

Latest Update 12/20/2021; production note added and superseded sections removed 3/16/2023
Pronunciation Guide added 4/8/2023

Populations and Ideal District Sizes

California: **39,538,223**, an increase of 2,284,267 or 6.1% over 2010; the apportionment count included 38,534 U.S. military and federal civilian employees and any dependents living overseas, allocated to California as reported by the employing federal agencies, for an apportionment total of 39,576,757

Adjusted: **39,523,437** (less 14,786 federal incarcerated persons)

District Sizes (on adjusted total):

# of Districts	Plan	Ideal	-5%	+5%
80	Assembly	494,043	469,341	518,745
40	Senate	988,086	938,682	1,037,490
4	BOE	9,880,859	9,386,816	10,374,902
52	Congressional	760,066	-	-

Total: 176 districts

California's 58 Counties: 2020 Populations (PL94, Adjusted)

Alameda	1,683,468	Marin	258,555	San Mateo	765,417
Alpine.....	1,207	Mariposa	17,094	Santa Barbara	446,704
Amador.....	36,592	Mendocino	91,624	Santa Clara	1,94,0140
Butte	212,549	Merced	281,099	Santa Cruz	271,352
Calaveras	45,306	Modoc	8,673	Shasta	183,199
Colusa	21,898	Mono.....	13,217	Sierra.....	3,244
Contra Costa	1,168,069	Monterey.....	434,660	Siskiyou	44,207
Del Norte	25,140	Napa	138,298	Solano	447,857
El Dorado.....	191,457	Nevada.....	102,284	Sonoma	489,713
Fresno	1,008,526	Orange.....	3,193,010	Stanislaus.....	554,730
Glenn.....	28,916	Placer.....	405,307	Sutter.....	99,926
Humboldt	136,810	Plumas	19,839	Tehama	65,973
Imperial.....	173,626	Riverside	2,417,438	Trinity.....	16,101
Inyo.....	18,963	Sacramento.....	1,584,884	Tulare	475,056
Kern.....	892,674	San Benito	64,338	Tuolumne	53,008
Kings.....	140,322	San Bernard.....	2,180,152	Ventura.....	845,390
Lake.....	68,401	San Diego	3,302,262	Yolo	216,922
Lassen	25,286	San Francisco	874,993	Yuba	81,993
Los Angeles.....	10,047,926	San Joaquin	777,313		
Madera	151,113	San Luis Obis.....	279,216		

Largest: Los Angeles
Smallest: Alpine

California 482 Cities and Towns: 2020 Populations (PL94, Adjusted)

Does not include California's 1,129 Census Designated Places

Adelanto	38,243	Calabasas	23,280	Davis	66,948
Agoura Hills	20,346	Calexico	38,693	Delano	43,637
Alameda	78,351	California City	12,971	Del Mar	3,966
Albany	20,275	Calimesa	10,057	Del Rey Oaks	1,596
Alhambra	83,108	Calipatria	3,618	Desert Hot Springs	32,747
Aliso Viejo	52,222	Calistoga	5,237	Diamond Bar	55,181
Alturas	2,735	Camarillo	70,850	Dinuba	24,688
Amador City	201	Campbell	44,027	Dixon	19,012
American Canyon	21,881	Canyon Lake	11,112	Dorris	866
Anaheim	347,753	Capitola	9,949	Dos Palos	5,832
Anderson	11,408	Carlsbad	114,952	Downey	114,712
Angels	3,670	Carmel-by-the-Sea	3,224	Duarte	21,798
Antioch	115,580	Carpinteria	13,293	Dublin	71,468
Apple Valley	76,063	Carson	95,994	Dunsmuir	1,713
Arcadia	56,780	Cathedral City	51,683	East Palo Alto	30,139
Arcata	18,898	Ceres	49,464	Eastvale	69,901
Arroyo Grande	18,469	Cerritos	49,697	El Cajon	106,585
Artesia	16,446	Chico	101,823	El Centro	44,438
Arvin	19,566	Chino	86,573	El Cerrito	26,000
Atascadero	29,857	Chino Hills	78,544	Elk Grove	176,561
Atherton	7,194	Chowchilla	13,426	El Monte	109,905
Atwater	32,085	Chula Vista	276,061	El Paso de Robles (Paso Robles)	31,565
Auburn	13,820	Citrus Heights	87,851	El Segundo	17,358
Avalon	3,467	Claremont	37,410	Emeryville	12,911
Avenal	9,496	Clayton	11,085	Encinitas	62,110
Azusa	50,204	Clearlake	16,817	Escalon	7,491
Bakersfield	405,161	Cloverdale	9,011	Escondido	151,516
Baldwin Park	72,490	Clovis	120,374	Etna	682
Banning	29,691	Coachella	42,129	Eureka	26,635
Barstow	25,595	Coalinga	14,479	Exeter	10,385
Beaumont	53,193	Colfax	2,000	Fairfax	7,608
Bell	33,701	Colma	1,510	Fairfield	120,178
Bellflower	79,560	Colton	54,129	Farmersville	10,455
Bell Gardens	39,701	Colusa	6,430	Ferndale	1,404
Belmont	28,360	Commerce	12,445	Fillmore	16,462
Belvedere	2,126	Compton	96,687	Firebaugh	8,128
Benicia	27,167	Concord	125,617	Folsom	75,038
Berkeley	124,433	Corcoran	13,646	Fontana	209,062
Beverly Hills	32,761	Corning	8,305	Fort Bragg	7,006
Big Bear Lake	5,061	Corona	157,679	Fort Jones	699
Biggs	1,970	Coronado	20,226	Fortuna	12,557
Bishop	3,831	Corte Madera	10,229	Foster City	33,842
Blue Lake	1,213	Costa Mesa	112,139	Fountain Valley	57,120
Blythe	12,406	Cotati	7,593	Fowler	6,723
Bradbury	925	Covina	51,444	Fremont	230,649
Brawley	26,482	Crescent City	4,038	Fresno	544,575
Brea	47,397	Cudahy	22,903	Fullerton	143,930
Brentwood	64,381	Culver City	40,892	Galt	25,473
Brisbane	4,858	Cupertino	60,446	Gardena	61,296
Buellton	5,174	Cypress	50,235	Garden Grove	172,346
Buena Park	84,187	Daly City	105,024	Gilroy	59,692
Burbank	107,613	Dana Point	33,144	Glendale	196,980
Burlingame	31,416	Danville	43,618	Glendora	52,726

Goleta	32,755	La Mirada	48,123	Monte Sereno	3,482
Gonzales	8,674	Lancaster	171,488	Moorpark	36,325
Grand Terrace	13,185	La Palma	15,597	Moraga	16,880
Grass Valley	14,043	La Puente	38,279	Moreno Valley	209,666
Greenfield	19,010	La Quinta	37,642	Morgan Hill	45,566
Gridley	7,451	Larkspur	13,072	Morro Bay	10,784
Grover Beach	12,739	Lathrop	28,765	Mountain View	82,486
Guadalupe	8,075	La Verne	31,426	Mount Shasta	3,237
Gustine	6,123	Lawndale	31,930	Murrieta	111,187
Half Moon Bay	11,814	Lemon Grove	27,743	Napa	79,413
Hanford	58,342	Lemoore	27,190	National City	56,373
Hawaiian Gardens	14,231	Lincoln	49,825	Needles	4,953
Hawthorne	88,502	Lindsay	12,732	Nevada City	3,160
Hayward	163,172	Live Oak	9,122	Newark	47,570
Healdsburg	11,360	Livermore	88,006	Newman	12,379
Hemet	90,349	Livingston	14,214	Newport Beach	85,338
Hercules	26,053	Lodi	66,569	Norco	22,406
Hermosa Beach	19,789	Loma Linda	24,855	Norwalk	103,180
Hesperia	100,166	Lomita	20,982	Novato	53,273
Hidden Hills	1,732	Lompoc	41,864	Oakdale	23,242
Highland	57,233	Long Beach	468,894	Oakland	441,891
Hillsborough	11,393	Loomis	6,846	Oakley	43,443
Hollister	41,771	Los Alamitos	11,795	Oceanside	174,578
Holtville	5,612	Los Altos	31,668	Ojai	7,653
Hughson	7,499	Los Altos Hills	8,500	Ontario	175,837
Huntington Beach	199,033	Los Angeles	3,912,115	Orange	140,191
Huntington Park	55,141	Los Banos	45,677	Orange Cove	9,689
Huron	6,230	Los Gatos	33,585	Orinda	19,529
Imperial	20,287	Loyalton	741	Orland	8,338
Imperial Beach	26,230	Lynwood	67,622	Oroville	20,191
Indian Wells	4,762	McFarland	13,818	Oxnard	202,614
Indio	89,518	Madera	66,591	Pacifica	38,674
Industry	276	Malibu	10,673	Pacific Grove	15,125
Inglewood	108,396	Mammoth Lakes	7,201	Palmdale	170,391
Ione	4,915	Manhattan Beach	35,669	Palm Desert	51,317
Irvine	307,958	Manteca	83,702	Palm Springs	44,786
Irwindale	1,483	Maricopa	1,031	Palo Alto	68,654
Isleton	802	Marina	22,422	Palos Verdes Estates	13,373
Jackson	5,037	Martinez	37,349	Paradise	4,816
Jurupa Valley	105,456	Marysville	12,939	Paramount	54,003
Kerman	16,058	Maywood	25,254	Parlier	14,648
King City	13,395	Mendota	12,639	Pasadena	139,254
Kingsburg	12,414	Menifee	102,795	<i>Paso Robles (see El Paso de Robles)</i>	
La Cañada Flintridge	20,602	Menlo Park	33,830	Patterson	23,840
Lafayette	25,413	Merced	86,681	Perris	79,092
Laguna Beach	23,061	Millbrae	23,228	Petaluma	59,846
Laguna Hills	31,399	Mill Valley	14,239	Pico Rivera	62,335
Laguna Niguel	64,417	Milpitas	80,393	Piedmont	11,274
Laguna Woods	17,658	Mission Viejo	93,760	Pinole	19,057
La Habra	63,234	Modesto	219,251	Pismo Beach	8,086
La Habra Heights	5,711	Monrovia	38,048	Pittsburg	76,657
Lake Elsinore	70,517	Montague	1,233	Placentia	51,925
Lake Forest	85,965	Montclair	37,989	Placerville	10,783
Lakeport	5,046	Montebello	62,879	Pleasant Hill	34,649
Lakewood	82,712	Monterey	30,290	Pleasanton	79,894
La Mesa	61,268	Monterey Park	61,255	Plymouth	1,082

Point Arena	461	San Juan Capistrano	35,271	Thousand Oaks	127,134
Pomona	152,555	San Leandro	91,103	Tiburon	9,150
Porterville	62,906	San Luis Obispo	47,159	Torrance	147,385
Port Hueneme	22,029	San Marcos	95,035	Tracy	93,226
Portola	2,113	San Marino	12,536	Trinidad	311
Portola Valley	4,457	San Mateo	105,804	Truckee	16,740
Poway	48,923	San Pablo	32,221	Tulare	69,200
Rancho Cordova	79,643	San Rafael	61,333	Tulelake	905
Rancho Cucamonga	174,810	San Ramon	84,682	Turlock	72,935
Rancho Mirage	17,049	Santa Ana	311,393	Tustin	80,412
Rancho Palos Verdes	42,358	Santa Barbara	88,930	Twentynine Palms	28,142
Rancho Santa Margarita	48,000	Santa Clara	127,854	Ukiah	16,650
Red Bluff	14,839	Santa Clarita	229,158	Union City	70,218
Redding	94,245	Santa Cruz	63,092	Upland	79,368
Redlands	73,386	Santa Fe Springs	19,236	Vacaville	95,941
Redondo Beach	71,748	Santa Maria	110,136	Vallejo	126,496
Redwood City	84,423	Santa Monica	93,291	<i>Ventura (see San Buenaventura)</i>	
Reedley	25,292	Santa Paula	30,772	Vernon	226
Rialto	104,458	Santa Rosa	178,515	Victorville	131,417
Richmond	116,791	Santee	60,173	Villa Park	5,850
Ridgecrest	28,057	Saratoga	31,079	Visalia	141,812
Rio Dell	3,397	Sausalito	7,272	Vista	98,710
Rio Vista	10,017	Scotts Valley	12,242	Walnut	28,488
Ripon	16,049	Seal Beach	25,283	Walnut Creek	70,199
Riverbank	24,933	Seaside	32,509	Wasco	22,800
Riverside	316,445	Sebastopol	7,533	Waterford	9,149
Rocklin	71,685	Selma	24,768	Watsonville	52,760
Rohnert Park	44,465	Shafter	19,469	Weed	2,873
Rolling Hills	1,742	Shasta Lake	10,452	West Covina	109,856
Rolling Hills Estates	8,298	Sierra Madre	11,302	West Hollywood	35,829
Rosemead	51,336	Signal Hill	11,911	Westlake Village	8,047
Roseville	147,969	Simi Valley	126,360	Westminster	91,083
Ross	2,339	Solana Beach	12,954	Westmorland	2,018
Sacramento	526,520	Soledad	19,093	West Sacramento	54,071
St. Helena	5,436	Solvang	6,135	Wheatland	3,724
Salinas	164,232	Sonoma	10,761	Whittier	87,592
San Anselmo	12,842	Sonora	5,046	Wildomar	36,998
San Bernardino	223,189	South El Monte	19,649	Williams	5,550
San Bruno	43,947	South Gate	93,114	Willits	5,011
San Buenaventura (Ventura)	111,009	South Lake Tahoe	21,393	Willows	6,309
San Carlos	30,748	South Pasadena	27,021	Windsor	26,378
San Clemente	64,384	South San Francisco	66,185	Winters	7,132
Sand City	327	Stanton	38,067	Woodlake	7,463
San Diego	1,389,874	Stockton	322,344	Woodland	61,233
San Dimas	35,018	Suisun City	29,590	Woodside	5,313
San Fernando	24,056	Sunnyvale	156,034	Yorba Linda	68,415
San Francisco (City&County)	874,993	Susanville	10,319	Yountville	3,442
San Gabriel	39,687	Sutter Creek	2,653	Yreka	7,856
Sanger	26,720	Taft	7,062	Yuba City	70,338
San Jacinto	54,192	Tehachapi	9,337	Yucaipa	54,670
San Joaquin	3,710	Tehama	439	Yucca Valley	21,814
San Jose	1,015,683	Temecula	110,240	<i>Smallest: Amador City</i>	
San Juan Bautista	2,092	Temple City	36,592	<i>Largest: Los Angeles</i>	

Total combined population of 482 cities and towns: 32,997,655

Production note:

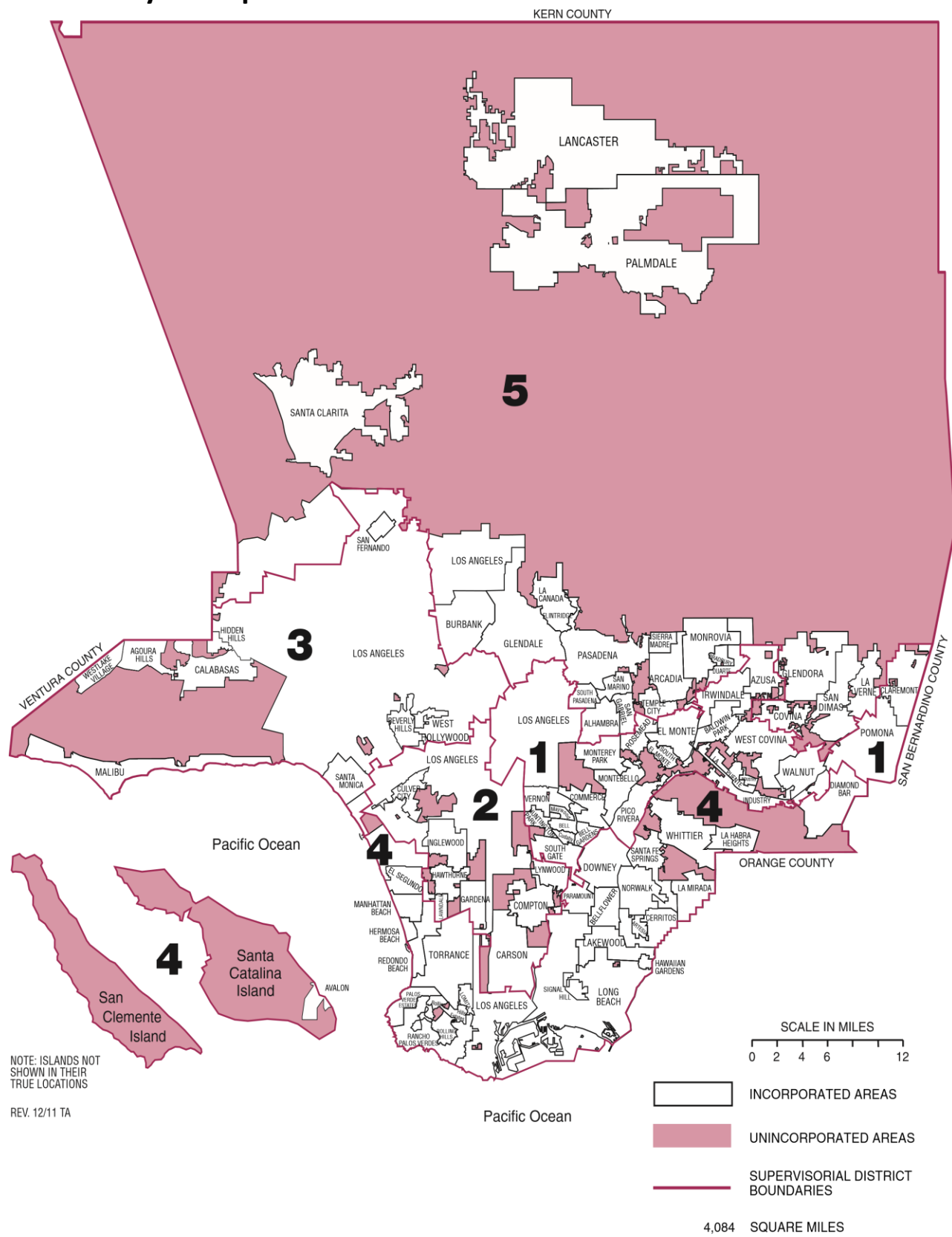
The above County and City & Towns population lists were prepared by:

1. Downloading the U.S. Census P.L. 94-171 population data from Statewide Database after they had been adjusted by reallocating persons incarcerated in state institutions to their last known addresses
2. Importing that adjusted data into a Microsoft Excel spreadsheet
3. Using Excel sorting functions to order the data alphabetically
4. Exporting that data to a delimited text file
5. Importing the text file into a Microsoft Word document
6. Formatting the document for tabs and columns
7. Manually adding notes

California's 58 Counties



L.A. County: Incorporated Cities



[The below six sections removed, superseded by the consolidated Glossary at the end of Vol. 2]

Census Terms and Racial Minority Groupings

See also: <https://www.census.gov/glossary/>

Government and Administration Acronyms

Redistricting Terms

See also: <https://redistricting.ils.edu/wp-content/uploads/Basics-English10.pdf>

Racially Polarized Voting (RPV) Terms

Mapping Terms

Redistricting Data Sets

Pronunciation Guide

Butte “byoot”

Cabrillo “kah-BREE-yo”

Camarillo “kah-ma-REE-yo”

Cudahy “KUH-da-hey”

Del Norte “del-NORT”

El Cajon “ka-HONE”

Jurupa Valley “huh-ROO-pah”

La Jolla “lah HOY-ah”

Lodi “LOW-dye”

Lompoc “LOM-poke”

Mission Viejo “vee-AY-ho”

Montebello “mohn-tuh-BEH-low”

Ojai “OH-hi”

Paso Robles “pa-sow row-bowls” or “row-bleess”

Port Hueneme “why-NEE-me”

Ripon “RIH-pun” (short “i”)

San Joaquin “wah-KEEN”

San Pedro “PEE-droh”

San Luis Obispo “LOO-is”; or “SLOW” (SLO)

Siskiyou “SIS-ki-you”

Stanislaus – “STAN-ih-slaws,” less often “-slaw”

Suisun City “suh-SOON”

Tehama “teh-HAY-mah”

Sunland-Tujunga “tuh-HUNG-guh”

Tuolumne “too-WAH-luh-mee” (silent “n”)

Tulare “too-LAIR-ee”

Vallejo “va-LAY-ho” or “va-YAY-ho.”

Ventura “ven-TUR-a” (less often “ven-CHURR-a”)

Visalia “vie-SAY-lee-a” (“vie” rhymes with “I”)

Note that some pronunciations are matters of variation and dispute, especially Americanized Spanish-origin names.

Trivia

- California state senators represent the largest populations of any U.S. state legislative members
- California’s Board of Equalization is the only publicly elected tax commission in the U.S.
- Only ten states have full-time state legislators with full staffs: CA, MA, NY, PA, MI, IL, OH, WI, AK, HI

Federal Voting Rights Act Basics

U.S. Title 52, §10301 et seq.

The goal of VRA compliance is to prevent **minority vote dilution**. Presently, only **Section 2** of the VRA is operative. Note that the VRA is explicitly not a guarantee of racially **proportional representation**.

To establish a violation of Section 2, a plaintiff must prove, “based on the **totality of circumstances**,” that the State’s “political processes” are “not equally open to participation by members” of a protected class, “in that its members have **less opportunity** than other members of the electorate to participate in the political process and to elect representatives of their choice.”

A “**protected class**” is a group defined by (any) race, color, or membership in a language minority (“language minority” = “American Indian, Asian American, Alaskan Natives or of Spanish heritage”).

A Section 2 plaintiff must first prove the **Gingles** [“JING gulls”] preconditions apply, and only then build a case using the **Senate Factors** + any other considerations that inform the “totality of circumstances.”

Gingles Preconditions (1986):

1. Minority population sufficiently large and compact enough to form a single district
2. Minority group politically cohesive (via RPV analysis)
3. Majority group politically cohesive (via RPV analysis) and regularly opposes the minority vote; the majority group need not be any particular race or only a single race as long as it votes as a bloc

Gingles #1 is measured using Citizens of Voting Age Population (CVAP). “**Large**” means over 50% of the CVAP. “**Compact**” can include non-contiguous areas if they are in reasonable proximity and share similar interests. Note that Gingles #1 cannot be met via a **crossover district**, with minority + part of majority voting as a bloc [but what about 2/+ minority groups aggregated in a coalition?—“yes” in some U.S. Circuit Court decisions but not yet fully settled by the SCOTUS].

Senate Factors (1982) – a non-exhaustive list to help evaluate the “totality of circumstances” that demonstrate “less opportunity” in actual effect, regardless of intent:

1. The history of official discrimination in the jurisdiction that affects the right to vote;
2. The degree to which voting in the jurisdiction is racially polarized;
3. The extent of the jurisdiction's use of majority vote requirements, unusually large electoral districts, prohibitions on bullet voting, and other devices that tend to enhance the opportunity for voting discrimination;
4. Whether minority candidates are denied access to the jurisdiction's candidate slating processes, if any;
5. The extent to which the jurisdiction's minorities are discriminated against in socioeconomic areas, such as education, employment, and health;
6. Whether overt or subtle racial appeals in campaigns exist;
7. The extent to which minority candidates have won elections;
8. The degree that elected officials are unresponsive to the concerns of the minority group; and
9. Whether the policy justification for the challenged law is tenuous.

To strengthen a VRA case, plaintiffs may go beyond Section 2 effects tests and demonstrate discriminatory **intent** as well. This can be done by considering the **Arlington Heights Factors**:

Arlington Heights Factors

1. "The impact of the official action," especially "whether it bears more heavily on one race than another," however, "impact alone is not determinative"
2. "The historical background of the decision, particularly if it reveals a series of official actions taken for invidious purposes"
3. "The specific sequence of events leading up the challenged decision"
4. "Departures from the normal procedural sequence" or "[s]ubstantive departures"
5. "The legislative or administrative history . . . especially where there are contemporary statements by members of the decision-making body, minutes of its meetings, or reports"

VRA compliance is the only allowable reason for race to predominate in redistricting. Such compliance must meet "**strict scrutiny**"—using "narrowly tailored" and "least restrictive means" to achieve a "compelling state interest" (*Shaw v. Reno*, 1993). Where the VRA does not apply, race may still be considered but cannot be a predominating factor.

In its 2013 **Shelby** decision, the U.S. Supreme Court disabled the triggers for Section 5 of the VRA, and so lifted the requirement for preclearance of changes to voting procedures and processes in historically discriminatory regions. Restrictive voting measures may still be challenged after being implemented, but this will be much more difficult, time-consuming, and expensive compared to the former Section 5 preclearance process.

In its 2019 **Rucho** decision, the U.S. Supreme Court declared partisan gerrymandering is "nonjusticiable," and thus a political rather than legal issue, regardless of being "incompatible with democratic principles."

In its 2021 **Brnovich** decision, the U.S. Supreme Court declared various voting restrictions in Arizona were not violations of Section 2.

Note that **vote dilution** (the diminishment of the power or weight of some votes) is not the same **voter suppression** (the hinderance and prevention of some votes being cast at all). Vote dilution is a VRA matter while voter suppression is a Fifteenth and Twenty-fourth Amendments matter.

Summary by Russell Yee

This summary of the VRA is a general description and is not intended to be legally precise.

2020 CRC Map Requirements

1. First Preliminary Maps must be displayed no later than November 15, 2021.
2. Public comment shall be taken for at least 14 days from the date of public display of the first preliminary statewide maps of the Congressional, State Senatorial, Assembly, and State Board of Equalization districts.
3. The Commission shall not display any other map for public comment during the 14-day period.
4. Public comment shall be taken for at least seven days from the date of public display of any subsequent preliminary statewide maps.
5. Public comment shall be taken for at least three days from the date of public display of any final statewide maps.
6. Final Maps must be certified to the Secretary of State by December 27, 2021. Because of #5, final maps will need to be displayed by December 23, 2021.
7. With each of the four final maps, the Commission must issue a report that explains why its decisions in achieving compliance with the various criteria listed in subdivision (d) and must include definitions of the terms and standards used in drawing each final map.
8. The four final redistricting maps must be approved by at least nine affirmative votes which must include at least three votes of members registered from each of the two largest political parties in California based on registration and three votes from members who are not registered with either of these two political parties.
9. "Day" means a calendar day, except that if the final day of a period within which an act is to be performed is a Saturday, Sunday, or holiday, the period is extended to the next day that is not a Saturday, Sunday, or holiday.
10. Nine or more affirmative votes shall be required for any official action; Nine members of the commission shall constitute a quorum.
11. Notice for meetings, the purpose of which is to seek public input must be agendized for at least fourteen calendar days. Meetings for which public input is not the purpose, must be agendized for at least ten calendar days. For the final fifteen days prior the finalization of maps, public meetings require only three days' notice.

Handy Websites

General

U.S. Census Data Portal:
<https://data.census.gov/>

U.S. Census Academy (free training):
www.census.gov/data/academy.html

FiveThirtyEight's Gerrymandering Project, including its Atlas of Redistricting:
<https://fivethirtyeight.com/tag/the-gerrymandering-project/>

The Rose Institute of State and Local Government (Claremont McKenna College):
<https://roseinstitute.org/redistricting/>

All About Redistricting (Loyola Law School)
<https://redistricting.lls.edu/>

National Conference of State Legislatures:
<https://www.ncsl.org/>

DistrictBuilder online mapping tool:
<https://www.districtbuilder.org/>

MGGG Redistricting Lab, including its *Districtr* mapping tool: <https://mggg.org>

Redistricting Data Hub
<https://redistrictingdatahub.org/>

QGIS open source GIS
<https://www.qgis.org/>

International Elections training and resources
www.bridge-project.org
www.aceproject.org

CA Citizens Redistricting Commission

Shape California's Future (State Auditor's 2020 selection process site; under repair):
www.shapecaliforniasfuture.auditor.ca.gov/

We Draw the Lines (2010 CRC)
<https://wedrawthelines.ca.gov/>

2010 CRC Final Report:
https://wedrawthelines.ca.gov/wp-content/uploads/sites/64/2011/08/crc_2010815_2final_report.pdf

2010 CRC Final Maps:
<https://wedrawthelines.ca.gov/maps-final-drafts/>

"When the People Draw the Lines"
(LWV/James Irvine Foundation report on the 2010 Commission):
<https://cavotes.org/sites/default/files/jobs/RedistrictingCommission%20Report6122013.pdf>

2020 CRC Main Site:
www.wedrawthelinesca.org
Communities of Interest Tool
www.drawmycommunity.org
District Drawing Tool
www.drawmycadistricts.org

Ballotpedia:
https://ballotpedia.org/California_Citizens_Redistricting_Commission

All About Redistricting – CA
<https://redistricting.lls.edu/states-CA.php>

California

Statewide Database, at the UC Berkeley School of Law: www.statewidedatabase.org

CA Dept. of Finance, Demographic Research Unit (State Demographer):
<https://www.dof.ca.gov/forecasting/demographics/>

CA Health and Human Services Data:
<https://data.chhs.ca.gov/>

CA Dept. of Justice criminal justice data:
<https://openjustice.doj.ca.gov/>

CA Dept. of Corrections:
<https://www.cdcr.ca.gov/>

Federal Bureau of Prisons
<https://www.bop.gov/>

Public Policy Institute of California:
<https://www.ppic.org/>

CA Community Colleges
<https://www.cccco.edu/>

California Association of Councils of Governments:
<https://calcog.org/>

Visit California tourism statistics:
<https://industry.visitcalifornia.com/research/researchdashboard>

Games!

Gerrymandering Game (online, NYU):
<https://cims.nyu.edu/drecco/games/gerry>

Mapmaker (board):
<http://gerrymanderinggame.com/>

The ReDistricting Game (online, USC Annenberg Center) has not been ported from Adobe Flash, but still resides at:
www.reistrictinggame.org/

“Gerry” Typeface
<https://www.uglygerry.com/>



California CDPs over 1,000 Population

(2020 PL94, Adjusted)

Acalanes Ridge	1,287	Big River	1,090	Casa Loma	1,818
Acton	7,458	Biola	1,436	Castaic	18,971
Agua Dulce	3,466	Black Point-Green Point	1,431	Castle Hill	1,273
Ahwahnee	2,302	Blackhawk	9,648	Castro Valley	66,492
Airport	1,403	Blacklake	1,016	Castroville	7,563
Alamo	15,325	Bloomington	24,414	Cayucos	2,515
Allendale	1,652	Bodfish	2,027	Cedar Ridge	1,237
Alondra Park	8,597	Bolinas	1,483	Centerville	2,104
Alpine	14,726	Bonadelle Ranchos	5,505	Challenge-Brownsville	1,165
Alta Sierra	7,211	Bonita	12,944	Channel Islands Beach	2,878
Altadena	43,015	Bonny Doon	2,872	Charter Oak	9,771
Alum Rock	12,082	Bonsall	4,552	Cherry Valley	6,529
Amador Pines	1,119	Boonville	1,018	Cherryland	15,843
Amesti	2,646	Boron	2,092	Chester	2,193
Angwin	2,638	Boronda	1,767	China Lake Acres	1,764
Antelope	48,886	Borrego Springs	3,076	Chualar	1,190
Anza	3,094	Bostonia	16,942	Citrus	10,278
Aptos	6,675	Boulder Creek	5,434	Clay	1,254
Aptos Hills-Larkin Valley	2,386	Boyes Hot Springs	6,227	Clearlake Oaks	2,570
Arbuckle	3,494	Bret Harte	5,158	Clearlake Riviera	3,417
Arden-Arcade	95,070	Broadmoor	4,415	Coarsegold	4,163
Armona	4,307	Brookdale	2,046	Cobb	1,296
Arnold	3,293	Brooktrails	3,639	Collierville	2,096
Aromas	2,715	Buckhorn	2,601	Columbia	2,591
Ashland	23,837	Burbank	4,954	Contra Costa Centre	6,813
Auberry	3,249	Burney	3,025	Copperopolis	3,412
Auburn Lake Trails	3,391	Buttonwillow	1,343	Coronita	2,653
August	8,692	Byron	1,142	Corralitos	2,346
Avila Beach	1,580	Bystrom	3,994	Coto de Caza	14,723
Avocado Heights	13,369	Cabazon	2,648	Cottonwood (Shasta).....	6,306
Bakersfield Country Club	1,717	CA Polytechnic State Univ.	8,585	Cottonwood (Kern)	4,000
Bay Point	23,971	Callender	1,284	Country Club	10,820
Bayview (Humboldt).....	2,633	Calwa	1,791	Covelo	1,400
Bayview (Contra Costa)	1,786	Camanche North Shore	1,071	Crest	2,840
Baywood Park	1,694	Cambria	5,687	Crestline	11,690
Beale AFB	1,306	Cambrian Park	3,724	Crockett	3,251
Bear Valley Springs	5,604	Cameron Park	18,919	Cutler	4,506
Bell Canyon	1,947	Camino	1,874	Cutten	3,237
Bella Vista	3,661	Camino Tassajara	4,961	Day Valley	3,413
Ben Lomond	6,352	Camp Pendleton Mainside	9,697	Deer Park	1,296
Benton Park	5,366	Camp Pendleton South	12,482	Del Aire	10,371
Bermuda Dunes	8,266	Campo	2,970	Del Monte Forest	4,214
Berry Creek	1,643	Carmel Valley Village	4,537	Del Rey	1,362
Bertsch-Oceanview	2,533	Carmichael	80,101	Del Rio	1,404
Bethel Island	2,139	Caruthers	2,619	Delhi	10,693
Big Bear City	12,777	Casa Conejo	3,270	Denair	4,882
Big Pine	1,878	Casa de Oro-Mt Helix	19,612	Descanso	1,502

Desert Edge	4,188	Fetters Hot Springs-Agua Caliente	4,235	Home Gardens	11,259
Desert Palms	6,699	Florence-Graham	62,456	Homeland	6,801
Desert Shores	1,129	Florin	52,658	Homestead Valley	2,804
Desert View Highlands	2,692	Foothill Farms	36,003	Hoopa	3,177
Diablo	1,257	Ford City	4,366	Humboldt Hill	3,509
Diablo Grande	1,671	Forest Meadows	1,277	Hydesville	1,247
Diamond Springs	11,369	Forest Ranch	1,307	Idyllwild-Pine Cove	4,170
Discovery Bay	15,378	Foresthill	1,696	Indio Hills	1,050
Dixon Lane-Meadow Creek ..	2,782	Forestville	3,268	Interlaken	7,393
Dogtown	2,520	Fort Irwin	8,110	Inverness	1,381
Dollar Point	1,264	Franklin	6,949	Isla Vista	15,513
Dunnigan	1,387	Frazier Park	2,607	Ivanhoe	4,497
Durham	5,851	Freedom	3,847	Jamestown	3,504
Earlmart	7,719	French Camp	3,784	Jamul	6,196
East Bakersfield	9,837	French Valley	35,324	Janesville	2,467
East Foothills	6,820	Fruitridge Pocket	6,164	Jones Valley	1,167
East Hemet	19,529	Garden Acres	11,461	Joshua Tree	6,525
East Los Angeles	119,299	Garnet	7,147	Julian	1,775
East Niles	28,552	Georgetown	2,159	Kelly Ridge	3,015
East Oakdale	3,211	Gerber	1,056	Kelseyville	3,391
East Pasadena	6,036	Gold River	7,853	Kennedy	3,246
East Porterville	5,583	Golden Hills	9,602	Kensington	5,435
East Quincy	2,471	Good Hope	9,532	Kentfield	6,815
East Rancho Dominguez ...	15,221	Goshen	4,999	Kernville	1,553
East Richmond Heights	3,463	Granite Bay	21,270	Kettleman City	1,253
East San Gabriel	22,828	Granite Hills	3,276	Keyes	5,699
East Sonora	2,442	Graton	1,685	Kings Beach	3,565
East Whittier	10,422	Grayson	1,043	Klamath	1,097
Eastern Goleta Valley	28,694	Green Acres	2,933	Knights Landing	1,124
Easton	1,975	Green Valley (Solano)	1,658	Knightsen	1,602
Edwards AFB	2,141	Green Valley (Los Angeles)...	1,039	La Crescenta-Montrose	20,043
El Cerrito	5,075	Greenacres	5,515	La Cresta	8,856
El Dorado Hills	50,603	Greenfield	3,470	La Presa	35,169
El Granada	5,485	Greenville	1,033	La Riviera	11,294
El Macero	1,074	Grizzly Flats	1,095	La Selva Beach	2,532
El Rio	7,069	Guerneville	4,563	Ladera	1,558
El Sobrante (Contra Costa) ..	15,547	Hacienda Heights	54,328	Ladera Heights	6,673
El Sobrante (Riverside).....	14,061	Hamilton City	2,270	Ladera Ranch	26,188
El Verano	3,878	Happy Valley	4,980	Lagunitas-Forest Knolls	1,924
Eldridge	1,315	Harbison Canyon	4,061	Lake Arrowhead	12,430
Elizabeth Lake	1,652	Harmony Grove	2,084	Lake California	3,385
Elkhorn	1,593	Hartley	2,436	Lake Don Pedro	1,769
Elverta	5,466	Hasley Canyon	1,196	Lake Isabella	3,597
Emerald Lake Hills	4,410	Hayfork	2,342	Lake Los Angeles	13,280
Empire	4,220	Heber	6,909	Lake Mathews	5,991
Esparto	3,579	Herald	1,163	Lake Nacimiento	2,962
Eucalyptus Hills	5,526	Hidden Meadows	4,493	Lake of the Pines	4,302
Fair Oaks	32,611	Hidden Valley Lake	6,248	Lake Riverside	1,377
Fairbanks Ranch	3,010	Highgrove	7,544	Lake San Marcos	5,337
Fairfax	1,894	Highlands	2,362	Lake Shastina	2,405
Fairmead	1,237	Hillcrest	10,585	Lake Sherwood	1,760
Fairview	11,353	Hilmar-Irwin	5,175	Lake Wildwood	5,166
Fallbrook	32,374	Home Garden	1,678	Lakeland Village	12,423
Felton	4,496			Lakeside	21,234

Lakeview	1,987	Meiners Oaks	3,922	Orosi	8,381
Lamont	14,115	Mentone	9,584	Oroville East	8,078
Larkfield-Wikiup	8,501	Meyers	2,165	Pacheco	4,190
Las Flores	6,004	Middletown	1,115	Pajaro	2,888
Las Lomas	3,054	Midway City	8,845	Pala	1,500
Laton	1,630	Mira Monte	6,631	Palermo	5,583
Laytonville	1,155	Mission Canyon	2,543	Palo Cedro	2,943
Le Grand	1,597	Mission Hills	3,585	Parklawn	1,255
Lebec	1,247	Mojave	4,728	Parksdale	3,250
Lemon Hill	14,618	Mono Vista	3,244	Parkway	16,050
Lemoore Station	6,580	Montalvin Manor	3,113	Parkwood	2,327
Lennox	20,423	Montara	2,838	Pasatiempo	1,094
Lenwood	3,644	Monte Rio	1,083	Patterson Tract	1,896
Leona Valley	1,558	Montecito	8,648	Penn Valley	1,596
Lewiston	1,229	Monument Hills	1,703	Penngrove	2,641
Lexington Hills	2,495	Morada	4,061	Penryn	1,153
Lincoln Village	4,417	Morongo Valley	3,527	Pepperdine University	2,748
Linda	21,787	Moss Beach	3,218	Phelan	13,905
Linden	1,865	Mount Hermon	1,113	Phoenix Lake	4,274
Littlerock	1,583	Mountain House	24,534	Piñon Hills	7,278
Live Oak	17,084	Mountain View	2,636	Pine Canyon	1,874
Lockeford	3,340	Mountain View Acres	3,348	Pine Grove	2,898
Loma Rica	2,421	Murphys	2,001	Pine Hills	3,193
Lompico	1,157	Muscoy	10,774	Pine Mountain Club	2,428
London	1,526	Myrtle town	4,895	Pine Mountain Lake	2,641
Lone Pine	2,018	Newcastle	1,328	Pine Valley	1,649
Los Alamos	1,842	Nice	2,942	Pioneer	1,073
Los Molinos	2,113	Nipomo	18,221	Piru	2,592
Los Olivos	1,203	Norris Canyon	1,315	Pixley	3,866
Los Osos	14,494	North Auburn	13,474	Planada	4,179
Los Ranchos	1,516	North Edwards	1,055	Pleasure Point	5,830
Lost Hills	2,381	North El Monte	3,736	Plumas Lake	8,151
Lower Lake	1,280	North Fair Oaks	14,064	Pollock Pines	7,141
Loyola	3,498	North Fork	3,260	Poplar-Cotton Center	2,375
Lucas Valley-Marinwood	6,260	North Highlands	49,616	Post Mountain	3,039
Lucerne	3,286	North Lakeport	3,558	Potomac Park	9,230
Lucerne Valley	5,356	North Richmond	4,192	Prunedale	18,940
Madera Acres	9,195	North Shore	3,600	Quartz Hill	11,482
Madera Ranchos	3,630	North Tustin	25,749	Quincy	1,633
Magalia	7,828	Nuevo	6,754	Rainbow	1,811
Marin City	2,999	Oak Hills	9,470	Ramona	21,549
Marina del Rey	11,392	Oak Park	13,913	Rancho Calaveras	5,597
Mariposa	1,535	Oak View	6,229	Rancho Mission Viejo	10,385
Matheny	1,139	Oakhurst	5,966	Rancho Murieta	5,918
Mather	4,710	Oasis	4,484	Rancho San Diego	21,895
Maxwell	1,068	Occidental	1,135	Rancho Santa Fe	3,162
Mayfair	4,862	Oceano	7,218	Rancho Tehama Reserve	1,580
Mayflower Village	5,418	Oildale	36,374	Red Corral	1,691
McKinleyville	16,301	Old Fig Garden	5,504	Redway	1,252
McSwain	4,495	Old Stine	3,861	Redwood Valley	1,846
Mead Valley	19,953	Olivehurst	16,676	Reliez Valley	3,354
Meadow Vista	3,265	Orange Blossom	1,068	Rexland Acres	3,585
Meadowbrook	3,161	Orangevale	35,658	Richgrove	2,367
Mecca	8,244	Orcutt	32,094	Ridgemark	3,217

Rio del Mar	9,135	South Oroville	3,261	View Park-Windsor Hills	11,465
Rio Linda	16,022	South San Gabriel	7,954	Vincent	15,766
Riverdale	3,491	South San Jose Hills	19,951	Vine Hill	4,329
Riverdale Park	1,058	South Taft	2,124	Vineyard	44,071
Rodeo	9,678	South Whittier	56,620	Vista Santa Rosa	2,625
Rollingwood	3,019	Spring Valley	31,085	Walnut Grove	1,455
Romoland	2,011	Spring Valley Lake	9,620	Walnut Park	15,288
Rosamond	21,027	Squaw Valley	3,574	Warm Springs	1,599
Rose Hills	2,931	Stallion Springs	3,146	Weaverville	3,681
Rosedale	18,672	Stanford	21,168	Weedpatch	2,214
Rosemont	23,606	Stebbins	1,425	Weldon	2,313
Rossmoor	10,634	Stevenson Ranch	20,212	West Athens	9,477
Rouse	1,926	Stratford	1,132	West Bishop	2,757
Rowland Heights	48,358	Strathmore	2,857	West Carson	22,940
Running Springs	5,291	Strawberry	5,451	West Menlo Park	3,934
Sage	3,381	Summerland	1,224	West Modesto	5,999
Salida	13,917	Sun Village	12,369	West Park	1,058
Salton City	5,167	Sunnyside	4,641	West Puente Valley	23,061
San Andreas	3,001	Sunnyside-Tahoe City	1,556	West Rancho Dominguez	24,573
San Antonio Heights	3,454	Sutter	3,005	West Whittier-Los Nietos	25,447
San Diego Country Estates	10,416	Taft Heights	2,009	Westhaven-Moonstone	1,191
San Lorenzo	29,615	Taft Mosswood	1,644	Westmont	34,274
San Martin	7,017	Tahoe Vista	1,393	Westwood	1,547
San Miguel (Contra Costa)....	3,596	Tahoma	1,038	Willow Creek	1,728
San Miguel (San Luis Obis.) .	3,180	Tamalpais-Homestead Val. .	11,499	Willowbrook	24,514
San Pasqual	2,107	Tara Hills	5,378	Wilton	5,969
Santa Margarita	1,294	Tarpey Village	4,007	Winchester	3,083
Santa Nella	2,222	Temelec	1,501	Winter Gardens	22,436
Santa Rosa Valley	3,314	Temescal Valley	26,290	Winton	11,758
Santa Susana	1,162	Templeton	8,398	Wofford Heights	2,231
Santa Venetia	4,294	Terra Bella	2,932	Woodacre	1,411
Santa Ynez	4,512	Teviston	1,188	Woodbridge	4,036
Saranap	5,837	Thermal	2,700	Woodcrest	15,417
Saticoy	1,134	Thermalito	7,240	Woodlands	1,933
Sea Ranch	1,170	Thornton	1,008	Woodville	1,689
Seacliff	3,291	Thousand Palms	8,005	Wrightwood	4,727
Searles Valley	1,572	Three Rivers	2,057	Yosemite Lakes	5,030
Seeley	1,732	Tipton	2,530		
Shandon	1,175	Topanga	8,576		
Shasta	1,048	Toro Canyon	1,836		
Shell Ridge	1,015	Trabuco Canyon	1,020		
Sheridan	1,387	Tuolumne City	1,808		
Shingle Springs	4,666	Twain Harte	2,385		
Shingletown	2,455	Twin Lakes	4,948		
Silver Lakes	6,325	UC Davis	8,530		
Sky Valley	2,420	UC Santa Barbara	9,715		
Sleepy Hollow	2,401	Upper Lake	1,099		
Soda Bay	1,167	Val Verde	2,411		
Somis	1,432	Valinda	22,515		
Sonoma State University	2,680	Valle Vista	16,262		
Soquel	9,992	Valley Center	10,112		
Soulsbyville	2,101	Valley Springs	3,794		
South Dos Palos	1,755	Vandenberg AFB	3,566		
South Monrovia Island	6,551	Vandenberg Village	7,322		

Population of all 609 CDPs over 1,000 population: 4,557,814; population of all 1,129 CDPs: 6,525,782

Top Ten

East Los Angeles	119,299
Arden-Arcade	95,070
Carmichael	80,101
Castro Valley	66,492
Florence-Graham	62,456
South Whittier	56,620
Hacienda Heights	54,328
Florin	52,658
El Dorado Hills	50,603
North Highlands	49,616

Post-Maps Feedback

Possible Earlier Recruitment Calendar

	2020 Cycle	2030 Cycle (Notional)
Initial Application Period	Jun 10 – Aug 19, 2019	Dec 1, 2028 – Feb 19, 2029
Supplemental Application Period	Aug 21 – Oct 20, 2019	Feb 21 – Apr 20, 2029
ARP Meetings	August 28-30, 2019 November 20, 2019 December 19, 2019	
Interviews	Feb 18 – Apr 20, 2020 <i>[actual was Mar 2 – Apr 23]</i>	Aug 18 – Oct 20, 2029
ARP Meetings	Feb 19-21, 2020 Mar 2 - Apr 23, 2020 May 6-7, 2020	
Selection of 60	Apr 21 – May 8, 2020	Oct 21 – Nov 8, 2029
Legislative Review	May 15 – Jun 30, 2020	Nov 15 – Dec 30, 2029
Auditor Conducts Random Draw	Jul 2, 2020	Jan 4, 2030
First Meeting of First Eight	Jul 21-23, 2020	Jan 21-23, 2030
Selection of Six	Aug 7, 2020	By Feb 15, 2030
First Meeting of Full Commission	Aug 26-28, 2020	Mar 6-8, 2030
	[The 2020 census data for California were released on Aug 12, 2021, just under a year after the first full meeting of the Commission.]	[The 2010 census data for California were released on Mar 8, 2011, so this date is roughly one year before the census results might be available to the state.]

County Profile

[This is a sample template for future CRCs to consider using when developing initial outreach efforts and contacts in the 58 counties.]

_____ County Profile

1. Media
 - a. TV
 - b. Radio
 - c. Newspapers
 - d. Online
2. Cities / Towns
3. Other Redistricting Efforts
4. LAFCO
5. Native American Groups
6. Regional Organizations
7. Community-Based Organizations
 - a. Faith-based organizations
 - b. Civic organizations
 - c. Social organizations
 - d. Chambers of Commerce
 - e. Labor organizations
 - f. Health-delivery organizations
 - g. Environmental organizations
8. Community Foundations
9. School Districts
10. Higher Education
11. Libraries
12. Military
13. Transit

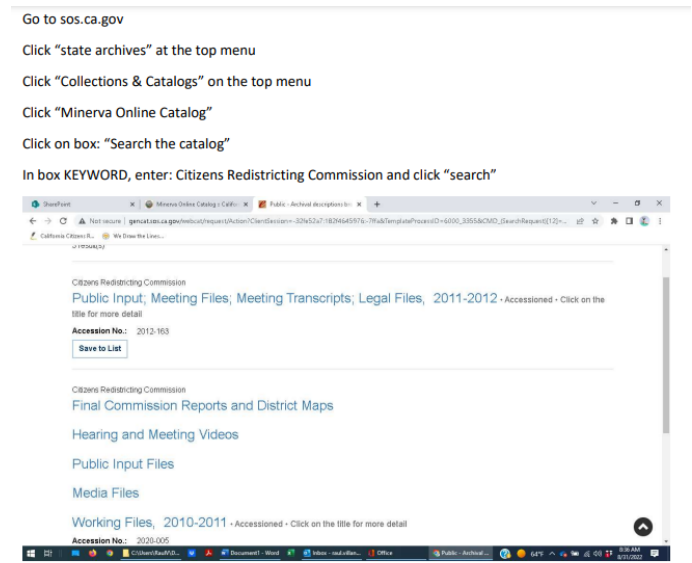
Guide to Accessing Commission Materials and Archives

2010 CRC Website

The 2010 CRC website is not being maintained “live.” Its full contents are accessible either via the State Archives or through

How to Access 2010 California Citizens Redistricting Commission

Archives Go to sos.ca.gov Click “state archives” at the top menu Click “Collections & Catalogs” on the top menu Click “Minerva Online Catalog” Click on box: “Search the catalog” In box KEYWORD, enter: Citizens Redistricting Commission and click “search” When you click on: Public Input; Meeting Files; Meeting Transcripts; Legal Files, 2011-2012 See PDF: 2010 CRC Archives_record detail. When you click on: Final Commission Reports and District Maps Hearing and Meeting Videos Public Input Files Media Files Working Files, 2010-2011 See PDF: 2010 CRC Archives2_record detail.



When you click on: [Public Input; Meeting Files; Meeting Transcripts; Legal Files, 2011-2012](#)
See PDF: 2010 CRC Archives_record detail.

When you click on: [Final Commission Reports and District Maps](#)
[Hearing and Meeting Videos](#)
[Public Input Files](#)
[Media Files](#)
[Working Files, 2010-2011](#)
See PDF: 2010 CRC Archives2_record detail.

2020 CRC Website

The 2020 CRC website will be maintained until at least 2030, when its future will be in the hands of the 2030 CRC.

2020 CRC Physical Archives

Physical archives are available . . . XXXXXXXXXXXXXXXX

The 2020 CRC is maintaining its physical office through 2030, located at 721 Capitol Mall (Department of Rehabilitation Building), Suite 270, Sacramento, 95814.

Redistricting Data

Census and elections data are archived and accessible via the Statewide Database, www.statewidedatabase.org.

2020 CRC Public Input (c. 36,000 items) is available online XXXXXXXXXXXX

Paths to Constitutional, Statutory, Regulatory, and Policy Changes

California Constitution

*Redistricting of Senate, Assembly, Congressional and Board of Equalization Districts
Article XXI, sections 1-3*

Constitutional amendments can be made in three ways:

1. Legislatively referred amendments via a two-thirds vote of both chambers plus a statewide referendum vote (art. XVIII, § 1)
2. Initiated amendments via a qualified petition with a specified minimum of voter signatures (art. II, § 8, and art. XVIII, § 3)
3. A constitutional convention (art. XVIII, § 2)

Government Code

*Title 2, Division 1, Chapter 3.2, Citizens Redistricting Commission
Sections 8251-53*

Provisions for change are within this Code section itself, section 8251, subdivision (c)(1-5):

- (c) The Legislature may not amend this chapter unless all of the following are met:
- (1) By the same vote required for the adoption of the final set of maps, the commission recommends amendments to this chapter to carry out its purpose and intent.
 - (2) The exact language of the amendments provided by the commission is enacted as a statute approved by a two-thirds vote of each house of the Legislature and signed by the Governor.
 - (3) The bill containing the amendments provided by the commission is in print for at least 12 days before final passage by the Legislature.
 - (4) The amendments further the purposes of this act.
 - (5) The amendments may not be passed by the Legislature in a year ending in 9, 0, or 1.

The CRC is also governed by the Bagley-Kene Open Meeting Act (Gov. Code, § 11120 et seq.).

Elections Code

*Division 21, State and Local Reapportionment, Ch. 1, General Provisions
Section 21001 (Secretary of State final maps distribution)
Section 21003 (Reallocation of incarcerated persons)*

Changes to the Elections Code generally require a vote of the legislature and signature of the governor.

California Code of Regulations

Title 2, Division 10, California State Auditor’s Office; Chapter 1, Redistricting Subchapters 1, Definitions; 2, Applicant Review Panel; 3, Citizens Redistricting Commission Sections 60800-60863

These regulations apply to the California State Auditor’s role in the CRC selection process, and the selection of the final six commissioners by the first eight. Only the Auditor can adopt, amend, or repeal these regulations, via the “notice-and-comment” process.

CRC Policies

2010 CRC and 2020 CRC Adopted Policies

The CRC can adopt, amend, or repeal its own policies by simple majority vote. Note that there is no automatic expiration date for CRC policies, even when the new commissioners are seated at the beginning of each redistricting cycle.

Further discussion

Notably, the relevant regulations in the CCR cover only the application process, the work of the Applicant Review Panel, and the filling of vacancies on the Commission. Consideration should be given to obtaining regulatory authority for the Commission and developing regulatory language – including definitions where those are needed – for later stages of the redistricting process. Regulatory language explicitly allowing for chair rotation would be useful.

Some of the changes discussed by the Commission (e.g., seating new commissioners in years ending in 9, expanding the Commission to 15 members) would require changes to the state constitution, which would have to go before the voters either as a citizen initiative or a legislative constitutional amendment. Commissioners recognized the “heavy lift” (and significant financial cost) that such an effort would represent but feel that a discussion around potential amendments is important to have and that any changes should be made in one go rather than having changes proposed randomly. Voter education regarding the need for and potential impact of such changes will be important.

Other changes can be made through the process already set out in the Government Code, which requires support of a special majority of the Commission; the exact language of the amendments provided by the commission would then be enacted as a statute approved by a two-thirds vote of each house of the Legislature and signed by the Governor. Recognizing that some of the changes the Commission may wish to recommend might not garner the two-thirds vote needed in each house of the Legislature, an option might be to present two legislative packages: one with those changes known to enjoy the necessary support in the Legislature, and one with any other changes recommended by the Commission.

Commissioner Selection and Demographics

2010 Commissioners Selection Paths

First Eight: Random Draw, Nov. 18, 2010

Barabba, Dai, Forbes, Malloy, Kuo (resigned Jan. 14, 2011), Raya, Filkins Webber, Yao

Final Six: Selection by First Eight, Dec. 15, 2010

Aguirre, Blanco, DiGuillo, Ontai, Parvenu, Ward

Replacement selected by thirteen (selected Jan. 28, 2011, installed Feb. 10, 2011)

Ancheta (replaced Kuo)

2020 Commissioners Selection Paths and Sequence:

First Eight: California State Auditor’s random draw, Jul. 2, 2020

From the Democrat finalist pool of 11 (one of 12 finalists had withdrawn):

1. Turner
2. Sadhwani
3. Kennedy

From the Republican finalist pool of 12:

4. Taylor
5. Andersen
6. Fornaciari

From the Neither Democrat nor Republican finalist pool of 12:

7. Le Mons
8. Ahmad

Final Six: the first eight met Aug. 4-7, 2020 to choose the final six, who are required to be proposed and approved together as a slate:

From the remaining Democrat pool of 8:

9. Sinay
10. Vázquez

From the remaining Republican pool of 9:

11. Fernández
12. Yee

From the remaining neither Democrat nor Republican pool of 10:

13. Akutagawa
14. Toledo

Commissioner Demographics

Last Name	M/F	Party†	City	County	Ethnicity or Race	Income
2010						
Aguirre**	M	D	Santa Paula	Ventura	Latino/Hispanic	\$125-250K
Ancheta**	M	D	San Francisco	San Francisco	Asian (Filipino)	\$125-250K
Barabba*	M	R	Capitola	Santa Cruz	White	>\$250K
Blanco**	F	D	Los Angeles	Los Angeles	Latino/Hispanic	\$125-250K
Dai*	F	D	San Francisco	San Francisco	Asian (Chinese)	\$75-125K
DiGuilio**	F	DTS	Stockton	San Joaquin	White	\$75-125K
Filkins Webber*	F	R	Norco	Riverside	Asian (Indian)	\$125-250K
Forbes	M	DTS	Esparto	Yolo	White	\$35-75K
Malloy*	F	DTS	Oakland	Alameda	Black	\$75-125K
Ontai**	M	R	San Diego	San Diego	Pacific Islander	\$35-75K
Parvenu**	M	DTS	Culver City	Los Angeles	Black	\$75-125K
Raya*	F	D	San Gabriel	Los Angeles	Latino/Hispanic	\$125-250K
Ward**	M	R	Anaheim	Orange	American Indian	\$35-75K
Yao*	M	R	Claremont	Los Angeles	Asian (Chinese)	\$125-250K
(Kuo*)++	F	D	Mountain View	Santa Clara	Asian (Chinese)	\$125-250K
2020						
Ahmed*	F	NPP	San Jose	Santa Clara	Asian (Pakistani)	\$75-125K
Akutagawa**	F	NPP	Huntington Beach	Orange	Asian (Japanese)	\$125-250K
Anderson*	F	R	Berkeley	Alameda	White	>\$250K
Fernández**	F	R	Clarksburg	Yolo	Latino/Hispanic	\$125-250K
Fornaciari*	M	R	Tracy	San Joaquin	White	\$75-125K
Kennedy*	M	D	Morongo Valley	San Bernadino	White	\$75-125K
Le Mons*	M	NPP	Studio City	Los Angeles	Black	\$125-250K
Sadhwani*	F	D	La Cañada Flintridge	Los Angeles	Asian (Indian)	>\$250K
Sinay**	F	D	Encinitas	San Diego	Latino/Hispanic	\$125-250K
Taylor*	M	R	Los Angeles	Los Angeles	Black	>\$250K
Toledo**	M	NPP	Petaluma	Sonoma	Latino/Hispanic	\$125-250K
Turner*	F	D	Stockton	San Joaquin	Black	\$125-250K
Vázquez**	F	D	Los Angeles	Los Angeles	Latino/Hispanic	\$125-250K
Yee**	M	R	Oakland	Alameda	Asian (Chinese)	\$125-250K

*Selected via random draw **Selected via commissioner vote

† “Decline to State” (DTS) was the nomenclature used in the 2010 cycle and the equivalent “No Party Preference” (NPP) in the 2020 cycle. To-date, no third-party member has served as a commissioner.

++Resigned Jan. 14, 2011; replaced by Ancheta

Commissioners' Personal Statements

Isra Ahmad

It has been an honor of a lifetime to serve the people of California in the capacity as a Commissioner!



Linda Akutagawa

Jane Andersen

Alicia Fernández

Neal Fornaciari

J. Ray Kennedy

Antonio Le Mons

I recently read that democratically-governed nations are more likely to secure the peace, deter aggression, expand open markets, promote economic development, protect American citizens, combat international terrorism and crime, uphold human and worker rights, avoid humanitarian crises and refugee flows, and improve the global environment.

My hope is the small, yet significant, role that I have played as a member of the 2020 California Citizen's Redistricting Commission supports this belief and actualizes its promise and participation for the residents of California.

I count this experience of serving alongside thirteen diverse, esteemed, committed colleagues, during a global pandemic, among my greatest joys.

Sara Sadhwani

Patricia Sinay



Californians, gracias, for reminding me that real change results from hard work by We, The People. Some folks tinker at the edges to fix systems. But the people of California believed that fair, representative maps were possible and created this new system: the California Citizen

Redistricting Commission. For the second cycle, California has proved that independent redistricting is possible and the best way to combat Gerrymandering.

Californians, gracias, for your inspiration and hard work. Please do not stop! Strive for a stronger and more inclusive democracy. Volunteer, serve, lead, run, vote, find your niche, and be engaged. Only with our collective efforts will our state and our country create an equitable democracy where we all know we belong.

California, gracias, for the honor of serving you. And for those wondering if you could draw the lines in 2030: remember that I, a Latina immigrant, a self-employed mama with social impact experience, did just that, so you can too!

Derric Taylor

Pedro Toledo

Trena Turner

Angela Vázquez

Russell Yee

Trans-Partisan Map Artisans (Redistricting Rap)

How does a quiet, private, a-political teacher, sometime preacher
aspire to be a precinct partitioner --a statewide redistricting commissioner?
Why does he decide to go public with his relations, money, work, ideas, and affiliations?
In all his life, never a partisan campaign bumper sticker, lawn sign, or Facebook endorsement
Raised to lay low, mind his own business—such was his cultural reinforcement
But now he wants to make the State’s biz his. Why?
Because he saw the need, the moment: democracy dangling in dysfunction and frustration
Partisan polarization landing body blows on our nation
Here he could do something without taking sides
A shot to take him above partisan divides
He applied and stayed alive for a year of survivor; then—bingo!--hopes all but gone
Then revived by a word of support and a slate with his name living on
That’s how he became a trans-partisan map artisan, a remapping practitioner,
A 2020 California Citizens Redistricting Commissioner!

The decennial decree supplied all the new numbers
And our Zoomified selves logged on to hear all comers
Community cares and concerns, stories and priorities
Weighing the words of majorities, pluralities, and minorities
We puzzle pieced the state so the districts equate
No packing, no cracking, the numbers all even
The Voting Rights Act applied and believed in
Of course you must have contiguity
And Communities of Interest considered respectfully
Then compactness and then nesting
Part math and part art—so much wrestling
Tehama, Tulare, La Jolla, and Palms
Del Norte and Modesto and Little Saigons
Muting, unmuting, and hands not unraised
And staring at Zoom until desperately dazed
Together we wielded our brushes and palettes
And painted a picture of equal-weight ballots
We summoned again this bi- and non-partisan superpower
We rose to serve the people in this needful, mal-partisan hour
And now today no one can say lay redistricting’s a bust:
It works, it’s fair, and deserves nationwide trust

Ten years from now, in two-zero three-oh
It’ll be another decade, Census, time to give this another go
Let’s tip a hat trick with a solid next sequel
Redrawing these lines that make all our votes equal
May the third Commission once again help create
A more perfect union and a more golden State!



*Taking the vow of office, over Zoom, August 26, 2020
Picture by Russell Yee*

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Glossary

These items are selected and defined in relation to the CRC's work, so to be especially helpful to new CRC commissioners and staff. The definitions are not intended to be legally precise.

AAPI – Asian American Pacific Islander, a frequently-used racial category; but note that “Asian/Pacific Islander” was used in the U.S. Census only for the 1980 and 1990 counts; starting in 2000, “Asian” was separated from “Native Hawaiian/Pacific Islander.”

Acceleration – See “Deferral.”

AMEMSA - Arab, Middle Eastern, Muslim, South Asian; compare also SWANA (South West Asian North African), WANA (West Asian North African), and NAWA (North African West Asian); see also the narrower term MENA.

American Community Survey (ACS) – A program of the Census Bureau, the ACS replaced the decennial census long form in 2010 and was then implemented as an ongoing (rather than decennial) nationwide survey. The ACS produces 1-, 3-, and 5-year estimates of demographic, social, housing, and economic statistics, based on a statistical sampling of households. For redistricting purposes, the ACS is particularly useful because it includes citizenship data (unlike the decennial census) and so is the basis for the CVAP Special Tabulation used in VRA compliance work. However, ACS data are never interchangeable with decennial Census data.

Annexation – Most often the geographical expansion of a city or town to include additional land. This can become problematic if an annexation is not reflected in Census Geography in a timely and accurate manner. It is a redistricting judgment call what weight to give a planned or pending annexation as an extension of a Community of Interest.

Arlington Heights Factors – In VRA litigation, these are additional considerations a plaintiff may use to demonstrate discriminatory intent (and not just effect); taken from *Village of Arlington Heights v. Metropolitan Housing Development Corp.*, 429 U.S. 252 (1977).

Bagley-Keene – The Bagley-Keene Open Meeting Act (1967), which implements the constitutional requirement that “the meetings of public bodies and the writings of public officials and agencies shall be open to public scrutiny” (Cal. Const., art. I, § 3, subd. (b)(1)). Fully applies to the CRC throughout both its pre-maps and post-maps phases. Largely modeled after the Brown Act (1953), which requires open meetings for local officials.

Bayesian Improved Surname Geocoding (BISG) – A statistical technique for estimating voter racial/ethnic identity by combining an analysis of census surnames (which do not include voter registration status) with geocoded voter registrations (which do not include racial/ethnic identity).

BIPOC – Black, Indigenous, People of Color.

Block Equivalency File – A list, usually in spreadsheet form, that correlates census blocks to election districts, especially in a new redistricting plan.

Board of Equalization (BOE) – Oversees county property tax assessors, administers the Alcoholic Beverage Tax, and jointly administers the Tax on Insurers. Is the only elected tax board in the nation. Operates alongside California's several other tax agencies (Franchise Tax Board, Employment Development Department, Department of Tax and Fee Administration, and the Office of Tax Appeals). Created in 1879 to enforce uniformity in property tax assessments, it grew in scope until 2017, when many of its powers were distributed to other agencies.

California Association of Clerks and Election Officials (CACEO) – Represents the county officials who implement new redistricting maps via precincting work, and who conduct elections.

California Budget – Proposed annually by the governor in January, revised in May, and adopted for the Jul-Jun fiscal year. Changes for the coming year are submitted (normally no later than the previous fall) as Budget Change Proposals (BCP), which

are developed with, submitted to, and acted upon by the Department of General Services, the Department of Finance, and the legislature (especially via the Joint Legislative Budget Committee).

California Complete Count Committee – Created after the 1990 Census to help address undercount and hard-to-count issues. Committee members are appointed by the governor. Partners with the U.S. Census Bureau to develop and implement Census awareness and outreach statewide, including help to local complete count committees.

California Department of Technology (CDT) – State department that oversees all aspects of state information technology, including websites. Formerly the California Technology Agency.

California Public Records Act (CPRA) – The 1968 law requiring the disclosure of governmental records to the public upon request, Applies regardless of whether the records were created on personal (vs. state) accounts and/or devices. Modeled after and refers to the 1967 federal Freedom of Information Act (FOIA).

California State Auditor (CSA) – The agency responsible for soliciting applications to the CRC and administering the process for selecting the CRC finalist pool and the first eight commissioners. The CSA is also responsible for supporting each new CRC in its work until it becomes fully functional. Formerly the Office of the Auditor General and later the Bureau of State Audits. While technically part of the executive branch, it is overseen by the Little Hoover Commission, so to maintain its independence.

Candidate of Choice (COC) – A candidate of any race/ethnicity that a racial/ethnic community prefers, especially if that community is a racial/ethnic minority and its preference differs from the preference of the adjacent racial/ethnic majority.

Census – Usually refers to the decennial census conducted by the U.S. Census Bureau to count every person in the U.S., as mandated in the U.S. Constitution (Art. 1, Sec. 2). The resulting count (reported as the P.L. 94-171 data) is the basis for both apportionment and redistricting. The 2020 census was notable for long, unprecedented delays in both the counting and reporting phases, caused by political and legal debates, and by the COVID-19 pandemic (see below, “Public Law 94-171”).

Census Bureau – The federal agency that administers the decennial census and other programs for enumerating and/or estimating demographic and economic facts about the U.S. Officially named the Bureau of the Census, it is part of the U.S. Department of Commerce, with its director appointed by the President. The legal basis for the decennial census is in the U.S. Constitution, Article I, Section 2, along with the Fourteenth Amendment. See the Census Bureau’s own glossary here: <https://www.census.gov/glossary/>.

Census Designated Place (CDP) – A populated, settled, unincorporated community named and geographically defined by the Census Bureau and state and local officials. As of the 2020 Census, California has 1,129 CDPs, of which 609 have populations over 1,000, and 9 over 50,000. The largest is East Los Angeles, with a 2020 adjusted population of 119,299. The smallest are two with a 2020 adjusted population of 1: Caribou (Plumas) and Graniteville (Nevada); and several no population as of 2020.

Census Geography – The hierarchical set of geographical divisions used by the U.S. Census Bureau in reporting its data. Block groups and blocks can change over time (updated for each decennial census) because of ongoing changes to populations, local housing, land, waterways, transportation corridors, and civic boundaries, etc. States participate in Block boundary revision via the Bureau’s Block Boundary Suggestion Project. The below hierarchy is fully nested, that is, each level is completely divided into whole, non-overlapping divisions of the next lower level:

- State
- County
- Census tract (c. 2,500 – 8,000 people)
- Block-group (c. 600 – 3,000 people)
- Block (c. 0 – 600 people)

Cities, towns, and Census Designated Places are all “Places” which typically do not fully nest in the above hierarchy. American Indian areas are divided directly into Blocks. The Bureau also uses numerous other divisions, including ZIP Code Tabulation Area (ZCTA), Public Use Microdata Area (PUMA), Census County Division (CCD), and Metropolitan Statistical Area (MSA). All these geographic data are managed in the Bureau’s Topologically Integrated Geographic Encoding and Referencing (TIGER) database system.

Citizen Voting Age Population (CVAP) – The total population of individuals aged 18 and over and a U.S. citizen in a specified geography. CVAP is a key statistic used in complying with the Voting Rights Act. Since the decennial census does not collect citizenship data, CVAP must be estimated, usually using 5-year ACS data down to the block-group level. This is issued annually as the *CVAP Special Tabulation*. California’s SWDB further processes these data to algorithmically issue these data down to the block level on the most recent census geography. (Note that there was also, confusingly, a *CVAP Post-2020 Census Special Tabulation* planned during the Trump administration but cancelled Jan. 12, 2021. It sought to use administrative records to generate CVAP data down to the block level.)

Coalition District – An election district in which two or more racial/ethnic minority communities together form the majority of voters, and where that majority votes cohesively to elect candidates of its choice (of whatever race/ethnicity). It may be possible for such a coalition to qualify under the first Gingles precondition, but a clear legal precedent has not yet been established.

Community of Interest (COI) – Part of the fourth of California’s six ranked redistricting criteria, a Community of Interest is 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. The fourth criterion weighs COIs equally with cities, counties, and neighborhoods. Thus, it is a redistricting judgment call whether to keep together a COI that crosses a city, county, and/or neighborhood boundary; or whether any of those boundaries should instead be used to split that COI.

Compactness – The fifth of California’s six ranked redistricting criteria, this refers not to geometrical appearance but ensuring nearby areas of population are not bypassed for more distant ones.

Community-Based Organization (CBO) – A catchall for non-profit community groups. Some of the CBOs that actively interacted with the 2020 CRC were:

- AAAJ/ALC** - Asian Americans Advancing Justice / Asian Law Caucus
- A3PCON** - Asian Pacific Policy & Planning Council
- BCRH** - Black Census and Redistricting Hub
- CAIR** - Council on American-Islamic Relations
- CC** - Common Cause
- CHIRLA** - Coalition for Human Immigrant Rights of Los Angeles
- COFEM** - El Consejo de Federaciones Mexicanas (Council of Mexican Federations in North America)
- EC** - Equality California
- IERH** - Inland Empire Redistricting Hub
- IVE** - Integrated Voter Engagement Redistricting Alliance
- MALDEF** - Mexican American Legal Defense and Education Fund
- NALEO** - National Association of Latino Elected Officials
- LULAC** - League of United Latin American Citizens
- LWV** - League of Women Voters
- OCCET** - Orange County Civic Engagement Table
- PANA** - Partnership for the Advancement of New Americans
- PRA** - People’s Redistricting Alliance
- VICA** - [San Fernando] Valley Industry & Commerce Association

Contiguity – The third of California’s six ranked redistricting criteria, this requires each district to be one whole, unbroken shape. For islands, the whole, unbroken shape includes the intervening waterways, especially when served by regular ferry service. It is a redistricting judgment call whether a bridge or waterway by itself can adequately maintain contiguity in a district.

Council of Governments (COG) – A regional group of cities, towns, and sometimes counties, organized for cooperative efforts rather than the exercise of governing authority.

Cracking – A gerrymandering technique that reduces the electoral strength of a group by dividing it in a redistricting plan. For example, a cohesively voting racial/ethnic, political, or other population large enough to be a majority of a single district could be cracked into two or more districts, so that it will not be able to elect its candidates of choice in any district.

Crossover or Opportunity District – A district where enough majority-race/ethnicity voters “cross over” to vote with minority-racial/ethnic voters to elect the minority-preferred candidate (of whatever race/ethnicity). This phenomenon relates to VRA compliance in two particular ways: 1. A high level of crossover voting in a district means it does not meet the third Gingles precondition (that the majority racial/ethnic group regularly and cohesively votes differently than the minority group); and 2. In the remedy phase of VRA compliance, building a VRA district involves accounting for crossover voting, as one factor in drawing an opportunity district.

Deferral – California state senators are elected in alternating odd and even districts for staggered four-year terms. Each CRC’s new senate maps are therefore implemented in staggered fashion, with half the senate elected for those new districts in the “2” year after redistricting, while the other half (who were elected in the previous “0” year) remain in office, representing their old districts (from the previous redistricting cycle) until elections for those new districts in the following “4” year. Thus, two non-matching half-sets of senate districts are active for two years during each ten-year redistricting cycle.

A peculiar situation occurs when census blocks that were in districts that had senatorial elections in an “8” year get redistricted into districts that will not have their next senatorial election until the following “4” year. Voters in these census blocks will thus have six years between senatorial elections rather than the usual four; this is called “deferral.” (In the 2020 cycle, these were census blocks that moved from even to odd districts; in the 2030 cycle it will be odd to even.) The 2020 redistricting cycle produced approximately 3.6 million deferred Californians, who are in census blocks that had 2018 state senatorial elections (which had been for even-numbered districts) but are now part of new (odd-numbered) districts that will not be implemented until after the 2024 elections. These Californians are neither in the half of the new districts implemented in 2022 nor in the half of the old districts carried over until 2024, and thus have no senatorial representation. To serve these constituents, the Senate Committee on Rules makes “Deferred Area Assignments” from among current senators. In the 2020 cycle, this involved 25 (of 40) senators, adding between 17,000 (Mike McGuire, D-North Coast/North Bay) and 330,000 (Brian Dahle, R-Northeast) additional constituents.

Contrariwise, some census blocks may be “accelerated” by now having a senatorial election only two years after their previous one. Thus, some Californians elected their state senator in 2020 but are now in districts that had 2022 senatorial elections. These Californians are double-represented for two years, by both their 2020-elected senator (from the half of the old districts still in effect until 2024) and their 2022-elected senator (from the other half of the districts, implemented in 2022). Acceleration is not considered problematic and no special provisions are made for it.

For the eight years of each decennial redistricting cycle from the “4” year to the following “2” year the new senate districts are all fully implemented, and all accelerations and deferrals are fully resolved.

Since the CRC is constitutionally required to number its new districts, and since various court cases have set a requirement to minimize accelerations and deferrals, the CRC has a procedure to first divide its new senate districts into “odd” and “even” halves (selected so to minimize the population change between the two) and only then numbering them geographically from north to south. For more details on this procedure, see the above appendix on Senate Accelerations and Deferrals.

Department of General Services (DGS) - California’s state business manager. Contracts are approved by DGS, sometimes involving review by its Office of Legal Services (OLS). Contracting can variously involve Inter-Agency Agreements (IAA), Requests for Information (RFI), Requests for Proposals (RFP), Statements of Qualifications (SOQ) and Statements of Work (SOW), among very many other requirements and possibilities.

Deviation and Deviation Range – The numerical difference between a district’s population and the ideal population for a given plan. The allowable deviation range for a given plan is a matter of legal judgment rather than any set legal standard or legal “safe harbor” limit. For California’s congressional plan, the statutory standard is “population equality as nearly as is practicable” (Cal. Const., art. XXI, § 2, subd. (d)(1)). The 2020 CRC interpreted this as a maximum deviation of +/- 1 person, for a deviation range of 0% (same as 2010 CRC). For California’s legislative and BOE plans, the statutory standard is “reasonably equal population” (*Ibid.*). The 2020 CRC interpreted this as a maximum deviation of +/- 5%, for a deviation range of 10% (much greater than the 2010 CRC, which kept to +/- 1%).

Differential Privacy – Statistical technique that adds a small amount of quantitative “noise” to census data so that it is impossible to know if a specific individual or household is in a given dataset. The U.S. Census Bureau considers the resulting small, precisely known reduction in accuracy acceptable to ensure the privacy of individuals’ and households’ census information. Without differential privacy, it might be possible to combine census results with publicly and/or commercially

available data to match census data with a specific individual and/or household. This would violate the absolute guarantee of privacy of census information and compromise the public trust considered essential for conducting the census.

Disadvantaged Unincorporated Community (DUC) – An area of inhabited territory located within an unincorporated area of a county in which the annual median income household is less than 80 percent of the statewide median income. Such areas might form a Community of Interest with nearby and/or adjacent cities and towns.

District – A geographical area from which a public official is elected.

Earned Media – Any media coverage not obtained through advertising (“paid media”) or branding (“owned media”). Includes traditional news coverage, opinion pieces and letters to the editor, and even word-of-mouth and social media mentions. May include “enterprise journalism,” which is news coverage developed through investigative reporting and not based on press/news releases. The 2020 CRC received award-winning enterprise journalism coverage by CalMatters reporter Sameea Kamal.

Ecological Inference – Statistical techniques using aggregate (= “ecological”) data to estimate individual behavior; in RPV analysis, combining aggregate votes and aggregate racial population to estimate votes-by-race in a given geography. Various techniques such as EI, Iterative EI, and EI RxC have differing strengths in analyzing differing political (two choices, or more?) and racial (two races, or more?) situations.

Effective Minority District – A district in which a cohesively-voting racial/ethnic minority population is able to elect its candidates of choice. Is relevant in both the liability and remedial stages of VRA compliance work.

Endogenous and Exogenous Elections – In RPV analysis and the examination of past elections (to assess polarization and cohesion) these two terms distinguish elections involving only the district in question (e.g., examining an assemblymember election in analyzing that assembly district, which would be endogenous) vs. elections involving either smaller or larger elections (e.g., examining a gubernatorial or assembly election in analyzing a state senate district, which would be exogenous).

Equal Population – The first of California’s six redistricting criteria, requires “population equality as nearly as is practicable” for the congressional districts, “reasonably equal population” for the legislative and BOE districts; see more at Deviation and Deviation Range.

Ethnicity and Race – Using the 1997 Office of Management and Budget standards, the U.S. Census Bureau currently specifies

two ethnicities:

1. Hispanic or Latino
2. Not Hispanic or Latino

and five racial categories:

1. White or European American
2. Black or African American
3. Asian American
4. American Indian/Alaska Native (AIAN)
5. Native Hawaiian/Pacific Islander (NHPI)

An individual can be one race, any combination of more than one race, or “Some Other Race.” When performing CVAP analysis, individuals who identify as more than one race are counted once for each race but counted only once for total population. One major issue with this classification is that while one can be Hispanic or Latino and be of any race, many who are Hispanic or Latino do not identify as one of the above five races (and many therefore chose “Some Other Race”). See “Federal Register Vol. 88:18 (Fri, Jan. 27, 2023) Notices” (available at <https://www.govinfo.gov/content/pkg/FR-2023-01-27/pdf/2023-01635.pdf>) for current proposals to combine the ethnicity and race categories, to create a new “Middle Eastern/North African” (MENA) as a new racial category, and to effect other changes to the OMB’s standards.

Fi\$Cal – The state’s centralized financial management system for budgeting, procurement, cash management, and accounting.

Final Report – The required report accompanying the final maps, setting out “...the basis on which the commission made its decisions in achieving compliance with the criteria listed...[including] definitions of the terms and standards used in drawing each final map” (Cal. Const., art. XXI, § 2, subd. (h)).

Form 700 – The Statement of Economic Interests, administered by the California Fair Political Practices Commission (FPPC). Required of every elected official and public employee who makes or influences governmental decisions, including CRC commissioners. Provides public financial accountability and helps avoid conflicts of interest. Filed provisionally in the CRC supplemental application stage, then upon starting service as a commissioner, and then annually thereafter throughout the term of service.

Gantt Chart – Project planning bar chart invented by engineer and consultant Henry Gantt (1861–1919).

Geographic Information System (GIS) – Any computer program that combines geographically-coded data with the ability to manage, analyze, and display those data in manipulatable layers. Some popular GIS mapping programs are QGIS (free and open source), ArcGIS (by Esri, of Redlands, California), and Maptitude (by Caliper Corp., of Newton, Massachusetts).

Gerrymandering – Drawing election district lines to give unfair advantage, usually to one group over another group. Typically uses techniques such as “cracking” or “packing.” Universally pronounced “jerry-” even though namesake Vice President Elbridge Gerry was pronounced “gary.”

Gingles Preconditions or Gingles Test – In VRA litigation, the three minimum requirements to meet before building a VRA case. A plaintiff must first show that: 1. The minority population in question is sufficiently large and compact enough to form the majority of a single district; 2. The minority group is politically cohesive (via RPV analysis); and 3. The majority group is politically cohesive (via RPV analysis) and regularly opposes the minority vote. Taken from *Thornburg v. Gingles*, 478 U.S. 30 (1986). It may be possible for two or more racial/ethnic minority groups together to qualify under the first Gingles precondition, but a clear legal precedent has not yet been established.

Grassroots - Informal term for political activity (e.g., public input on CRC maps) that emerges from ordinary community members, especially in bottom-up, self-initiated, self-organized, layperson-focused, openly participatory, volunteer/small-donor funded, collective fashion, with an emphasis on “strength in numbers.” A variation is “grasstops” activity, which involves individuals with existing access to socially or politically powerful people, who can leverage that access to advance their causes (e.g., established community-based organization leaders who have cultivated such connections). Political activity presented as grassroots but actually organized and funded in top-down fashion by existing political and/or economic interests is sometimes characterized as “Astroturf” (that is, artificial grass).

Heat Map or Choropleth Map – A map with pre-defined areas colored or patterned in proportion to a variable aggregated for each area. VRA compliance work makes frequent use of heat maps depicting CVAP by race or ethnicity. Since the shapes and sizes of the areas are pre-defined (e.g., in this example, by whole counties) particular care must be taken to note what the map does and does not convey. Here, since this map only depicts homeownership rates by county, it tells nothing about the absolute number of owner-occupied homes per county; in fact, there are vastly more owner-occupied homes in the lightest-colored county here (L.A.) than in any of the darkest-colored counties.



Help America Vote Act (HAVA) – A 2002 federal law providing for the upgrading of voting systems, the establishment of the Elections Assistance Commission, and the setting of minimum elections standards. The creation of the VoteCal system was part of California’s implementation of HAVA provisions.

Ideal Population or Ideal District – Total population divided by the number of districts for a given plan; the population if every district in a given plan were the same numerical size (rounded up or down as needed). In California, ideal population is calculated using data adjusted for the reallocation to their last known addresses of persons incarcerated in state institutions.

Incumbency – The consideration of the home addresses of elected officials when redistricting, so to keep them eligible to run again in their districts. In California, incumbency is explicitly forbidden as a redistricting consideration: “The place of residence of

any incumbent or political candidate shall not be considered in the creation of a map” (Cal. Const., art. XXI, § 2, subd. (e)). In practice, this only applies to legislative and BOE officials, since the U.S. Constitution (art. I, § 2) only requires that members of the House of Representatives live in the same state as the district they represent.

Independent Redistricting Commission (IRC) – Any local or state redistricting commission that is substantially or fully independent of elected officials in its formation and work. The road to California’s IRC took the better part of three decades:

- 1980 – P. Burton (“modern art”) + W. Brown redistricting, rejected by referendum, reapplied by J. Brown
- 1982 – Prop. 14, commission appointed by judges and political parties (lost, 45.5%)
- 1984 – Prop. 39, commission of former judges (lost, 44.8%)
- 1990 – Prop. 119, commission appointed by retired judges (lost, 36.2%)
- 1990 – Democratic legislature redistricting, vetoed by P. Wilson, Special Masters appointed
- 2000 – Bipartisan “Incumbent Protection Plan” redistricting
- 2000 – Arizona pioneers citizen redistricting for its statewide districts
- 2003 – Gov. Gray Davis recalled; Gov. Arnold Schwarzenegger (2003-2011) backs IRC movement
- 2005 – Prop. 77, commission of retired judges (lost, 40.2%)
- 2008 – Prop. 11, CRC for State Assembly, + Senate + BOE districts (won, 50.8%)
- 2010 – Prop. 20, added Congressional districts to CRC (won, 61.2%)
- 2010 – First CA CRC formed, submits completed maps August 15, 2011
- 2015 – SCOTUS *Arizona* ruling upholds citizen redistricting
- 2020 – Second CA CRC formed; submits completed maps Dec. 27, 2021

Influence District - A district with a racial/ethnic minority population that is less than a majority and cannot reliably elect candidates of its choice, but in which that minority population has a substantial influence on elections outcomes.

Latinx – Of Latin American origin or descent, used as a gender-neutral or nonbinary alternative to *Latino* or *Latina*.

Legislative Districts – State legislature districts taken together (in CA, State Senate and Assembly districts), in contrast to congressional districts (even though Congress legislates too).

Liability Phase – Analysis during the liability phase establishes any obligation to draw a VRA district via the Gingles tests + totality of circumstances. If such a liability is established, the Remedial Phase follows.

Little Hoover Commission (the Milton Marks "Little Hoover" Commission on California State Government Organization and Economy) – An independent state oversight agency created in 1962 and responsible for promoting efficiency, economy and improved service in state agencies, via reports, recommendations, and legislative proposals; also oversees the California State Auditor. Commissioners are appointed by the governor and legislative leaders. Modeled after the federal Hoover Commission.

Local Agency Formation Commission (LAFCO) – State-mandated regional agencies in all 58 counties that plan and regulate the establishment, expansion, governance, merger, and dissolution of local government entities, including cities and towns (but not counties) and a wide range of special districts. Established 1963 and regulated by Government Code section 56000 et seq., LAFCOs also formally define the geographical limits of the sphere of influence of each city, town, and special district, with updates at least every five years. A LAFCO-defined sphere of influence may help inform the boundaries of a Community of Interest. Notably, under the LAFCO system, no part of any city or town has ever met the requirements to secede (“detach”) to form a new city or town, including the 2002 attempt by the San Fernando Valley and Hollywood to each secede from Los Angeles.

Majority-Minority District – A district where a racial/ethnic minority is over 50% of the CVAP. A common misperception of the VRA is that a majority-minority district must be drawn wherever possible, so to maximize the number of majority-minority districts. In VRA compliance work, many such districts are drawn hypothetically as a first step in assessing the first Gingles Precondition. If, in the end, no VRA liability is established, a majority-minority district may still be drawn but only by applying the other statutory redistricting criteria.

MENA – Middle Eastern North African, a proposed new race category for the Census; also see the overlapping categories under “AMEMSA.”

Metropolitan Planning Organization (MPO) - Federally-mandated regional planning bodies for coordinating transportation infrastructure development in urbanized areas.

Municipality – An incorporated city or town. In California there is no legal difference between cities and towns. In Census geography, municipalities are a type of Place.

National Conference of State Legislatures (NCSL) – National Conference of State Legislatures (www.ncsl.org), publishes the comprehensive decennial *Redistricting Law* volumes.

Neighborhood – A sub-unit of a city or town, sometimes officially-defined (as in Los Angeles) but usually unofficial and customary, even when longstanding. When not officially-defined, neighborhoods and their boundaries are matters of research and public testimony. Sub-types of neighborhoods include entertainment districts, redevelopment districts, and historic districts.

Nesting – The sixth of California’s six ranked redistricting criteria, this promotes Senate districts that are composed of two whole, adjacent Assembly districts, and BOE districts composed of ten whole, adjacent Senate districts. In practice, as the last of the six ranked criteria, it is typically implemented only partially. The 2020 CRC Final Report includes full nesting statistics in its Appendix.

No Party Preference (NPP) – Part of the third, “Neither of the First Two” pool from which CRC commissioners are selected. Formerly known as “Decline to State.” NPP voters are not affiliated with any political party, whether major (Democrat, Republican) or minor (Green, American Independent, Libertarian, Peace and Freedom). As of October 2020, 23.97% of California voters were registered NPP.

One Person, One Vote – Phrase used for the constitutional requirement that each district be substantially equal in total population, regardless of age or citizenship. The “vote” in this sense is notional, since only a portion of the total population (namely, citizens of voting age) can vote.

Opportunity District or Minority Opportunity District – A district in which a racial/ethnic minority community is able, by itself or with coalition and/or crossover votes, to elect candidates of its choice (of any race/ethnicity). The remedial phase of VRA compliance work consists of creating opportunity districts where the VRA liability phase identified VRA obligations. Note that while an opportunity district will substantially overlap with the specific boundaries of the area identified (through the Gingles preconditions and then the totality of circumstances) as having a VRA obligation, it may or may not follow any of those specific boundaries. There are always any number of ways to draw an opportunity district that fulfills an identified VRA obligation along with the other statutory redistricting criteria.

Packing – A gerrymandering technique that draws a cohesively voting racial/ethnic, political, or other population into a suboptimal number of districts. Since it only takes 50% + 1 to win an election, every additional vote is “wasted.” Packing attempts to maximize that waste so that a given population of voters can win in fewer districts than they could otherwise.

Padilla Case or Padilla Decision (or Padilla/Weber, or Weber) – The Jul. 17, 2020 decision by the California Supreme Court in *Legislature of the State of California v. Alex Padilla, as Secretary of State*, granting the emergency petition filed by the Legislature for a peremptory writ of mandate seeking one-time relief from redistricting deadlines set by California law in light of the delay of census data collection and processing. Granted a four-month extension of the CRC draft and final maps deadlines (to Nov. 1 and Dec. 15 respectively) plus a further day-for-day extension for every day the P.L. 94-171 data release were delayed past July 1. Those data were indeed delayed but in ambiguous fashion, with a “legacy format” data release Aug. 12, 2021, and fully formatted release Sep. 16, 2021. Despite a CRC request for a further extension to get past the Nov./Dec. holiday season, a Sep. 23, 2021 Court short motion set the draft maps extension to Nov. 13, 2021 (further extended to Mon., Nov. 15 because of the weekend) and final maps extension to Dec. 27, 2021, thus a day-for-day further extension based on the Aug. 12 date. The case provides a precedent but has no other legal effect on future CRCs.

Parcel – A cadastral (relating to boundaries and ownership) unit of land division as determined by a registered civil engineer or licensed land surveyor (per Gov. Code, § 66445). Primarily used for taxation but also used for precincting.

Parcel Split – The unintentional splitting of a given property parcel into two (or more) different election districts, usually due to mapping imperfections, anomalies, or inconsistencies. Local election officials decide which district to assign such parcels to in the process of precincting. The goal in each case is to assign the parcel to the census block in which it was counted, so that there no change in population to any block. A small number of parcels are intentionally split, due to boundary features such as a river.

Perform, Performance – In VRA compliance, a minority opportunity district is said to “perform” if, in subsequent elections, the racial/ethnic minority voters in question are able to successfully elect their candidates of choice (of whatever race/ethnicity).

Place – In census geography, a municipality (incorporated city or town) or Census Designated Place.

Plan – Synonym for “map” when referring to a set of election districts for the whole state, so “Assembly Plan” or “Assembly Map,” “BOE Plan” or BOE Map” are interchangeable.

Point Contiguity – Districts that are contiguous at only a single point, as with two corners touching. Generally considered a questionable redistricting practice, as it fulfills the letter but not the spirit of the contiguity requirement.

Preclearance – Under Section 5 of the VRA, for states and counties identified as having a historic practice of racial discrimination in elections, the process of obtaining Federal preapproval for proposed changes to any aspect of voting, including redistricting. Was deactivated by the 2013 *Shelby* decision’s repeal of Section 4 of the VRA. Thus, the 2010 CRC had and fulfilled preclearance requirements; the 2020 CRC had no preclearance requirements.

Precincting – The creation of voting precincts that conform with new maps after redistricting; usually done by county election officials. Note that “No precinct shall be established so that its boundary crosses the boundary of any supervisorial district, congressional district, senatorial district, Assembly district, board of equalization district, judicial district, incorporated city, ward, or city council district” (Elec. Code, § 12222, subd. (a)). The precincting process is typically where any parcel splits are revealed.

Preliminary Maps or Draft Maps – Any non-final redistricting map issued by the CRC, subject to Government Code, section 8253, subdivision (a)(7). Typically, the complete congressional, State Senatorial, Assembly, and State Board of Equalization draft plans, ordinarily due no later than July 1 in each year ending in the number one. The first such display of preliminary maps is subject to a 14-day map “freeze” and comment period, then 7-days for any subsequent statewide plan. Both the 2010 and 2020 CRCs issued only one set of preliminary maps, though both discussed hopes for more than one.

Proposition 11 – The 2008 Voters FIRST Act ballot proposition that created the CRC for legislative and Board of Equalization redistricting. Passed 50.82% - 49.18%, a slim margin of 187,378 votes. California Common Cause led the effort to develop the proposition and qualify it for the ballot as a voter initiative. “FIRST” was conceived as an acronym for “Fair, Independent Redistricting STandards” but proponents decided early that the full phrase was too cumbersome for campaign purposes and so was never widely used.

Proposition 20 – The 2010 Voters FIRST Act for Congress ballot proposition that extended the CRC’s redistricting authority to include congressional districts. Passed 61.23% - 38.77%, a wide margin of 2,106,177 votes. Charles Munger Jr. led the effort to develop the proposition and qualify it for the ballot as a voter initiative. Prop. 27 appeared on the same ballot, attempting to abolish the CRC system and revert to redistricting by the legislature; it was defeated 40.59% - 59.41%.

Public Law 94-171 (P.L. 94-171) – Enacted in 1975, the federal legislation directing the Census Bureau to provide the redistricting data, namely, the “Census Redistricting Data (P.L. 94-171) Summary Files,” to the fifty states. Within a year following Census Day, the Census Bureau must send the data agreed upon (by negotiation between the Bureau and the states) for redistricting. The term is also used for the actual census data delivered to the states, sometimes shortened to “PL” or “PL94” (e.g., “Are those the PL94 numbers or the ACS numbers?”). In California, the P.L. 94-171 data are further processed by Statewide Database to reallocate to their last known addresses persons incarcerated in state institutions, to produce the “adjusted” population dataset actually used in redistricting. The road to producing the P.L. 94-171 data from the 2020 Census was long and dramatic:

2019

Jun. 26 SCOTUS rejects citizenship question on Census

2020

- Apr. 1 Census Day
- Apr. 13 Count extended to Oct. 31 due to COVID-19 pandemic
- Jul. 17 CA Supreme Court’s *Padilla* decision allows for maps deadline extension(s) tied to P.L. 94-171 delay(s)
- Sep. 10 Manhattan Federal District Court rules against exclusion of undocumented individuals
- Sep. 30 Early end of in-person counting efforts, before Oct. 31 court-extended deadline
- Oct. 15 Early end of online submission access, before Oct. 31 court-extended deadline
- Dec. 31 *Normal deadline for release of apportionment data*

2021

- Jan. 18 Census Director Steven Dillingham announces his resignation (1 yr. early)
- Mar. 31 *Normal deadline for release of P.L. 94-171 data*
- Apr. 26 Release of apportionment data (delay of 116 days)
- Aug. 12 Release of P.L. 94-171 data, but in unprecedented “legacy format”
- Sep. 16 Release of fully formatted P.L. 94-171 data (delay of 170 days)

Racially Polarized Voting (RPV) and RPV Analysis – A quantification of how voter preference differs by race in a given geography. RPV analysis is needed to see if Gingles #2 and #3 apply—does a racial/ethnic minority population vote cohesively and does the surrounding racial/ethnic majority population vote cohesively in opposition? Since no one dataset provides all the necessary variables to perform RPV analysis, one must combine decennial census, CVAP special tabulation, voter registration lists, and statements of vote for past elections, along with specialized statistical tools (e.g., Ecological Inference and Bayesian Improved Surname Geocoding) to perform RPV analysis.

Reapportionment – The redistribution of seats in the U.S. House of Representatives based on relative changes in the populations of the 50 states. This affects redistricting by setting the number of congressional districts that need to be drawn in each state. After the 2020 Census, California lost one seat, its first-ever loss. While California’s population had grown in the previous decade, other states had grown even more.

Reallocation – The reassignment, for redistricting purposes, of adults incarcerated in State of California institutions from their places of incarceration to their last known addresses before incarceration (as reported by the CA Department of Corrections). This involved 122,393 persons from the 2020 Census. Is a counter to the inflation of populations in districts with correctional facilities, sometimes called “prison gerrymandering.” Originally requested by the Legislature (via Assem. Bill No. 420 [2011], which revised the Elections Code; since the CRC is independent, the Legislature could not unilaterally require this) and adopted unanimously by the 2020 CRC Jan. 12, 2021; was later made mandatory in Assembly Bill No. 1848 (signed 9/29/22, effective 1/1/23). The actual reallocation processing was done by Statewide Database, using the P.L. 94-171 data to produce the adjusted populations used for redistricting, this during the approximately one month of general processing of the P.L. 94-171 data. Where complete last known addresses were not available, individuals were randomly assigned to the smallest geography that could be determined based on their partial addresses. Individuals with last known addresses outside California were not assigned to any district. Persons incarcerated in local and county facilities were not reallocated. The CRC decided on a split vote Aug. 19, 2021 to not count those in federal facilities rather than counting them at their places of incarceration (a total of 14,786 persons from 2020 Census). The 2020 CRC pursued and continues to advocate for the reallocation of people incarcerated in federal facilities in California (ideally, this would be a federal effort involving all 50 states).

Redistricting – The redrawing of election district boundaries. Most election district maps at all levels of government are redrawn every ten years, after the decennial Census. Is not the same as Apportionment, which is the determination of the distribution of seats in the U.S. House of Representatives among the states.

Redistricting Criteria – In California, there are six, ranked redistricting criteria: 1. Equal Population, 2. VRA Compliance, 3. Contiguity, 4. Respect for cities, counties, neighborhoods, and communities of interest, 5. Compactness, and 6. Nesting. Explicitly excluded from consideration are: the residence of any incumbent or political candidate, and anything that would favor or discriminate against any incumbent, political candidate, or political party. The 2020 CRC could have but generally chose not to consider the existing election districts drawn by the 2010 CRC, including any attempt to pursue a “least changes” approach.

Remedial Phase – Once a VRA obligation is established in the Liability Phase, the Remedial Phase draws minority opportunity districts (where there is an effective opportunity for racial/ethnic minority voters to elect candidates of choice of whatever race).

Drawing an opportunity district requires a consideration of 1. CVAP level, 2. RPV degree, 3. Voter registration rates, 4. Voter turnout rates, and 5. Crossover voting rates. Note that CVAP is always larger than the voting population (since not all citizens register and vote) and the voting population is always larger than a winning vote (since votes are never 100% cohesive, though this can be offset by crossover votes). One consequence is that an area may qualify for a VRA district and still be difficult to draw as an effective opportunity district (e.g., if voter registration rates are low). There is never only one way to draw an opportunity district. Ultimately, the only way to evaluate the success of an opportunity district is if it performs in subsequent elections.

Retired Annuitant (R.A.) – A CalPERS (California Public Employee Retirement System) retiree who, without applying for Reinstatement from Retirement, returns to work with a CalPERS employer in a designated R.A. position. Strictly limited to 960 hours per fiscal year of employment, to include any nonpaid and/or volunteer hours.

Retrogression – The diminishment of a racial/ethnic minority community's ability to elect candidates of its choice. Usually measured by comparing the number of minority opportunity districts in previous districting plan with its proposed replacement. Percentages of votes beyond 50%+1 may or may not be germane (e.g., a change from 62% to 57% prevailing vote may or may not signal retrogression).

Ripple Effects – Population changes to one proposed district necessarily affecting not only immediately adjacent districts but, though them, further-away districts, even in completely different parts of the state.

Rotating Population – Making simultaneous changes between adjacent districts so that there is no net change to the sum of their populations (and so, no effect on surrounding districts). When only two districts are involved, usually called “swapping.”

Secretary of State (SOS) – In California, officially receives the CRC's certified maps and transmits them to county election officials. Is the state's chief elections officer, overseeing all federal and state elections, and maintaining the state's official database of registered voters (VoteCal). For the 2010 CRC, was responsible for supporting the commission until it was fully functional; starting with the 2020 CRC, this responsibility was transferred to the State Auditor.

Section 5 Districts – In 2011, there were four counties in CA subject to VRA Section 5 preclearance: Monterey and Yuba (based on low voter participation in 1968); and Kings and Merced (based on low voter participation in 1972; in 2012 Merced successfully “bailed out” of Section 5 coverage). Since the 2013 *Shelby* decision, Section 5 preclearance is no longer required.

Senate Factors – In VRA litigation, a plaintiff who has satisfied the Gingles preconditions goes on to demonstrate racially discriminatory effects (regardless of intent) by using this non-exhaustive list of factors to help build a totality of circumstances. Originated in /the Senate Report accompanying the 1982 amendments to the VRA.

Shapefile – A computer file (and its associated files) that defines a point, line, or polygon for use in a GIS system. Election districts are created, manipulated, stored, and shared as shapefiles.

Special Districts – Local districts, authorities, boards, and commissions that provide only one or a limited number of designated functions, but with sufficient administrative and fiscal autonomy to function as separate government entities. Such districts may help define a Community of Interest. Certain special districts are under LAFCO regulation (e.g., water and other utilities, fire protection, flood control, park, sanitation, and airport districts) while others are not (e.g., school, community college, bridge, highway, and transit districts).

Sphere of Influence – Officially, an area defined by a LAFCO as the farthest likely future geographical extent of a given special district. Unofficially, an area extending outside a (small) municipality or Census Designated Place and likely part of the same Community of Interest, as determined via public testimony.

Spot Bill – A legislative bill introduced as a “place holder,” amending a code section in a non-substantive way so that, after the deadline has passed to introduce bills, it can be amended with substantive content. Potentially useful for revisions to the CRC's Government Code statutes (for which note the stipulations in Gov. Code, § 8251, subd. (c)(1-5)).

Statements of Registration & Vote – Elections data with voting results, registration rates, and turnout, issued publicly by county elections officials. These data are used in RPV analysis and in the VRA remedial phase, but such use requires estimations of ethnicity and race (obtained via techniques such as ecological inference). Archived by SWDB.

Statewide Database (SWDB) www.statewidedatabase.org – Created in 1993 by the California Legislature, SWDB is the state’s public depository for all the population and elections data needed for redistricting. Originally housed at the Institute of Governmental Studies at U.C. Berkeley, SWDB is now housed at the U.C. Berkeley School of Law. For the 2020 redistricting cycle, SWDB developed the Draw My CA Community and Draw My CA District online tools, and a QGIS plugin, all of which newly enabled the public to draw and submit maps directly to the CRC. SWDB also performed the adjustments to the P.L. 94-171 Census data to reallocate persons incarcerated in state institutions to their last known addresses for redistricting purposes.

Statutory – Sometimes used generally in relation to any of the laws applying to the CRC; sometimes used narrowly for the CRC provisions in California Government Code sections 8251-8253 and Elections Code section 21003, as distinguished from the CRC’s “constitutional” provisions (California Constitution, art. XXI, §§ 1-3) and “regulatory” provisions (State Auditor Code of Regulations, Title 2, Ch. 1, §§ 600800-600863, sometimes called “implementing regulations”); all these as implemented from the Voter’s FIRST Act (2008) and Voter’s FIRST Act for Congress (2010), with subsequent amendments (to date: Senate Bill 1096 [2012] and Assembly Bill 1848 [2022]). Very many other state and federal laws also apply to the CRC (e.g., state Bagley-Keene open meeting laws, the federal Voting Rights Act and the Americans with Disabilities Act, etc.).

Strict Scrutiny – The use of “narrowly tailored” and “least restrictive means” to achieve a “compelling state interest” (*Shaw v. Reno*, 1993). Applied to the consideration of race/ethnicity in achieving VRA compliance, which is the sole instance in which race/ethnicity may be allowed to predominate (rather than simply being considered alongside other factors) in redistricting.

Swapping – Making simultaneous changes between two adjacent districts so that there is no net change to the sum of their populations (and so, no effect on surrounding districts).

Total Population Deviation – The result of calculating the following populations in a given plan:

$$\frac{\text{largest district} - \text{smallest district}}{\text{ideal district}}$$

So, if the largest district population is 10,000 more than the smallest, and the ideal district size is 400,000, the TPD = 10,000 / 400,000 = 2.5%. Note that the largest and smallest districts need not be adjacent or even proximate.

Totality of Circumstances – In VRA litigation, the consideration of all relevant factors, and not just the Arlington Heights and/or Senate Factors.

Traditional Districting Criteria – First referred to as such in *Shaw v. Reno* (1993) to include very widely accepted criteria such as equal population, contiguity, compactness, and respect for political subdivisions; but also including a range of other criteria used historically in different places, and variously specified by some state constitutions. “Traditional” here primarily means “has been used historically in particular places” and not necessarily “widely and unanimously approved.” The CRC’s six statutory criteria are (now) California’s traditional districting criteria.

Travel Expense Claim (TEC) – The form used by the DGS to reimburse official state travel and incidental costs.

Unity Map – A proposed map drawn by a coalition of multiple community groups, usually with the goal of showing that their various interests can be simultaneously upheld.

Visualization – Before the draft maps phase, a depiction of election district boundary ideas, presented for discussion early in the redistricting process. Typically used to help explore options for addressing large-scale considerations in a given region, without attempting close population balancing, nesting, or a compete statewide plan. Are not subject to statutory regulations concerning deadlines or posting periods.

Vote Dilution – Diminishing the power or weight of some votes by gerrymandering techniques such as cracking or packing; the primary target of VRA legislation; different from voter suppression.

VoteCal – California’s official, centralized voter registration database, administered by the Secretary of State.

Voter Registration Lists – Lists of registered voters derived from VoteCal. Especially used by county elections officials to administer elections, but also available to candidates, parties, ballot measure committees, and to any person for election, scholarly, journalistic, or political purposes, or for governmental purposes, as determined by the Secretary of State. These include names, addresses, and party affiliations down to the precinct level. These data are used in RPV analysis and in the VRA remedial phase but require estimations of ethnicity and race (obtained via techniques such as BISG).

Voter Suppression - The hinderance and prevention of some votes being cast at all; a matter of Fifteenth and Twenty-fourth Amendments protections; different from vote dilution.

Voters FIRST Act – See “Proposition 11” and “Proposition 20”

Voting Age Population (VAP) – The total population ages 18 and over (citizens or not) in a given geography.

Voting Rights Act (VRA) – The federal legislation passed in 1965 (with subsequent amendments) to ensure state and local governments do not pass laws or policies that deny American citizens the equal right to vote based on race. Section 2 of the VRA protects voters from discrimination based on race, color, or membership in a language minority group in all election procedures. The goal of VRA compliance is to prevent minority vote dilution. Presently, only Section 2 of the VRA is operative; Section 5 (which required preclearance) was rendered inoperative by the 2013 *Shelby* decision. Note that the VRA is explicitly not a guarantee of racially proportional representation.

Glossary Appendix: 2020 CRC Redistricting Data Sources

Data Set	Particularly Includes	Particularly Lacks
<u>Decennial Census</u> , issued as Public Law 94-171 data Aug. - Sep. 2021 (normally Feb. - Mar. of each “1” year); is the official basis for reapportionment and redistricting	Official count of actual population, down to block level, on 2020 geography Ethnicity and Race	Citizenship
<u>CVAP Special Tabulation</u> , first issued 2002 then annually since 2011; are estimates based on 5-year ACS sampling data; Feb 2021 release based on 2006-2020 ACS; used for VRA compliance work	Estimated Citizen Voting Age Population (CVAP) by ethnicity and race, down to Block-Group level, on 2010 geography	Block level data, 2020 geography; but SWDB algorithmically processed and reissued these data on 2020 Census Block geography
<u>CVAP Post-2020 Census Special Tabulation</u> (cancelled Jan. 12, 2021)	<i>CVAP down to Census Block level, from administrative records, on 2020 geography</i>	<i>Implementation (cancelled in development phase)</i>
<u>Voter Registration Lists</u> , centrally stored and maintained by the Secretary of State’s VoteCal system; available to candidates, parties, ballot measure committees, and to any person for election, scholarly, journalistic, or political purposes, or for governmental purposes, as determined by the Secretary of State; used for RPV analysis in VRA Compliance work	Names, addresses, political party affiliations, on precinct level	Ethnicity and Race (can be estimated via techniques such as BISG, which analyzes surnames and geocoded addresses)
<u>Statements of Registration & Vote</u> , issued by county registrars of voters after each election; used for RPV analysis in VRA compliance work, and for the construction of opportunity districts	Vote totals, registration rates, turnout; processed and reissued by SWDB on 2020 Census Blocks	Names Ethnicity and Race (can be estimated via techniques such as Ecological Inference)

