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# Recollections, Recommendations, & Resources

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## Volume 3: Resources

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Citizens Redistricting Commission Commissioners (front row): Neal Fornaciari; (middle row): Russell Yee, Jane Andersen, Isra Ahmad, Trena Turner, Alicia Fernández, Linda Akutagawa, Patricia Sinay; (back row): Pedro Toledo, Sara Sadhwani, Antonio Le Mons, J. Ray Kennedy, Derric Taylor; (not pictured): Angela Vázquez.

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# A. Key Facts about the First Two California Citizens Redistricting Commissions

FACT	2010 CRC	2020 CRC
<b>Districts: Congressional, State Senate, Assembly, BOE; total</b>	53, 40, 80, 4; 177	52, 40, 80, 4; 176
<b>Format for meetings</b>	All in-person	Mostly hybrid or virtual
<b>Census data delivery</b>	Nominal, Mar. 8	Delayed, 2-stages, Aug. 12 and Sep. 16
<b>Timeline</b>	Within statutory deadlines, final maps certified 271 days from random draw of first eight and 125 days from receipt of Redistricting Database	Within court-granted extension, final maps certified 543 days from random draw of first eight and 98 days from receipt of Redistricting Database
<b>Pre-draft maps outreach &amp; education efforts</b>	155 commissioner public appearances	182 “Redistricting Basics” presentations + appearances
<b>Public input meetings: Communities of Interest (COI)</b>	34 in-person meetings through mapping phase; Apr. 9 start	35 pre-mapping videoconference meetings for COI input; Jun. 10 start
<b>Public input meetings: Line drawing</b>	(included in above 34 meetings)	13 videoconference line drawing (12 multi-day) and 3 map public input mtgs
<b>Public input items: live / written &amp; other / total</b>	~ 2,700 (in-person) / ~ 22,000 / ~ 24,700	3,928 (call-in & videoconference) / 32,889 / 36,817
<b>Preliminary maps</b>	1 (set of 4)	1 (set of 4)
<b>Pop. deviation: legislative, BOE</b>	+/- 1%	+/- 5%
<b>Pop. deviation: congressional</b>	+/- 1 person	+/- 1 person
<b>Draft maps vote (all 4 plans)</b>	14–0 (4 separate, identical votes)	14–0 (single vote for all 4 plans)
<b>Final maps vote: legislative, BOE</b>	13–1 (3 separate, identical votes)	14–0 (single vote for all 4 plans)
<b>Final maps vote: congressional</b>	12–2	(included in above 14–0 vote)
<b>VRA Section 5 Preclearance</b>	Jan. 17, 2012 (Dept. of Justice)	(Not required)
<b>Videographer</b>	Video SSC	Video SSC
<b>Line drawer</b>	Q2	Haystaq DNA + Q2
<b>Outside VRA counsel</b>	Gibson Dunn Crutcher	Strumwasser Woocher + David Becker
<b>RPV analyst</b>	Matt Barreto	Megan Gall
<b>Outside litigation counsel</b>	Gibson Dunn Crutcher; Morrison Foerster	Strumwasser Woocher
<b>Pre-maps lawsuits</b>	0	1, dismissed ( <i>Moreno v. CRC</i> )
<b>Post-maps lawsuits</b>	4, all decided in CRC’s favor	0

## A. KEY FACTS ABOUT THE FIRST TWO CALIFORNIA CITIZENS REDISTRICTING COMMISSIONS

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FACT	2010 CRC	2020 CRC
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 Vol. 1 "Finances" chapter for a discussion of \$2.5M private outreach grants, not included here)





## B. 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
<b>Applicant Review Panel random draw</b>	—	—	Nov. 16, 2009	—	May 10, 2019
<b>Initial applications accepted (min 60 days)</b>	Start by Jan. 1 of "0" yr <sup>1</sup>	—	Dec. 15, 2009 – Feb. 16, 2010	Start by Aug. 15 of "9" yr	Jun. 10 – Aug. 19, 2019 <sup>2</sup>
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 <sup>3</sup>	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 <sup>4</sup>	Aug. 15 of "0" yr	Aug. 7, 2020
<b>Deadline to form CRC</b>	Dec. 31 of "0" yr	Dec. 31 of "0" yr	---	Dec. 31 of "0" yr	—
<b>1st meeting day of 1st 8</b>	—	—	Nov. 30, 2010	—	Jul. 21, 2020
<b>1st meeting day of full CRC</b>	—	—	Jan. 12, 2011	—	Aug. 26, 2020
<b>Apportionment data released (by Dec. 31 of "0" yr)</b>	—	—	Dec. 21, 2010 (10 days early)	—	Apr. 26, 2021 (117 days late)
<b>P.L. 94-171 Census data released (by Apr. 1 of "1" yr)</b>	—	—	Mar. 8, 2011 <sup>5</sup> (25 days early)	—	Aug. 12, 2021 <sup>6</sup> (134 days late)

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

<sup>2</sup> Original deadline Aug. 9, 2019, extended to expand the applicant pool.

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

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

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

<sup>6</sup> "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).

## B. 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
<b>Statewide Database release of Redistricting Database</b>	—	—	Apr. 13, 2011	—	Sep. 20, 2021 <sup>7</sup>
<b>Draft maps approved</b>	---	—	Jun. 10, 2011	Jul. 1 of "1" yr	Nov. 10, 2021 <sup>8</sup>
<b>Final maps + report certified</b>	Sep. 15 of "1" yr <sup>9</sup>	Aug. 15 of "1" yr <sup>10</sup>	Aug. 15, 2011	Aug. 15 of "1" yr	Dec. 26, 2021 <sup>11</sup>
<b>Days to final maps certification from:<sup>12</sup></b>					
<b>Random draw of first 8</b>			271	407 <sup>13</sup>	543
<b>Approval of final 6</b>			244	373 <sup>14</sup>	507
<b>1st CRC mtg of all 14</b>			216	—	488
<b>P.L. 94-171 release</b>			161	137 <sup>15</sup>	137 <sup>16</sup>
<b>Redistricting Database Release</b>			125	— <sup>17</sup>	98

<sup>7</sup> Newly included the reallocation of adults incarcerated in State facilities to their last known addresses.

<sup>8</sup> 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) and final maps to Dec. 27, 2021.

<sup>9</sup> Legislative and BOE maps only.

<sup>10</sup> Added congressional map.

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

<sup>12</sup> 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)).

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

<sup>14</sup> 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.

<sup>15</sup> 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).

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

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



## C. Chair Rotation

The two statutory requirements in Government Code section 8253, subdivision (a)(4) are that the chair and Vice Chair be selected by supermajority vote of the CRC, and that the chair and vice chair not be of the same political party (here taking “No Party Preference” as a party). 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. As of 2023, the 2020 CRC is pursuing an amendment to Government Code section 8253, subdivision (a)(4) to explicitly allow for rotating chairs and vice chairs (via Assembly Bill No. 1761).

The 2020 CRC’s first eight commissioners selected Jane Andersen (R) as their 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. That 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.\*<sup>1</sup> 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.

All 14 commissioners eventually 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 but no implementation of separating chairing from meeting moderation. Perhaps the greatest “cost”

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<sup>1</sup> 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.

## C. CHAIR ROTATION

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 done more to regularly publicize the current rotation.

### 2020 CRC Chair and Vice Chair Rotation

MEETING DATES	COMMISSIONER	AFFILIATION	ROLE
Jul 21–23; Aug 4–7, 2020 (First Eight)	Jane Andersen	Republican	Temporary Chair
	Trena Turner	Democrat	Temporary Vice Chair
<b>First (Sept. 2, 2020) Rotation Policy in Effect</b>			
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; Jan 11–13, 2021	Antonio Le Mons	No Party Preference	Chair
	Derric Taylor	Republican	Vice Chair
<b>Second (Dec. 22, 2020) Rotation Policy in Effect</b>			
Jan 26–28; Feb 8–9, 2021	Derric Taylor	Republican	Chair
	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; May 4, 13–14, 18	Alicia Fernández	Republican	Chair
	Isra Ahmad	No Party Preference	Vice Chair

MEETING DATES	COMMISSIONER	AFFILIATION	ROLE
May 24–25; Jun 2, 9	Isra Ahmad	No Party Preference	Chair
	Russell Yee	Republican	Vice Chair
Jun 16, 25, 30; Jul 7, 13, 21	Russell Yee	Republican	Chair
	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, 17–18, 23	Neal Fornaciari	Republican	Chair
	Sara Sadhwani	Democrat	Vice Chair
Sep 28–29; Oct 4–7 (Sac), 13–15 (L.A.), 18, 20–23	Sara Sadhwani	Democrat	Chair
	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 (Sac)	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); Jan 7, 21, 2022	Isra Ahmad	No Party Preference	Chair
	Russell Yee	Republican	Vice Chair
Feb, 2022 (monthly rotation starts)	Russell Yee	Republican	Chair
	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

## C. CHAIR ROTATION

MEETING DATES	COMMISSIONER	AFFILIATION	ROLE
June, 2022	Pedro Toledo	No Party Preference	Chair
	Trena Turner	Democrat	Vice Chair
Jul-Sep, 2022 (quarterly rotation starts)	Trena Turner	Democrat	Chair
	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.



## D. Tips for Chairs

These tips and suggestions for chairs are gleaned from the 2010 and 2020 CRCs. They are a combination of practical ideas, best practices, and legal requirements. Future CRCs should check with counsel when implementing these or any other meeting practices.

### Agenda Setting

- Establish a system for gathering **agenda items** and their time requirements from commissioners and committees in time to meet the minimum meeting notice requirement.
- Always include a **closed session** in the agenda; it can always be dropped but can't be added.
- If the next meeting will start on the day after the required minimum notice period from the second/third/etc. day of a meeting, ensure that the **"Future Agenda Items"** discussion takes place on Day 1 so that any requests can be considered and agendized for the next meeting.
- Check with the Executive Director to see how long he expects her/his report to take; ditto for any other directors or other **staff making reports**. Note that staff are generally flexible about when they report in the course of the meeting.
- **Guests** should be scheduled for specific times, and those dates and times should be communicated to Communications for posting to the website.
  - Often 10am is a good starting time for guests (for meetings starting at 9:30am), immediately following opening roll call, announcements, and public comments.
  - Avoid scheduling a guest late in the day unless certain that other business will fill the time before the guest's slot – otherwise, you may have to take a long midday break.
- Regular **subcommittee** reports should take five minutes or less each; if a subcommittee foresees a need for more time, it should make a request for a separate agenda item. Not every subcommittee needs to report every meeting.
- Announce the planned sequence of items at the beginning of each day so that the public can better plan their participation. It's useful to prepare and post a **Run of Show**, which is a condensed version of the agenda with the estimated clock times, breaks, and any other notes inserted.
- Legally, there are no notice or procedural requirements for **cancelling** a duly announced and agendized meeting, though of course the public should be given timely notice of any meeting cancellations. It may sometimes be prudent to agendize "more" meetings (especially during the mapping phase, close to a deadline) and then cancel any unneeded ones.

### Using Robert's Rules of Order

Use of Roberts Rules of Order (most recent edition) is **mandatory** for meetings of the first eight commissioners (Cal. Code Regs., tit. 2, § 60858, subd. (f)) but **optional** once the final six commissioners are seated. Robert's Rules should help, not hinder! Some tips:

- “**Motion**” is a noun, not a verb! You “move to do X” or “make a motion to do X”.
- If a motion isn't forthcoming, you may **suggest** one by saying, “Is there a motion to...?” or better yet, plan with your Vice Chair to ensure certain motions come forward.
- Make sure there is a **second** on the motion before opening the floor for discussion.
- In order to maintain your role as a neutral facilitator, the Chair should speak **last** during discussion of a motion.
- For the same reason, the Chair should also **vote last**. One simple approach is if roll call votes begin alphabetically with the person immediately following the Chair, then proceeding around until ending with the Chair.
- To herd cats (who may forget to seek recognition from the Chair), it helps to periodically announce the **line-up** of Commissioners recognized to speak next. Chairs should make use of good situational awareness and insight into the range of commissioner personalities in choosing if and when to **pause** more-forthcoming commissioners and **prompt** less-forthcoming ones.
- Remember to use “**friendly amendments**” when helpful: if the originator and seconder of the original motion agree to the amendment, and there is no objection from any other commissioner, it is not necessary to vote on the amendment. However, if there is even one objection then the amendment must be discussed and voted on.
- “**Calling the question**” (and cutting off debate) requires a 2/3 vote. Just because one Commissioner “calls the question” does not automatically terminate discussion.
- Gently remind people to limit discussion to the **motion** on the floor.
- Remember to ask for **public comment** before proceeding to a vote (Gov. Code, § 11125.7).
- After an extended discussion, ask counsel to **restate** the original motion (even if it is displayed) before voting so there is clarity on exactly what is being voted on.
- Before a vote, assess whether a **roll call vote** is necessary. If not controversial, a **voice vote** accompanied by a show of hands is more efficient.
- Before a vote, announce if a **supermajority** vote is required. If so, it will be a roll call vote.
- Votes can be **changed** before the results are announced, but not after; once a result is announced, a Motion to Reconsider and an entirely new vote would be the only way to make a change.
- Votes are voiced “**yes**,” “**no**,” or “**abstain**,” without any additional comment or opinion.
- “**Pass**” is a request to call on other members’ votes and then return to the member who passed. “Present” is no longer used to “abstain” – “Abstain” is now being used.
- After a vote, **announce** if the motion passes or fails.

## Public Comment

- The legal requirement is to take public comment on **each agenda item** before any **action** is taken (Gov. Code, § 11125.7). It is a good practice to close each agenda item with public comment whether or not that item included any motions. Note that there are also statutory comment periods regarding draft and final maps (Gov. Code § 8253, subd. (a)(7)).
- **Announce** the public comment policy at the beginning of each meeting and ideally before each public comment period.
- Pre-decide the **time limit** for individual public comments. When interpretation is used, the time limit is doubled (Gov. Code, § 11125.7).
- It's also good practice to take **general public comments** on items not on the agenda, at least once per day, typically at the beginning or end of the day. The chair has discretion if, when, and for how long to take such comments.



- Note each commenter's **name** so you can thank them personally (Mr./Ms. X)
- Allow commissioners to make **final comments** after public comment and before voting.

## Closed Sessions

- Per Government Code section 11125(b), transitions to closed sessions must include a **verbal citation** of the the authorizing statute for closed sessions, "Government code section 11126, subdivision (a)(1)."
- Give an estimate of the time for **returning** from closed session.
- When returning to open session, **announce** as appropriate any decisions made (or not) in closed session, though only hiring and firing decisions are required to be reported (Gov. Code § 11125.2). Meetings must **end in open session** (Gov. Code § 11126.3, subd. (f)).
- **Minutes** must be kept of closed sessions (Gov. Code § 11126.1) but these minutes remain confidential.

## Breaks

- Meetings take a required break (for staff) at least every **90 minutes**.
- **Closed sessions** aren't transcribed, so no breaks are required – but are still a good idea for the comfort of the Commissioners and staff.
- It's good for morale to avoid **"working"** breaks and lunches unless absolutely necessary.

## Wrap-up

- If possible, provide a **summary** of the day's accomplishments.
- Remind the Commission of any **"homework."**
- Announce the details of the **next meeting**, either when we will meet the next day or the next sequence of meetings.
- For multi-day meetings, you only **"adjourn"** at the very end of the last day; otherwise you **"recess."**
- At the end of a chair's turn in the rotation, announce the next **Chair** and **Vice Chair**.



## E. 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 sub-groups, 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) Developed and 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 both pre-maps (Aug. 2021) and post-Maps (Mar. 2022), wrote and compiled the Lessons Learned (renamed “Recollections, Recommendations, & Resources”) 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, Sadhwani; 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, Le Mons; 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 2022

27. **Mapping Playbook** (Turner, Yee; Sep. 2021) Developed the Mapping Playbook policy document for guiding mapping decisions
28. **(Materials Development** [Fernández, Kennedy] added the Final Report on the Maps, Oct. 2021)

### Winter 2021–22

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

### Formed Post-Maps

- 31. **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
- 32. **Long Term Planning** (Akutagawa, Fernández; Jan. 2022) Led the identification, prioritization, and budgeting of post-maps CRC tasks

### Spring 2022

- 33. **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)
- 34. **Audit** (Le Mons, Taylor; Apr. 2022) Conducted an internal audit of overall CRC finances
- 35. **Staff Services Manager 1 Recruitment** (Fernández, Turner; Jul. 2022) Led the recruitment and hiring of our post-2022 staff person (Corina Leon)
- 36. **Continuity Subcommittee** (Fornaciari, Sinay; Jul. 2022) Led efforts to ensure the best possible transition from the 2020 CRC to the 2030 CRC
- 37. **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

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

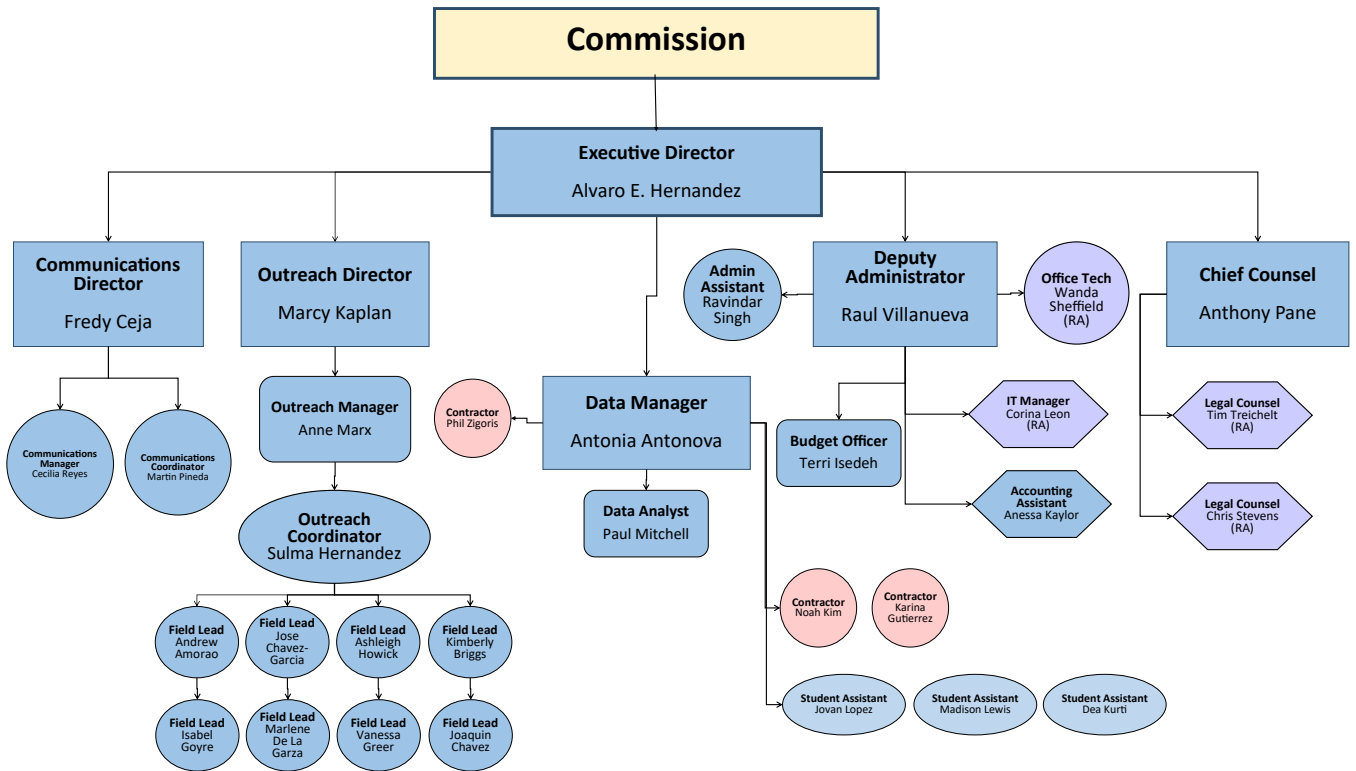
### Spring 2023

- 39. **Management Oversight Subcommittee** (Le Mons, Andersen; Jun. 2023) Researched staffing matters for the CRC 2023-2030

### Summer 2023



## F. Organization Chart





## G. Key Personnel and Positions: 2010 and 2020 CRCs

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



# H. Budget

## Narrative

Specific to the 2020 California Citizens Redistricting Commission (Commission), the information contained within this report reflects the final staff estimates of the actual and projected costs associated with the redistricting education and outreach phase, public input/testimony phase, line drawing redistricting process, and the costs after the approval and certification of the final maps through post map operations to the end of FY 2022/23 when the Commission scaled back its operations to a single, full-time, staff member. Two major factors relating to the State Controller's reporting and staff offboarding affected the reporting of actual costs of the Commission during the time period when the costs were actually incurred.

Firstly, expenditures reported by the State Controller's Office reflect when that entity receives the invoice and makes a payment. In some instances, the Commission's vendors invoiced the Commission well after the actual services were provided. As a result, the State Controller's Office documentation regarding the date of the payment for some services will not match the date when this report states that expenditures occurred. For the purpose of this report, expenditures were broken down into the time periods when the services were actually rendered to best indicate the costs of the Commission's work. This should also help ensure the 2030 Commission is funded during the appropriate timeframes in the redistricting process.

Secondly, this report was drafted by Commission staff before transitioning operations to a single staff member and was completed by the Finance and Administration Subcommittee. There were outstanding accounts payable that had not been received and foreseeable obligations, such as unemployment benefits and staff leave cash-outs, which would only be known for certain after June 30, 2023. The estimates made for these projected expenditures were made as conservatively as possible.

The global COVID-19 pandemic overlapped the entire duration of the 2020/21 redistricting process which created a delay in the completion of the maps and required that nearly all meetings be conducted virtually. While the delay increased overall costs, the virtual meeting requirement reduced overall costs.

The four-and-a-half-month delay in the release of the Census data resulted in an equivalent delay in the completion of the new district maps. The Commission's estimate of the additional cost related to this delay of \$1,329,761 is reflected in Table 5 which shows the costs incurred from mid-December 2020 through April 2021. This timeframe was chosen because this was the period after the Commission had hired most of their executive and administrative staff and before the Commission hired the staff needed to conduct outreach and support the mapping process. The timing of these later hires was delayed because of the delayed receipt of the Census data.

During the 2010 redistricting process, commissioners, staff, the line drawing team, sign language interpreters, and videographers traveled throughout the state to conduct public input meetings and all commissioners traveled to Sacramento for all other Commission meetings. The requirement to meet virtually during the 2020 process meant that public input meetings were all held virtually such that the Commissioners traveled to meet in-person on a few occasions which resulted in significant savings for travel and per diem expenses. If travel had been allowed, additional expenses would have included:

- Per-diem for additional travel days
- Travel costs for transportation expenses, hotels, and meals for commissioners, staff and the contractors who travel with the Commission
- Venue rental
- Venue security
- Videographer setup and take down time

There are so many unknowns that the overall savings would be quite difficult to estimate accurately. For example, during the 2010/2011 cycle, the cost of commissioner travel was nearly \$174,000. During the 2020/2021 cycle, the cost of commissioner travel was only \$65,718. Considering the 2020/2021 commission held almost twice the number of meetings, the overall cost of travel would have been significantly higher.

## Observations

Language in the AB-74 Budget Act of 2019 required the Commission to notify—in writing—the Joint Legislative Budget Committee (JLBC) and the Department of Finance (DOF) that the Commission requested the release the funding appropriated by the Legislature. This requirement is unique to the Commission. Other state agencies and commission's funds are released in whole once appropriated by the Legislature. The process for requesting the release of funds is a laborious and time-consuming process. A significant amount of the Executive Director's and approximately half of the Budget Officer's time were spent requesting the release of funds from DOF and JLBC. Ideally, the Executive Director's time would be better spent overseeing the operation of the Commission and its staff and the Budget Officer's time would better spent providing accurate reports of the Commission's budget, expenditures, reconciliations, and financial status to support the Commission's work.

As background, there is a 12-month period from the time the Commission is fully formed (by Aug 15 in a year ending in zero (GC 8252(g)) and the final date by which the Commission must present its first maps (by July 1 in a year ending in 1 (GC 8253(a)(7))). Having to commit so much time and resources to DOF and JLBC inquiries for requests to release appropriated funds hinders the Commission's staff from being able to fully focus and support the Commission's mission.

## Tables of Expenditures

**Table 1. Total Redistricting Appropriations**

TOTAL COMMISSION APPROPRIATIONS	TOTAL BUDGET AUTHORIZED
<b>Budget Act of 2019</b> (Includes Post-Redistricting Process Reappropriated in Budget Act of 2021)	\$ 16,811,000
<b>Budget Act of 2020</b>	\$ 92,000
<b>Budget Act of 2021</b>	\$ 8,594,000
<b>Budget Act of 2022</b>	\$ 244,000
<b>Total Appropriation</b>	<b>\$ 25,741,000</b>
<b>Direct Transfer to CA State Auditor to Administer CRC Establishment</b> (Budget Act of 2019 – Provision 4)	<b>\$ 5,200,000</b>
<b>Commission-Specific Funding</b>	<b>\$ 20,541,000</b>



Table 2. Budget Appropriation Details

COMMISSION EXPENDITURE AUTHORITY FOR OPERATIONAL AND LITIGATION ACTIVITIES	APPROPRIATION	RELEASED AMOUNT	DATE FUNDS AVAILABLE	DATE FUNDS RELEASED BY DOF/JLBC
Budget Act of 2019 – Baseline Operational Costs	\$ 3,936,000	\$ 3,936,000	Jul 1, 2020	
Budget Act of 2019 – Additional Operational Costs (Provision 5)	\$ 1,313,000	\$ 1,313,000	Jun 2, 2021	
Budget Act of 2019 – Outreach (Provision 6)	\$ 2,065,000	\$ 2,065,000	Feb 9, 2021	
Budget Act of 2020 – Operational Costs	\$ 92,000	\$ 92,000	Jul 1, 2020	
Budget Act of 2021 - Additional Operational Costs (Provision 1)	\$ 3,491,000	\$ 3,491,000	Jul 1, 2021	Nov 18, 2021
Budget Act of 2021 – COVID/Census Data Delay Operational Costs (Provision 3)*	\$ 3,600,000	\$ 2,378,614	Jul 1, 2021	Nov 18, 2021
Budget Act of 2021 – Post-Map Operational Costs (Provision 2)	\$ 1,503,000	\$ 1,503,000	Jul 1, 2021	Feb 15, 2022
Budget Act of 2019 – Post-Redistricting Process (Reappropriated from 2019 Budget Act Funding for Post Map Operations including litigation)**	\$ 4,297,000	\$ 2,797,000	Jul 1, 2022	Jul 5, 2022
Budget Act of 2021 - Post-Redistricting Process (Reappropriated from 2019 Budget Act Funding for Post Map Operations including litigation)		\$ 70,000	Nov 22, 2022	Nov 22, 2022
Budget Act of 2022***	\$ 244,000	\$ 244,000		
Commission-Specific Funding (including Post-Map and Post-Redistricting Process funds)	\$ 20,541,000	\$ 17,889,614		
<b>Expenditure Authority Not Released</b>		<b>\$ 2,651,386</b>		

\* The Commission requested all funds be released, but the Department of Finance (DOF) determined final released amounts based on the Commission's projections.

\*\* We requested the full \$4.297M from DOF. However, DOF declined to release the full amount because no litigation had been filed against the Commission.

\*\*\* Budget Act 2022 provided \$244,000 for support and maintenance after maps.

**Table 3. Commission Costs for Business Activities, Outreach, Testimony, Redistricting and Mapping:  
July 1, 2020 – December 27, 2021**

EXPENDITURE COMPONENTS	AMOUNT
Personnel Costs (Salaries and Benefits)	\$ 2,683,936
Commissioners Per Diem	\$ 1,413,720
Travel: Commissioners Reimbursable	\$ 30,984
Travel: Staff Reimbursable	\$ 25,853
Travel: Meeting Vendors	\$ 33,636
Travel Direct Billed to Concur: Airfare/Cars	
Commissioner Travel	\$ 8,540
Staff Travel	\$ 17,078
Travel Direct Billed to Concur: Hotels	
Commissioner Hotel	\$ 26,194
Staff Hotel	\$ 10,122
Videography Contract Costs	\$ 1,219,365
Line Drawer Contract Costs	\$ 1,717,259
Legal Services Costs (including RPV)	\$ 1,193,757
ASL Costs	\$ 148,268
Transcription Costs	\$ 195,580
Venues	\$ 3,450
Outreach Costs	\$ 1,867,928
Translation/Interpretation Costs	\$ 99,404
Commission OE&E (DGS, IT, SCO, AG, etc.)	\$ 283,919
Office Space*	\$ 0
<b>Total</b>	<b>\$ 10,978,993</b>

\* Office space was provided by the Governor's office for the first three years of the Commission per regulation.

Note: Expenditures are draft amounts as of June 23, 2023, subject to revision

Table 4. Post-Map Expenditures: January 2022 – June 2023 (Includes 18 Meeting Days)

EXPENDITURE COMPONENTS	AMOUNT
Personnel Costs	\$ 2,559,122
Commissioners Per Diem	\$ 297,108
Videography Contract Costs	\$ 169,955
Legal Services Costs	\$ 76,991
UI Software Services	\$ 136,854
ASL Costs	\$ 19,433
Transcripts Costs	\$ 28,269
Translation/Interpretation Costs	\$ 2,290
Commission OE&E	\$ 261,762
Venues	\$ 369
Travel: Commissioners Reimbursable	\$ 11,512
Travel: Staff Reimbursable	\$ 2,347
Travel: Meeting Vendors	\$ 0
Travel: Direct Billed to Concur Airfare/Cars	\$ 10,540
Travel: Direct Billed to Concur Hotels	\$ 10,484
<b>Total</b>	<b>\$ 3,587,036</b>

Table 5. COVID-19 Related Costs: Mid-December 2020 – April 2021

EXPENDITURE COMPONENTS	AMOUNT
Staff and Benefits	\$ 633,101
Commissioners Per Diem	\$ 342,657
Meeting Costs	\$ 292,814
OE&E	\$ 61,189
<b>Total</b>	<b>\$ 1,329,761</b>



# I. CRC Policies

The 2010 and 2020 CRCs 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, subdivisions (a)(2) and (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



# J. 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			
<b>TOTAL COUNT:</b>		<b>14</b>	<b>0</b>	<b>0</b>	<b>0</b>

Motion: Passed ☒ Failed ☐

Time : Time vote is completed

Special Vote: \* 3 from each group are required

Democrat	5
Republican	5
No Party Affiliation	4

CRC Form 2101, Motion-Decision Template (4)



## K. Gantt Chart



Thumbnail of Gantt chart.

Below are the first three columns of the full 2020 CRC Gantt Chart. The full chart is available as a downloadable Excel spreadsheet at the CRC website. The week columns are compressed to aid in on-screen visualization but can be expanded for easier reference, especially when making any changes. The number of days of CRC meetings during each week is provided for easy reference. Some timelines show the planned dates in the corresponding color, with time overruns highlighted with a different fill style.

TASK	START	END
<b>Recruitment &amp; Selection of Commission</b>		
California State Auditor organizes core team to lead CRC selection process	Aug-18	Aug-18
Online application process developed	Jan-19	Jan-19
Public Information Campaign	Jan-19	
Random draw to form the Applicant Review Panel	5/10/19	5/10/19
Initial Applications Due	6/10/19	8/19/19
Supplemental Applications Invited	8/21/19	8/21/19
Supplemental Applications Due	8/21/19	10/13/19
First Cut	11/20/19	11/20/19
Second Cut	12/19/19	12/19/19
Third Cut (to 120)	2/19/20	2/21/20
Interviews	3/2/20	4/23/20
ARP Final Cut	5/6/20	5/7/20
Legislative Review	5/15/20	6/30/20
Random Draw of First Eight	7/2/20	7/2/20
First Eight Choose Final Six	8/4/20	8/15/20
<b>Commission Orientation and Operationalization</b>		
Commission Orientation	7/21/20	9/4/20
Develop Initial Staffing & Procurement Plans	8/26/20	12/31/20
Recruit Core Staff	8/26/20	11/30/20

TASK	START	END
Develop budget	11/1/20	11/30/20
Onboard Core Staff	10/1/20	12/31/20
Recruit additional staff	1/1/21	3/31/21
VRA Training	1/26/21	1/28/21
Estab. Interim Video Contract for Bus.& Line Drwng Mtgs		11/7/20
Estab. Video Contract for Bus.& Line Drwng Mtgs	11/1/20	4/2/21
Estab. Video Contract for Outreach & Public Hearings	11/9/20	4/2/21
Estab. Data Mgmt/Data Mining Contract	11/1/20	3/6/21
<b>Public Education</b>		
Identify Partners	10/15/2020	3/31/21
Develop Education Plan	11/1/20	2/15/21
Develop Education Materials	11/1/20	2/15/21
Production and Distribution of Materials	12/15/20	3/31/21
Develop and produce first video	1/2/21	2/28/21
Additional video production	3/1/21	3/31/21
Organize Education Sessions	1/2/21	5/31/21
Hold Education Sessions	2/1/21	5/31/21
Social Media Ad Campaign & Traditional Media Presence	2/1/21	12/31/21
<b>Collect and Analyze RPV Data</b>		
Estab. VRA Counsel contract	11/1/2020	3/27/2021
VRA Counsel starts	4/1/2021	4/1/2021
Estab. RPV Analyst contracts	11/1/2020	4/2/2021
Prepare initial RPV Overview of the state	1/2/2021	2/17/2021
RPV Analyst starts	4/1/2021	4/1/2021
Collect Data	1/2/21	4/30/21
Analyze Data	1/15/21	6/30/21
<b>Collect Communities of Interest Input</b>		
Statewide Database Builds Col Tool		1/31/21
Develop Col Input Plan	1/2/21	3/31/21
Organize Col Input Sessions	4/1/21	5/31/21
Host Col Input Sessions	6/1/21	9/30/21
Organize Col Input Session Inputs	6/1/21	9/30/21
Analyze Col Input Session Inputs	6/1/21	9/30/21

## K. GANTT CHART

TASK	START	END
<b>Data Management</b>		
Complete development of data mgmt system	2/1/21	2/28/21
Complete development of staffing plan	2/1/21	2/28/21
Determine relationship with USDR	2/1/21	2/28/21
Develop duty statement for Data Manager	2/1/21	2/28/21
Develop Rfl for Data Analyst	2/1/21	2/28/21
Recruit Data Manager and Data Analyst	2/1/21	2/28/21
Post openings	2/1/21	2/28/21
Review applications	3/1/21	3/31/21
Recommend & approve hires	3/1/21	3/31/21
Data Manager, Data Analyst start work	3/1/21	3/31/21
Obtain licenses for Data Management System	3/1/21	3/31/21
Configure Data Management System	3/1/21	3/31/21
Develop system for manual review and input of non-Col Tool documents	3/1/21	3/31/21
Hire Temporary Staff	4/1/21	4/30/21
Develop duty statement	4/1/21	4/30/21
Post & distribute duty statement	4/1/21	4/30/21
Interview and select temporary staff	4/1/21	4/30/21
Temporary staff start	4/1/21	4/30/21
<b>Census Data</b>		
Public Information Campaign	11/1/19	9/30/20
Data Collection	4/1/20	10/15/20
Data Processing	4/6/20	3/5/21
Deliver Apportionment Counts to President	4/30/21	4/30/21
ACS Data Release	2/2/21	2/6/21
PL94-171 Data Release	8/15/21	8/15/21
Statewide Database Builds Redistricting Database	8/16/21	9/20/21
Commission Receives Redistricting Database		9/20/21
<b>Map Drawing</b>		
Estab. Line Drawer Contract	11/1/20	2/28/21
Line Drawers start	3/15/21	3/15/21
Training for Commissioners	4/17/21	ongoing
Organize Map-Drawing Sessions	10/1/21	10/31/21
Hold Map-Drawing Sessions	11/1/21	12/20/21



TASK	START	END
Develop VRA Districts	11/1/21	11/30/21
Develop full draft maps	9/28/21	11/15/21
Release Draft Maps	11/15/21	11/15/21
Draft Reports	9/11/21	11/30/21
Revise draft maps	11/26/21	12/24/21
Finalize Reports	12/8/21	12/24/21
Review Final Maps	12/24/21	12/27/21
Certify & Deliver Final Maps	12/27/21	12/27/21
<b>Litigation</b>		
Estab. Outside Counsel contract	12/7/20	2/28/21
Outside Counsel starts	3/7/21	3/7/21
Deadline for challenges to maps under California law	2/10/22	2/10/22
<b>Election Administration</b>		
SecState delivers Commission maps to County Registrars		
Revision of precinct boundaries		
Deadline for finalization of precincts	2/11/2022	2/11/2022
Candidate Filing Period	2/14/2022	3/11/2022
Primary	6/7/2022	6/7/2022



# L. Narrative Timeline

## Major Phases

TIME PERIOD	ACTIVITIES
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
- 13:** Interviews for Chief Counsel
- 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 3<sup>rd</sup>-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 outside counsel 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 14, 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 (Sadhwani, 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 (Sadhwani, Le Mons), approved Mapping Playbook
- 13–15:** Business and Line Drawing Meeting (Sadhwani, Le Mons), first in-person southern California meeting, in L.A.

**18:** Business Meeting, continuation (Sadhwani, 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 (Sadhwani, 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 still to resolve 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 (with last, “EDENTECH” district crossed off), 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)
- 10:** 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 expired, 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), discussion 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), reviewed progress on Tableau functionality with Analytica team; approved RRR Report design/production/distribution expenditures; discussed SB 544 and AB 1761 further, including new insertion regarding chair rotation; reviewed draft final expenditure report; approved support letters for these bills; created Management Oversight Subcommittee

### June

**26–27:** Business Meeting (Kennedy, Le Mons)



# M. 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 the previous 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 report<sup>1</sup> 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.<sup>2</sup> 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.

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<sup>1</sup> [wedrawthelines.ca.gov/wp-content/uploads/sites/64/2011/08/crc\\_20110815\\_2final\\_report.pdf](https://wedrawthelines.ca.gov/wp-content/uploads/sites/64/2011/08/crc_20110815_2final_report.pdf)

<sup>2</sup> [d3n8a8pro7vnm.cloudfront.net/ccrc/pages/282/attachments/original/1630369299/Outreach\\_and\\_Communication\\_Plan\\_%288-31-21%29.pdf](https://d3n8a8pro7vnm.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.]



# N. 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:

BLOCK’S DISTRICT IN 2010 CYCLE	BLOCK’S DISTRICT IN 2020 CYCLE	MOST RECENT SENATORIAL ELECTION	1 <sup>ST</sup> SENATORIAL ELECTION IN NEW DISTRICT	ACCELERATED OR DEFERRED?
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:

BLOCK'S DISTRICT IN 2020 CYCLE	BLOCK'S DISTRICT IN 2030 CYCLE	MOST RECENT SENATORIAL ELECTION	1 <sup>ST</sup> SENATORIAL ELECTION IN NEW DISTRICT	ACCELERATED OR DEFERRED?
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.

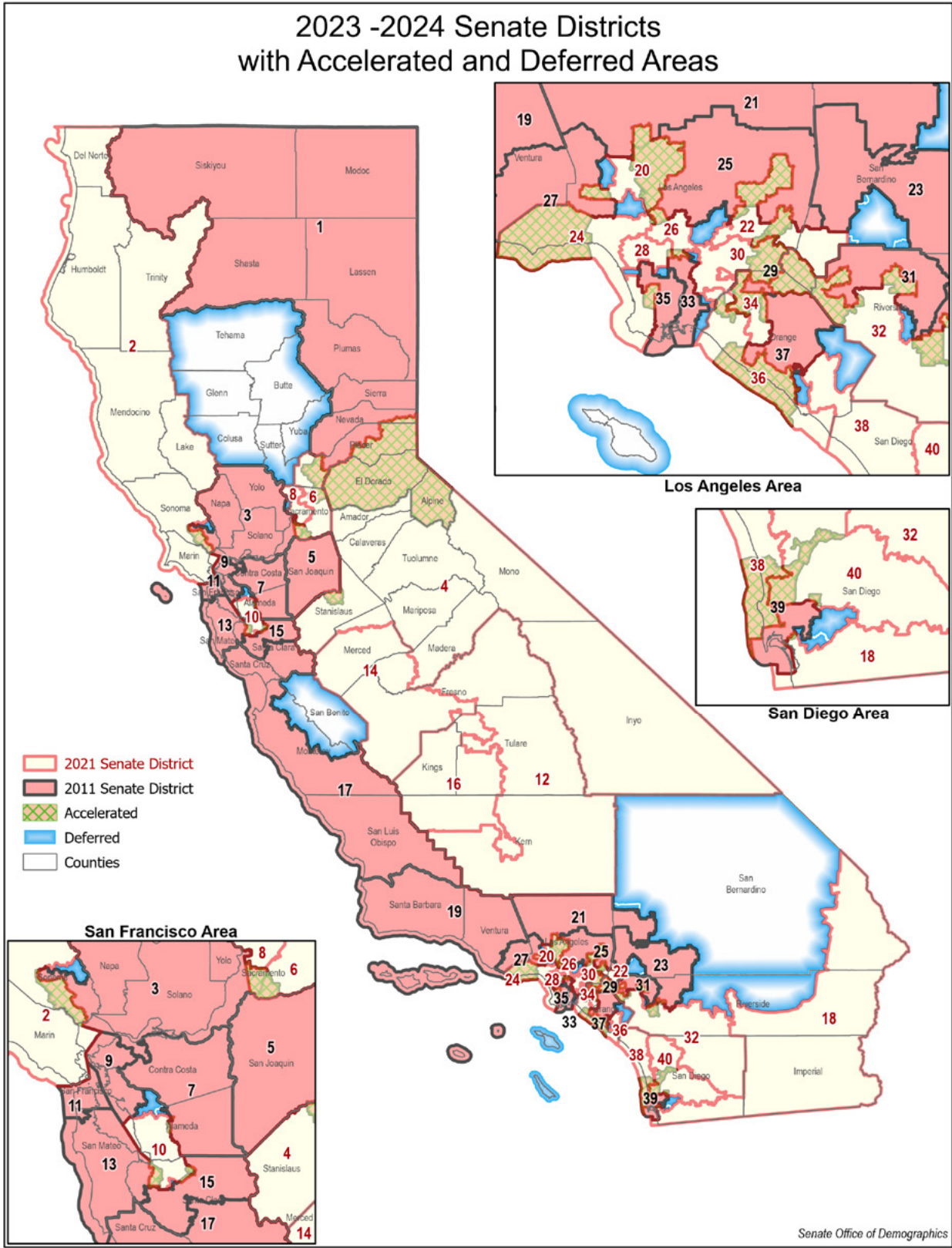
The 2020 redistricting cycle produced approximately 3.6 million deferred Californians. To serve these constituents, the Senate Committee on Rules makes “Deferred Area Assignments.” In the 2020 redistricting cycle, this involved 25 (of 40) senators, adding between 17,000 (Mike McGuire, D-North Coast/North 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 CRC’s line drawer dividing the new 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 see 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.'<sup>1</sup>

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<sup>1</sup> 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	POPULATION EVEN	PERCENTAGE EVEN	POPULATION ODD	PERCENTAGE 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	POPULATION EVEN	PERCENTAGE EVEN	POPULATION ODD	PERCENTAGE 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.

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



## O. 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	—	—
<b>Total Districts: 176</b>				

### California's 58 Counties: 2020 Populations

*(PL94, Adjusted)*

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

Tehama .....	65,973	Tuolumne .....	53,008	Yuba .....	81,993
Trinity .....	16,101	Ventura .....	845,390		
Tulare .....	475,056	Yolo .....	216,922		

*Largest: Los Angeles; Smallest: Alpine*

## California's 482 Cities and Towns: 2020 Populations

*(PL94, Adjusted); Does not include California's 1,129 Census Designated Places*

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

Fontana .....	209,062	La Cañada Flintridge .....	20,602	Mill Valley .....	14,239
Fort Bragg .....	7,006	Lafayette .....	25,413	Milpitas .....	80,393
Fort Jones .....	699	Laguna Beach .....	23,061	Mission Viejo .....	93,760
Fortuna .....	12,557	Laguna Hills .....	31,399	Modesto .....	219,251
Foster City .....	33,842	Laguna Niguel .....	64,417	Monrovia .....	38,048
Fountain Valley .....	57,120	Laguna Woods .....	17,658	Montague .....	1,233
Fowler .....	6,723	La Habra .....	63,234	Montclair .....	37,989
Fremont .....	230,649	La Habra Heights .....	5,711	Montebello .....	62,879
Fresno .....	544,575	Lake Elsinore .....	70,517	Monterey .....	30,290
Fullerton .....	143,930	Lake Forest .....	85,965	Monterey Park .....	61,255
Galt .....	25,473	Lakeport .....	5,046	Monte Sereno .....	3,482
Gardena .....	61,296	Lakewood .....	82,712	Moorpark .....	36,325
Garden Grove .....	172,346	La Mesa .....	61,268	Moraga .....	16,880
Gilroy .....	59,692	La Mirada .....	48,123	Moreno Valley .....	209,666
Glendale .....	196,980	Lancaster .....	171,488	Morgan Hill .....	45,566
Glendora .....	52,726	La Palma .....	15,597	Morro Bay .....	10,784
Goleta .....	32,755	La Puente .....	38,279	Mountain View .....	82,486
Gonzales .....	8,674	La Quinta .....	37,642	Mount Shasta .....	3,237
Grand Terrace .....	13,185	Larkspur .....	13,072	Murrieta .....	111,187
Grass Valley .....	14,043	Lathrop .....	28,765	Napa .....	79,413
Greenfield .....	19,010	La Verne .....	31,426	National City .....	56,373
Gridley .....	7,451	Lawndale .....	31,930	Needles .....	4,953
Grover Beach .....	12,739	Lemon Grove .....	27,743	Nevada City .....	3,160
Guadalupe .....	8,075	Lemoore .....	27,190	Newark .....	47,570
Gustine .....	6,123	Lincoln .....	49,825	Newman .....	12,379
Half Moon Bay .....	11,814	Lindsay .....	12,732	Newport Beach .....	85,338
Hanford .....	58,342	Live Oak .....	9,122	Norco .....	22,406
Hawaiian Gardens .....	14,231	Livermore .....	88,006	Norwalk .....	103,180
Hawthorne .....	88,502	Livingston .....	14,214	Novato .....	53,273
Hayward .....	163,172	Lodi .....	66,569	Oakdale .....	23,242
Healdsburg .....	11,360	Loma Linda .....	24,855	Oakland .....	441,891
Hemet .....	90,349	Lomita .....	20,982	Oakley .....	43,443
Hercules .....	26,053	Lompoc .....	41,864	Oceanside .....	174,578
Hermosa Beach .....	19,789	Long Beach .....	468,894	Ojai .....	7,653
Hesperia .....	100,166	Loomis .....	6,846	Ontario .....	175,837
Hidden Hills .....	1,732	Los Alamitos .....	11,795	Orange .....	140,191
Highland .....	57,233	Los Altos .....	31,668	Orange Cove .....	9,689
Hillsborough .....	11,393	Los Altos Hills .....	8,500	Orinda .....	19,529
Hollister .....	41,771	Los Angeles .....	3,912,115	Orland .....	8,338
Holtville .....	5,612	Los Banos .....	45,677	Oroville .....	20,191
Hughson .....	7,499	Los Gatos .....	33,585	Oxnard .....	202,614
Huntington Beach .....	199,033	Loyalton .....	741	Pacifica .....	38,674
Huntington Park .....	55,141	Lynwood .....	67,622	Pacific Grove .....	15,125
Huron .....	6,230	McFarland .....	13,818	Palmdale .....	170,391
Imperial .....	20,287	Madera .....	66,591	Palm Desert .....	51,317
Imperial Beach .....	26,230	Malibu .....	10,673	Palm Springs .....	44,786
Indian Wells .....	4,762	Mammoth Lakes .....	7,201	Palo Alto .....	68,654
Indio .....	89,518	Manhattan Beach .....	35,669	Palos Verdes Estates .....	13,373
Industry .....	276	Manteca .....	83,702	Paradise .....	4,816
Inglewood .....	108,396	Maricopa .....	1,031	Paramount .....	54,003
Ione .....	4,915	Marina .....	22,422	Parlier .....	14,648
Irvine .....	307,958	Martinez .....	37,349	Pasadena .....	139,254
Irwindale .....	1,483	Marysville .....	12,939	<i>Paso Robles (see El Paso de Robles)</i>	
Isleton .....	802	Maywood .....	25,254	Patterson .....	23,840
Jackson .....	5,037	Mendota .....	12,639	Perris .....	79,092
Jurupa Valley .....	105,456	Menifee .....	102,795	Petaluma .....	59,846
Kerman .....	16,058	Menlo Park .....	33,830	Pico Rivera .....	62,335
King City .....	13,395	Merced .....	86,681	Piedmont .....	11,274
Kingsburg .....	12,414	Millbrae .....	23,228	Pinole .....	19,057

Pismo Beach .....	8,086	Sanger .....	26,720	Tehama .....	439
Pittsburg .....	76,657	San Jacinto .....	54,192	Temecula .....	110,240
Placentia .....	51,925	San Joaquin .....	3,710	Temple City .....	36,592
Placerville .....	10,783	San Jose .....	1,015,683	Thousand Oaks .....	127,134
Pleasant Hill .....	34,649	San Juan Bautista .....	2,092	Tiburon .....	9,150
Pleasanton .....	79,894	San Juan Capistrano .....	35,271	Torrance .....	147,385
Plymouth .....	1,082	San Leandro .....	91,103	Tracy .....	93,226
Point Arena .....	461	San Luis Obispo .....	47,159	Trinidad .....	311
Pomona .....	152,555	San Marcos .....	95,035	Truckee .....	16,740
Porterville .....	62,906	San Marino .....	12,536	Tulare .....	69,200
Port Hueneme .....	22,029	San Mateo .....	105,804	Tulelake .....	905
Portola .....	2,113	San Pablo .....	32,221	Turlock .....	72,935
Portola Valley .....	4,457	San Rafael .....	61,333	Tustin .....	80,412
Poway .....	48,923	San Ramon .....	84,682	Twentynine Palms .....	28,142
Rancho Cordova .....	79,643	Santa Ana .....	311,393	Ukiah .....	16,650
Rancho Cucamonga .....	174,810	Santa Barbara .....	88,930	Union City .....	70,218
Rancho Mirage .....	17,049	Santa Clara .....	127,854	Upland .....	79,368
Rancho Palos Verdes .....	42,358	Santa Clarita .....	229,158	Vacaville .....	95,941
Rancho Santa Margarita .....	48,000	Santa Cruz .....	63,092	Vallejo .....	126,496
Red Bluff .....	14,839	Santa Fe Springs .....	19,236	Ventura (see San Buenaventura)	
Redding .....	94,245	Santa Maria .....	110,136	Vernon .....	226
Redlands .....	73,386	Santa Monica .....	93,291	Victorville .....	131,417
Redondo Beach .....	71,748	Santa Paula .....	30,772	Villa Park .....	5,850
Redwood City .....	84,423	Santa Rosa .....	178,515	Visalia .....	141,812
Reedley .....	25,292	Santee .....	60,173	Vista .....	98,710
Rialto .....	104,458	Saratoga .....	31,079	Walnut .....	28,488
Richmond .....	116,791	Sausalito .....	7,272	Walnut Creek .....	70,199
Ridgecrest .....	28,057	Scotts Valley .....	12,242	Wasco .....	22,800
Rio Dell .....	3,397	Seal Beach .....	25,283	Waterford .....	9,149
Rio Vista .....	10,017	Seaside .....	32,509	Watsonville .....	52,760
Ripon .....	16,049	Sebastopol .....	7,533	Weed .....	2,873
Riverbank .....	24,933	Selma .....	24,768	West Covina .....	109,856
Riverside .....	316,445	Shafter .....	19,469	West Hollywood .....	35,829
Rocklin .....	71,685	Shasta Lake .....	10,452	Westlake Village .....	8,047
Rohnert Park .....	44,465	Sierra Madre .....	11,302	Westminster .....	91,083
Rolling Hills .....	1,742	Signal Hill .....	11,911	Westmorland .....	2,018
Rolling Hills Estates .....	8,298	Simi Valley .....	126,360	West Sacramento .....	54,071
Rosemead .....	51,336	Solana Beach .....	12,954	Wheatland .....	3,724
Roseville .....	147,969	Soledad .....	19,093	Whittier .....	87,592
Ross .....	2,339	Solvang .....	6,135	Wildomar .....	36,998
Sacramento .....	526,520	Sonoma .....	10,761	Williams .....	5,550
St. Helena .....	5,436	Sonora .....	5,046	Willits .....	5,011
Salinas .....	164,232	South El Monte .....	19,649	Willows .....	6,309
San Anselmo .....	12,842	South Gate .....	93,114	Windsor .....	26,378
San Bernardino .....	223,189	South Lake Tahoe .....	21,393	Winters .....	7,132
San Bruno .....	43,947	South Pasadena .....	27,021	Woodlake .....	7,463
San Buenaventura (Ventura) .....	111,009	South San Francisco .....	66,185	Woodland .....	61,233
San Carlos .....	30,748	Stanton .....	38,067	Woodside .....	5,313
San Clemente .....	64,384	Stockton .....	322,344	Yorba Linda .....	68,415
Sand City .....	327	Suisun City .....	29,590	Yountville .....	3,442
San Diego .....	1,389,874	Sunnyvale .....	156,034	Yreka .....	7,856
San Dimas .....	35,018	Susanville .....	10,319	Yuba City .....	70,338
San Fernando .....	24,056	Sutter Creek .....	2,653	Yucaipa .....	54,670
San Francisco (City & County) .....	874,993	Taft .....	7,062	Yucca Valley .....	21,814
San Gabriel .....	39,687	Tehachapi .....	9,337		

*Largest: Los Angeles; Smallest: Amador City*

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

***Production note:***

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

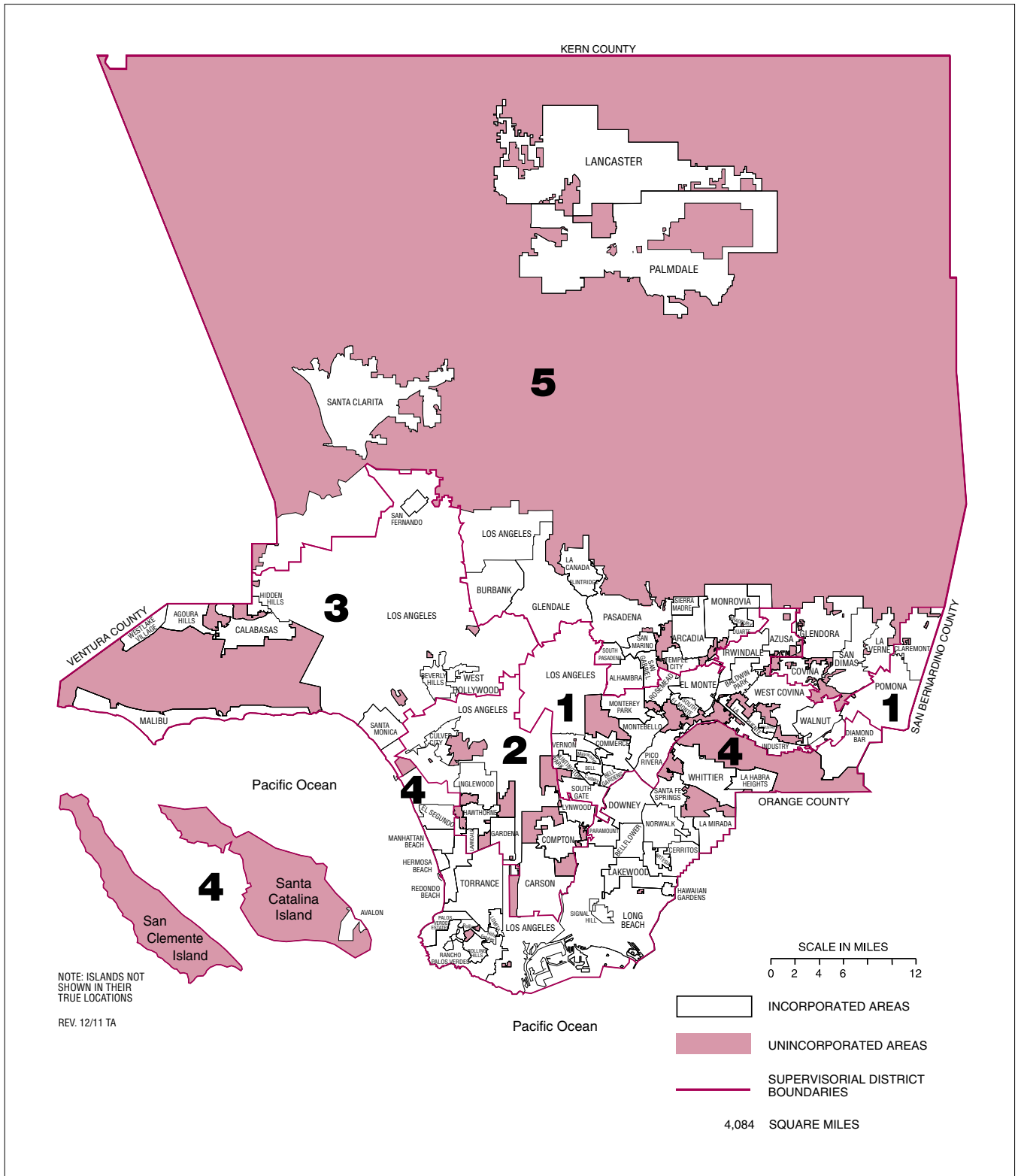
1. Downloading the U.S. Census P.L. 94-171 population data from Statewide Database after they had been adjusted by reallocating persons incarcerated in state institutions to their last known addresses
2. Importing that adjusted data into a Microsoft Excel spreadsheet
3. Using Excel sorting functions 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: [census.gov/glossary](https://www.census.gov/glossary)

Government and Administration Acronyms

Redistricting Terms

See also: [redistricting.ils.edu/wp-content/uploads/Basics-English10.pdf](https://redistricting.ils.edu/wp-content/uploads/Basics-English10.pdf)

Racially Polarized Voting (RPV) Terms

Mapping Terms

Redistricting Data Sets

Pronunciation Guide

Butte “byoot”	Port Hueneme “why-NEE-me”
Cabrillo “kah-BREE-yo”	Ripon “RIH-pun” (short “i”)
Camarillo “kah-ma-REE-yo”	San Joaquin “wah-KEEN”
Cudahy “KUH-da-hey”	San Pedro “PEE-droh”
Del Norte “del-NORT”	San Luis Obispo “LOO-is”; or “SLOW” (SLO)
El Cajon “ka-HONE”	Siskiyou “SIS-cue” or “SIS-kuh-you”
Jurupa Valley “huh-ROO-pah”	Stanislaus – “STAN-ih-slaws,” less often “-slaw”
La Cañada Flintridge “can-YA-da”	Suisun City “suh-SOON”
La Jolla “lah HOY-ah”	Tehama “teh-HAY-mah”
Lodi “LOW-dye”	Sunland-Tujunga “tuh-HUNG-guh”
Lompoc “LOM-poke”	Tuolumne “too-WAH-luh-mee” (silent “n”)
Mission Viejo “vee-AY-ho”	Tulare “too-LAIR-ee”
Montebello “mohn-tuh-BEH-low”	Vallejo “va-LAY-ho” or “va-YAY-ho.”
Ojai “OH-hi”	Ventura “ven-TUR-a,” less often “ven-CHURR-a”
Paso Robles “PAH-sow ROW-bowls” or “-bless”	Visalia “vie-SAY-lee-a” (“vie” rhymes with “I”)

*Note : 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*

*Note: 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  
[data.census.gov](https://data.census.gov)

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

FiveThirtyEight's Gerrymandering Project, including its Atlas of Redistricting  
[fivethirtyeight.com/tag/the-gerrymandering-project](https://fivethirtyeight.com/tag/the-gerrymandering-project)

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

All About Redistricting (Loyola Law School)  
[redistricting.lls.edu](https://redistricting.lls.edu)

National Conference of State Legislatures  
[ncsl.org](https://ncsl.org)

DistrictBuilder online mapping tool  
[districtbuilder.org](https://districtbuilder.org)

MGGG Redistricting Lab, including its *Districtr* mapping tool  
[mggg.org](https://mggg.org)

Redistricting Data Hub  
[redistrictingdatahub.org](https://redistrictingdatahub.org)

QGIS open source GIS  
[qgis.org](https://qgis.org)

International Elections training and resources  
[bridge-project.org](https://bridge-project.org)  
[aceproject.org](https://aceproject.org)

### CA Citizens Redistricting Commission

Shape California's Future (State Auditor's 2020 selection process site; under repair)  
[shapecaliforniasfuture.auditor.ca.gov](https://shapecaliforniasfuture.auditor.ca.gov)  
(The Wayback Machine can be used to access the site: [web.archive.org/web/20230000000000\\*/shapecaliforniasfuture.auditor.ca.gov](https://web.archive.org/web/20230000000000*/shapecaliforniasfuture.auditor.ca.gov))

We Draw the Lines (2010 CRC)  
[wedrawthelines.ca.gov](https://wedrawthelines.ca.gov)  
(The Wayback Machine can be used to access the site: [web.archive.org/web/20230000000000\\*/wedrawthelines.ca.gov](https://web.archive.org/web/20230000000000*/wedrawthelines.ca.gov))

2010 CRC Final Report:  
[wedrawthelines.ca.gov/wp-content/uploads/sites/64/2011/08/crc\\_20110815\\_2final\\_report.pdf](https://wedrawthelines.ca.gov/wp-content/uploads/sites/64/2011/08/crc_20110815_2final_report.pdf)

2010 CRC Final Maps  
[wedrawthelines.ca.gov/maps-final-drafts](https://wedrawthelines.ca.gov/maps-final-drafts)  
(The Wayback Machine can be used to access: [web.archive.org/web/20120319001457/](https://web.archive.org/web/20120319001457/))

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

2020 CRC Main Site  
[wedrawthelinesca.org](https://wedrawthelinesca.org)

Communities of Interest Tool  
[drawmycacomunity.org](https://drawmycacomunity.org)

District Drawing Tool  
[drawmycadistricts.org](https://drawmycadistricts.org)

Ballotpedia  
[ballotpedia.org/California\\_Citizens\\_Redistricting\\_Commission](https://ballotpedia.org/California_Citizens_Redistricting_Commission)

All About Redistricting – CA  
[redistricting.lls.edu/states-CA.php](https://redistricting.lls.edu/states-CA.php)

## California

Statewide Database, at the UC Berkeley School of Law  
[statewidedatabase.org](http://statewidedatabase.org)

CA Dept. of Finance, Demographic Research Unit  
 (State Demographer)  
[dof.ca.gov/forecasting/demographics](http://dof.ca.gov/forecasting/demographics)

CA Health and Human Services Data  
[data.chhs.ca.gov](http://data.chhs.ca.gov)

CA Dept. of Justice criminal justice data:  
[openjustice.doj.ca.gov](http://openjustice.doj.ca.gov)

CA Dept. of Corrections:  
[cdcr.ca.gov](http://cdcr.ca.gov)

Federal Bureau of Prisons  
[bop.gov](http://bop.gov)

Public Policy Institute of California:  
[ppic.org](http://ppic.org)

CA Community Colleges  
[ccco.edu](http://ccco.edu)

California Association of Councils of Governments:  
[calcog.org](http://calcog.org)

Visit California tourism statistics:  
[industry.visitcalifornia.com/research/researchdashboard](http://industry.visitcalifornia.com/research/researchdashboard)

## Games!

Gerrymandering Game (online, NYU)  
[cims.nyu.edu/drecco/games/gerry](http://cims.nyu.edu/drecco/games/gerry)

Mapmaker (board)  
[gerrymanderinggame.com/](http://gerrymanderinggame.com/)

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

“Gerry” Typefont  
[fontsarena.com/ugly-gerry](http://fontsarena.com/ugly-gerry)





## P. California CDPs Over 1,000 Population

(2020 PL94, Adjusted)

Acalanes Ridge .....	1,287	Biola .....	1,436	Castle Hill .....	1,273
Acton .....	7,458	Black Point-Green Point .....	1,431	Castro Valley .....	66,492
Agua Dulce .....	3,466	Blackhawk .....	9,648	Castroville .....	7,563
Ahwahnee .....	2,302	Blacklake .....	1,016	Cayucos .....	2,515
Airport .....	1,403	Bloomington .....	24,414	Cedar Ridge .....	1,237
Alamo .....	15,325	Bodfish .....	2,027	Centerville .....	2,104
Allendale .....	1,652	Bolinas .....	1,483	Challenge-Brownsville .....	1,165
Alondra Park .....	8,597	Bonadelle Ranchos .....	5,505	Channel Islands Beach .....	2,878
Alpine .....	14,726	Bonita .....	12,944	Charter Oak .....	9,771
Alta Sierra .....	7,211	Bonny Doon .....	2,872	Cherry Valley .....	6,529
Altadena .....	43,015	Bonsall .....	4,552	Cherryland .....	15,843
Alum Rock .....	12,082	Boonville .....	1,018	Chester .....	2,193
Amador Pines .....	1,119	Boron .....	2,092	China Lake Acres .....	1,764
Amesti .....	2,646	Boronda .....	1,767	Chualar .....	1,190
Angwin .....	2,638	Borrego Springs .....	3,076	Citrus .....	10,278
Antelope .....	48,886	Bostonia .....	16,942	Clay .....	1,254
Anza .....	3,094	Boulder Creek .....	5,434	Clearlake Oaks .....	2,570
Aptos .....	6,675	Boyes Hot Springs .....	6,227	Clearlake Riviera .....	3,417
Aptos Hills-Larkin Valley .....	2,386	Bret Harte .....	5,158	Coarsegold .....	4,163
Arbuckle .....	3,494	Broadmoor .....	4,415	Cobb .....	1,296
Arden-Arcade .....	95,070	Brookdale .....	2,046	Collierville .....	2,096
Armona .....	4,307	Brooktrails .....	3,639	Columbia .....	2,591
Arnold .....	3,293	Buckhorn .....	2,601	Contra Costa Centre .....	6,813
Aromas .....	2,715	Burbank .....	4,954	Copperopolis .....	3,412
Ashland .....	23,837	Burney .....	3,025	Coronita .....	2,653
Auberry .....	3,249	Buttonwillow .....	1,343	Corralitos .....	2,346
Auburn Lake Trails .....	3,391	Byron .....	1,142	Coto de Caza .....	14,723
August .....	8,692	Bystrom .....	3,994	Cottonwood (Shasta) .....	6,306
Avila Beach .....	1,580	Cabazon .....	2,648	Cottonwood (Kern) .....	4,000
Avocado Heights .....	13,369	CA Polytechnic State Univ. ....	8,585	Country Club .....	10,820
Bakersfield Country Club .....	1,717	Callender .....	1,284	Covelo .....	1,400
Bay Point .....	23,971	Calwa .....	1,791	Crest .....	2,840
Bayview (Humboldt) .....	2,633	Camanche North Shore .....	1,071	Crestline .....	11,690
Bayview (Contra Costa) .....	1,786	Cambria .....	5,687	Crockett .....	3,251
Baywood Park .....	1,694	Cambrian Park .....	3,724	Cutler .....	4,506
Beale AFB .....	1,306	Cameron Park .....	18,919	Cutten .....	3,237
Bear Valley Springs .....	5,604	Camino .....	1,874	Day Valley .....	3,413
Bell Canyon .....	1,947	Camino Tassajara .....	4,961	Deer Park .....	1,296
Bella Vista .....	3,661	Camp Pendleton Mainside .....	9,697	Del Aire .....	10,371
Ben Lomond .....	6,352	Camp Pendleton South .....	12,482	Del Monte Forest .....	4,214
Benton Park .....	5,366	Campo .....	2,970	Del Rey .....	1,362
Bermuda Dunes .....	8,266	Carmel Valley Village .....	4,537	Del Rio .....	1,404
Berry Creek .....	1,643	Carmichael .....	80,101	Delhi .....	10,693
Bertsch-Oceanview .....	2,533	Caruthers .....	2,619	Denair .....	4,882
Bethel Island .....	2,139	Casa Conejo .....	3,270	Descanso .....	1,502
Big Bear City .....	12,777	Casa de Oro-Mt Helix .....	19,612	Desert Edge .....	4,188
Big Pine .....	1,878	Casa Loma .....	1,818	Desert Palms .....	6,699
Big River .....	1,090	Castaic .....	18,971	Desert Shores .....	1,129



Desert View Highlands .....	2,692	Foresthill .....	1,696	Jamul .....	6,196
Diablo .....	1,257	Forestville .....	3,268	Janesville .....	2,467
Diablo Grande .....	1,671	Fort Irwin .....	8,110	Jones Valley .....	1,167
Diamond Springs .....	11,369	Franklin .....	6,949	Joshua Tree .....	6,525
Discovery Bay .....	15,378	Frazier Park .....	2,607	Julian .....	1,775
Dixon Lane-Meadow Creek .....	2,782	Freedom .....	3,847	Kelly Ridge .....	3,015
Dogtown .....	2,520	French Camp .....	3,784	Kelseyville .....	3,391
Dollar Point .....	1,264	French Valley .....	35,324	Kennedy .....	3,246
Dunnigan .....	1,387	Fruitridge Pocket .....	6,164	Kensington .....	5,435
Durham .....	5,851	Garden Acres .....	11,461	Kentfield .....	6,815
Earlilmart .....	7,719	Garnet .....	7,147	Kernville .....	1,553
East Bakersfield .....	9,837	Georgetown .....	2,159	Kettleman City .....	1,253
East Foothills .....	6,820	Gerber .....	1,056	Keyes .....	5,699
East Hemet .....	19,529	Gold River .....	7,853	Kings Beach .....	3,565
East Los Angeles .....	119,299	Golden Hills .....	9,602	Klamath .....	1,097
East Niles .....	28,552	Good Hope .....	9,532	Knights Landing .....	1,124
East Oakdale .....	3,211	Goshen .....	4,999	Knightsen .....	1,602
East Pasadena .....	6,036	Granite Bay .....	21,270	La Crescenta-Montrose .....	20,043
East Porterville .....	5,583	Granite Hills .....	3,276	La Cresta .....	8,856
East Quincy .....	2,471	Graton .....	1,685	La Presa .....	35,169
East Rancho Dominguez .....	15,221	Grayson .....	1,043	La Riviera .....	11,294
East Richmond Heights .....	3,463	Green Acres .....	2,933	La Selva Beach .....	2,532
East San Gabriel .....	22,828	Green Valley (Solano).....	1,658	Ladera .....	1,558
East Sonora .....	2,442	Green Valley (Los Angeles).....	1,039	Ladera Heights .....	6,673
East Whittier .....	10,422	Greenacres .....	5,515	Ladera Ranch .....	26,188
Eastern Goleta Valley .....	28,694	Greenfield .....	3,470	Lagunitas-Forest Knolls .....	1,924
Easton .....	1,975	Greenville .....	1,033	Lake Arrowhead .....	12,430
Edwards AFB .....	2,141	Grizzly Flats .....	1,095	Lake California .....	3,385
El Cerrito .....	5,075	Guerneville .....	4,563	Lake Don Pedro .....	1,769
El Dorado Hills .....	50,603	Hacienda Heights .....	54,328	Lake Isabella .....	3,597
El Granada .....	5,485	Hamilton City .....	2,270	Lake Los Angeles .....	13,280
El Macero .....	1,074	Happy Valley .....	4,980	Lake Mathews .....	5,991
El Rio .....	7,069	Harbison Canyon .....	4,061	Lake Nacimiento .....	2,962
El Sobrante (Contra Costa).....	15,547	Harmony Grove .....	2,084	Lake of the Pines .....	4,302
El Sobrante (Riverside) .....	14,061	Hartley .....	2,436	Lake Riverside .....	1,377
El Verano .....	3,878	Hasley Canyon .....	1,196	Lake San Marcos .....	5,337
Eldridge .....	1,315	Hayfork .....	2,342	Lake Shastina .....	2,405
Elizabeth Lake .....	1,652	Heber .....	6,909	Lake Sherwood .....	1,760
Elkhorn .....	1,593	Herald .....	1,163	Lake Wildwood .....	5,166
Elverta .....	5,466	Hidden Meadows .....	4,493	Lakeland Village .....	12,423
Emerald Lake Hills .....	4,410	Hidden Valley Lake .....	6,248	Lakeside .....	21,234
Empire .....	4,220	Highgrove .....	7,544	Lakeview .....	1,987
Esparto .....	3,579	Highlands .....	2,362	Lamont .....	14,115
Eucalyptus Hills .....	5,526	Hillcrest .....	10,585	Larkfield-Wikiup .....	8,501
Fair Oaks .....	32,611	Hilmar-Irwin .....	5,175	Las Flores .....	6,004
Fairbanks Ranch .....	3,010	Home Garden .....	1,678	Las Lomas .....	3,054
Fairfax .....	1,894	Home Gardens .....	11,259	Laton .....	1,630
Fairmead .....	1,237	Homeland .....	6,801	Laytonville .....	1,155
Fairview .....	11,353	Homestead Valley .....	2,804	Le Grand .....	1,597
Fallbrook .....	32,374	Hoopa .....	3,177	Lebec .....	1,247
Felton .....	4,496	Humboldt Hill .....	3,509	Lemon Hill .....	14,618
Fetters Hot Springs-Agua		Hydesville .....	1,247	Lemoore Station .....	6,580
Caliente .....	4,235	Idyllwild-Pine Cove .....	4,170	Lennox .....	20,423
Florence-Graham .....	62,456	Indio Hills .....	1,050	Lenwood .....	3,644
Florin .....	52,658	Interlaken .....	7,393	Leona Valley .....	1,558
Foothill Farms .....	36,003	Inverness .....	1,381	Lewiston .....	1,229
Ford City .....	4,366	Isla Vista .....	15,513	Lexington Hills .....	2,495
Forest Meadows .....	1,277	Ivanhoe .....	4,497	Lincoln Village .....	4,417
Forest Ranch .....	1,307	Jamestown .....	3,504	Linda .....	21,787

## P. CALIFORNIA CDPS OVER 1,000 POPULATION

Linden .....	1,865	Muscoy .....	10,774	Pixley .....	3,866
Littlerock .....	1,583	Myrtletown .....	4,895	Planada .....	4,179
Live Oak .....	17,084	Newcastle .....	1,328	Pleasure Point .....	5,830
Lockeford .....	3,340	Nice .....	2,942	Plumas Lake .....	8,151
Loma Rica .....	2,421	Nipomo .....	18,221	Pollock Pines .....	7,141
Lompico .....	1,157	Norris Canyon .....	1,315	Poplar-Cotton Center .....	2,375
London .....	1,526	North Auburn .....	13,474	Post Mountain .....	3,039
Lone Pine .....	2,018	North Edwards .....	1,055	Potomac Park .....	9,230
Los Alamos .....	1,842	North El Monte .....	3,736	Prunedale .....	18,940
Los Molinos .....	2,113	North Fair Oaks .....	14,064	Quartz Hill .....	11,482
Los Olivos .....	1,203	North Fork .....	3,260	Quincy .....	1,633
Los Osos .....	14,494	North Highlands .....	49,616	Rainbow .....	1,811
Los Ranchos .....	1,516	North Lakeport .....	3,558	Ramona .....	21,549
Lost Hills .....	2,381	North Richmond .....	4,192	Rancho Calaveras .....	5,597
Lower Lake .....	1,280	North Shore .....	3,600	Rancho Mission Viejo .....	10,385
Loyola .....	3,498	North Tustin .....	25,749	Rancho Murieta .....	5,918
Lucas Valley-Marinwood .....	6,260	Nuevo .....	6,754	Rancho San Diego .....	21,895
Lucerne .....	3,286	Oak Hills .....	9,470	Rancho Santa Fe .....	3,162
Lucerne Valley .....	5,356	Oak Park .....	13,913	Rancho Tehama Reserve .....	1,580
Madera Acres .....	9,195	Oak View .....	6,229	Red Corral .....	1,691
Madera Ranchos .....	3,630	Oakhurst .....	5,966	Redway .....	1,252
Magalia .....	7,828	Oasis .....	4,484	Redwood Valley .....	1,846
Marin City .....	2,999	Occidental .....	1,135	Reliez Valley .....	3,354
Marina del Rey .....	11,392	Oceano .....	7,218	Rexland Acres .....	3,585
Mariposa .....	1,535	Oildale .....	36,374	Richgrove .....	2,367
Matheny .....	1,139	Old Fig Garden .....	5,504	Ridgemark .....	3,217
Mather .....	4,710	Old Stine .....	3,861	Rio del Mar .....	9,135
Maxwell .....	1,068	Olivehurst .....	16,676	Rio Linda .....	16,022
Mayfair .....	4,862	Orange Blossom .....	1,068	Riverdale .....	3,491
Mayflower Village .....	5,418	Orangevale .....	35,658	Riverdale Park .....	1,058
McKinleyville .....	16,301	Orcutt .....	32,094	Rodeo .....	9,678
McSwain .....	4,495	Orosi .....	8,381	Rollingwood .....	3,019
Mead Valley .....	19,953	Oroville East .....	8,078	Romoland .....	2,011
Meadow Vista .....	3,265	Pacheco .....	4,190	Rosamond .....	21,027
Meadowbrook .....	3,161	Pajaro .....	2,888	Rose Hills .....	2,931
Mecca .....	8,244	Pala .....	1,500	Rosedale .....	18,672
Meiners Oaks .....	3,922	Palermo .....	5,583	Rosemont .....	23,606
Mentone .....	9,584	Palo Cedro .....	2,943	Rossmoor .....	10,634
Meyers .....	2,165	Parklawn .....	1,255	Rouse .....	1,926
Middletown .....	1,115	Parksdale .....	3,250	Rowland Heights .....	48,358
Midway City .....	8,845	Parkway .....	16,050	Running Springs .....	5,291
Mira Monte .....	6,631	Parkwood .....	2,327	Sage .....	3,381
Mission Canyon .....	2,543	Pasatiempo .....	1,094	Salida .....	13,917
Mission Hills .....	3,585	Patterson Tract .....	1,896	Salton City .....	5,167
Mojave .....	4,728	Penn Valley .....	1,596	San Andreas .....	3,001
Mono Vista .....	3,244	Penngrove .....	2,641	San Antonio Heights .....	3,454
Montalvin Manor .....	3,113	Penryn .....	1,153	San Diego Country Estates .....	10,416
Montara .....	2,838	Pepperdine University .....	2,748	San Lorenzo .....	29,615
Monte Rio .....	1,083	Phelan .....	13,905	San Martin .....	7,017
Montecito .....	8,648	Phoenix Lake .....	4,274	San Miguel (Contra Costa) .....	3,596
Monument Hills .....	1,703	Piñon Hills .....	7,278	San Miguel (San Luis Obis.) .....	3,180
Morada .....	4,061	Pine Canyon .....	1,874	San Pasqual .....	2,107
Morongo Valley .....	3,527	Pine Grove .....	2,898	Santa Margarita .....	1,294
Moss Beach .....	3,218	Pine Hills .....	3,193	Santa Nella .....	2,222
Mount Hermon .....	1,113	Pine Mountain Club .....	2,428	Santa Rosa Valley .....	3,314
Mountain House .....	24,534	Pine Mountain Lake .....	2,641	Santa Susana .....	1,162
Mountain View .....	2,636	Pine Valley .....	1,649	Santa Venetia .....	4,294
Mountain View Acres .....	3,348	Pioneer .....	1,073	Santa Ynez .....	4,512
Murphys .....	2,001	Piru .....	2,592	Saranap .....	5,837

Saticoy .....	1,134	Sunnyside .....	4,641	Vincent .....	15,766
Sea Ranch .....	1,170	Sunnyside-Tahoe City .....	1,556	Vine Hill .....	4,329
Seacliff .....	3,291	Sutter .....	3,005	Vineyard .....	44,071
Searles Valley .....	1,572	Taft Heights .....	2,009	Vista Santa Rosa .....	2,625
Seeley .....	1,732	Taft Mosswood .....	1,644	Walnut Grove .....	1,455
Shandon .....	1,175	Tahoe Vista .....	1,393	Walnut Park .....	15,288
Shasta .....	1,048	Tahoma .....	1,038	Warm Springs .....	1,599
Shell Ridge .....	1,015	Tamalpais-Homestead Val.....	11,499	Weaverville .....	3,681
Sheridan .....	1,387	Tara Hills .....	5,378	Weedpatch .....	2,214
Shingle Springs .....	4,666	Tarpey Village .....	4,007	Weldon .....	2,313
Shingletown .....	2,455	Temelec .....	1,501	West Athens .....	9,477
Silver Lakes .....	6,325	Temescal Valley .....	26,290	West Bishop .....	2,757
Sky Valley .....	2,420	Templeton .....	8,398	West Carson .....	22,940
Sleepy Hollow .....	2,401	Terra Bella .....	2,932	West Menlo Park .....	3,934
Soda Bay .....	1,167	Teviston .....	1,188	West Modesto .....	5,999
Somis .....	1,432	Thermal .....	2,700	West Park .....	1,058
Sonoma State University .....	2,680	Thermalito .....	7,240	West Puente Valley .....	23,061
Soquel .....	9,992	Thornton .....	1,008	West Rancho Dominguez .....	24,573
Soulsbyville .....	2,101	Thousand Palms .....	8,005	West Whittier-Los Nietos .....	25,447
South Dos Palos .....	1,755	Three Rivers .....	2,057	Westhaven-Moonstone .....	1,191
South Monrovia Island .....	6,551	Tipton .....	2,530	Westmont .....	34,274
South Oroville .....	3,261	Topanga .....	8,576	Westwood .....	1,547
South San Gabriel .....	7,954	Toro Canyon .....	1,836	Willow Creek .....	1,728
South San Jose Hills .....	19,951	Trabuco Canyon .....	1,020	Willowbrook .....	24,514
South Taft .....	2,124	Tuolumne City .....	1,808	Wilton .....	5,969
South Whittier .....	56,620	Twain Harte .....	2,385	Winchester .....	3,083
Spring Valley .....	31,085	Twin Lakes .....	4,948	Winter Gardens .....	22,436
Spring Valley Lake .....	9,620	UC Davis .....	8,530	Winton .....	11,758
Squaw Valley .....	3,574	UC Santa Barbara .....	9,715	Wofford Heights .....	2,231
Stallion Springs .....	3,146	Upper Lake .....	1,099	Woodacre .....	1,411
Stanford .....	21,168	Val Verde .....	2,411	Woodbridge .....	4,036
Stebbins .....	1,425	Valinda .....	22,515	Woodcrest .....	15,417
Stevenson Ranch .....	20,212	Valle Vista .....	16,262	Woodlands .....	1,933
Stratford .....	1,132	Valley Center .....	10,112	Woodville .....	1,689
Strathmore .....	2,857	Valley Springs .....	3,794	Wrightwood .....	4,727
Strawberry .....	5,451	Vandenberg AFB .....	3,566	Yosemite Lakes .....	5,030
Summerland .....	1,224	Vandenberg Village .....	7,322		
Sun Village .....	12,369	View Park-Windsor Hills .....	11,465		

**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



# Q. Post-Maps Feedback

In the early post-maps phase, the CRC sent out a survey to its email contact list (>14K) and social media accounts (Instagram, Twitter, Facebook), and received 334 responses. A full slide deck of results is posted at the 2020 CRC website. Here are three of the slides.

**Details: What Worked Well about the Statewide Redistricting Process?** → 9

*Additional details below are from survey respondents:*

**Followed Criteria/Got it done**

- Deadlines were met
- Maps were completed.
- Non-partisan and impartial

**Public well informed:**

- Frequent communication
- Information updated regularly
- Clear instructions on how to participate
- Information widely available in multiple places: zoom, social media, radio etc.

**Transparent and accessible**

- The whole process being transparent
- Liked the option to participate remotely
- Language access, interpreter, translations
- Watching the meetings online

**N/A**

- Comment not related to statewide redistricting

**Website/Social Media/Communications**

- Website was easy to use & well organized
- Helpful to have everything together in one place including public input to review.
- Ongoing email communications and newsletters were very helpful
- Easy to submit comments through the website

**Responsive to public input**

- Felt heard by the Commission
- Commission made effort to solicit public input and made it easy for the public to participate

**Good outreach**

- Liked outreach presentations
- Staff were responsive

**Multiple options for public input**

- Good meeting times
- Appointments for public input and public presentations
- Various ways to submit input

**Details: What Could Have Worked Better & Recommendations for 2030?** → 11

*Additional details below are from survey respondents:*

**Improve/broaden/more time for public education/outreach/communications:**

- Emphasis on equity and marginalized communities.
- More updates on schedule and times to participate
- Broaden outreach to additional sectors and start earlier
- More education on process

**Improve options/technology to submit and review public input:**

**-Submitting input:**

- More meetings and longer time to provide testimony.
- Review timeline for input, ie gathering input at the beginning instead of throughout the process and reviewing three-day period at end of process.
- Restructure process for input during meetings reducing long waits and providing information to callers that they are in the queue and what caller they are.
- Continue with online options that make the process more accessible.
- Improve mapping tools
- Explore different approaches to gathering input, ie sending a survey to all Californians. Who the commission is gathering input from – individuals vs organizations

**-Reviewing input:**

- Analytical tools/data staff to help process all the input.
- Helpful for public to know how input was evaluated by commissioners - was certain input weighed more than others.
- Group input by geographic areas
- Process to weed out comments intended to favor or discriminate against an incumbent, candidate, or political party.

**Details: What Could Have Worked Better & Recommendations for 2030?** → 12

*Additional details below are from survey respondents:*

**Map viewer & PDFs:**

- Better readability
- Better labeling of cities/counties, new lines vs current lines
- Was not clear what region the Commission is discussing on particular day based on postings
- Hard to see where particular city ended up in map viewer
- Better naming convention for district names that are easier to understand

**Commission should be more representative of CA:**

- More Racial, Economic and Geographic diversity. Comments notes some geographies not represented, including rural areas.
- Political party – i.e., accurately reflecting breakdown of CA voters
- Helpful for Commissioners to have first-hand knowledge of California geography

**Timeline/time management:**


- Revisit timeline and allow for more time for line drawing
- Increase time between when maps are posted and discussed
- Less live line drawing vs more presentation of work done offline
- Don't allow last minute changes
- Hard to follow along if not watching all meetings

**Did not like process/outcome:**

- Did not like their district
- Did not like the process/criteria

**N/A:**

- Comment not related to statewide redistricting





## R. Possible Earlier Recruitment Calendar

	2020 CYCLE	2030 CYCLE (notional)
<b>Initial Application Period</b>	Jun. 10 – Aug. 19, 2019	Dec. 1, 2028 – Feb. 19, 2029
<b>Supplemental Application Period</b>	Aug. 21 – Oct. 20, 2019	Feb. 21 – Apr. 20, 2029
<b>ARP Meetings</b>	Aug. 28–30, 2019 Nov. 20, 2019 Dec. 19, 2019	TBD TBD TBD
<b>Interviews</b>	Feb. 18 – Apr. 20, 2020 <i>[actual was Mar. 2 – Apr. 23]</i>	Aug. 18 – Oct. 20, 2029
<b>ARP Meetings</b>	Feb. 19–21, 2020 Mar. 2 – Apr. 23, 2020 May 6–7, 2020	TBD TBD TBD
<b>Selection of 60</b>	Apr. 21 – May 8, 2020	Oct. 21 – Nov. 8, 2029
<b>Legislative Review</b>	May 15 – Jun 30, 2020	Nov. 15 – Dec. 30, 2029
<b>Auditor Conducts Random Draw</b>	Jul. 2, 2020	Jan. 4, 2030
<b>First Meeting of First Eight</b>	Jul. 21–23, 2020	Jan. 21–23, 2030
<b>Selection of Six</b>	Aug. 7, 2020	By Feb 15, 2030
<b>First Meeting of Full Commission</b>	Aug. 26–28, 2020 [The 2020 census data for California were released on Aug 12, 2021, just under a year after the first full meeting of the Commission.]	Mar. 6–8, 2030 [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.]



## S. County Profiles

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



## T. Guide to Accessing Commission Materials and Archives

### 2010 CRC Website

The 2010 CRC website is not being maintained “live.” For access to 2010 CRC materials, see the “2010 CA Citizens Redistricting Commission” tab under “About Us” at [wedrawthelines.ca.gov](http://wedrawthelines.ca.gov). Follow the instructions there for the California State Archives and/or WayBack Machine archives. This is partly due to the 2010 CRC website not meeting current accessibility requirements.

### 2020 CRC Website

The 2020 CRC website at [wedrawthelines.ca.gov](http://wedrawthelines.ca.gov) will be maintained until at least 2030, when its future will be in the hands of the 2030 CRC.

This website includes access to all 2020 CRC Public Input (c. 36,000 items), using a Tableau database interface (successor to the 2020 CRC’s previous, Airtable interface), meeting handouts, Final Maps and Final Map Report, this report, and other materials.

### CRC Physical Archives

The 2010 and 2020 CRCs’ physical archives are available at California State Archives, [sos.ca.gov/archives](http://sos.ca.gov/archives).

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

### Redistricting Data

All Census and elections data are archived and accessible via the Statewide Database, [statewidedatabase.org](http://statewidedatabase.org).



# U. 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 8251-8253.6*

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.

## 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 in regard to policies, there is only one CRC, with commissioners that change every ten years. Policies do not automatically "expire" with the seating of each decade's new commissioners.

## 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.

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 supermajority 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.



# V. 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, DiGuilio, Ontai, Parvenu, Ward

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

Ancheta (replaced Kuo)



2010 Commissioners (left to right) Jodie Filkins Webber, Gabino Aguirre, Vincent P. Barabba, Michelle R. DiGuilio, Maria Blanco, Connie Galambos Malloy, Peter Yao, Michael Ward, Cynthia Dai, Lilbert “Gil” R. Ontai, Jeanne Raya, Angelo Ancheta, Stanley Forbes, M. Andre Parvenu.

## 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 (Cal. Code Regs., tit. 2, § 60860, subd (b)):

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
<b>2010</b>						
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
<b>2020</b>						
Ahmed*	F	NPP	San Jose	Santa Clara	Asian (Pakistani)	\$75–125K
Akutagawa**	F	NPP	Huntington Beach	Orange	Asian (Japanese)	\$125–250K
Andersen*	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



# W. 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!

## **Alicia Fernández**

Here's what I shared as chair, after we voted unanimously to approve the final maps, on December 20, 2021.

Compañeros, hemos hecho lo que la gente de California nos encargó. Este ha sido un proceso interesante. Comenzamos como 14 extraños que se unieron hace casi un año y medio para dibujar mapas justos para los 40 millones de personas en California.

Estoy orgullosa de nuestros esfuerzos. Estoy particularmente orgulloso de los distritos VRA que creamos para asegurar la representación de aquellos que no han tenido una voz en el pasado. Algunos residentes de California tendrán la oportunidad de seleccionar a sus representantes, en lugar de tener representantes que seleccionen a sus distritos electorales.

Para aquellas comunidades que se encuentran juntas con otras nuevas, aprovechen esta oportunidad para crear nuevas alianzas. Estos serán sus vecinos durante los próximos diez años.

Gracias a nuestro maravilloso personal que fue fundamental en el apoyo de nuestros esfuerzos para alcanzar nuestras metas.

Y finalmente, fue un honor servir junto a mis compañeros Comisionados, para servir a la gente de este maravilloso Estado.

Colleagues, we have done what the people of California tasked us to do. This has been a collaborative effort of historical proportions. We started out as fourteen strangers coming together almost a year and a half ago with a common goal: to draw fair maps for the forty million Californians.

I am proud of our efforts. I am particularly proud of the VRA districts we created to ensure representation for those that have not had a voice in the past. I am proud for the first time, that some residents in California will have the opportunity to select their representatives, as opposed to having representatives selecting their constituency.

For those communities that find themselves grouped with new ones, take this opportunity to create new alliances, create new partnerships. These will be your neighbors for the next ten years.

Thank you to our wonderful staff who were instrumental in supporting our efforts to meet our goals. Our line drawers, who knew every part of California, and were such a joy to work with.

Our videography team, who are second to none. Our captioners, our court reporters, ASL interpreters, and our various language interpreters throughout our meetings.

And finally, it was an honor to serve alongside my fellow Commissioners to serve the people of this wonderful state.

### Neal Fornaciari

Redistricting is a challenging undertaking requiring enormous effort, commitment, and sacrifice by everyone involved. I would like to begin by thanking my fellow commissioners, our staff, and our contractors for their extraordinary efforts and their dedication to impartiality in creating new districts on behalf of the people of California.

I would also like to share some thoughts with the 2030 Commissioners.

- You will be working with 13 people you most likely have never met. Each will bring a different perspective. Listen with an open mind and heart and seek to understand where they're coming from. You will make a better team and make better maps.
- Everyone has an agenda. Everyone. Be aware of that when weighing the input you receive. You must find a balance between your desire to act on that input and the strict requirements and timeline for completing your maps.
- The cleanest input you will get is input provided prior to drafting maps. Be sure to take it into account throughout the line drawing process.
- Develop a policy for taking and using public input. During line drawing for the final maps, you will receive a significant amount of input each day. It is critical that you have a system to get that input to the Commissioners as quickly as possible. Our process included vetting which resulted in – at minimum – a 24-hour delay in posting input. Also be sure to set a policy for treating all input equitably, even when groups or individuals manage to contact Commissioners directly.
- Be sure to have hands-on line drawing simulations at least once before line drawing starts. It is important that everyone understands the process of moving lines (people) before you actually start doing it for real.
- If you do visualizations or some kind of pre-draft maps, take care to get very close to +-1 when doing Congressional visualizations. After our visualizations were complete, most of our Northern California visualization districts were too large and our Southern California visualization districts were too small. Fixing this issue was a lot more work than getting it close in the first place.
- Be sure to assign someone (we chose the chair) who is the only person who can give direction to the line drawers. This will ensure that all of the commissioners understand the direction and the line drawers clearly understand what the commission wants.

I wish you the best in your endeavor. You will learn so much more than you imagined about the great state of California and make an amazing contribution to democracy. Have a great time and enjoy the ride.

### J. Ray Kennedy

As we began this adventure in the summer of 2000, I set a goal: *"We want to hear the many voices of our state at every step in this process – but let's all keep our eyes on another important objective: proving to those – both inside and outside California – who don't believe that a citizen-led process is the best way to draw lines that we, the people of this great state, are capable of working together for our common good, not elbowing each other out of the way."*

Since then, the 14 of us came together, focused on our objective, and were able to complete the redistricting process in a collaborative manner. We treated each other with respect, despite differing priorities and approaches. Like a jury, we had to seek the truth amidst everything we heard from both the public and the politicians seeking to influence the process. In the end, and as the process was designed, *we* drew the lines, not the Legislature; we did it *in public*, not in private; and we *encouraged public participation* in every practical way we could think of.

I firmly believe that this is the type of redistricting process that most Californians – and indeed most Americans – would like to see, and I encourage those who are interested in learning from our effort to delve into this report, where we have sought to assemble a compendium of documents and advice to make our successors' work – and by extension, that of others wishing to establish similar commissions – easier.

A redistricting cycle is truly that: a cycle. The California Citizens Redistricting Commission should be seen as a permanent body that has different tasks – and widely varying levels of effort – at different points in that cycle. Learning is one of the keys to success – both by the commissioners and by the public – and requires more attention to ensure that the best available methods are used, including more hands-on learning for commissioners early in the process. Sharing the knowledge gained with the public, and then listening to the public as they described their communities (as distinct from their preferred district boundaries), were also key to our success, especially since we were unable to hold meetings throughout the state during that phase of our work. As exhausting as the mapping phase was, it has been important to take time to look back and learn from the process and to look forward by seeking changes to the legal framework in order to improve the process in the future.

Perhaps the most intellectually stimulating part of this experience is having demonstrated that citizens can take on and succeed at tasks that were once thought to be beyond their capabilities. There is a growing dialogue around the world about how we can best restore faith in democracy, and citizen engagement is widely seen as a key element in that quest. I would hope that our example can serve as inspiration and justification for others to seek a greater role for citizens in their own governance.

The most personally satisfying aspect of this experience was, without a doubt, working with such incredible colleagues, including fellow commissioners, our staff, and the consultants who provided invaluable support. I salute all of you!



### 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 their 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

I'm grateful for the privilege of serving as a commissioner and wrote about the experience in this article, "Independent Redistricting: An Insider's View," in The Forum, available at [degruyter.com/document/doi/10.1515/for-2022-2063/html](https://degruyter.com/document/doi/10.1515/for-2022-2063/html).



### 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!



### Trena Turner

The Apostle Paul, in Galatians 6, encourages me to 'do good' to everyone, as I have opportunity. I am grateful for the given opportunity to serve as 2020 Independent Redistricting Commissioner. This assignment was more challenging than I could have ever imagined and yet, more rewarding, than I could have ever dreamed.

I appreciate each of my fellow commissioners and our support staff; I commend you for your commitment and dedication to the process. What a wild ride! My heart's desire is that my contributions were additive in serving the greater 'good' of our fellow Californians.



### Russell Yee

*Trans-Partisan Map Artisans*  
(Redistricting Rap)

Taking the vow of office,  
over Zoom, August 26, 2020.

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 to rise up 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 screens 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!









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## Z. 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. See also the glossaries at:

- **Statewide Database:** [statewidedatabase.org/glossary.htm](http://statewidedatabase.org/glossary.htm)
- **U.S. Census Bureau:** [census.gov/glossary](http://census.gov/glossary)
- **American Redistricting Project:** [thearp.org/blog/reference/redistricting-glossary-basics](http://thearp.org/blog/reference/redistricting-glossary-basics)

**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 overlapping 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, [caceo58.org](https://caceo58.org).

**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.

**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 now with no population.

**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 (now AAPI Equity Alliance)
- CAIR** – Council on American-Islamic Relations
- CBCRH** – California Black Census and Redistricting Hub
- 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)
- DHF** – Dolores Huerta Foundation
- DRC** – Disability Rights California
- EC** – Equality California
- IERH** – Inland Empire Redistricting Hub (associated with Inland Empire United)
- 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.

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 section 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. First implemented in the 2020 Census. 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 [govinfo.gov/content/pkg/FR-2023-01-27/pdf/2023-01635.pdf](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).

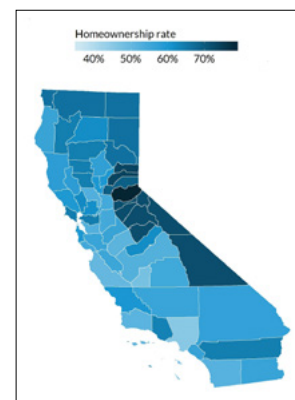
**Geographic Information System (GIS)** – Any computer program that combines geographically-coded data with the ability to manage, analyze, and display those data in manipulatable layers. Some popular GIS mapping programs are QGIS (free and open source), ArcGIS (by Esri, of Redlands, California), and 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 2022 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).

**Legislature** – In California, the bicameral law-making branch of state government, composed of the Senate and the Assembly. For the CRC, The Legislature has three roles: 1. Appropriating funds for the CRC (Gov. Code, § 8253.6, subd. (a)), 2. Reviewing the pool of 60 semifinalists selected by the CSA and striking up to 24 names (Gov. Code, § 8252, subd. (e)); and 3. Ensuring the creation of the Redistricting Database, public access to that Database, and public map-drawing capability (Gov. Code, § 8253, subd. (b)).

**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 ([ncsl.org](https://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 Feb. 2023, 22.48% 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. See the “Parcel Splits” discussion in the “Mapping” chapter of Vol. 1.

**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 on 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 extends count 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 via CRC initiative 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 part of 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.



**Redistricting Database** – In California, the official set of population and other data used for statewide and local redistricting. Produced and maintained by Statewide Database, in fulfillment of Government Code section 8253, subdivision (b). The 2021 Redistricting Database consists of three California datasets: 1. The U.S. Census Bureau's P.L. 94-171 Redistricting Data file, adjusted to reflect certain incarcerated persons at their last residential address; 2. 2015-2019 Citizen Voting Age Population on 2020 Census Blocks; and 3. Voter Registration and Statement of Vote Data on 2020 Census Blocks. These data are available at city, county, and statewide levels.

**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). After 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)** [statewidedatabase.org](http://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. Produces the official Redistricting Database for statewide and local 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 DrawMyCACommunity and DrawMyCADistrict online tools, and a QGIS plugin, all of which newly enabled the public to draw and submit maps to the CRC. SWDB also performed the adjustments to the P.L. 94171 Census data to reallocate adults incarcerated in state institutions to their last known addresses for redistricting purposes. SWDB fulfils part of the Legislature’s statutory responsibilities to the CRC (viz., in Gov. Code, § 8253, subd. (b)). SWDB worked closely with both the 2010 and 2020 CRCs, and maintains archived election and redistricting data from earlier decades.

**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, tit. 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 complete 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 Redistricting Data Sources

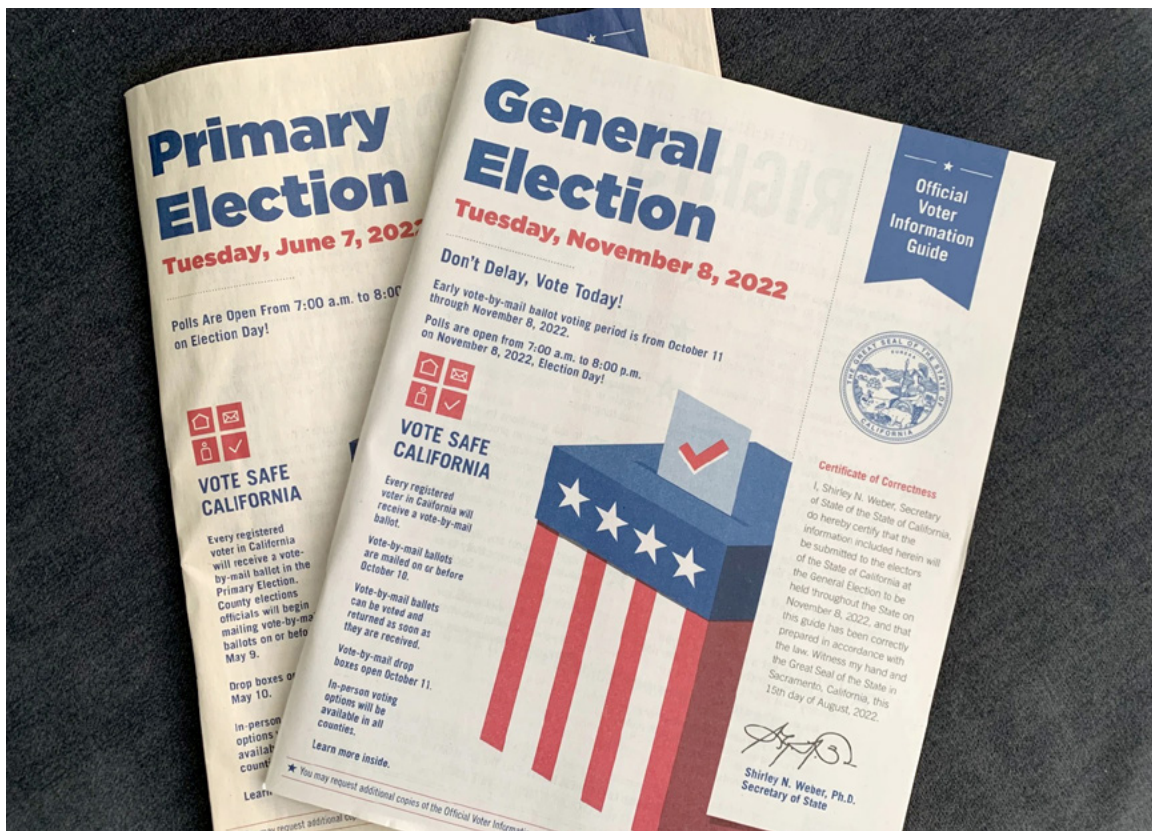
These data sources were used by Statewide Database to build the Redistricting Database, and by the RPV analyst and VRA team in VRA compliance work.

DATA SET	PARTICULARLY INCLUDES	PARTICULARLY LACKS
<b>Decennial Census</b> 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
<b>CVAP Special Tabulation</b> First issued 2002 then annually since 2011; are estimates based on 5-year ACS sampling data; Feb 2021 release based on 2006-2020 ACS	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
<b>CVAP Post-2020 Census Special Tabulation</b> (cancelled Jan. 12, 2021)	CVAP down to Census Block level, from administrative records, on 2020 geography	Implementation (cancelled in development phase)
<b>Voter Registration Lists</b> 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	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)
<b>Statements of Registration &amp; Vote</b> Issued by county registrars of voters after each election	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)





The four final maps on display at the CRC office.



Voter Information Guides for the 2022 June Primary and November General Elections, when the 2020 CRC's new maps began the implementation process. Those new maps will remain in place until the 2030 CRC's maps are implemented.



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This report and additional documentation are available at the Commission website.