

## **California's Redistricting Reform Story:** ***How California Common Cause Put Voters First***

### **A. How it all started...**

In 2005, the issue of redistricting reform came to the forefront of California's governmental reform agenda with a commitment from Governor Schwarzenegger to address the inequity of the redistricting system. California Common Cause had worked on this issue for decades, supporting 4 different initiative efforts in past decades. Our goal to bring transparency and responsiveness to the redistricting process coincided with a growing number of organizations that saw the need to create a more level playing field that would respect communities, cities and counties, and place voters' interests ahead of incumbents'.

In California, as in many states, the current system gives the power to draw state and congressional districts to state legislators. The districts that are drawn are self-serving and designed to make it very difficult for challengers to be elected. In the 2002, 2004 and 2006 elections, 99% of races were won by incumbents. Even after the proposition that would have created an independent redistricting commission of 3 retired judges failed at the polls in 2005, Common Cause continued efforts to keep discussions alive among legislators, the governor's office, interested organizations and the public.

Over the course of 2005-7, we created a diverse coalition of organizations that met regularly to find common ground on principles for redistricting and eventually craft specific language for reforms. The principles included: 1) the creation of a fair, diverse and independent commission, 2) clear and prioritized standards for mapping, and 3) open and transparent hearings.

Over 3 years, we worked with civil rights, labor, business and other groups as well as legislators to refine the principals into a series of bills. We also educated the public with countless public forums and engaged opinion makers, editorial boards, and media around the issue of redistricting reform.

## B.

# Negotiations *with the* Legislature



In California, redistricting reform can be achieved in one of two ways: the legislature can pass a bill by a two-thirds vote and place it on a ballot as a measure for voters to approve by simple majority. Alternatively, it can be achieved through an initiative where organizations gather about one million signatures to qualify it for the ballot for voter approval.

We negotiated in earnest for three years with the Legislature. The legislature's incentive was to pursue a package deal: pass a redistricting reform measure in exchange for broad support from various organizations for term limits adjustments.

In August 2006, the State Senate passed a redistricting reform bill, Senate Constitutional Amendment, SCA 3 (Lowenthal / Ashburn). This was a major achievement for a bill that previously failed to even receive sufficient votes to be considered in the Elections, Reapportionment and Constitutional Amendments (Elections) Committee.

Our hopes were dashed when somewhere in the one minute walk from the Senate Clerk's office to the Assembly Clerk's office, the Senate bill was "lost" for just long enough to miss key deadlines to keep the bill alive.

For 2 more years, California Common Cause continued to attend hearings, grow our coalition, amass research, and refine the reform bills. In 2007, we stood with Democratic and Republican leaders of both houses and the Governor as they renewed their pledges to pass a redistricting reform bill in 2007. (See attached articles).

On February 1, 2007, Speaker of the California Assembly Fabian Núñez stood for the first time with reformers to announce his leadership in passing a redistricting reform bill that would follow a set of redistricting principles in alignment with our coalition's principles.<sup>1</sup> The

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<sup>1</sup> Núñez pledged to support a bill that would create a bipartisan commission of 11 members, including commissioners who are Democrats, Republicans and not registered with either of those parties. The pledge also stated his support for:

- ✓ The commission will represent a broad cross-section of Californians committed to adopting fair redistricting plans, that is representative of California's diversity, including, but not limited to, racial, ethnic, geographic and gender diversity.
- ✓ Commissioners must be registered with the same political party for 3 years before their appointments.
- ✓ Commissioners may not have held or run for office for the three preceding years or have been employed as lobbyists or by a campaign committee, political party or the Legislature during that time.
- ✓ Commissioners may not have a financial or immediate family relationship with the Governor, any member of the Legislature, Congress or the Board of Equalization.
- ✓ Commissioners would have to pledge not to run for office for three years after their terms on the commission end.
- ✓ Redistricting is limited to once a decade unless a court orders otherwise.
- ✓ The Commission must comply with the Bagley-Keene Open Meeting Act and the California Public Records Act.
- ✓ The commission will be provided with sufficient resources, including staff and legal counsel, to be hired by the commission itself to ensure its independence.

announcement was the result of intense behind the scenes negotiations between the Speaker's and Governor's office over specific bill language. The basis for the bill language came from what had emerged from months of CCC's coalition discussions. Integral to the agreement on the terms of a redistricting bill is agreement by all major parties to support term limit adjustments for the Senate and Assembly and to move the presidential primaries from June 2008 to February 2008 so that the term limit initiative can be voted on before legislative primaries in June 2008. Polling by both Common Cause and outside entities showed that redistricting reform in the form of an independent commission was popular, while extension of term limits, particularly as proposed by legislators was not. The question was whether Legislative leaders were willing to give up power to gain time.

Despite a clear incentive to move these two issues forward as a package for voters to consider, the Legislative leaders ultimately decided to take a gamble on just supporting term limit extensions, abandoning the redistricting reform bill in the summer of 2007.

**C.**

## **Growing the Redistricting Reform Coalition**



In 2005, California Common Cause began convening a group of interested parties to discuss redistricting reform. The new Executive Director, Kathay Feng, had come from the Asian Pacific American Legal Center relatively fresh from the scars of the redistricting battles of 2001. She had led Asian American community groups to participate in the Assembly and Senate redistricting hearings in efforts to keep communities intact, only to be confronted with the reality that the hearings were largely for show. In one particularly telling conversation with a legislator from San Francisco, she was told, "You are not going to put another F\*\*g Asian in my district. Feng brought her voting rights experience and relationships to Common Cause, including her leadership role around redistricting reform discussions.

California Common Cause convened meetings that included every major civil rights organization, party representatives, labor and business leaders, senior and good government

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- ✓ Fair, legal plans required to include: Compliance with the U.S. Constitution and the federal Voting Rights Act, including per-district populations that meet constitutional equality standards.
  - ✓ Districts will also be geographically contiguous, respect communities of interest, city, county and geographic boundaries to the extent practicable and be compact to the extent practicable. Incumbents' and candidates' residence locations may not be considered except as needed to comply with these standards.
  - ✓ Public hearing will be required at all stages of the process – before maps are drawn, once tentative maps are drawn by the commission, and again on the proposed final commission maps.

groups. As a result of extensive outreach, we were able to draw between 25 – 40 attendees to each of the five all-day meetings, held once a month. We were able to create a positive atmosphere that set aside ideological differences, promoted substantive dialogue, and deeply explored different proposals with open minds. At this first meeting, we were able to work out a basic set of principles around redistricting reform that most groups agreed with and signed on to, including a commitment to the idea of an independent redistricting commission, the articulation of a set of mapping guidelines, and the creation of an open and transparent process.

With each successive meeting, we brought in experts to shed light on particular questions that people had and to share the latest developments in the legislature. We also hosted conference calls and a list-serv to promote communication in between the monthly meetings. The ultimate result was that many groups were able to come to a meeting of the minds and provide substantive input once the Senate Elections Committee hearings around various bill proposals began.

The Senate Elections Committee subsequently held three more hearings to work through particular aspects of Senator Lowenthal's bill, SCA 3. All involved, especially committee staff, commented on the high level of insight and thoughtfulness that our coalition brought to the table – even remarking that they were surprised there was not more contentiousness. The many coalition meetings in 2006 helped develop not only agreement on many issues but also respect between groups where there was disagreement, promoting a surprisingly cordial set of hearings.

On May 31, 2006, CCC joined 84 high profile signatories (including former Assembly Speaker Bob Hertzberg and former minority leader Jim Brulte) to support independent redistricting commissions and lay out basic principles that any bill or proposition should include. CCC has had a very complementary relationship with Commonwealth Club's Voices of Reform (VOR) Project, which developed parallel discussions on redistricting reform with academics and opinion makers. California Common Cause worked with VOR to visit editorial boards and schedule presentations around the state.

The strong, multi- and nonpartisan nature of our coalition kept the legislature and Governor engaged in negotiating redistricting reform in a way previously not seen. When legislative efforts failed for the third year in a row, California Common Cause worked with interested coalition members to continue discussions to craft the language that would be submitted as an initiative for signature gathering in October 2007.

**D.**

## **Bringing Redistricting Reform to the Voters**



In 2007, after extensive vetting through legislative hearings, a long process of negotiations with potential allies, and the slow introduction of the issue to the public through forums and the media, we bit the bullet and filed our initiative. What would eventually be numbered Proposition 11 proposed an independent commission of 14 people to draw district lines according to strict criteria and an open hearing process. We decided to only tackle the redistricting process of the state legislature and drop congressional redistricting, both to focus on the real nexus of conflict of interest but also because the Congressional delegation had previously raised over \$10 million to successfully oppose a previous redistricting initiative in 2005.

Going into the campaign we had a very diverse campaign that ultimately helped quell voter concerns that this proposition was designed to help one party over another. The steering group included AARP and Los Angeles Chamber of Commerce, joined by League of Women Voters, CA Chamber of Commerce, and the National Federation of Independent Businesses. Ultimately, we pulled in faith leaders, some labor, Democratic and Republican clubs, some civil rights groups, and dozens of state and local elected officials.

**Proposition 11 ultimately was passed by voters in the November 2008 elections.** Not only did we win with the highest turnout electorate in California (and national) history, we won against the backdrop of a national Presidential race where little oxygen was left for voting on anything beside the President.

We would come back in 2010, with Proposition 20 to expand the role of the Commission to draw Congressional lines. By this time, the selection process of the Commission had begun and voters were beginning to feel much more confident about who might serve. **Proposition 20 was also victorious at the polls. We also campaigned to defeat Proposition 27 that would have dismantled the entire commission structure.**

## Polling

CCC hired the Lake Research Group to conduct a poll of 800 California likely voters in English and Spanish in 2006. The poll size enabled us to develop conclusions about the preferences of Whites, Blacks and Latinos, and to be able to observe trends with Asian Americans. Additionally, the sample size was large enough to be able to speak about not only statewide results, but also voters from the Bay Area, Sacramento, Fresno, the Central Coast, Los Angeles, Orange County, Inland Empire, and San Diego. CCC sought input from a number of different groups and advisors. We co-sponsored the poll with the League of Women Voters and The Rose Institute. The poll found that:

- 66% SUPPORT creating an Independent Redistricting Commission to draw district lines instead of incumbent legislators.
- 86% want an open process and an end to back-room deals in redistricting
- 78 - 81% want a redistricting process that keeps their neighborhoods and cities together and divided as little as possible.
- 83% want the commission to have a balance of Democrats, Republicans and independents.
- 75% did not want a process where the legislature directly chose the commission, preferring instead that an outside body at least pre-screen candidates.

- 86% want the proposed maps to be circulated in hearings, and 79% also wanted circulation via the Internet.
- The most important criteria for members of the commission are: having no lobbyists (85%), having a partisan balance (83%), and no current elected officials (75%). Next in importance, but still drawing strong support, were that the commissioners should be politically independent (72%), not allowed to run for office for three years (71%), geographically diverse (70%), and racially / ethnically diverse (65%).

Starting with strong poll numbers at 66% support was where we needed to be because we knew there would be a fierce opposition campaign waged against shifting the power to redistrict away from the Legislature.

### **Editorial board meetings.**

CCC has been able to generate ongoing press coverage of the redistricting negotiations within the legislature. CCC has met with editorial boards and individual staff writers to educate media about the issues involved and the progress of the legislative negotiations and initiative efforts.

In late January 2006, CCC worked with Voices of Reform to put together editorial board roundtable forums on redistricting. Several papers subsequently published excerpts from the roundtable, including Fresno Bee, Sacramento Bee, San Francisco Chronicle, San Jose Mercury News, and Vida en el Valle.

When we campaigned for what would become Proposition 11, we had near unanimous editorial board support for an independent redistricting commission and better coverage of an arcane issue, including the Sacramento Bee, San Francisco Chronicle, San Jose Mercury News, Contra Costa Times, Fresno Bee, Los Angeles Times, Orange County Register, and San Diego Tribune.

## **Going Public with new Redistricting Reforms**



In October of 2009, California Common Cause (CCC) helped create the Redistricting Collaborative in order to ensure that the public, and particularly communities that have been traditionally disenfranchised or disengaged, would participate fully in the selection process of the new redistricting commission created by the California Voters FIRST Act. California Common Cause is committed to promoting broad public engagement to ensure that, ultimately,



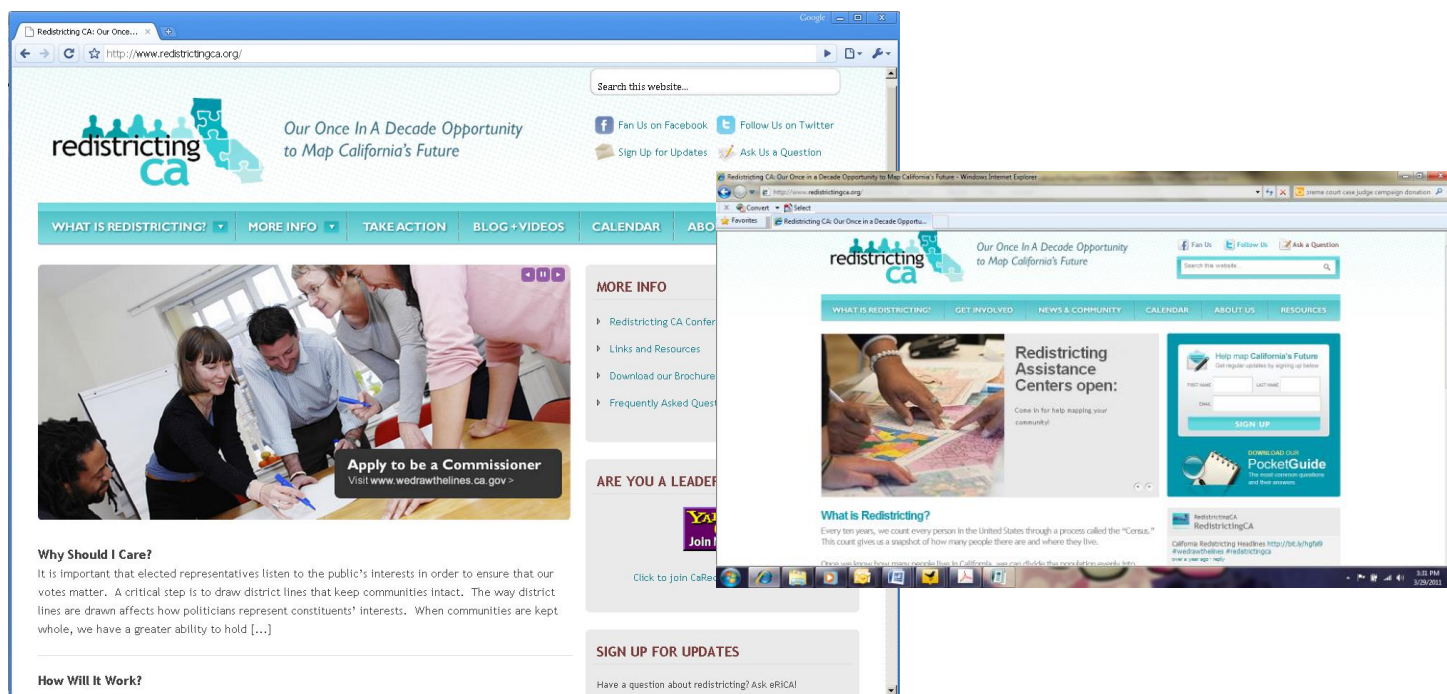
the new state districts that are drawn that will better reflect our state's changing demographics, help elect representatives to these seats who are more responsive to their constituents, and move California to adopt policies that better address our long-term needs and aspirations.

At the outset, CCC identified eight organizations (in addition to ourselves) to be part of the Collaborative: Asian Pacific American Legal Center, California NAACP, Center for Governmental Studies, League of Women Voters of California, Mexican American Legal Defense and Educational Fund (MALDEF), National Association of Latino Elected and Appointed Officials (NALEO), Rose Institute of Claremont College, Statewide Database of UC Berkeley Law School

These organizations all received a sub-grant from CCC to help us carry out the work of the Collaborative. When Irvine Foundation announced its grantees for Phase 1 outreach, we expanded the group to include three additional organizations: Greenlining Institute, Central Coast Alliance United for a Sustainable Economy, and Los Angeles Urban League. This expanded group is called the Redistricting California Alliance, or Redistricting CA for short. (This is also the name used for the "micro"-website link).

We have accomplished the following goals: CCC pulled 11 groups together to form the Redistricting California Alliance, which helped: 1) create a set of education materials, 2) organize a well-attended conference in December 2010, and 3) create a micro-website for groups and individuals interested in finding out or spreading the word about the redistricting process.

## 1) Redistricting CA Website



California Common Cause had originally planned to create a website for the Redistricting California Alliance to post all of our materials and provide frequent updates to the public about the selection process. In particular, our concern was that we did not know what type of public outreach the Bureau of State Audits would conduct. Additionally, we wanted to be able to provide members of the public with information that the BSA might not be in the position to provide.

In the early stages of creating the Alliance, The Irvine Foundation's Amy Dominguez-Arms communicated with the BSA about the Foundation's investment in outreach efforts. The BSA raised concerns about our plans to create a website, because it might draw people away from the official BSA website and provide information that was not as updated or accurate as the BSA's. Through some delicate conversations, we reached an agreement to create a micro-site instead of a website at [www.commoncause.org/redistrictingca](http://www.commoncause.org/redistrictingca), to be sure to direct interested individuals to the BSA's website, and to coordinate closely with the BSA to ensure that the information was accurate. In order to respect the BSA's wishes and encourage the proactive outreach efforts of the BSA, we decided to push as much of our traffic to the BSA's official website and efforts during the application period.

We designed the micro-site [www.commoncause.org/redistrictingca](http://www.commoncause.org/redistrictingca) to integrate with Google Calendar and e-mail posting, allowing our partners easy access to directly post and update the website with information. In an exciting turn of events, the BSA began to work more closely with the Alliance, incorporating our Google Calendar real-time posting of outreach events into their website, [www.wedrawthelines.ca.gov](http://www.wedrawthelines.ca.gov). At our suggestion, the BSA also hosted weekly phone calls of the Alliance members to share information about outreach efforts and to strategize about how to best amplify our collective efforts. The BSA also began hosting webinars to which all applicants were invited to answer questions about the application process.

In 2010 and 2011, after we had received feedback from various users and our informal focus group, we began working on an updated, improved [www.redistrictingCA.org](http://www.redistrictingCA.org) website. In collaboration with the Redistricting Group at UC Berkeley Law School, we gave them access and primary responsibility to create content and update certain portions of the website. We have also put the Twitter Feed and news feed on the home page for regular real-time updates. The current "slider" highlights the Commission, our conferences, the Redistricting Assistance Sites, and will soon also feature [www.ReDrawCA.org](http://www.ReDrawCA.org) once it is ready for public launch.

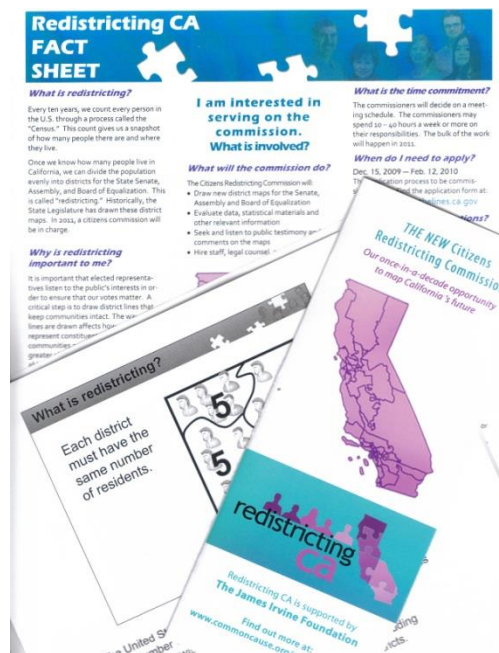
One of the critical functions of the website was to provide information to the public during the transition of responsibility from the Bureau of State Audits to the Secretary of State and eventually to the Citizens Redistricting Commission. We soon learned in late 2010/early 2011 that this function was desperately needed because the Commission encountered major hurdles in hiring web and communications contractors who could take over the function of updating the website from the Secretary of State. The Secretary of State made updates of the Commission website its last priority so the Commission could not provide basic information about the redistricting process, meeting materials, or even updated biographies of the commissioners to the public via the web.

We stepped into the gap at the Commission's first meeting in Los Angeles County, when it became apparent that there were a lot of major decisions and materials that the Commissioners and persons present could see, but that people watching remotely could not. In



the course of a half an hour, we were able to post the Commissions materials, tweet the new links to the Commission website twitter feed, and give people who were watching the Commission's hearings easy web access to the materials being considered by the Commission. We also gave the Commission staff permission to post materials to the RedistrictingCA website on the News and Community page, through the e-blog function. The [www.RedistrictingCA.org](http://www.RedistrictingCA.org) website will continue to serve the function of supplementing the official [www.wedrawthelines.com](http://www.wedrawthelines.com) website until the Commission is able to hire a web team.

## 2) Redistricting CA Education Materials



We saw the redistricting process as happening in two phases. The first involved engaging the public to encourage people to apply to become Citizens Redistricting Commissioners, and started in fall of 2009 and ran through 2010. The second involves educating our coalition and interested people to become involved in the redistricting process, starting in 2010 and running through the present. The development of materials, the website and the conferences reflect these two different phases.

To kick off the materials development process, we hosted two informal focus groups. Our target audience was a mix of people who had some history of civic engagement, representing a diverse range of ethnicities, ages, and genders. We encouraged each of the Redistricting CA members to identify focus group participants. The focus groups helped provide feedback on the materials that had been created by various groups to date, the content that was useful, and the messages that resonated. In particular, we were able to use the findings to guide our group decisions in a manner that advanced the conversation around material content immeasurably.

Through a series of discussions with our Redistricting CA members, we decided to create a set of materials in time for the December 2009 conference that included:

- 1) a brochure
- 2) a PowerPoint presentation with an accompanying presenter's script
- 3) one page fact sheets
- 4) several in-depth Frequently Asked Questions sheets
- 5) sample press releases
- 6) sample newsletter articles

Once the group agreed that we would convene a conference in December of 2009, we knew that we had less than two months to produce materials related to the commission selection process, and would have to work quickly and in concert. We worked with a graphics designer who quickly produced a logo, materials templates, and eventually helped us design a brochure.

By the December 15, 2009 conference date, we had printed 10,000 standard brochures, as well as copies of all of the other materials for the conference attendees to pick up and begin disseminating. We also worked with Asian Pacific American Legal Center to tailor a special version of the brochure for their coalition, and printed 3,000 copies for their distribution. These materials can now be found at: [www.commoncause.org/redistrictingCA](http://www.commoncause.org/redistrictingCA).

Similarly, for the second phase of public education, we hosted an informal focus group in August 2010 to review concepts and materials for a RedistrictingCA Pocket Guide and a re-vamped website. We used participants identified by RedistrictingCA who had some history of civic engagement, representing a diverse range of ethnicities, ages, and genders.

Based on the feedback from the focus group and RedistrictingCA members, we produced and printed 2,000 Pocket Guides and updated the RedistrictingCA website in time for the January 25, 2011, RedistrictingCA Conference. The focus of the Pocket Guide is to give people the basics to understand redistricting, the criteria that will be considered by the Commission, how to put together testimony about a community, and where to find resources for assistance.

We have since updated the Pocket Guide again and will bring the latest version to our March 31 RedistrictingCA Conference. The updated version will reflect the calendar of important dates for the Commission, more detailed information about the Redistricting Assistance Sites and [www.ReDrawCA.org](http://www.ReDrawCA.org) website, and an updated list of the RedistrictingCA partners.

In fact, our Pocket Guides were so well received that many of the Citizens Redistricting Commissioners requested extra copies to be able to distribute as they went out to speak to the public. We worked with Commission staff to not only supply hundreds of the Pocket Guides to the Commission, but also to help them write the bulk of their ToolKit, using much of the language already drafted for our Pocket Guide as the template.

### 3) Redistricting CA Conferences



In consulting with the Bureau of State Audits (BSA), the state agency tasked with initiating commission selection process, we chose to host our first RedistrictingCA conference on December 15, 2009, the official start date for interested applicants to register their interest. We wanted to help promote the launch of the application process and help the BSA with their outreach message as much as possible. The BSA was able to send several staff to participate on various workshop panels, as well as the State Auditor Elaine Howle herself to participate in a press conference to announce the start of the application process. Howle dropped in on several afternoon sessions to deliver a message of thanks to all the participants for helping to get the word out and to report that over 500 people had already applied.

With the combined outreach efforts of all of the Redistricting CA members, the conference drew 200 attendees, double the number we originally anticipated. The conference was held over one day and provided an overview of how redistricting worked, gave insight into what type of work might be expected from a commissioner, and provided detail about the application process itself. One of the best received panels was the lunch panel, where we invited individuals who had served on the Arizona, Los Angeles, Modesto, and San Diego Redistricting Commissions to share their experience about the amount of time and commitment, the lessons learned, and advice they would give to future commissioners. (The full agenda can be found in Appendix 2; videos of the conference can be found on [www.commoncause.org/ca/redistrictingca](http://www.commoncause.org/ca/redistrictingca)).

The conference drew attendees from all parts of the state. Once we had created the materials and set up the presentation structure for different workshops, all of the Alliance partners were able to hold mini-conferences, workshops, and presentations around the state. For instance, the Greenlining Institute was able to host a number of mini-conferences and MALDEF organized workshops throughout Northern, Central, and Southern California using the structure we created for the Redistricting CA Conference. For California Common Cause's part, we provided speakers, helped invite attendees and promote the events, and generally supported our Alliance efforts to outreach to targeted communities. By the end of the BSA's initial application period, some 30,000 individuals had expressed interest in applying.

In 2011, in consultation with our Redistricting California Alliance members and the newly formed Citizens Redistricting Commission, we decided to host two more conferences. The first was on January 25, 2011 in Los Angeles, and the second is on March 31, 2011 in San Francisco. Both of the conferences were designed to introduce attendees to the Commissioners, provide an overview of the upcoming state redistricting process, and give them the option to attend multiple workshops. The workshops covered topics such as the mapping criteria that the Commission would follow, the Voting Rights Act, how to prepare testimony, how to draw maps, hot topics in redistricting (including the latest in litigation, multi-racial districts and prison-based gerrymandering), and what the parallel local processes would be. We worked to ensure that each of our RedistrictingCA partners had an opportunity to present one or a few workshops.

The January 25, 2011, conference drew over 150 attendees. We had three new Commissioners also speak at the opening and lunch: Jeanne Raya, M. Andre Parvenu, and Peter

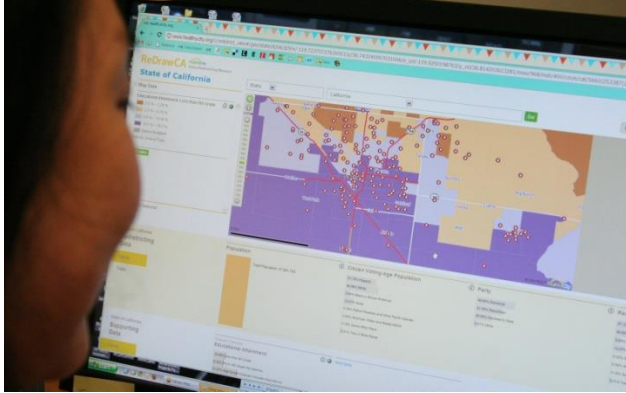
Yao. Because of separate funding, we were able to fly redistricting experts from around the country, including Atlanta, Washington, DC, New York, and Minnesota. We aired the Greenlining video for the first time, to rave reviews, as well as highlighted the mapping resources of other partner groups including Advancement Project, Redistricting Group, The Rose Institute, and the outreach efforts of groups like AARC, APALC, CAUSE, MALDEF, and NALEO. The workshop PowerPoints, materials, photos and video can be found at [www.RedistrictingCA.org](http://www.RedistrictingCA.org).

The day before, January 24, 2011, we co-hosted with the Greenlining Institute a local and ethnic media briefing to help these outlets understand and better cover the process. Additionally, many of these outlets committed to informing their audiences to help generate increased participation.

California Common Cause had come out of a difficult campaign to win Proposition 11 to create a Citizens Redistricting Commission that placed us on the opposite side of many of our traditional allies. In pulling together the Redistricting California Alliance, we had a set of concrete goals that everyone could agree on and work together on. Though the amounts were not great, the mini-grants that California Common Cause initially gave were much appreciated, and in some cases much-needed for groups to participate fully in the alliance. Over the course of the last year and a half, much has happened to bring the many groups in RedistrictingCA together, including efforts to send joint statements to the Bureau of State Audits and Secretary of State's Office, and the Citizens Redistricting Commission on a range of operations and implementation issues.

There are many events we did not expect, or in some cases, did not dare hope for: the 30,000 people initially applying to be Commissioners, a second campaign to extend the work of the Commission to drawing congressional lines, the quality and diversity of the Commissioners who were eventually chosen, the bureaucratic challenges that have faced the Commission in contracting and hiring, and the extent to which several new groups have stepped up to the plate to become involved in the redistricting process. Many of these positive effects were brought about by the hard work of the groups in the Redistricting California Alliance, supported by The Irvine Foundation. In some cases, we were able to help ameliorate the negative situations because RCA existed and was prepared to help.

Common Cause itself has grown. In many ways, putting together RedistrictingCA was much harder than CALVEC (California Voting Empowerment Circle). The challenge of having groups come together who have really been at odds over past issues and litigation and the subtle, constant negotiation with many different groups to find common agreement even around what day to host a conference helped Common Cause staff and board grow. We now very much embrace the role of coalition-builder and facilitator in many contexts – our student organizing, our legislative efforts, and our local campaigns. With each mini-crisis that has emerged, we have used the experiences to learn how to find solutions, vent in productive ways, all the while remembering that the road is long and there will many instances of friends and opponents finding common ground along the journey.



One of the key redistricting criteria that the Commission had to abide by was not drawing lines in a manner that would favor or discriminate against incumbents, candidates or parties. The new redistricting laws also required that Commissioners not consider where incumbents lived. Additionally, there was a requirement for respect of communities of interest, and a specific instruction not to define communities of interest simply based on incumbent interests. Public Policy Institute of California conducted analysis of the new seats that the Commission drew (Congress, State Legislature, and Board of Equalization) – 173 in all – and concluded that both Democratic and Republican incumbents experienced similar rates of incumbents placed with other incumbents of the same party – 35% of Democrats and 33% of Republicans.<sup>2</sup>

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<sup>2</sup> McGhee, Eric. *California's 2011 Redistricting: The Commission's Final Plans*, Public Policy Institute of California, [http://www.ppic.org/main/publication\\_show.asp?i=994](http://www.ppic.org/main/publication_show.asp?i=994)



Commission's final plans indicate generally limited gains for either party

	Assembly	Senate	U.S. House
Change in number of Democratic-leaning seats	+1	+1	+6
Change in number of Republican-leaning seats	-1	-1	-6
Number of incumbents sharing a seat with at least one incumbent of same party:			
Democrats	18	6	15
Republicans	6	6	8
Average registration change (+ favors incumbent):			
Democrats	+0%	-2%	-3%
Republicans	-3%	-3%	-3%

**Sources:** 2010 registration numbers: California Statewide Database. District lines: California Citizens Redistricting Commission.

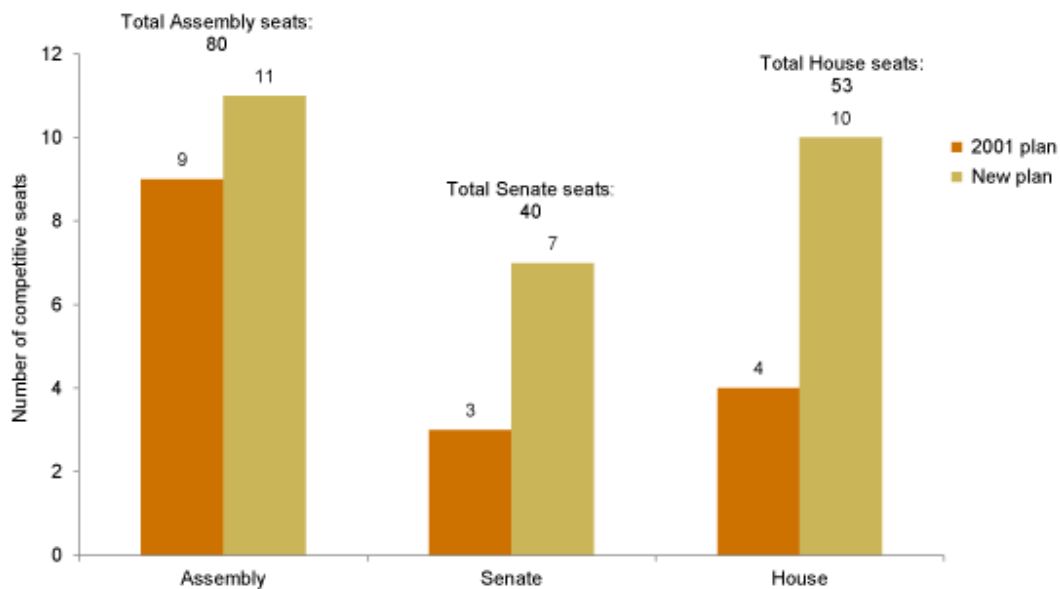
**Notes:** Democratic-leaning seats are defined as those with a Democratic registration advantage of any size. Kevin de Leon in the Senate was not included in the calculation of incumbent locations because we were unable to obtain his home address. All numbers include termed-out incumbents and ignore any incumbent decisions, either public or private, to run for a different office or to retire. Average registration changes follow incumbents from their old seat to their new one, and so do not include any seats left open by the redistricting.

**From:** Just the Facts: California's 2011 Redistricting: The Commission's Final Plans, PPIC, 2011.

While the new redistricting criteria did not specify competition as a goal (this was a conscious choice by CA Common Cause and others to leave this out), across all 173 seats that the Commission drew, the 2011 maps included a larger number of competitive seats (28) than under the maps from 2001 (16) : an additional two seats in the California Assembly (11 vs. 9), four in the California Senate (7 vs. 3), and six in the U.S. House of Representatives (10 vs. 4).<sup>3</sup>

<sup>3</sup> McGhee, Eric. Just the Facts: California's 2011 Redistricting: The Commission's Final Plans, Public Policy Institute of California, 2011. [http://www.ppic.org/main/publication\\_show.asp?i=994](http://www.ppic.org/main/publication_show.asp?i=994)

### Commission's final plans offer more competitive seats than 2001 plans



**Sources:** 2010 registration numbers: California Statewide Database. District lines: California Citizens Redistricting Commission.

**Note:** Competitive seats are those where the difference between the Democratic and Republican shares of registration fall between a five-point advantage for Republicans and a ten-point advantage for Democrats. The imbalance in this definition reflects the fact that Democratic voters have historically crossed party lines more often than Republican voters and turned out to vote at lower rates.

**From:** Just the Facts: California's 2011 Redistricting: The Commission's Final Plans, PPIC, 2011.