AMENDED IN SENATE JANUARY 4, 2006

AMENDED IN SENATE JULY 5, 2005

AMENDED IN SENATE JUNE 27, 2005

AMENDED IN SENATE JUNE 13, 2005

Senate Constitutional Amendment

No. 3

Introduced by Senators Lowenthal and Ashburn (Coauthor: Senator Romero)

December 6, 2004

Senate Constitutional Amendment No. 3—A resolution to propose to the people of the State of California an amendment to the Constitution of the State, by amending Section 12 of, and adding Sections 23 and 24 to, Article IV thereof, and by amending Section 1 of Article XXI thereof, relating to the Legislature. Constitution of the State, by repealing and adding Section 1 of Article XXI thereof, relating to redistricting.

LEGISLATIVE COUNSEL'S DIGEST

SCA 3, as amended, Lowenthal. Legislative process. *Elections: redistricting.*

Existing provisions of the California Constitution require that each Member of the Senate, Assembly, Congress, and the State Board of Equalization be elected from a single-member district.

This measure would require that each of the 40 Senate districts be divided into 2 Assembly districts.

Existing provisions of the California Constitution require the Legislature, in the year following the year in which the federal census is taken at the beginning of each decade, to adjust the boundary lines $SCA 3 \qquad \qquad -2-$

of the state Senate, Assembly, congressional, and State Board of Equalization districts in accordance with specified standards.

This measure would delete this provision, and would instead create a procedure for the appointment of an independent redistricting commission, composed of 5 members, which would be charged with establishing congressional, Assembly, Senate, and State Board of Equalization districts of equal population in a grid-like pattern across the state, adjusted as necessary to accommodate various goals, as specified.

This measure would provide that certain records of the Commission are public records.

This measure would grant the California Supreme Court original and exclusive jurisdiction over all challenges to a redistricting plan adopted by the Commission and would authorize an affected elector to file a petition for a writ of mandate or prohibition within 45 days after the Commission certified the plan to the Secretary of State. The court would be required to act expeditiously on the petition. If the plan is held to be unconstitutional, this measure would require the court to provide relief as it deems appropriate.

This measure would, among other things, require the establishment of a pool of 25 candidates for appointment to the Commission, as nominated by a panel of 10 retired judges of the Court of Appeal, would require the selection and appointment from this pool of 5 commission members according to a specified procedure, and would provide for the filling vacancies on the commission.

This measure would require the Department of Finance to submit to the Legislature a recommendation for estimated redistricting expenses, to be appropriated by the Legislature by majority vote. It would authorize the commission to contract and to hire staff and consultants, including legal representation, for purposes of this measure. It would provide that commissioners are eligible for reimbursement of expenses pursuant to law.

(1) The California Constitution specifies various procedures for the operation of the Senate and the Assembly.

This measure would require each Member of the Legislature to conduct at least 2 town hall meetings each calendar year within the district he or she represents to discuss legislative issues.

(2) Existing provisions of the California Constitution require the Governor to submit annually to the Legislature a budget for the

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ensuing year, and prescribe a date by which the Legislature must pass a Budget Bill, as specified.

This measure would prohibit the Senate or the Assembly from commencing a summer recess until the Budget Bill has been passed.

(3) Existing provisions of the California Constitution require the Legislature, in the year following the year in which the federal census is taken at the beginning of each decade, to adjust the boundary lines of the state Senate, Assembly, congressional, and Board of Equalization districts in accordance with specified standards.

This measure would establish the Citizen's Commission on Boundaries and Accountability, composed of 7 members selected as specified, who would each serve a 3-year term. This measure would require the commission to adopt redistricting plans for congressional, Assembly, Senate, and Board of Equalization districts of equal population, as specified.

This measure would also require the commission to make recommendations to improve existing legislative procedures, including enhancing access to legislative records, and would require, except as specified, that the records of the commission be open to public inspection.

Vote: ²/₃. Appropriation: no. Fiscal committee: yes. State-mandated local program: no.

- 1 RESOLVED BY THE SENATE. THE ASSEMBLY
- 2 CONCURRING, That the Legislature of the State of California at
- 3 its 2005–06 Regular Session commencing on the sixth day of
- 4 December 2004, two-thirds of the membership of each house
- 5 concurring, hereby proposes to the people of the State of
- 6 California that the Constitution of the State be amended as 7 follows:
- 8 First—That Section 1 of Article XXI thereof is repealed.
- 9 SECTION 1. In the year following the year in which the
- 10 national census is taken under the direction of Congress at the
- 11 beginning of each decade, the Legislature shall adjust the
- 12 boundary lines of the Senatorial, Assembly, Congressional, and
- 13 Board of Equalization districts in conformance with the
- 14 following standards:
- 15 (a) Each member of the Senate, Assembly, Congress, and the
- 16 Board of Equalization shall be elected from a single-member
- 17 district.

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1 (b) The population of all districts of a particular type shall be reasonably equal.

- (e) Every district shall be contiguous.
- (d) Districts of each type shall be numbered consecutively commencing at the northern boundary of the State and ending at the southern boundary.
- (c) The geographical integrity of any city, county, or city and county, or of any geographical region shall be respected to the extent possible without violating the requirements of any other subdivision of this section.
- Second—That Section 1 is added to Article XXI thereof, to read:
- SECTION 1. (a) Each member of the Senate, Assembly, Congress, and the State Board of Equalization shall be elected from a single-member district. The territory of each Senate district established pursuant to this section shall be divided into two Assembly districts.
- (b) By February 28 of each year ending in the number one, a commission to be known as the Independent Redistricting Commission (the Commission) shall be established to provide for the redistricting of congressional, Assembly, Senate, and State Board of Equalization districts. The Commission shall consist of five members. No more than two members of the Commission may be members of the same political party. Of the four members appointed pursuant to subdivisions (e) and (f), no two or more may reside in the same county. Each member shall be a registered California voter who has been continuously registered with the same political party, or registered as unaffiliated with a political party, for three or more years immediately preceding appointment, and shall commit to applying this section in an honest, independent, and impartial fashion and to upholding public confidence in the integrity of the redistricting process. Within the three years immediately preceding appointment, a member may not have been appointed to, elected to, or have been a candidate for any other public office, and may not have served as an officer of a political party, or served as a registered paid lobbyist or as an officer of a candidate's campaign committee. Legislative and congressional staff and consultants, and contractors to the Legislature, and any person with a financial or family relationship with the Governor, a Member of the

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1 Legislature, a Member of Congress, or a member of the State 2 Board of Equalization, are not eligible to serve as members of 3 the commission. A member of the commission shall be ineligible, 4 during his or her term of office, and for three years thereafter, 5 for public office in this State and for registration as a paid 6 lobbvist.

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- (c) A panel of 10 retired judges of the Court of Appeal, appointed by the Commission on Judicial Appointments, shall nominate candidates for appointment to the Commission.
- (d) By January 8 of each year ending in the number one, the panel of 10 retired judges of the Court of Appeal shall establish a pool of qualified persons who are willing to serve on the Commission. The pool of candidates shall consist of 25 nominees, with 10 nominees from each of the two largest political parties in California based on party registration, and five who are not registered with either of the two largest political parties in California. The panel of retired judges shall make every effort to ensure that the pool of candidates is representative of both genders and California's racial, ethnic, and cultural diversity.
- (e) Appointments to the Commission shall be made in the order set forth below. No later than January 31 of each year ending in the number one, the Speaker of the Assembly shall make one appointment to the Commission from the pool of nominees, followed by one appointment from the pool made in turn by each of the following: the minority floor leader of the Assembly, the President pro Tempore of the Senate, and the minority leader of the Senate. Each official shall have a seven-day period in which to make an appointment. If the appointment by the Speaker of the Assembly is not made by January 31, or any of the successive appointments is not made within a period of seven days following the deadline for the preceding appointment, that appointment is forfeited and shall be filled pursuant to subdivision (f). In the event that there are two or more minority parties within the Assembly or the Senate, the leader of the largest minority party by statewide party registration shall make the appointment.
- (f) Any vacancy in the four Commission positions described in subdivision (e) that remains as of March 1 of a year ending in the number one shall be filled from the pool of nominees by the panel

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of retired judges described in subdivision (c). The appointing body shall strive for political balance and fairness in making that appointment.

- (g) At a meeting called by the Secretary of State, the four Commission members appointed pursuant to subdivisions (e) and (f) shall select by majority vote from the nomination pool a fifth member who is not registered with any party already represented on the Commission. If the four members fail to appoint a fifth member within 15 days of that meeting, the panel of retired judges described in subdivision (c) shall appoint from the nomination pool a fifth member who is not registered with any party already represented on the Commission. The fifth member, as appointed pursuant to this subdivision, shall serve as chairperson of the Commission.
- (h) The five members of the Commission shall select by majority vote one of their members to serve as vice chairperson.
- (i) After having been served written notice and provided with an opportunity for a response, a member of the Commission may be removed by the Governor, with the concurrence of two-thirds of the Senate, for substantial neglect of duty, gross misconduct in office, or inability to discharge the duties of office.
- (j) If a member of the Commission vacates his or her term of office prior to its completion for any reason, within the first 30 days after the vacancy occurs the panel of retired judges described in subdivision (c) shall nominate a pool of three candidates. The nominees shall be of the same political party membership, or independent status, held by the vacating member at the time of his or her appointment. The appointment of the successor member shall be made from the pool of nominees by the person, persons, or entity that, pursuant to subdivision (e), (f), or (g), appointed the member vacating the office, except that a successor appointed pursuant to subdivision (g) under these circumstances is not thereby made the chairperson of the Commission and, in the event of that appointment, a new chairperson shall be appointed by the remaining members. If the appointment of a replacement member is not made within 14 days following the presentation of the nominees, the panel of retired judges described in subdivision (c) shall make the appointment, striving for political balance and fairness. The

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newly appointed member shall serve out the remainder of the original term.

- (k) Three members of the Commission, one of whom is the chairperson or vice chairperson, constitute a quorum. Three or more affirmative votes are required for any official action. The Commission shall conduct business only in meetings open to the public, and shall provide not less than 48 hours' public notice of each meeting. The records of the Commission pertaining to redistricting, and all data considered by the Commission, are public records, open to inspection by members of the public upon request, except that the Commission may withhold from public inspection preliminary drafts, notes, and communications between members.
- (l) The Commission shall establish congressional, Assembly, Senate, and State Board of Equalization districts. The mapping process for each of the districts shall consist initially of the creation of districts of equal population in a grid-like pattern across the State. The Commission shall then adjust the grid as necessary to accommodate each of the following goals, prioritized in the order listed:
- (1) Districts shall comply with the United States Constitution and the federal Voting Rights Act of 1965 (42 U.S.C. Sec. 1971 et seq.).
- (2) Congressional, Assembly, Senate, and State Board of Equalization districts shall each have equal population with other districts for the same office, to the extent practicable.
- (3) Districts shall be geographically compact and contiguous to the extent practicable.
- (4) District boundaries shall respect communities of interest to the extent practicable.
- (5) To the extent practicable, district lines shall use visible geographic features, city and county boundaries, and undivided census tracts.
- (6) To the extent practicable, competitive districts should be favored where to do so would create no significant detriment to the other goals listed in this subdivision.
- (m) Party registration and voting history data shall be excluded from the initial phase of the mapping process but may be used to test maps for compliance with subdivision (m). The

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places of residence of incumbents or candidates may not be identified or considered for purposes of this section.

- (n) The Commission shall display a draft map congressional, Assembly, Senate, and State Board Equalization districts to the public for comment, in a manner designed to achieve the widest public dissemination reasonably possible, and public comment shall be taken for at least 30 days from the date of public display. Either the Assembly or the Senate, or both, may act within this period to make recommendations to the Commission by majority or by minority report, which recommendations shall be considered by the Commission. The Commission shall then establish final boundaries for congressional, Assembly, Senate, and State Board of Equalization districts, and shall certify those districts to the Secretary of State.
 - (o) This section is self-executing.

- (p) In each year ending in the number nine, the Department of Finance or its successor shall submit to the Legislature a recommendation for an appropriation adequate to meet the estimated expenses of the subsequent redistricting process occurring pursuant to this section, and shall make adequate office space available for the operation of the Commission. Notwithstanding Section 12 of Article IV, the Legislature shall make the necessary appropriation by bill passed by rollcall vote entered in the journal, a majority of the membership of each house concurring.
- (q) The Commission, with fiscal oversight from the Department of Finance or its successor, shall have procurement and contracting authority and may hire staff and consultants, exempt from the civil service, for the purposes of this section, including legal representation.
- (r) The Commission has standing in legal actions regarding a redistricting plan and to establish whether funds or other resources provided for the operation of the Commission are adequate. The Commission has sole authority to determine whether the Attorney General or counsel hired or selected by the Commission shall represent the people of California in the legal defense of a redistricting plan.
- (s) The Supreme Court has original and exclusive jurisdiction in all proceedings in which a plan adopted by the Commission is

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challenged. To challenge a redistricting plan, any affected elector may file a petition for a writ of mandate or writ of prohibition within 45 days after the Commission has certified the plan to the Secretary of State to bar the Secretary of State from implementing the plan on the grounds that the filed plan violates this Constitution, the United States Constitution, or any federal statute. The Supreme Court shall act expeditiously on the petition. If the Supreme Court determines that a redistricting plan adopted by the Commission violates this Constitution, the United States Constitution, or any federal statute, the Supreme Court shall afford such relief as it deems appropriate.

(t) Members of the Commission are eligible for reimbursement of personal expenses incurred in connection with the duties performed for the Commission pursuant to law, and a member's residence is deemed to be the member's post of duty for purposes of reimbursement of expenses.

- (u) The term of office of each member of the Commission expires upon the appointment of the first member of the succeeding Commission. The Commission may not meet or incur expenses after the redistricting plan becomes final pursuant to subdivision (o), except with respect to any pending litigation or government approval concerning the plan, to revise districts if required by court order, or if the number of congressional, Assembly, Senate, or State Board of Equalization districts is changed.
- (v) For purposes of this section, "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.

Resolved by the Senate, the Assembly concurring, That the Legislature of the State of California at its 2005-06 Regular Session commencing on the sixth day of December 2004, two-thirds of the membership of each house concurring, hereby proposes to the people of the State of California that the Constitution of the State be amended as follows:

First—(a) The Legislature finds and declares that the people of the State of California have expressed their desire that the Legislature take steps to enhance government responsiveness,

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1 restore trust through transparency, and climinate barriers to access and participation.

- (b) It is the intent of the Legislature that this Constitutional Revision will accomplish these goals by creating an impartial and independent Citizen's Commission on Boundaries and Accountability.
- (e) It is the intent of the Legislature that this commission establish and adopt plans for the Senatorial, Assembly, congressional, and Board of Equalization districts in conformance with objective and impartial criteria.
- (d) It is the intent of the Legislature that this commission also review and make recommendations regarding legislative procedures and enhancing access to legislative records.
- (e) It is the intent of the Legislature that this Constitutional Revision further accomplish these stated goals by requiring all of the following:
- (1) Each Member of the Legislature shall conduct at least two town hall meetings in his or her district each calendar year.
- (2) The Senate and the Assembly shall approve the Budget Bill before adjourning for summer recess.
- Second—That Section 12 of Article IV thereof is amended to read:
- SEC. 12. (a) Within the first 10 days of each calendar year, the Governor shall submit to the Legislature, with an explanatory message, a budget for the ensuing fiscal year containing itemized statements for recommended state expenditures and estimated state revenues. If recommended expenditures exceed estimated revenues, the Governor shall recommend the sources from which the additional revenues should be provided.
- (b) The Governor and the Governor-elect may require a state agency, officer, or employee to furnish whatever information is deemed necessary to prepare the budget.
- (c) (1) The budget shall be accompanied by a budget bill itemizing recommended expenditures.
- (2) The budget bill shall be introduced immediately in each house by the persons chairing the committees that consider the budget.
- 38 (3) The Legislature shall pass the budget bill by midnight on 39 June 15 of each year.

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(4) Until the budget bill has been enacted, the Legislature shall not send to the Governor for consideration any bill appropriating funds for expenditure during the fiscal year for which the budget bill is to be enacted, except emergency bills recommended by the Governor or appropriations for the salaries and expenses of the Legislature.

- (d) No bill except the budget bill may contain more than one item of appropriation, and that for one certain, expressed purpose. Appropriations from the General Fund of the State, except appropriations for the public schools, are void unless passed in each house by rolleall vote entered in the journal, two-thirds of the membership concurring.
- (e) The Legislature may control the submission, approval, and enforcement of budgets and the filing of claims for all state agencies.
- (f) For the 2004-05 fiscal year, or any subsequent fiscal year, the Legislature may not send to the Governor for consideration, nor may the Governor sign into law, a budget bill that would appropriate from the General Fund, for that fiscal year, a total amount that, when combined with all appropriations from the General Fund for that fiscal year made as of the date of the budget bill's passage, and the amount of any General Fund moneys transferred to the Budget Stabilization Account for that fiscal year pursuant to Section 20 of Article XVI, exceeds General Fund revenues for that fiscal year estimated as of the date of the budget bill's passage. That estimate of General Fund revenues shall be set forth in the budget bill passed by the Legislature.
- (g) (1) The Senate may not commence a summer recess until the budget bill has been passed by the Senate.
- (2) The Assembly may not commence a summer recess until the budget bill has been passed by the Assembly.
- (3) For purposes of this subdivision, the passage of the budget bill is deemed to occur when a bill is passed by that house that makes appropriations for the support of the government of the State for the entire fiscal year.
- Third—That Section 23 is added to Article IV thereof, to read: SEC. 23. (a) The Citizen's Commission on Boundaries and Accountability is hereby established. The commission shall establish and adopt plans for congressional, Assembly, Senate,

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and Board of Equalization districts as specified by Article XXI. 2 The commission also shall assess existing legislative procedures, 3 and adopt resolutions making recommendations to improve those 4 procedures, including enhancing access to legislative records. 5 Each member shall serve a term of three years. All members 6 shall be appointed between January 1, 2010, and July 1, 2010, 7 and, thereafter, on or before July 1 of each year ending in a zero.

- (b) The commission shall consist of seven members. No two or more members may reside in the same county. Each member shall be a California voter who has been continuously registered with the same political party, or has not been registered with any political party, for three or more years immediately preceding appointment. Each member shall commit to applying this section in an honest, independent, and impartial fashion and to upholding public confidence in the integrity of the redistricting process. Within the three years immediately preceding appointment, a member may not have been appointed or elected to, or have been a candidate for, any public office and may not have served as an officer of a political party, as a registered paid lobbyist, or as an officer of a candidate's campaign committee. Legislative and congressional staff, consultants and contractors to the Legislature, and any person with a financial or family relationship with a Member of the Legislature, Member of Congress, or member of the Board of Equalization is not eligible to serve as members of the commission. A member of the commission shall be ineligible, during his or her term of office, and for three years thereafter, for public office in this State and for registration as a paid lobbyist. The appointments made pursuant to paragraphs (6) and (7) of subdivision (e) shall not result in the commission having more than three members affiliated with the same political party.
- (e) Each of the following may, in the order listed below, appoint one member to the commission:
- 34 (1) The Governor.
- 35 (2) The President pro Tempore of the Senate.
- 36 (3) The Speaker of the Assembly.
- 37 (4) The Senate Minority Leader.
- 38 (5) The Assembly Minority Leader.
- 39 (6) The California Judicial Council.
- 40 (7) The President of the University of California.

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(d) The appointing authorities shall make every effort to ensure that the members of the commission are representative of California's racial, ethnic, cultural, and gender diversity.

- (e) The members of the commission shall select by majority vote one of their members to serve as chairperson and one of their members to serve as vice chairperson.
- (f) After having been served written notice and provided with an opportunity for a response, a member may be removed by the Governor, with the concurrence of two-thirds of the Senate by rolleall vote entered into the journal, for substantial neglect of duty, gross misconduct in office, or inability to discharge the duties of office.
- (g) If a member vacates his or her office for any reason prior to completion of the term, the appointing authority shall, within 30 days of the vacancy, and subject to the conditions set forth in subdivision (b), appoint a new member to fill the vacancy. The appointee shall serve the remainder of the unexpired term.
- (h) Four members, one of whom is the chairperson or vice chairperson, constitute a quorum. Four or more affirmative votes are required for any official action. The commission shall conduct business only in meetings open to the public, and shall provide not less than four days' public notice of each meeting, except that closed sessions may be held solely for any of the following purposes:
- (1) To consider the appointment, employment, evaluation of performance, or dismissal of a public officer or employee, to consider or hear complaints or charges brought against a member of the commission or other public officer or employee, or to establish the classification or compensation of an employee of the commission.
 - (2) To confer with, or receive advice from, its legal counsel.
- (i) (1) Expenses for the commission shall be paid for out of the operating funds of the Senate and Assembly.
- (2) For purposes of this subdivision, expenses include the costs of member travel, per diem, staff, counsel, office space, and any activities necessary to perform the work of the commission.
- (j) The records of the commission and all data considered by the commission are public records, open to inspection by members of the public upon request, except that the commission

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may withhold from public inspection preliminary drafts, notes, and communications between members.

- (k) The Supreme Court has original and exclusive jurisdiction in all proceedings where a plan adopted by the commission is challenged. To challenge a redistricting plan, a resident of a challenged district shall commence an action for injunctive or other relief within 45 days after the commission has certified the district to the Secretary of State. The Supreme Court shall rule on any challenge within 90 days after an action challenging a redistricting plan is commenced. If the Supreme Court determines that a redistricting plan adopted by the commission violates this Constitution, the United States Constitution, or any federal statute, the Supreme Court shall, within 90 days, prepare and adopt a revised redistricting plan in accordance with the standards set forth in this section.
 - (1) The provisions of this section are self-executing.

Fourth—That Section 24 is added to Article IV thereof, to read:

- SEC. 24. (a) Each Member of the Legislature shall conduct at least two town hall meetings each calendar year within the district he or she represents.
- (b) For purposes of this section, a "town hall meeting" is a publicly noticed meeting that a Member of the Senate or Assembly invites his or her constituents to attend to discuss legislative issues.
- Fifth—That Section 1 of Article XXI thereof is amended to read:
- SECTION 1. In the year following the year in which the national census is taken under the direction of Congress at the beginning of each decade, the Citizen's Commission on Boundaries and Accountability shall establish and adopt plans for the Senatorial, Assembly, congressional, and Board of Equalization districts. The redistricting plans adopted shall be in conformance with the following standards and prioritized in the following order:
- (a) Each member of the Senate, Assembly, Congress, and the Board of Equalization shall be elected from a single-member district.
 - (b) The population of all districts of a particular type

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shall be as equal as practicable provided that the population deviation between districts do not exceed federal constitutional standards.

- (e) Districts shall comply with the Constitution of the United States and the federal Voting Rights Act of 1965 (42 U.S.C. Sec. 1971 et seq.).
- (d) Districts shall be geographically compact to the extent practicable and must reflect communities of interest.
- (e) The geographical integrity of any city, county, or city and county, or of any geographical region shall be respected to the extent possible without violating the requirements of any other subdivision of this section.
 - (f) Every district shall be contiguous.

(g) Districts of each type shall be numbered consecutively commencing at the northern boundary of the State and ending at the southern boundary, except that any Senate district that contains 60 percent or more of population of an area previously assigned an odd district number shall be assigned an odd number regardless of geographic location, and any district that contains 60 percent or more of population of an area previously assigned an even district number shall be assigned an even number regardless of geographic location.