# 2015-2016 #122 - Original

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#### CITIZENS' REDISTRICTING COMMISSION

Colorado Secretary of State

S.WARD 1:30 P.M.

Be it enacted by the People of the State of Colorado:

**SECTION 1.** In the constitution of the state of Colorado, **amend** section 44 of article V as follows:

Section 44. Representatives in Congress.

- (1) DECLARATION OF THE VOTERS OF COLORADO.
  - (a) COMPETITIVE DISTRICTS IN CONGRESSIONAL ELECTIONS CAN STRENGTHEN DEMOCRACY AND THE GOAL OF EFFECTIVE REPRESENTATION.
  - (b) It is the desire of voters that the congressional redistricting process reflect an inclusive and meaningful process that provides the public with the ability to be heard as redistricting maps are drawn, to have their written comments considered before final maps are established, to be able to watch the witnesses who deliver testimony and redistricting commission's deliberations, and to have their concerns heard by a politically balanced commission.
  - (c) FOR YEARS, CERTAIN POLITICAL INTERESTS OPPOSED COMPETITIVE DISTRICTS IN COLORADO. THESE SAME POLITICAL INTERESTS ARE PRIMARILY CONCERNED ABOUT MAINTAINING POLITICAL POWER AND CAN BE EXPECTED TO SEEK TO ENACT STATUTES THAT PROHIBIT, AND TO ARGUE IN COURT AGAINST, COMPETITIVE DISTRICTS WHEN COLORADO IS REDISTRICTED IN 2021 AND THEREAFTER.
  - (d) WHILE RECOGNIZING THAT CERTAIN AREAS OF THE STATE LEAN IN ONE POLITICAL PARTY'S DIRECTION OR THE OTHER, THE VOTERS FAVOR A CITIZENS' COMMISSION TO SET DISTRICT LINES BY PRIORITIZING CONSTITUTIONALLY GUARANTEED VOTING RIGHTS, FAIR AND EFFECTIVE REPRESENTATION, AND COMPETITIVENESS.
  - (e) IN ORDER TO REPRESENT THE PUBLIC INTEREST, A REDISTRICTING COMMISSION SHOULD BE FREE OF UNACCOUNTABLE DECISION MAKING.
  - (f) A CONGRESSIONAL REDISTRICTING MAP THAT DOES NOT NEED TO BE ADOPTED BY THE LEGISLATURE WILL BE MORE INDEPENDENT OF THE POLITICAL PRESSURES THAT WORK AGAINST COMPETITIVENESS.
- (2) **DEFINITIONS.** FOR PURPOSES OF THIS SECTION:
  - (a) "CITIZENS' COMMISSION" MEANS THE CITIZENS' CONGRESSIONAL REDISTRICTING COMMISSION AS AUTHORIZED BY THIS SECTION;
  - (b) "COMPETITIVENESS" MEANS THE REASONABLE POTENTIAL FOR CONGRESSIONAL REPRESENTATION WITHIN A DISTRICT TO CHANGE POLITICAL PARTIES AT LEAST ONCE

- DURING THE DECADE BETWEEN FEDERAL CENSUSES AND SHALL BE MEASURED ON FACTORS INCLUDING A PROPOSED DISTRICT'S HISTORIC POLITICAL PERFORMANCE DATA AND CURRENT AND PROJECTED POLITICAL PARTY REGISTRATION DATA;
- (c) "CONGRESSIONAL DISTRICTS" OR "DISTRICTS" MEANS THE GEOGRAPHIC AREAS EQUAL TO THE NUMBER OF MEMBERS OF THE UNITED STATES HOUSE OF REPRESENTATIVES TO WHICH COLORADO IS ENTITLED, BASED ON THE DECENNIAL CENSUS, FOR THE UPCOMING DECADE;
- (d) "QUALIFIED APPELLANT" MEANS ANY COMMISSIONER OR ANY PERSON WHO TESTIFIED OR SUBMITTED WRITTEN COMMENTS TO THE CITIZENS' COMMISSION;
- (e) "STAFF" MEANS PERSONNEL OF THE OFFICE OF LEGISLATIVE COUNCIL AND OFFICE OF LEGISLATIVE LEGAL SERVICES, ASSIGNED TO WORK WITH THE CITIZENS' COMMISSION;
- (f) "SUPER-MAJORITY" MEANS A VOTE REFLECTING THE AGREEMENT OF SIX COMMISSIONERS.
- (3) OBJECTIVE OF REDISTRICTING. The general assembly CITIZENS' COMMISSION, NOTWITHSTANDING ANY OTHER PROVISION OF LAW, shall divide the state into as many congressional districts as there are representatives in congress apportioned to this state by the congress of the United States for the election of one representative to congress from each district. When a new apportionment shall be made by congress, the general assembly CITIZENS' COMMISSION shall divide the state into congressional districts accordingly.
- (4) COMPOSITION COLORADO CITIZENS' CONGRESSIONAL REDISTRICTING COMMISSION.
  - (a) IN THE YEAR FOLLOWING THE YEAR IN WHICH THE FEDERAL DECENNIAL CENSUS IS CONDUCTED, NINE REGISTERED ELECTORS SHALL BE APPOINTED TO THE CITIZENS' COMMISSION AS FOLLOWS:
    - (I) BY JANUARY 20, THE PRESIDENT OF THE SENATE, THE SPEAKER OF THE HOUSE OF REPRESENTATIVES, THE MINORITY LEADER OF THE SENATE, AND THE MINORITY LEADER OF THE HOUSE OF REPRESENTATIVES SHALL EACH APPOINT ONE MEMBER WHO IS A REGISTERED ELECTOR AND AFFILIATED WITH ANY POLITICAL PARTY IN COLORADO;
    - (II) BETWEEN JANUARY 21 AND FEBRUARY 10, THE GOVERNOR SHALL APPOINT TWO MEMBERS WHO ARE REGISTERED ELECTORS AND ARE REGISTERED AS AFFILIATED WITH MAJOR POLITICAL PARTIES ON THE DATE OF APPOINTMENT AND SHALL HAVE BEEN SO AFFILIATED FOR AT LEAST THE PREVIOUS TWO YEARS, ALTHOUGH THE TWO EXECUTIVE MEMBERS CANNOT BE AFFILIATED WITH THE SAME POLITICAL PARTY; AND
    - (III) BETWEEN FEBRUARY 11 AND MARCH 10, THE CHIEF JUSTICE OF THE SUPREME COURT SHALL APPOINT THREE MEMBERS WHO HAVE BEEN REGISTERED ELECTORS FOR AT LEAST TWO YEARS PRIOR TO APPOINTMENT, HAVE NOT BEEN AFFILIATED WITH ANY POLITICAL PARTY FOR AT LEAST TWO YEARS PRECEDING THE DATE OF APPOINTMENT, AND ARE CURRENTLY REGISTERED ELECTORS NOT AFFILIATED WITH ANY PARTY.

- (b) By January 10 of the year after the decennial census is conducted, any person who seeks to serve as an appointee to the citizens' commission under subsection (4)(a)(III) shall submit an application to staff. Staff shall prepare an application form for that purpose and place it on the general assembly's website by November 10 of the year in which the decennial census is conducted. After applications are submitted, staff shall determine whether each applicant meets the qualifications specified in this subsection (4). By January 20, staff shall transmit to the chief justice the applications of all applicants determined to meet the specified qualifications, and the chief justice must pick appointees from these applicants.
- (c) ANY VACANCY ON THE CITIZENS' COMMISSION, INCLUDING THOSE OCCURRING DUE TO DEATH, RESIGNATION, OR FAILURE TO MEET THE QUALIFICATIONS OF APPOINTMENT, SHALL BE FILLED AS SOON AS POSSIBLE BY THE APPOINTING AUTHORITY OF THAT COMMISSIONER.
- (d) A COMMISSIONER'S POSITION ON THE CITIZENS' COMMISSION WILL BE DEEMED VACANT IF HE OR SHE, HAVING BEEN APPOINTED AS A REGISTERED ELECTOR WHO IS NOT AFFILIATED WITH A POLITICAL PARTY, AFFILIATES WITH A POLITICAL PARTY BEFORE THE CITIZENS' COMMISSION COMPLETES ITS WORK ACCORDING TO THE PROCESS PROVIDED IN SUBSECTION (8) OF THIS SECTION.
- (e) AT LEAST ONE MEMBER OF THE CITIZENS' COMMISSION SHALL RESIDE WEST OF THE CONTINENTAL DIVIDE.
- (f) NO PERSON MAY BE APPOINTED TO, OR WILL BE PERMITTED TO SERVE ON, THE CITIZENS' COMMISSION IF HE OR SHE IS:
  - (I) A MEMBER OF THE UNITED STATES HOUSE OF REPRESENTATIVES;
  - (II) A CANDIDATE FOR THE UNITED STATES HOUSE OF REPRESENTATIVES:
  - (III) COMPENSATED BY A MEMBER OF, OR A CAMPAIGN COMMITTEE ADVOCATING THE ELECTION OF A CANDIDATE TO, THE UNITED STATES HOUSE OF REPRESENTATIVES; OR
  - (IV) A MEMBER OF THE STATE'S REAPPORTIONMENT COMMISSION.
- (5) SUPER-MAJORITY REQUIRED. THE CITIZENS' COMMISSION CAN APPROVE A MAP TO SET CONGRESSIONAL DISTRICTS ONLY IF A SUPER-MAJORITY ADOPTS SUCH MAP.
- (6) PUBLIC INVOLVEMENT HEARING PROCESS.
  - (a) ALL COLORADO RESIDENTS, INCLUDING BUT NOT LIMITED TO STAFF ACTING ON BEHALF OF THE CITIZENS' COMMISSION AND COMMISSIONERS INDIVIDUALLY, MAY PRESENT PROPOSED REDISTRICTING MAPS OR WRITTEN COMMENTS, OR BOTH, FOR CONSIDERATION.
  - (b) THE CITIZENS' COMMISSION SHALL, TO THE MAXIMUM EXTENT PRACTICABLE, PROVIDE OPPORTUNITIES FOR CITIZENS TO PRESENT TESTIMONY AT REGIONAL HEARINGS HELD

THROUGHOUT THE STATE. THE COMMISSION SHALL NOT CONCLUDE ITS MAP DRAWING UNTIL AT LEAST THREE HEARINGS HAVE BEEN HELD IN EACH CONGRESSIONAL DISTRICT, INCLUDING AT LEAST ONE HEARING WEST OF THE CONTINENTAL DIVIDE AND AT LEAST ONE HEARING SOUTH OF EL PASO COUNTY AND EAST OF THE CONTINENTAL DIVIDE.

- (c) THE CITIZENS' COMMISSION SHALL MAINTAIN A WEBSITE THROUGH WHICH ANY PERSON MAY SUBMIT PROPOSED MAPS OR WRITTEN COMMENTS, OR BOTH, WITHOUT ATTENDING ONE OF THE HEARINGS REFERRED TO IN THIS SECTION.
- (d) The citizens' commission shall post all written comments pertaining to redistricting on its website as well as the name of the Colorado resident submitting such comments. If the citizens' commission or its staff have a substantial basis to believe that the person submitting such comments has not truthfully or accurately identified himself or herself or is not a Colorado resident, the citizens' commission need not consider and need not post such comments. The citizens' commission may withhold comments, in whole or in part, from the website that do not relate to redistricting maps or policy.
- (e) THE CITIZENS' COMMISSION SHALL PROVIDE SIMULTANEOUS ACCESS TO THE REGIONAL HEARINGS BY BROADCASTING THEM VIA ITS WEBSITE AND MAINTAIN AN ARCHIVE OF SUCH HEARINGS FOR PUBLIC REVIEW.

#### (7) DISTRICTING CRITERIA.

- (a) THE CITIZENS' COMMISSION SHALL UTILIZE THE FOLLOWING CRITERIA FOR ADOPTING A MAP:
  - (I) A GOOD FAITH EFFORT TO ACHIEVE PRECISE MATHEMATICAL POPULATION EQUALITY BETWEEN DISTRICTS, JUSTIFYING EACH VARIANCE, NO MATTER HOW SMALL, AS REQUIRED BY THE CONSTITUTION OF THE UNITED STATES, SUCH THAT EACH DISTRICT SHALL CONSIST OF CONTIGUOUS WHOLE GENERAL ELECTION PRECINCTS AND SHALL NOT OVERLAP WITH ANY OTHER DISTRICT; AND
  - (II) COMPLIANCE WITH THE FEDERAL "VOTING RIGHTS ACT OF 1965", AS CODIFIED IN THE UNITED STATES CODE.
- (b) THE COMMISSION MAY WITHOUT WEIGHT TO ANY FACTOR, UTILIZE FACTORS INCLUDING BUT NOT LIMITED TO:
  - (I) THE PRESERVATION OF POLITICAL SUBDIVISIONS SUCH AS COUNTIES, CITIES, AND TOWNS, BUT WHEN COUNTY, CITY, OR TOWN BOUNDARIES ARE CHANGED, ADJUSTMENTS, IF ANY, IN DISTRICTS SHALL BE AS PRESCRIBED BY LAW.
  - (II) THE PRESERVATION OF COMMUNITIES OF INTEREST, INCLUDING ETHNIC, CULTURAL, ECONOMIC, TRADE AREA, GEOGRAPHIC, AND DEMOGRAPHIC FACTORS; AND

- (III) THE COMPACTNESS OF EACH CONGRESSIONAL DISTRICT.
- (c) THE COMMISSION SHALL DRAW A MAP THAT FOSTERS COMPETITIVENESS WITHIN DISTRICTS WHERE CONSISTENT WITH THE OTHER CRITERIA SET FORTH IN THIS SUBSECTION.
- (d) Employing these criteria, the commission shall adopt a map on or before august 10 of the year after the decennial census is conducted.

### (8) APPEAL OF CITIZENS' COMMISSION ACTION OR INACTION.

- (a) IF THE CITIZENS' COMMISSION ADOPTS A MAP BY A SUPER-MAJORITY, A QUALIFIED APPELLANT MAY, WITHIN TEN DAYS AFTER THE MAP IS ADOPTED, APPEAL THE MAP'S LEGAL ADEQUACY TO THE SUPREME COURT. THE SUPREME COURT SHALL DETERMINE WHETHER THE CITIZENS' COMMISSION ABUSED ITS DISCRETION. IF IT FINDS AN ABUSE OF DISCRETION BASED ON THE RECORD DEVELOPED BEFORE THE COMMISSION, THE SUPREME COURT SHALL RETURN THE MAP TO THE CITIZENS' COMMISSION WITH DIRECTIONS ABOUT THE CHANGES NEEDED TO ACHIEVE CONSTITUTIONAL COMPLIANCE.
  - (I) UPON RECEIPT OF DIRECTIONS FROM THE SUPREME COURT, THE CITIZENS' COMMISSION SHALL ADOPT A MAP BY A SUPER-MAJORITY WITHIN TEN DAYS, WHICH MAP MAY BE APPEALED TO THE SUPREME COURT AS PROVIDED IN SUBSECTION (8)(a).
  - (II) IF THE CITIZENS' COMMISSION DOES NOT ADOPT A MAP BY A SUPER-MAJORITY WITHIN TEN DAYS AFTER RECEIPT OF DIRECTIONS FROM THE SUPREME COURT, ANY QUALIFIED APPELLANT WHO PARTICIPATED IN THE SUPREME COURT'S REVIEW OF THE INITIAL MAP MAY APPEAL TO THE SUPREME COURT ON OR BEFORE THE FIFTEENTH DAY AFTER RECEIPT OF DIRECTIONS FROM THE SUPREME COURT AND PROPOSE CHANGES TO THE MAP THE COURT RETURNED TO THE CITIZENS' COMMISSION. THE SUPREME COURT SHALL ADOPT THE PROPOSED CHANGES THAT ARE MOST RESPONSIVE TO THE DIRECTIONS IT PROVIDED TO THE CITIZENS' COMMISSION.
- (b) If the citizens' commission fails to adopt a map by a super-majority by August 10 of the year after the decennial census is conducted, a qualified appellant may thereafter appeal to the Denver district court, which previously litigated redistricting matters after the legislature failed to agree to redistricting plans in 2001 and 2011.
  - (I) THE DISTRICT COURT SHALL CONSIDER THE RECORD DEVELOPED BEFORE THE CITIZENS' COMMISSION, AS WELL AS ANY ADDITIONAL TESTIMONY AND EXHIBITS THE COURT DEEMS RELEVANT, IN REACHING A DECISION ON THE CONGRESSIONAL DISTRICT MAP. THE DISTRICT COURT SHALL RULE ON THE STATE'S CONGRESSIONAL MAP BY NOVEMBER 1 AFTER THE DECENNIAL CENSUS IS CONDUCTED.
  - (II) ANY PARTY TO THE LITIGATION WHO IS DISSATISFIED WITH THE DISTRICT COURT'S RULING, IN WHOLE OR IN PART, MAY APPEAL DIRECTLY TO THE SUPREME COURT WHICH SHALL PLACE THE MATTER AT THE TOP OF ITS DOCKET AND RESOLVE IT AS EXPEDITIOUSLY

AS POSSIBLE. IN CONDUCTING SUCH REVIEW, THE SUPREME COURT SHALL DETERMINE WHETHER THE DISTRICT COURT ABUSED ITS DISCRETION. THE SUPREME COURT SHALL RULE ON THE CONSTITUTIONAL ADEQUACY OF THE MAP ON OR BEFORE NOVEMBER 30 OF THE YEAR AFTER THE DECENNIAL CENSUS IS CONDUCTED.

- (III) IF THE MAP APPROVED BY THE DISTRICT COURT IS CONSTITUTIONALLY INADEQUATE AND NO OTHER MAP PRESENTED AT THE DISTRICT COURT BY A PARTY OR AN INTERVENOR SATISFIES ALL OF THE RELEVANT CRITERIA IN THIS SECTION, THE COURT SHALL REMAND THE MATTER TO THE DENVER DISTRICT COURT WITH DIRECTIONS TO ADOPT A MAP BY DECEMBER 20 OF THE YEAR AFTER THE DECENNIAL CENSUS IS CONDUCTED, WHICH MAP MUST ADDRESS SPECIFIC LEGAL INADEQUACIES AND MAY BE APPEALED TO THE SUPREME COURT AND EXPEDITED ON THE COURT'S CALENDAR TO THE MAXIMUM EXTENT POSSIBLE.
- (b) THE SUPREME COURT SHALL ADOPT RULES GOVERNING THE FILING, BRIEFING, ARGUMENT, DECISION, PROCEDURES, AND TIME PERIODS FOR MATTERS APPEALED UNDER THIS SUBSECTION (8).

## (9) ETHICAL OBLIGATIONS - COMMISSIONERS AND STAFF.

- (a) COMMISSIONERS ARE GUARDIANS OF THE PUBLIC TRUST AND ARE SUBJECT TO ANTI-BRIBERY AND ABUSE OF PUBLIC OFFICE STATUTES AS REFLECTED IN PARTS 3 AND 4 OF ARTICLE 8, TITLE 18 OF THE COLORADO REVISED STATUTES, AS AMENDED.
- (b) TO ENSURE TRANSPARENCY IN THE REDISTRICTING PROCESS, THE COMMISSION, THE COMMISSIONERS, AND THE COMMISSION'S STAFF ARE SUBJECT TO STATE STATUTES REGARDING OPEN MEETINGS AND OPEN RECORDS AS REFLECTED IN PART 4 OF ARTICLE 6 AND PART 1 OF ARTICLE 72 OF TITLE 24 OF THE COLORADO REVISED STATUTES, AS AMENDED.
- (c) Persons who contract or receive compensation for advocating to the commission, one or more commissioners, or the staff the adoption of any map, amendment to a map, mapping approach, or manner of compliance with any of the mapping criteria in subsection (8) are lobbyists who must disclose to the secretary of state any compensation contracted for, compensation received, and the person or entity contracting or paying for their lobbying services. The secretary shall publish on that office's website the names of such lobbyists, as well as the compensation received and the persons or entities for whom they work. The secretary shall adopt rules to facilitate the complete and prompt reporting required by this subsection.
- (d) AN ALLEGED VIOLATION OF ANY APPLICABLE ETHICAL REQUIREMENT IN PART 1 OF ARTICLE 18, TITLE 24 OF THE COLORADO REVISED STATUTES, AS AMENDED, CAN BE ADJUDICATED BEFORE THE INDEPENDENT ETHICS COMMISSION, AS PROVIDED IN ARTICLE XXIX OF THIS CONSTITUTION, AND SHALL BE PLACED AT THE TOP OF THE COMMISSION'S DOCKET AND RESOLVED AS EXPEDITIOUSLY AS POSSIBLE, CONSISTENT WITH DUE PROCESS GUARANTEES.

- (10) AUTHORITY TO ESTABLISH RULES. AT ITS FIRST MEETING TO BE HELD ON OR BEFORE MARCH 31 OF THE YEAR AFTER THE YEAR THE DECENNIAL CENSUS IS CONDUCTED, THE CITIZENS' COMMISSION SHALL MEET TO ADDRESS INITIAL PROCEDURAL RULES THAT WILL BE NECESSARY TO FACILITATE ITS GENERAL OPERATIONS AND COMPLIANCE WITH THIS SECTION, INCLUDING RULES THAT ADDRESS THE HEARING PROCESS, ELEMENTS OF THE MAPPING CRITERIA, REVIEW OF MAPS SUBMITTED FOR ITS CONSIDERATION, AND THE PROCESS FOR DEVELOPING A RECORD OF THE CITIZENS' COMMISSION'S PROCEEDINGS. THE CITIZENS' COMMISSION SHALL PROVIDE AT LEAST SEVENTY-TWO HOURS OF ADVANCE NOTICE OF ALL PROPOSED RULES PRIOR TO CONSIDERATION FOR ADOPTION. A SIMPLE MAJORITY OF APPOINTED COMMISSIONERS MAY APPROVE PROCEDURAL RULES AND PROCEDURAL DECISIONS. NEITHER THE COMMISSION'S PROCEDURAL RULES NOR ITS MAPPING DECISIONS ARE SUBJECT TO THE ADMINISTRATIVE PROCEDURES ACT, AS REFLECTED IN PART 1 OF ARTICLE 4, TITLE 24, OF THE COLORADO REVISED STATUTES, AS AMENDED.
- (11) OPERATIONAL FUNDING. THE GENERAL ASSEMBLY SHALL APPROPRIATE FUNDS NECESSARY FOR THE CITIZENS' COMMISSION TO ACHIEVE ALL TASKS ASSIGNED TO IT UNDER THIS SECTION.
- (12) EFFECTIVE DATE. THIS INITIATIVE SHALL BE EFFECTIVE ON THE DAY THE RESULTS OF THE 2016 GENERAL ELECTION ARE CERTIFIED BY THE GOVERNOR.