1	STATE OF OKLAHOMA
2	1st Session of the 59th Legislature (2023)
3	HOUSE JOINT RESOLUTION 1024 By: Dollens
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6	<u>AS INTRODUCED</u>
7	A Joint Resolution directing the Secretary of State to refer to the people for their approval or
8	rejection of proposed new sections to Article V of the Constitution of the State of Oklahoma; providing
9	for House and Senate districts; specifying power of redistricting; defining terms; creating the Citizens'
10	Independent Redistricting Commission; providing for composition and qualification of the Commission;
12	providing for application and selection of Commissioners; providing for funding of the Commission; providing for duties of the Commission
13	and the Secretary; providing for redistricting criteria; providing for judicial review; repealing
14	sections related to legislative apportionment; providing ballot title; and directing filing.
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17	BE IT RESOLVED BY THE HOUSE OF REPRESENTATIVES AND THE SENATE OF THE
18	1ST SESSION OF THE 59TH OKLAHOMA LEGISLATURE:
19	SECTION 1. The Secretary of State shall refer to the people for
20	their approval or rejection, as and in the manner provided by law,
21	the following proposed amendment to the Constitution of the State of
22	Oklahoma by adding a new Section 12A to Article V thereof, to read
23	as follows:
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Section 12A. The state shall be divided into forty-eight (48)
Senatorial districts. Each Senatorial district shall be entitled to
one Senator, who shall hold office for four (4) years; provided that
any Senator, serving at the time of the adoption of this amendment,
shall serve the full time for which he or she was elected.
Vitalization of Senatorial districts shall provide for one-half
(1/2) of the Senators to be elected at each General Election.

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SECTION 2. The Secretary of State shall refer to the people for their approval or rejection, as and in the manner provided by law, the following proposed amendment to the Constitution of the State of Oklahoma by adding a new Section 12B to Article V thereof, to read as follows:

Section 12B. The state shall be divided into one hundred one (101) districts for the House of Representatives. Each district shall be entitled to one Representative. Each Representative elected shall hold office for two (2) years.

SECTION 3. The Secretary of State shall refer to the people for their approval or rejection, as and in the manner provided by law, the following proposed amendment to the Constitution of the State of Oklahoma by adding a new Section 12C to Article V thereof, to read as follows:

Section 12C. A. The power to redistrict the State of Oklahoma's House of Representatives and Senatorial districts is

- 1 henceforth vested in the Citizens' Independent Redistricting
 2 Commission.
- B. The power to redistrict Oklahoma's Federal Congressional
 Districts is henceforth vested in the Citizens' Independent
 Redistricting Commission.
 - SECTION 4. The Secretary of State shall refer to the people for their approval or rejection, as and in the manner provided by law, the following proposed amendment to the Constitution of the State of Oklahoma by adding a new Section 12D to Article V thereof, to read as follows:
- 11 Section 12D. A. Definitions.

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- 12 1. "Federal Congressional Districts" shall refer to Oklahoma's
 13 United States Congressional Districts.
 - 2. "Groups" shall refer to the groups of candidates for Commissioners that have been sorted by their partisan affiliation or unaffiliation as determined by their registration or non-registration with a party with ballot access at the time of the most recent General Election.
 - 3. "Affiliated" shall refer to citizens who, as of the date of their application to serve as Commissioner, have been continuously registered with the same party with ballot access for the last four (4) years.
- 4. "Unaffiliated" shall refer to citizens who, as of the date of their application to serve as Commissioner, have not been

1 registered with either of the two largest parties with ballot access
2 for any of the last four (4) years.

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- 5. "Plan" shall refer to any proposed or approved Redistricting Plan for the districts for Representatives in the U.S. Congress, for Oklahoma State Representatives, or for Oklahoma State Senators.
- 6. "Pool" shall refer to a group of applicants selected by the 7 Panel.
 - 7. "Panel" shall refer to the group of retired Judges or Justices chosen by the Chief Justice of the Oklahoma Supreme Court to oversee the creation of the Commission.
- 8. "Census Block" shall refer to a census block used by the
 United States Bureau of the Census in the most recent Federal
 Decennial Census.
 - 9. "Immediate family member" shall refer to, with respect to an individual, a father, stepfather, mother, stepmother, son, stepson, daughter, stepdaughter, brother, stepbrother, sister, stepsister, husband, wife, father-in-law, or mother-in-law.
 - B. The Citizens' Independent Redistricting Commission ("the Commission")
- 1. Composition. The Commission shall consist of nine (9)

 Commissioners: three Commissioners for each Group representing one

 of the two largest parties with ballot access at the time of the

 most recent General Election based on total registration, and three

 Commissioners for the Group representing those that are unaffiliated

with either of the state's two largest political parties with ballot access at the time of the most recent General Election.

2. Qualifications. Each Commissioner shall possess all the following qualifications:

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- a. be a citizen who has been continuously domiciled in Oklahoma for five (5) years immediately preceding the date of appointment to the Commission and whose registered political affiliation has not changed in the four (4) years immediately preceding the date of appointment to the Commission,
- b. has not held, and does not have an immediate family member who has held, partisan elective office at the federal, state or political subdivision level in this state in the five (5) years immediately preceding the date of appointment to the Commission,
- c. has not registered, and does not have an immediate family member who has registered, as a federal, state or local lobbyist in the five (5) years immediately preceding the date of appointment to the Commission,
- d. has not held office or served, and does not have an immediate family member who has held office or served, as a paid staff member for a political party in the five (5) years immediately preceding the date of appointment to the Commission,

- e. has not been nominated, and does not have an immediate family member who has been nominated, as a candidate for elective office by a political party in the five (5) years immediately preceding the date of appointment to the Commission, and
 - f. has not been and does not have an immediate family member who has been an employee or paid consultant of the Oklahoma State Legislature or U.S. Congress in the five (5) years immediately preceding the date of appointment to the Commission.
- 3. Failure to Possess Qualifications:

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- a. If it is found during the work of the Commission that a member did not possess at the time of selection to the Commission all of the qualifications in paragraph 2 of this subsection, that member shall be removed and replaced with a member from the same Group using the process described in paragraph 5 of this subsection.
- b. If it is found after the completion of the Commission's activities that any member did not possess all of the qualifications in paragraph 2 of this subsection, this shall not create a sufficient cause of action to challenge any Plan.
- 4. Application and Selection of Commissioners.

a. No later than December 1 of the year 2030, or October

1 of each subsequent year ending in zero, the Chief
Justice of the Oklahoma Supreme Court shall appoint
the director or an employee of its Administrative
Office or, if no director or employee of such office
is able and willing to serve in this capacity, then
another public employee to serve as a Special Master
to act as a disinterested party to oversee the
application process and the training of Commissioners,
and to report the Commission's progress to the Panel.
The Special Master shall possess all the
qualifications in paragraph 2 of this subsection.

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b. No later than December 15 of 2030, and no later than December 1 of each subsequent year ending in zero, the Chief Justice of the Oklahoma Supreme Court shall designate a Panel to review the applications. The Panel shall consist of three (3) Judges or Justices who have retired from the Oklahoma Supreme Court or the Oklahoma Court of Criminal Appeals or the Oklahoma Court of Civil Appeals, and who are able and willing to serve on the Panel, selected by random drawing. If fewer than three state appellate Judges or Justices who are able and willing to serve have been identified, then the Chief Justice shall appoint a

retired Oklahoma Federal District Court Judge who accepts such appointment.

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- Application to serve as a member of the Commission C. shall be filed with, and on a form developed by, the Special Master indicating thereon evidence of his or her qualifications as provided by this subsection. The form must request information sufficient to allow the Panel to adequately review and assess each candidate's qualifications and experience to serve on the Commission. The form shall include language that requires the applicant to affirmatively declare that the information submitted is accurate and shall also contain an advisory that providing false information may lead to perjury charges. The Special Master shall advertise the opportunity to apply as a member of the Commission in the major news outlets in Oklahoma, including print, television, radio and social media outlets. Such advertising shall be at a level to reasonably expose registered voters in Oklahoma to the opportunity to serve on the Commission.
- d. No later than January 31 of the redistricting year ending in one, the Special Master shall notify the Panel that the application deadline is closed and submit the applications to the Panel.

e. All decisions of the Panel regarding the selection of applicants pursuant to this subsection require the affirmative approval of all three (3) members of the Panel.

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- f. In one or more public meetings conducted on or before
 February 7 of the redistricting year ending in one,
 after reviewing the applications of the applicants,
 the Panel shall identify Pools of twenty (20)
 applicants who are affiliated with the state's largest
 political party, twenty (20) applicants who are
 affiliated with the state's second largest political
 party, and twenty (20) applicants who are unaffiliated
 with either of the two largest political parties, or
 such lesser number as there are available, and who in
 the view of the Panel best demonstrate:
 - (1) experience in organizing, representing, advocating for, adjudicating the interests of, or actively participating in groups, organizations, or associations in Oklahoma, and
 - (2) relevant analytical skills, the ability to be impartial, and the ability to promote consensus on the Commission. The Panel shall achieve geographic balance by ensuring, to the extent practicable, that there are no fewer than three

(3) applicants from each current Congressional
District within each Pool. The Panel shall also,
to the extent practicable, ensure that each Pool
reflects the state's diversity. If there are not
sufficient numbers of applicants to allow for
three (3) Commissioners and one (1) Alternate to
be selected from any group, as required by this
section, then the Fallback Mechanism shall take
effect.

- g. No later than February 7 of the redistricting year ending in one, from the Pools of applicants identified in subparagraph f of this paragraph, the Panel shall choose by lot, in random drawing, nine (9) applicants to serve on the Commission as follows:
 - (1) three Commissioners who are unaffiliated with either of the state's two largest political parties,
 - (2) three Commissioners who are affiliated with the state's largest political party, and
 - (3) three Commissioners who are affiliated with the state's second largest political party,
- h. after the initial nine Commissioners have been appointed pursuant to subparagraph g of this paragraph, from the remaining Pools of applicants

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identified in subparagraph f of this paragraph, the

Panel shall choose by lot one Commissioner from each

Pool to serve as Alternates in order to fill vacancies

on the Commission.

- 5. Removal of a member and vacancies on the Commission shall be subject to the following:
 - a. a commissioner's office shall become vacant upon the occurrence of any of the following:
 - (1) death or mental incapacity of the Commissioner,
 - (2) the Secretary of State's receipt of the Commissioner's written resignation,
 - (3) the Commissioner ceases to be qualified to serve as a Commissioner under paragraph 2 of this subsection, or
 - (4) after written notice and an opportunity for the Commissioner to respond, a vote of two-thirds (2/3) of the Commissioners finding substantial neglect of duty, gross misconduct in office, or inability to discharge the duties of office,
 - b. any vacancy in the Commission shall be filled within seven (7) days from the time the Commission is notified of the vacancy. The vacancy shall be filled by the Alternate from the corresponding Group chosen in subparagraph h of paragraph 4 of this subsection.

If more alternates are needed, they may be selected by the Panel from the applicants previously selected in subparagraph f of paragraph 4 this subsection.

- 6. Prohibitions. A Commissioner shall waive his or her right to run for any elected office in a district created by the work of the Commission on which the member served.
- 7. Compensation. The Commissioners shall be compensated for their service in the same manner as the current per diem and travel reimbursement for members of the State Legislature.
 - 8. Funding.

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revolving fund for the Citizens' Independent
Redistricting Commission to be designated as the
"Citizens' Independent Redistricting Commission
Revolving Fund". The fund shall be a continuing fund,
not subject to fiscal year limitations, and shall
consist of all monies apportioned to the fund or
monies received by the Commission as prescribed by
law. All monies accruing to the credit of said fund
are hereby appropriated and may be budgeted and
expended by the Oklahoma Redistricting Commission to
perform duties as prescribed by law. Expenditures
from said fund shall be made upon warrants issued by
the State Treasurer against claims filed as prescribed

by law with the Director of the Office of Management and Enterprise Services for approval and payment.

- b. On or before February 25 each year, the Commission shall receive an appropriation by the Legislature sufficient to enable the Commission to perform its duties as set forth in this Article.
- 9. Record Keeping. All Commission votes must be taken by roll call and published on the Commission's website, along with meeting transcripts or minutes including details of any Plan voted on.

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Public Notice. The Commission shall provide the public at 10. least forty-eight (48) hours' notice for all public meetings and hearings. The Commission shall make each notice which is required to be posted and published under this section available in any language in which the state or any jurisdiction in the state is required to provide election materials under federal law. All meetings and hearings except for executive session shall be livestreamed over the Internet, and transcripts made publicly available via electronic archive. The Commissioners shall not discuss redistricting matters with members of the public outside of an open meeting of the Commission, except that a Commissioner may communicate about redistricting matters with members of the public to gain information relevant to the performance of his or her duties if such communication occurs in writing available to the public or at a previously publicly noticed forum or town hall open to the

general public. This paragraph does not prohibit communication between Commissioners and staff, legal counsel, or consultants retained by the Commission.

C. Duties of the Commission and the Secretary:

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- 1. After the Commissioners are appointed, the Commission shall:
 - a. select a Secretary. The Special Master shall nominate a Secretary. The nominee must meet all the criteria of paragraph 2 of subsection B of this section, and be approved by a majority vote of Commissioners. If the Commissioners cannot reach the needed votes, the Special Master shall make another nomination.
- 2. The Secretary. The duties of the Secretary include the following:
 - a. assist in the running and convening of Commission meetings, including the drafting of Plans and approving expenditures necessary for the Commission to fulfill its duties,
 - b. publicize and hold regional field hearings in each Congressional District to seek public input relevant to redistricting,
 - c. gather precinct-level shapefiles and data on voter registration and election returns for general and primary elections for the preceding decade, and make

the data available for public download by the date of the first public hearing,

- d. disaggregate and reaggregate the electoral data to correspond to the Census Block that will be used to assemble Districts,
- e. gather information from the Department of Corrections about the home address of state and federal inmates,
- f. begin analyzing election returns from recent Primary and General Elections to help ensure that the Commission's redistricting Plans will not have the effect of denying or abridging the right to vote on account of race, ethnicity, or membership in a language minority group,
- g. hire and manage staff to assist in the Commission and Secretary's duties,
- h. assist the Special Master in training Commissioners,
- i. develop and maintain a website that creates a public Plan drawing system and allows members of the public to:
 - (1) monitor and comment on the Commission's work,
 - (2) access the data sets and utilize the tools necessary to draw Plans,
 - (3) view prior district maps for comparison, and

1 (4) submit proposed Plans and maps indicating communities of interest.

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- 3. Data Preparation. After the United States Bureau of the Census releases the Federal Decennial Census Data, the Commission shall:
 - a. add the data gathered under subparagraph e of paragraph 2 of this subsection to the Federal Decennial Census data so that incarcerated people are counted in their home communities,
 - b. update the analysis begun under subparagraph f of paragraph 2 of this subsection,
 - c. promptly post on the Commission's website Federal

 Decennial Census data, electoral data, and boundary

 maps in digitally readable format, at district and

 precinct levels of detail for general and primary

 elections for each Plan submitted by a Commissioner,
 - d. develop and publish publicly no more than two (2) preliminary Plans for the redistricting of the Oklahoma House of Representatives, Oklahoma State Senate and Federal Congressional Districts,
 - e. approve final Plans for State House of Representatives and Senatorial and Federal Congressional redistricting, as set forth in subsection D of this section, and

- f. release all proposed maps for comment in formats that are easily accessible and readable by members of the public, such as PDF, machine-readable comma-separated values, shapefile, and on the same interactive the Secretary is required to create for public submission of maps.
- D. Plan Criteria and Consideration. The Commission shall simultaneously conduct separate processes for drawing and submitting Plans for the redistricting of the State House of Representatives and Senatorial and Federal Congressional Districts. The Commission shall consider both Commissioner-submitted draft Plans and publicly submitted draft Plans.
 - 1. Redistricting Criteria.

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- a. Federal law. The redistricting Plan must comply with the United States Constitution and all applicable federal law, including the requirement that it equalize total population.
- b. Contiguity. Each district must be contiguous. The term "contiguous" means that the district is bounded by one unbroken line and is not divided into two or more discrete pieces. A district is not contiguous if pieces of the district touch at only a single point; nor is a district contiguous if it includes pieces of land entirely separated by a body of water but does

not include any bridges, tunnels, or public ferries

connecting those pieces of land.

- c. The Commission shall also seek to maximize compliance with each of the following criteria, set forth in the following order of priority:
 - (1) Communities of interest. Districts shall minimize the division of communities of interest to the extent practicable. A community of interest is defined as an area with recognized similarities of interests, including but not limited to, racial, ethnic, economic, social, cultural, geographic, tribal, linguistic, or historic identities. Communities of interest shall not include common relationships with political parties, officeholders, or political candidates.
 - (2) Racial and ethnic fairness. No redistricting

 Plan should be drawn to have the effect of

 denying or abridging the equal opportunity of

 racial or ethnic minority groups to participate

 in the political process or to diminish their

 ability to elect representatives of their choice,

 whether alone or in coalition with others.

Req. No. 5489

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- (3) Political fairness. No Plan should, when considered on a statewide basis, unduly favor or disfavor a political party. Undue favor to a political party shall be determined using the proposed map, data from the last ten (10) years of statewide elections, and the best available statistical methods on identifying inequality of opportunity to elect.
- (4) Districts shall respect the geographic integrity of political subdivision boundaries to the extent preceding criteria have been satisfied.
- (5) Compactness. A draft Plan should be compact to the extent preceding criteria have been satisfied.
- 2. A Plan shall not take into consideration any of the following factors, except to the extent necessary to comply with the criteria described in paragraph 1 of this subsection, and to enable the Plan to be measured against the external metrics described in paragraph 5 of subsection E of this section:
 - a. the residence of any member or candidate of the Oklahoma House of Representatives, Oklahoma State Senate, or U.S. Congress, and
 - b. the political party affiliation or voting history of the population of a district.

E. Approval of the Plans.

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- 1. Approval or Rejection of Plans. Each Commissioner has one vote. An affirmative vote of at least six of the nine (9)

 Commissioners is required to approve a Plan, including at least one Commissioner affiliated with each of the two largest political parties in the state and one Commissioner who is unaffiliated with either of the two largest political parties in the state.
- 2. Preliminary Plan. Prior to developing a final Plan, the Commission shall develop and publish a preliminary Plan as follows:
 - a. prior to developing a preliminary Plan under this subsection, the Commission shall hold no fewer than one (1) public hearing in each Congressional District at which members of the public may provide input relevant to redistricting,
 - b. the Commission shall develop and publish the preliminary Plan publicly, including digitally downloadable maps and Census block equivalency assignments of each district, and accept public comment on the preliminary Plan for no fewer than fourteen (14) days.
- 3. To hold a vote, the Commission must convene a voting meeting, open to the public, at which the Commission may vote on a preliminary Plan. If the Commissioners vote to approve a Plan, it shall become law.

4. Upon approval of a Plan by the Commission, the Special Master shall submit the Plan to the State Election Board, the Governor, the Secretary of State, the President Pro Tempore of the Senate and the Speaker of the House of Representatives as well as make the Plan publicly available.

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- 5. The Commission shall issue with all preliminary and final Plans written evaluations that measure the maps against external metrics. These metrics shall cover all criteria set forth in paragraph 1 of subsection D of this section.
- 6. The Commission shall have one hundred twenty (120) days from the release of the Federal Decennial Census data in which to approve final Plans for State House of Representatives and Senatorial and Federal Congressional Districts.
- F. Fallback Mechanism. If the Commission does not approve a State House of Representatives, Senatorial, or Federal Congressional Plan within one hundred twenty (120) days of the release of the Federal Decennial Census Data, the following procedure shall be followed to create that Plan only.
- 1. The Special Master shall create a report to be submitted to the Oklahoma Supreme Court that advises the Court of the available Plans and provides enough information for the Court to approve a Plan. The Court shall then have thirty (30) days to approve a Plan.
- 2. The Court shall approve a Plan that is consistent with the criteria listed in subsection D of this section.

- 3. If the approval process is not complete by the minimum residency requirement deadline for candidates to the state office, such requirements shall be suspended and not apply for any affected election so long as:
 - a. the candidate resided in one legislative district but, through the process of redistricting, his or her residence has been redistricted out of the former district and into an adjacent district, and
 - b. the candidate either files for state office in his or her new district or moves his or her residence into the newly adjacent district and registers as a voter by the time of candidate filing for state office.
 - G. Judicial Review.

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- 1. Supreme Court Jurisdiction. The Oklahoma Supreme Court has original and exclusive state-court jurisdiction to hear and decide all challenges to the Commission's actions and final Plans. The Court's jurisdiction is limited to remedy only the specific violation alleged on the specific Plan challenged.
- 2. Petitions for Review. Within thirty (30) days after a Plan's approval, any aggrieved resident of the State may petition the Oklahoma Supreme Court to invalidate that Plan. The Court shall consolidate all petitions challenging a Plan, give the consolidated petitions precedence over other civil proceedings, conduct expedited hearings, and enter its judgment promptly.

3. Remedial Plans. If the Oklahoma Supreme Court concludes that a Plan approved by the Commission is invalid, the Fallback Mechanism in subsection F of this section shall be used to create a new Plan. If the Court finds a violation in a Plan produced under the Fallback Mechanism, then the Court's remedy shall be constrained by the criteria in subsection D of this section.

- 4. Legal Representation. The Commission has standing in all legal proceedings concerning its actions and has sole authority to determine whether it will be represented by the State Attorney General or by legal counsel selected and hired by the Commission.
- 5. Communications made in the course of the Commission's,
 Secretary's, or Special Master's work under this Article may not be
 shielded from the public on the basis of legislative privilege.
 This provision shall not be construed to abrogate or otherwise
 affect legislative immunity.
- H. Cessation of the Commission's Operations. Within thirty (30) days after the Plans have taken effect and all pending legal challenges to the Plans and the Commission's actions have concluded, the Commission must be dissolved, and any unexpended money must revert to the State's General Revenue Fund.
- SECTION 5. The Secretary of State shall refer to the people for their approval or rejection, as and in the manner provided by law, the following proposed amendment to the Constitution of the State of

1 Oklahoma by adding a new Section 12E to Article V thereof, to read as follows: Section 12E. For purposes of interpreting this Article, the 3 4 people declare that the powers granted to the Commission herein are 5 legislative functions not subject to the control or approval of the Legislature, and are exclusively reserved to the Commission. The 6 7 Commission and all of its responsibilities, operations, functions, contractors, consultants, and employees are not subject to change, 8 transfer, reorganization, or reassignment, and shall not be altered 10 or abrogated in any manner whatsoever, by the Legislature. No other 11 body shall be established by the Legislature to perform functions 12 that are the same or similar to those granted to the Commission in 13 this section. This provision does not and shall not be construed to 14 limit the people's power of initiative. 15 SECTION 6. The Secretary of State shall refer to the people for 16 their approval or rejection, as and in the manner provided by law, 17 the repeal of Sections 10A, 11A, 11B, 11C, 11D and 11E of Article V 18 of the Constitution of the State of Oklahoma which relate to 19 legislative apportionment. 20 SECTION 7. The Ballot Title for the proposed Constitutional 21 amendments as set forth in SECTIONS 1, 2, 3, 4, 5, and 6 of this 22 resolution shall be in the following form: 23 BALLOT TITLE

Req. No. 5489 Page 24

State Question No.

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Legislative Referendum No. ____

THE GIST OF THE PROPOSITION IS AS FOLLOWS:

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This proposed amendment to the Oklahoma Constitution is intended to prevent political gerrymandering. It creates an independent redistricting Commission, and vests the power to redistrict the state's House, Senatorial, and federal Congressional districts in the Commission, rather than the Legislature. The Commission is composed of three members from each of three groups: the state's largest political party, its second-largest party, and those unaffiliated with either party. A panel of retired judges designated by the Chief Justice would select pools of applicants from each group, then choose by lot three Commissioners from The amendment establishes qualifications for Commissioners designed to avoid conflicts of interest. Ιt establishes a process for redistricting after each decennial census, and establishes new redistricting criteria. Commission may not consider candidates' residences or a population's political affiliation or voting history except as needed for these criteria. The Supreme Court would select a plan if the Commission cannot. The amendment provides for funding and judicial review, repeals constitutional provisions, and reserves powers to the Commission rather than the Legislature.

SHALL THE PROPOSAL BE APPROVED?

FOR THE PROPOSAL - YES

1	AGAINST THE PROPOSAL - NO
2	SECTION 8. The Chief Clerk of the House of Representatives,
3	immediately after the passage of this resolution, shall prepare and
4	file one copy thereof, including the Ballot Title set forth in
5	SECTION 7 hereof, with the Secretary of State and one copy with the
6	Attorney General.
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