

Department of Legislative Services  
 Maryland General Assembly  
 2013 Session

FISCAL AND POLICY NOTE

House Bill 1199 (Delegate Parrott, *et al.*)  
 Rules and Executive Nominations

Citizens' Congressional Redistricting Commission

This bill creates the Citizens' Congressional Redistricting Commission and establishes a process for the creation of congressional districts for electing members of Congress.

Fiscal Summary

**State Effect:** General fund expenditures increase by a minimum of \$3 million in FY 2020 due to the mandated appropriation to implement the bill's requirements. Revenues are not affected. **This bill establishes a mandated appropriation for FY 2020.**

(in dollars)	FY 2020	FY 2021	FY 2022	FY 2023	FY 2024
Revenues	\$0	\$0	\$0	\$0	\$0
GF Expenditure	3,000,000	-	-	0	0
Net Effect	(\$3,000,000)	\$0	\$0	\$0	\$0

*Note:() = decrease; GF = general funds; FF = federal funds; SF = special funds; - = indeterminate effect*

**Local Effect:** None.

**Small Business Effect:** None.

## Analysis

### **Bill Summary:**

#### *Duties of the General Assembly*

In the year following the year in which the national census is taken, the General Assembly must adjust the boundary lines of congressional districts in conformance with the following standards and process: (1) each member of Congress must be elected from a single-member district; and (2) the population of all congressional districts must be reasonably equal. The General Assembly must adjust the boundary lines according to the criteria set forth and prioritized within the provisions of the bill and applicable current law. The General Assembly must issue, with the final map, a report that explains the basis on which it made the decisions in achieving compliance with these criteria and must include definitions of the terms and standards used in drawing the final map. Congressional districts must be numbered consecutively starting at the northern boundary of the State and ending at the southern boundary. The General Assembly must coordinate with the Citizens' Congressional Redistricting Commission to hold concurrent hearings, to provide access to redistricting data and software, and otherwise to ensure full public participation in the redistricting process.

#### *Citizens' Congressional Redistricting Commission*

The bill establishes the Citizens' Congressional Redistricting Commission, which must (1) conduct an open and transparent process enabling full public consideration of and comment on the drawing of district lines; (2) draw district lines according to the specified redistricting criteria; and (3) conduct themselves with integrity and fairness.

#### *Commission Membership and Qualifications*

The selection process for the commission specified in further detail below is designed to produce a commission that is independent from legislative influence and reasonably representative of the State's diversity. The commission must consist of 14 members. Five members must be registered with the largest political party in the State based on registration. Five members must be with the second largest political party in the State based on registration. The remaining four members must not be registered with either of the two largest political parties.

Each commission member must be a voter who has been registered continuously in the State with the same political party or unaffiliated with a political party and who has not changed party affiliation within the five years immediately preceding the date of the individual's appointment. The individual also must have voted in two of the last three statewide general elections immediately preceding the individual's application.

The term of office of each commission member expires on the appointment of the first member of the succeeding commission. Nine members of the commission is a quorum and nine or more affirmative votes are required for any official action. Three final proposed maps adopted by the commission must be approved by at least nine affirmative votes which must include at least three votes of members registered from each of the two largest political parties in the State and three votes from members who are not registered with either of these two political parties.

Each commission member must (1) apply the provisions of applicable law in a manner that is impartial and that reinforces public confidence in the integrity of the redistricting process; (2) be ineligible for a period of five years beginning from the date of appointment to hold elective public office at the federal, State, county, or city level in the State; and (3) be ineligible for a period of five years beginning from the date of appointment to hold appointive federal, State, or local public office, to serve as paid staff for the General Assembly or any individual legislator, or to register as a federal, State, or local lobbyist in the State.

#### *Congressional Districts*

Each congressional district must (1) comply with the U.S. Constitution; (2) be equal in population, except where deviation is required or allowed by law; (3) comply with the federal Voting Rights Act; (4) be geographically contiguous; (5) without violating these requirements, respect the geographic integrity of any city, county, neighborhood, or community of interest to the extent possible, but communities of interest may not include relationships with political parties, incumbents, or political candidates; and (6) to the extent practicable, and where this does not conflict with the criteria above, be drawn to encourage geographical compactness such that nearby areas of population are not bypassed for more distant population. The place of residence of any incumbent or political candidate may not be considered in the creation of a map. A district may not be drawn for the purpose of favoring or discriminating against an incumbent, political candidate, or political party.

#### *Approval and Certification Process*

By September 15 of each year ending in the number one, the commission must approve three final maps that separately set forth the district boundary lines for the members of the U.S. Congress of the State. On approval, the commission must certify the three final maps to the Secretary of State. The commission must issue, with each of the three final maps, a report that explains the basis on which the commission made its decisions in achieving compliance with the specified criteria, and that includes definitions of the terms and standards used in drawing each final map. Each certified final map must be subject to referendum in the same manner that a statute is subject to referendum in accordance with the State Constitution.

If the commission does not approve a final map by at least the requisite votes, or if voters disapprove a certified final map in a referendum, the Secretary of State must immediately petition the Court of Appeals for an order directing the appointment of special masters to adjust the boundary lines of that map in accordance with the redistricting criteria and requirements set forth in the bill's provisions. On the court's approval of the masters' map, the court must certify the resulting map to the Secretary of State. This map constitutes the certified final map for the congressional districts.

### *Legal Challenges*

The commission has the sole legal standing to defend any action regarding a certified final map, and must inform the General Assembly if the commission determines that funds or other resources provided for the operation of the commission are not adequate. The General Assembly must provide adequate funding to defend any action regarding a certified map. The commission has sole authority to determine whether the Attorney General or other legal counsel retained by the commission must assist in the defense of a certified final map.

The Court of Appeals has original and exclusive jurisdiction in any proceedings in which a certified final map is challenged. Within 45 days after the commission has certified a final map to the Secretary of State, any registered voter in the State may file a petition for a writ of mandamus or writ of prohibition to bar the Secretary of State from implementing the plan on the grounds that the filed plan violates the State or U.S. Constitutions or any federal or State statute. The Court of Appeals must give priority to ruling on a petition for a writ of mandamus or a writ of prohibition filed under these provisions. If the court determines that a final certified map is in violation of these requirements, the court must establish the relief that it deems appropriate.

### *Amending the Statute*

The bill also specifies criteria that must be met in order for the General Assembly to amend the provisions set forth in the bill.

### *Duties of Legislative Auditor/Selection of Commission Members*

In each year ending in the number zero, the Legislative Auditor must initiate an application process, which must be open to all registered voters in the State in a manner that promotes a diverse and qualified applicant pool. The Legislative Auditor must remove from the applicant pool individuals with specified conflicts of interest.

The Legislative Auditor must establish an applicant review panel, consisting of three "qualified independent auditors" to screen applicants. A "qualified independent

auditor” means an auditor who is currently licensed by the State and has been a practicing independent auditor for at least 10 years before appointment to the applicant review panel. The names of three qualified independent auditors must be randomly drawn from a pool consisting of all auditors employed and licensed by the State at the time of the drawing. The Legislative Auditor must draw until the names of three auditors have been drawn, including one who is registered with the largest political party in the State based on party registration, one who is registered with the second largest political party, and one who is not registered with either.

After the drawing, the Legislative Auditor must notify the three qualified independent auditors whose names have been drawn that they have been selected. If any of the auditors decline to serve on the panel, the random drawings must resume until three qualified independent auditors who meet the requirements specified have agreed to serve on the panel. A member of the panel is subject to the conflict of interest provisions set forth in the bill.

After removing individuals with conflicts of interest from the applicant pool, the Legislative Auditor must publicize, no later than August 1 in each year ending in the number zero, the names in the applicant pool and provide copies of their applications to the applicant review panel. From the applicant pool, the panel must select 60 of the most qualified applicants, including 20 who are registered with the largest political party in the State, 20 who are registered with the second largest political party in the State, and 20 who are not registered with either of the two largest political parties. The subpools must be created on the basis of relevant analytical skills, ability to be impartial, and appreciation for the State’s diverse demographics and geography. The members of the panel may not communicate with any member of the General Assembly or Congress, or their representatives, about any related matter before the presentation by the panel of the pool of recommended applicants to the Secretary of the Senate and the Chief Clerk of the House.

By October 1 of each year ending in the number zero, the applicant review panel must present its pool of recommended applicants to the Secretary of the Senate and the Chief Clerk of the House. By November 15 in each year ending in the number zero, the President Pro Tempore of the Senate, the Speaker of the House, and the minority floor leaders in the Senate and the House may each strike up to two applicants from each subpool of 20 for a total of eight possible strikes per subpool. Once all legislative leaders have exercised their strikes, the Secretary of the Senate and the Chief Clerk of the House must jointly present the pool of remaining names to the Legislative Auditor.

By November 20 in each year ending in the number zero, the Legislative Auditor must randomly draw eight names from the remaining pool of applicants, as specified. These eight individuals must serve on the commission. By December 31 in each year ending in

the number zero, the eight commissioners must review the remaining names in the pool of applicants and appoint six applicants, as specified. The six appointees must be chosen to ensure that the commission reflects the State's diversity; however, it is not intended that formulas or specific ratios be applied for this purpose. Applicants must also be chosen based on relevant analytical skills and the ability to be impartial.

### *Vacancies*

In the event of substantial neglect of duty, gross misconduct in office, or inability to discharge the duties of office, a member of the commission may be removed by the Governor with the concurrence of two-thirds of the members of the Senate after having been served written notice and provided with an opportunity for a response. A finding of substantial neglect of duty or gross misconduct in office may result in referral to the Attorney General for criminal prosecution or the appropriate administrative agency for investigation.

A vacancy in a commission position, whether created by removal, resignation, or absence, must be filled within the 30 days after the vacancy occurs, from the pool of applicants of the same voter registration category as the vacating nominee that was remaining as of November 20 in the year in which that pool was established. If none of the remaining applicants are available for service, the Legislative Auditor must fill the vacancy from a new pool created for the same voter registration category in accordance with the procedures specified above.

### *Activities and Staffing of Commission*

The activities of the commission are subject to applicable State law governing open meetings and access to public information. The commission must provide at least 14 days' public notice for each meeting, except that meetings held in September in the year ending in the number one may be held with three days' notice.

Commission members and staff may not communicate with or receive communications about redistricting matters from anyone outside of a public hearing. Communications between commission members, staff, legal counsel, and consultants retained by the commission is allowed.

The commission must select one of its members to serve as the chair and one to serve as vice chair. The commission may hire staff, legal counsel, and consultants as needed. The commission must establish clear criteria for the hiring and removal of these individuals, communication protocols, and a code of conduct. The Secretary of State must provide support functions to the commission until the commission's staff and office are fully functional. The commission must require that at least one of the legal counsel

hired by the commission has demonstrated extensive experience and expertise in implementation and enforcement of the federal Voting Rights Act of 1965.

The commission must make hiring, removal, or contracting decisions on staff, legal counsel, and consultants by nine or more affirmative votes including at least three votes of members registered from each of the two largest parties and three votes from members who are not registered with either of the two largest political parties in the State. An employer may not discharge, threaten to discharge, intimidate, coerce, or retaliate against any employee by reason of such employee's attendance or scheduled attendance at any meeting of the commission.

### *Hearing Process and Public Involvement*

The commission must establish and implement an open hearing process for public input and deliberation that must be subject to public notice and promoted through a thorough outreach program to solicit broad public participation in the redistricting public review process.

The hearing process must include hearings to receive public input before the commission draws any maps and hearings following the drawing and display of any commission maps. Hearings must be supplemented with other activities as appropriate to further increase opportunities for the public to observe and participate. The commission must display the maps for public comment in a manner designed to achieve the widest public access reasonably possible. Public comment must be taken for at least 14 days from the date of public display of any map.

The General Assembly must take all steps necessary to ensure that a complete and accurate computerized database is available for redistricting, and that procedures are in place to provide the public ready access to redistricting data and computer software for drawing maps. The General Assembly must coordinate these efforts with the commission.

### *Commission Compensation*

Each member of the commission must be compensated at a rate of \$300 for each day the member is engaged in commission business. For each succeeding commission, the rate of compensation must be adjusted in each year ending in the number nine by the cumulative change in the Maryland Consumer Price Index (CPI), or its successor. Members of the panel and the commission are eligible for reimbursement of personal expenses incurred in connection with the duties in accordance with the standard State travel regulations.

### *Mandated funding*

In each year ending in the number nine, the Governor must include in the State budget funding for the Legislative Auditor, the Citizens' Congressional Redistricting Commission, and the Secretary of State that is sufficient to meet the estimated expenses of each of the officers or entities in implementing the redistricting process required for a three-year period, including adequate funding for a statewide outreach program to solicit broad public participation in the redistricting process. The Governor must also make adequate office space available for the operation of the commission. The General Assembly must make the necessary appropriation in the State budget, and the appropriation must be available during the entire three-year period. The appropriation must be made equal to the greater of \$3 million, or the amount expended in the immediately preceding redistricting process, as each amount is adjusted by the cumulative change in the Maryland CPI, or its successor, since the date of the immediately preceding appropriation. The commission, with fiscal oversight from the Department of Budget and Management, must have procurement and contracting authority and may hire staff and consultants, including legal representation.

**Current Law:** Under federal case law, congressional district boundaries must be redrawn every 10 years after the decennial census to adjust for population changes; they must also conform to the requirements of the Voting Rights Act of 1965 and related case law. The U.S. Census Bureau has apportioned eight congressional seats to Maryland, each of which must have 721,529 residents, according to 2010 census figures. Because the adjusted State population is not divisible by eight, one district will have one fewer resident than the required number.

Chapters 66 and 67 of 2010 (SB 400/HB 496) require that population counts used to create congressional districts in Maryland exclude incarcerated individuals who were not State residents prior to their incarceration in either State or federal correctional facilities that are located in the State. If incarcerated individuals were State residents prior to their incarceration, Chapters 66 and 67 require that they be counted as residents of their last known address before their incarceration in a State or federal facility.

Congress has left to the states the task of redrawing congressional boundaries. The Governor has traditionally introduced a congressional map along with the State legislative district plan that is required by the State Constitution. The General Assembly may pass its own congressional plan in lieu of the Governor's, but unlike with the legislative plan, there is no deadline set in statute for this to happen. In order to finalize congressional districts for the 2012 primary election cycle, a special session took place in fall 2011. Chapter 1 of the 2011 special session (SB 1) enacted the current congressional districting plan.



**Background:** Similar legislation, the “Voters FIRST Act of 2008” was enacted in California.

**State Fiscal Effect:** General fund expenditures increase by a minimum of \$3 million in fiscal 2020 due to the mandated appropriation included in the bill. The bill specifies that the appropriation must be available during the entire three-year period, even though some of the activities required by the bill and associated expenditures occur after fiscal 2020. The bill also specifies that the appropriation must be included in each year ending in the number “nine.” It is assumed that the first applicable year referred to in the bill is calendar 2019, and that the money would be included in the fiscal 2020 budget. The appropriation is to provide funding for the Legislative Auditor, the newly established commission, and the Secretary of State to implement the redistricting process as established under the bill’s provisions. Actual expenditures specific to each of the individual entities cannot be more specifically estimated beforehand for a number of reasons. For example, the Secretary of State is required to provide support functions to the commission only until the commission’s staff and office are fully functional; therefore, expenditures depend to some extent on how quickly the commission is able to hire staff and establish a fully functional office. Because the commission is not yet formed and there are no specific staffing standards, it is not possible to reliably predict the staff that is needed in order for the commission to carry out its responsibilities.

The Office of Legislative Audits (OLA) advises that it is also unable to provide a reliable estimate of costs, as the work required under the bill is dissimilar to its current audit responsibilities. OLA does indicate that most of the work needed to implement the bill will likely be performed by independent contractors and/or contractual employees; because the work related to the bill is limited to three years (per the congressional redistricting cycle), it may not be practical to hire full-time positions.

OLA also indicates that it communicated with the California’s State Auditor (CSA) in order to get information on CSA’s experience in facilitating the redistricting process as required by California law. CSA advises that it relied significantly on legal representation in developing the initial process and establishing regulations, and up to four attorneys were used for CSA’s redistricting work. OLA advises it would need to rely on the Office of the Attorney General (OAG) for any legal advice and services, which may increase expenditures for that office, particularly within the first redistricting cycle when new procedures will have to be established.

According to OLA, CSA advises that its expenditures for the three-year period relating to redistricting work totaled approximately \$4 million (approximately \$2 million for salaries and benefits for CSA staff and \$2 million for contractual services). Costs related to public relations and outreach accounted for approximately \$1.7 million of the \$2 million in contractual services expenditures. CSA estimates that it received approximately

30,000 applications for its commission positions. OLA notes that Maryland will likely receive far fewer applications for commission positions; however, the infrastructure needed to support the newly established process will still be extensive.

The bill also gives the commission the sole authority to determine whether the Attorney General or other legal counsel will assist in the defense of a certified final map. To the extent that the commission elects to use outside legal counsel, expenditures increase significantly. OAG advises that depending on the amount and complexity of the litigation, associated general fund expenditures to compensate the outside counsel may be at least \$5 million.

The Judiciary advises that controversies regarding congressional redistricting are rarely heard in State court and there is no provision in current law for the appointment of special masters to adjust the boundary lines of a congressional districting map. While it is assumed that clerical assistance, including law clerks, are necessary, the Judiciary is unable to reliably estimate expenditures at this time.

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### **Additional Information**

**Prior Introductions:** HB 14 of the 2012 second special session was referred to the House Rules and Executive Nominations Committee, but no further action was taken.

**Cross File:** None.

**Information Source(s):** Office of the Attorney General, Department of Budget and Management, Judiciary (Administrative Office of the Courts), Department of Legislative Services

**Fiscal Note History:** First Reader - March 7, 2013  
ncs/lgc

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