#### SECOND REGULAR SESSION

## SENATE JOINT RESOLUTION NO. 54

#### 100TH GENERAL ASSEMBLY

INTRODUCED BY SENATOR EIGEL.

Pre-filed December 1, 2019, and ordered printed.

3872S.02I

ADRIANE D. CROUSE, Secretary.

### JOINT RESOLUTION

Submitting to the qualified voters of Missouri, an amendment repealing sections 2, 3, and 7 of article III of the Constitution of Missouri, and adopting three new sections in lieu thereof relating to regulating the legislature to limit the influence of partisan or other special interests.

Be it resolved by the Senate, the House of Representatives concurring therein:

That at the next general election to be held in the state of Missouri, on

- 2 Tuesday next following the first Monday in November, 2020, or at a special
- 3 election to be called by the governor for that purpose, there is hereby submitted
- 4 to the qualified voters of this state, for adoption or rejection, the following
- 5 amendment to article III of the Constitution of the state of Missouri:

Section A. Sections 2, 3, and 7, article III, Constitution of Missouri, are

- 2 repealed and three new sections adopted in lieu thereof, to be known as sections
- 3 2, 3, and 7, to read as follows:

Section 2. (a) After December [6, 2018] 4, 2020, no person serving as a

- 2 member of or employed by the general assembly shall act or serve as a paid
- 3 lobbyist, register as a paid lobbyist, or solicit prospective employers or clients to
- 4 represent as a paid lobbyist during the time of such service until the expiration
- 5 of [two] four calendar years after the conclusion of the session of the general
- 6 assembly in which the member or employee last served and where such service
- 7 was after December [6, 2018] 4, 2020.
- 8 (b) No person serving as a member of or employed by the general
- 9 assembly shall accept directly or indirectly a gift of any tangible or intangible
- 10 item, service, or thing of value from any paid lobbyist or lobbyist principal [in
- 11 excess of five dollars per occurrence]. This Article shall not prevent candidates

for the general assembly, including candidates for reelection, or candidates for offices within the senate or house from accepting campaign contributions consistent with this Article and applicable campaign finance law. Nothing in this section shall prevent individuals from receiving gifts, family support or anything of value from those related to them within the fourth degree by blood or marriage. [The dollar limitations of this section shall be increased or decreased each year by the percentage of increase or decrease from the end of the previous calendar year of the Consumer Price Index, or successor index as published by the U.S. Department of Labor, or its successor agency, and rounded to the nearest dollar amount.]

- (c) The general assembly shall make no law authorizing unlimited campaign contributions to candidates for the general assembly, nor any law that circumvents the contribution limits contained in this Constitution. In addition to other campaign contribution limitations or restrictions provided for by law, the amount of contributions made to or accepted by any candidate or candidate committee from any person other than the candidate in any one election for the general assembly shall not exceed the following:
- 29 (1) To elect an individual to the office of state senator, two thousand five 30 hundred dollars; and
- 31 (2) To elect an individual to the office of state representative, two 32 thousand dollars.

The contribution limits and other restrictions of this section shall also apply to any person exploring a candidacy for a public office listed in this subsection.

For purposes of this subsection, "base year amount" shall be the contribution limits prescribed in this section. Contribution limits set forth herein shall be adjusted on the first day of January in each even-numbered year hereafter by multiplying the base year amount by the cumulative Consumer Price Index and rounded to the nearest dollar amount, for all years after 2018.

(d) No contribution to a candidate for legislative office shall be made or accepted, directly or indirectly, in a fictitious name, in the name of another person, or by or through another person in such a manner as to, or with the intent to, conceal the identity of the actual source of the contribution. There shall be a rebuttable presumption that a contribution to a candidate for public office is made or accepted with the intent to circumvent the limitations on contributions imposed in this section when a contribution is received from a committee or

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organization that is primarily funded by a single person, individual, or other committee that has already reached its contribution limit under any law relating to contribution limitations. A committee or organization shall be deemed to be primarily funded by a single person, individual, or other committee when the committee or organization receives more than fifty percent of its annual funding from that single person, individual, or other committee.

- (e) In no circumstance shall a candidate be found to have violated limits on acceptance of contributions if the Missouri ethics commission, its successor agency, or a court determines that a candidate has taken no action to indicate acceptance of or acquiescence to the making of an expenditure that is deemed a contribution pursuant to this section.
- (f) No candidate shall accept contributions from any federal political action committee unless the committee has filed the same financial disclosure reports that would be required of a Missouri political action committee.
- Section 3. (a) [There is hereby established the post of "Nonpartisan State Demographer". The nonpartisan state demographer shall acquire appropriate information to develop procedures in preparation for drawing legislative redistricting maps on the basis of each federal census for presentation to the house apportionment commission and the senatorial apportionment commission.
- 6 (b) The nonpartisan state demographer shall be selected through the following process. First, state residents may apply for selection to the state auditor using an application developed by the state auditor to determine an 8 9 applicant's qualifications and expertise relevant to the position. Second, the state 10 auditor shall deliver to the majority leader and minority leader of the senate a 11 list of at least three applicants with sufficient expertise and qualifications, as determined by the state auditor, to perform the duties of the nonpartisan state 12 demographer. Third, if the majority leader and minority leader of the senate 13 together agree that a specific applicant should be selected to be the nonpartisan 14 state demographer, that applicant shall be selected and the selection process shall 15 cease. Fourth, if the majority leader and minority leader of the senate cannot 16 together agree on an applicant, they may each remove a number of applicants on 17 the state auditor's list equal to one-third of the total number of applicants on that 18 list, rounded down to the next integer, and the state auditor shall then conduct 20 a random lottery of the applicants remaining after removal to select the nonpartisan state demographer. The state auditor shall prescribe a time frame 21 22and deadlines for this application and selection process that both encourages

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23numerous qualified applicants and avoids delay in selection. The nonpartisan state demographer shall serve a term of five years and may be reappointed. To be eligible for the nonpartisan state demographer position, an individual shall not 25have served in a partisan, elected position for four years prior to the 2627appointment. The nonpartisan state demographer shall be disqualified from holding office as a member of the general assembly for four years following the 28date of the presentation of his or her most recent legislative redistricting map to 29 the house apportionment commission or the senatorial apportionment 30 commission. 31

- (c)] The districts of the house of representatives shall be redistricted by an Independent Citizens Redistricting Commission. The house of representatives shall consist of one hundred sixty-three members elected at each general election and apportioned by the commission as provided in this section.
- 37 [(1)](b) Within sixty days after the population of this state is reported to the President for each decennial census of the United 38 States and, in the event that a redistricting plan has been invalidated 39 by a court of competent jurisdiction, within sixty days after notification 40 by the governor that such a ruling has been made, the congressional 41 district committee of each of the two parties casting the highest vote 42for governor at the last preceding election shall meet and the members of the committee shall nominate, by a majority vote of the members of the committee present, provided that a majority of the elected members 45 46 is present, two members of their party, residents in that district, as nominees for redistricting commissioners. Neither party shall select 47more than one nominee from any one state house of representatives 48 district. The congressional committees shall each submit to the 49 governor their list of elected nominees. Within thirty days the 50 governor shall appoint a commission consisting of one name from each 51 52list to redistrict the state into one hundred and sixty-three representative districts and to establish the numbers and boundaries 54 of said districts.
  - (c) If either of the congressional district committees fails to submit a list within such time the governor shall appoint a member of his own choice from that district and from the political party of the committee failing to make the appointment.

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- (d) Members of the commission and any person related to any member by the fourth degree by blood or marriage shall be disqualified from holding office as members of the general assembly for four years following the date of the filing by the commission of its final statement of redistricting.
- (e) For the purposes of this article, the term "congressional district committee" refers to the congressional district committee or the congressional district from which a member of congress was last elected, or, in the event members of congress from this state have been elected at large, the term "congressional district committee" refers to those persons who last served as the congressional district committee 70 for those districts from which members of congress were last elected. Any action pursuant to this section by the congressional district committee shall take place only at duly called meetings, shall be recorded in their official minutes, and only members physically present shall be permitted to vote.
  - (f) The commissioners so selected shall, on the fifteenth day, excluding Sundays and state holidays, after all members have been selected, meet in the capitol building and proceed to organize by electing from their number a chairman, vice chairman, and secretary and shall adopt an agenda establishing at least three hearing dates on which hearings open to the public shall be held. A copy of the agenda shall be filed with the chief clerk of the house of representatives within twenty-four hours after its adoption. Executive meetings may be scheduled and held as often as the commission deems advisable.
  - (g) Within ten days after the population of this state is reported to the President for each decennial census of the United States or, in the event that a [reapportionment] redistricting plan has been invalidated by a court of competent jurisdiction, within ten days after such a ruling has been made, the [nonpartisan state demographer] commission shall begin the preparation of [legislative districting] redistricting plans and maps for the house of representatives using the following methods, listed in order of priority:
    - [a.] (1) Districts shall:
- 92 a. Be established on the basis of total population[. Legislative districts 93 shall];
- 94 **b.** Each have a total population as nearly equal as practicable to the ideal 95 population for such districts, determined by dividing the number of districts to

96 be established into the total population of the state reported in the federal 97 decennial census;

- c. Consist of contiguous territory; and
- d. To the extent possible, keep together communities of interest, including but not limited to cities and counties. Areas which meet only at the points of adjoining corners shall not be considered contiguous;
- [b.] (2) Districts shall be established in a manner so as to comply with all requirements of the United States Constitution and applicable federal laws, including, but not limited to, the Voting Rights Act of 1965 (as amended). Notwithstanding any other provision of this Article, districts shall not be drawn with the intent or result of denying or abridging the equal opportunity of racial or language minorities to participate in the political process or diminishing their ability to elect representatives of their choice, whether by themselves or by voting in concert with other persons.
  - (3) Districts shall be designed in a manner that achieves both partisan fairness and, secondarily, competitiveness. "Partisan fairness" means that parties shall be able to translate their popular support into legislative representation with approximately equal efficiency. "Competitiveness" means that parties' legislative representation shall be substantially and similarly responsive to shifts in the electorate's preferences.

[To this end, the nonpartisan state demographer shall calculate the average electoral performance of the two parties receiving the most votes in the three preceding elections for governor, for United States Senate, and for President of the United States. This index shall be defined as the total votes received by each party in the three preceding elections for governor, for United States Senate, and for President of the United States, divided by the total votes cast for both parties in these elections. Using this index, the nonpartisan state demographer shall calculate the total number of wasted votes for each party, summing across all of the districts in the plan. "Wasted votes" are votes cast for a losing candidate or for a winning candidate in excess of the fifty percent threshold needed for victory. In any plan of apportionment and map of the proposed districts submitted to the respective apportionment commission, the nonpartisan state demographer shall ensure the difference between the two parties' total wasted votes, divided by the total votes cast for the two parties, is as close to zero as practicable.

To promote competitiveness, the nonpartisan state demographer shall use

the electoral performance index to simulate elections in which the hypothetical statewide vote shifts by one percent, two percent, three percent, four percent, and five percent in favor of each party. The vote in each individual district shall be assumed to shift by the same amount as the statewide vote. The nonpartisan state demographer shall ensure that, in each of these simulated elections, the difference between the two parties' total wasted votes, divided by the total votes cast for the two parties, is as close to zero as practicable;

- c. Subject to the requirements of paragraphs a. and b. of this subdivision, districts shall be composed of contiguous territory. Areas which meet only at the points of adjoining corners are not contiguous;
- d. To the extent consistent with paragraphs a. to c. of this subdivision, district boundaries shall coincide with the boundaries of political subdivisions of the state. The number of counties and cities divided among more than one district shall be as small as possible. When there is a choice between dividing local political subdivisions, the more populous subdivisions shall be divided before the less populous, but this preference shall not apply to a legislative district boundary drawn along a county line which passes through a city that lies in more than one county;
- e. Preference shall be that districts are compact in form, but the standards established by paragraphs a. to d. of this subdivision take precedence over compactness where a conflict arises between compactness and these standards. In general, compact districts are those which are square, rectangular, or hexagonal in shape to the extent permitted by natural or political boundaries.
- (2) Within sixty days after the population of this state is reported to the President for each decennial census of the United States or, in the event that a reapportionment has been invalidated by a court of competent jurisdiction, within sixty days that such a ruling has been made, the congressional district committee of each of the two parties casting the highest vote for governor at the last preceding election shall meet and the members of the committee shall nominate, by a majority vote of the members of the committee present, provided that a majority of the elected members is present, two members of their party, residents in that district, as nominees for reapportionment commissioners. Neither party shall select more than one nominee from any one state legislative district. The congressional committees shall each submit to the governor their list of elected nominees. Within thirty days the governor shall appoint a commission consisting of one name from each list to reapportion the state into one hundred and

sixty-three representative districts and to establish the numbers and boundaries of said districts.

If any of the congressional committees fails to submit a list within such time the governor shall appoint a member of his own choice from that district and from the political party of the committee failing to make the appointment.

Members of the commission shall be disqualified from holding office as members of the general assembly for four years following the date of the filing by the commission of its final statement of apportionment.

For the purposes of this Article, the term congressional district committee or congressional district refers to the congressional district committee or the congressional district from which a congressman was last elected, or, in the event members of congress from this state have been elected at large, the term congressional district committee refers to those persons who last served as the congressional district committee for those districts from which congressmen were last elected, and the term congressional district refers to those districts from which congressmen were last elected. Any action pursuant to this section by the congressional district committee shall take place only at duly called meetings, shall be recorded in their official minutes and only members present in person shall be permitted to vote.

(3) Within six months after the population of this state is reported to the President for each decennial census of the United States or, in the event that a reapportionment has been invalidated by a court of competent jurisdiction, within six months after such a ruling has been made, the nonpartisan state demographer shall make public and file with the secretary of state and with the house apportionment commission a tentative plan of apportionment and map of the proposed districts, as well as all demographic and partisan data used in the creation of the plan and map.

The commissioners so selected shall, within ten days of receiving the tentative plan of apportionment and map of the proposed districts, meet in the capitol building and proceed to organize by electing from their number a chairman, vice chairman and secretary. The commission shall adopt an agenda establishing at least three hearing dates on which hearings open to the public shall be held to hear objections or testimony from interested persons. A copy of the agenda shall be filed with the clerk of the house of representatives within twenty-four hours after its adoption. Executive meetings may be scheduled and held as often as the commission deems advisable.

The commission may make changes to the tentative plan of apportionment and map of the proposed districts received from the nonpartisan state demographer provided that such changes are consistent with this section and approved by a vote of at least seven-tenths of the commissioners. If no changes are made or approved as provided for in this subsection, the tentative plan of apportionment and map of proposed districts shall become final. Not later than two months of receiving the tentative plan of apportionment and map of the proposed districts, the commission shall file with the secretary of state a final statement of the numbers and the boundaries of the districts together with a map of the districts.]

- (h) Not later than five months after the appointment of the member of the commission, the commission shall file with the secretary of state a tentative redistricting plan and map of the proposed districts and during the ensuing fifteen days shall hold such public hearings as may be necessary to hear objections or testimony of interested persons.
- (i) Not later than six months after the appointment of the commission, the commission shall file with the secretary of state a final statement of the numbers and the boundaries of the districts together with a map of the districts, provided that no statement shall be valid unless approved by at least seven-tenths of the members.
- (j) After the statement is filed with the secretary of state, members of the house of representatives shall be elected according to such districts until a redistricting plan is made as provided in this section, except that if the statement is not filed within six months of the time fixed for the appointment of the commission, it shall stand discharged and the house of representatives shall be redistricted by a commission of six members appointed from among the judges of the appellate courts of the state of Missouri by the state supreme court, a majority of whom shall sign and file its redistricting plan and map with the secretary of state within ninety days of the date of the discharge of the commission. Thereafter members of the house of representatives shall be elected according to such districts until a redistricting plan is made as provided in this section.
- (k) Each member of the commission shall receive as compensation fifteen dollars a day for each day the commission is in session but not more than one thousand dollars, and, in addition, shall be reimbursed for his **or her** actual and

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240 necessary expenses incurred while serving as a member of the commission.

241 (1) No [reapportionment] redistricting plan shall be subject to the 242 referendum.

Section 7. (a) [Within ten days after the population of this state is reported to the President for each decennial census of the United States or, in the event that a reapportionment has been invalidated by a court of competent jurisdiction, within ten days after such a ruling has been made, the nonpartisan state demographer authorized in Article III, Section 3 shall begin the preparation of senatorial districting plans and maps using the same methods and criteria as those required by Article III, Section 3 for the establishment of districts for the house of representatives.

(b) Within sixty days after the population of this state is reported to the President for each decennial census of the United States, or within sixty days after a reapportionment has been invalidated by a court of competent jurisdiction, the state committee of each of the two political parties casting the highest vote for governor at the last preceding election shall, at a committee meeting duly called, select by a vote of the individual committee members, and thereafter submit to the governor a list of ten persons, and within thirty days thereafter the governor shall appoint a commission of ten members, five from each list, to reapportion the thirty-four senatorial districts and to establish the numbers and boundaries of said districts.

If either of the party committees fails to submit a list within such time the governor shall appoint five members of his own choice from the party of the committee so failing to act.

Members of the commission shall be disqualified from holding office as members of the general assembly for four years following the date of the filing by the commission of its final statement of apportionment.

(c) Within six months after the population of this state is reported to the President for each decennial census of the United States or in the event that a reapportionment has been invalidated by a court of competent jurisdiction, within six months after such a ruling has been made, the nonpartisan state demographer shall file with the secretary of state and with the senatorial apportionment commission a tentative plan of apportionment and map of the proposed districts.

The commissioners so selected shall within ten days of receiving the tentative plan of apportionment and map of the proposed districts required by this subsection, meet in the capitol building and proceed to organize by electing SJR 54

from their number a chairman, vice chairman and secretary. The commission 35 shall adopt an agenda establishing at least three hearing dates on which hearings 36 open to the public shall be held to hear objections or testimony from interested persons. A copy of the agenda shall be filed with the secretary of the senate 37 within twenty-four hours after its adoption. Executive meetings may be 38 scheduled and held as often as the commission deems advisable. The commission 39 may make changes to the tentative plan of apportionment and map of the 40 proposed districts received from the nonpartisan state demographer provided that 41 such changes are consistent with this section and the methods and criteria 4243 required by Section 3 of this Article for the establishment of districts for the 44 house of representatives and approved by a vote of at least seven-tenths of the commissioners. If no changes are made or approved as provided for in this 45 subsection, the tentative plan of apportionment and map of proposed districts 46 shall become final. Not later than two months after receiving the tentative plan 47of apportionment and map of the proposed districts, the commission shall file 48 with the secretary of state a final statement of the numbers and the boundaries 49 50 of the districts together with a map of the districts.] The districts of the senate shall be redistricted by an Independent Citizens Redistricting 51 Commission. Within sixty days after the population of this state is 52 reported to the President for each decennial census of the United 53 States, and in the event that a redistricting plan has been invalidated by a court of competent jurisdiction, within sixty days after notification 55 by the governor that such a ruling has been made, the state committee 56 of each of the two political parties casting the highest vote for governor 57 at the last preceding election shall, at a committee meeting duly called, 58 59 select by a vote of the individual committee members, and thereafter 60 submit to the governor a list of ten persons, and within thirty days 61 thereafter the governor shall appoint a commission of ten members, 62 five from each list, to redistrict the thirty-four senatorial districts and 63 to establish the numbers and boundaries of said districts.

(b) If either of the party committees fails to submit a list within such time, the governor shall appoint five members of his own choice from the party of the committee so failing to act.

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68 69 (c) Members of the commission and any person related to any member by the fourth degree by blood or marriage shall be disqualified from holding office as members of the general assembly for four years **SJR 54** 12

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70 following the date of the filing by the commission of its final statement 71of redistricting.

- (d) The commissioners so selected shall on the fifteenth day, excluding Sundays and state holidays, after all members have been selected, meet in the capitol building and proceed to organize by electing from their number a chairman, vice chairman, and secretary and shall adopt an agenda establishing at least three hearing dates on which hearings open to the public shall be held. A copy of the agenda shall be filed with the secretary of the senate within twenty-four hours after its adoption. Executive meetings may be scheduled and held as often as the commission deems advisable.
- (e) Within ten days after the population of this state is reported to the President for each decennial census of the United States or, in the event that a redistricting plan has been invalidated by a court of competent jurisdiction, within ten days after such a ruling has been made, the commission shall begin the preparation of senate districting plans and maps using the following methods, listed in order of priority:
  - (1) Districts shall:
  - a. Be established on the basis of total population;
- b. Each have a total population as nearly equal as practicable to the ideal population for such districts, determined by dividing the total population of the state reported in the federal decennial census by thirty-four; provided that, no county lines shall be crossed except when necessary to add sufficient population to a multi-district county or city to complete only one district which lies partly within such multi-district county or city so as to be as nearly equal as practicable in population and any county with a population in excess of the quotient obtained by dividing the population of the state by the number thirty-four is hereby declared to be a multi-district county;
  - c. Consist of contiguous territory; and
- d. To the extent possible, keep together communities of interest, including but not limited to cities and counties. Areas which meet only at the points of adjoining corners are not contiguous;
- (2) Districts shall be established in a manner so as to comply with all requirements of the United States Constitution and applicable 104 federal laws, including, but not limited to, the Voting Rights Act of 105 1965, as amended. Notwithstanding any other provision of this article 106

to the contrary, districts shall not be drawn with the intent or result of denying or abridging the equal opportunity of racial or language minorities to participate in the political process or diminishing their ability to elect representatives of their choice, whether by themselves or by voting in concert with other persons;

- (3) Districts shall be designed in a manner that achieves both partisan fairness and, secondarily, competitiveness. "Partisan fairness" means that parties shall be able to translate their popular support into legislative representation with approximately equal efficiency. "Competitiveness" means that parties' legislative representation shall be substantially and similarly responsive to shifts in the electorate's preferences.
- (f) Not later than five months after the appointment of the commission, the commission shall file with the secretary of state a tentative plan redistricting and map of the proposed districts and during the ensuing fifteen days shall hold such public hearings as may be necessary to hear objections or testimony of interested persons.
- (g) Not later than six months after the appointment of the commission, the commission shall file with the secretary of state a final statement of the numbers and the boundaries of the districts together with a map of the districts, and no statement shall be valid unless approved by at least seven members.
- (h) After the statement is filed senators shall be elected according to such districts until a redistricting plan is made as provided in this section, except that if the statement is not filed within six months of the time fixed for the appointment of the commission, it shall stand discharged and the senate shall be redistricted by a commission of six members appointed from among the judges of the appellate courts of the state of Missouri by the state supreme court, a majority of whom shall sign and file its redistricting plan and map with the secretary of state within ninety days of the date of the discharge of the commission. Thereafter senators shall be elected according to such districts until a redistricting plan is made as provided in this section.
- (i) Each member of the commission shall receive as compensation fifteen dollars a day for each day the commission is in session, but not more than one thousand dollars, and, in addition, shall be reimbursed for his actual and necessary expenses incurred while serving as a member of the commission.

144 **(j)** No [reapportionment] **redistricting plan** shall be subject to the 145 referendum.

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# Unofficial

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