

**Drawing the Legislative Maps in Illinois:
The 2016 Initiative to Establish an Independent Commission
October 2017¹**

Introduction

Political gerrymandering has long been a serious problem in Illinois, inhibiting the exercise of robust democracy, discouraging political engagement, and contributing to lack of trust in government. In 2014, 60% of Illinois' state legislative races were uncontested, and only one incumbent legislator was defeated; more than 90% of primary races are typically uncontested. Illinois ranks last among all 50 states in financial health, and had no budget for two years, from July 1, 2015 to August 31st, 2017; it also ranks last among the 50 states in trust in state government. Both Democrats and Republicans have drawn legislative districts to favor incumbents and their parties at different times in Illinois history.

Recent citizen efforts to institute a new approach to redistricting were undertaken in advance of the 2012, 2014, and 2016 elections. This report is primarily intended to describe the most recent effort in 2016, including how it built upon the two previous initiatives, what was accomplished, and the directions of redistricting work by civic organizations going forward.

In 2016, for the third time in the decade, a campaign was undertaken to establish an independent redistricting commission to replace the current system where state legislators draw the maps and can usually do so in such a way as to protect incumbents and to maintain partisan advantage. In the independent commission model, which has been successfully implemented in California and Arizona, among other states and localities, a nonpartisan group of citizens draws district maps with broad citizen input according to pre-determined and transparent processes and criteria.

Article XIV. All three recent efforts to establish an independent redistricting commission in Illinois attempted to use Article XIV of the Illinois Constitution, which allows changes to the state constitution initiated by citizens and using a ballot process, but under very limited circumstances. In fact, it has only been successfully used once since it was passed in 1970.² Article XIV allows voters to amend the constitution only to “alter structures and procedures of the legislature.” In order to place such a measure on the ballot, verifiable signatures totaling at least eight percent of the total votes cast for candidates for governor in the preceding gubernatorial election are required. In 2014, about 3.6 million votes were cast, requiring about 290,000 signatures. Organizations seeking to propose a constitutional change cannot get a judicial review of the referendum language before going through the arduous and expensive process of collecting the signatures and qualifying for the ballot. Once submitted to the Board of Elections, the language cannot be changed.

League of Women Voters, 2012. The first redistricting effort in Illinois was initiated by the League of Women Voters in 2010, intended for the 2012 ballot. With only modest funding,

¹ This report was written by Elspeth Revere, Ravenswood Consulting group, as a consultant to CHANGE Illinois.

² In 1980, The “Cutback Amendment,” which eliminated three-member legislative districts in favor of single-member districts, was placed on the ballot using Article XIV and was overwhelmingly approved by the voters, thus reducing the size of the Illinois legislature.

volunteer labor, and a late start, the process came to an end when it appeared unlikely that enough signatures would be collected to put the measure on the 2012 ballot.

Yes for Independent Maps, 2014. A second effort, YES for Independent Maps, was launched in 2013, initiated by CHANGE Illinois. Building on what was learned in the previous effort, and with significant funding by Michael Bloomberg and other wealthy donors, YES for Independent Maps made greater progress. Amendment language was developed with the assistance of a highly regarded law firm, Mayer Brown, and other experts. A professional petition company was hired and 532,000 signatures were collected. The second effort came to an end when Illinois Democrats, defending the current system, launched an aggressive challenge to both the signatures and the amendment language. The challenge was led by Michael Kasper, elections attorney for the Illinois Democratic Party, headed by House Speaker Mike Madigan. Kasper challenged each page of the petitions; the signatures, unverified by the campaign, failed to withstand a Board of Elections preliminary review, which found many duplications. An additional challenge was made to the language of the measure. In a decision that kept this Amendment from the ballot, Judge Mary Mikva ruled that the measure was unconstitutional in that it restricted members of the proposed Independent Commission from running for office for ten years. This decision, however, provided some guidance as to how to craft future language that could meet the requirements of Article XIV.

The 2016 Campaign. Beginning in 2015, CHANGE Illinois leadership and key partners decided to try again to put a redistricting measure on the 2016 ballot.³ Informed by the two prior efforts, they sought to pursue the process somewhat differently, assembling a broad, bi-partisan, leadership group of well-known and highly respected individuals to strengthen visibility and fundraising. This time, the organizers intended to raise sufficient funds to both collect and verify signatures, conduct a statewide communications program, and draft language that would satisfy the narrow legal requirements of Article XIV.

The Independent Map Amendment proposed in 2016 was intended to create an 11-member commission representing the demographic and geographic diversity of the state. The commission meetings and records would be open to the public, and the commission would be required to hold public hearings throughout the state. The commission drawn maps would be required to protect the voting rights of racial and ethnic minorities, and the maps would be drawn without regard to incumbency or partisanship. Adoption of the maps would require approval of seven commissioners, including at least two Democrats and two Republicans.

³ In California there were four unsuccessful efforts before passage of the referendum that created the existing program.

The 2016 Independent Map Amendment Campaign

The early strategy for 2016 began with forming a broad, bipartisan leadership committee, chaired by Dennis FitzSimons, Chairman of the Robert R. McCormick Foundation Board of Directors and former chairman and CEO of the Tribune Company. He assembled a Board of Directors for the Independent Map Amendment of 29 civic leaders from both political parties, well known for their business, civic, religious, philanthropic, academic, political, and nonprofit leadership. (See Attachment A. Independent Map Amendment Board of Directors) The staff was led by Cynthia Canary, former executive director of the Illinois Campaign for Political Reform and the League of Women Voters. She was later joined by Dave Mellet, Campaign Manager. Several nationally respected consulting firms were engaged to assist with signature collection and communications. With this structure in place, Independent Maps raised funds, prepared the amendment language for submission, collected and verified a large number of citizen signatures in favor of putting the Amendment on the ballot, and obtained the broad-based support required to change the way political maps are drawn in Illinois.

Fundraising. Key Independent Maps leaders played an active role in raising funds for the effort. This was intended to bring both needed resources and additional supporters and endorsers into the campaign. Individual donors made substantial contributions. The McCormick Foundation, which had helped to fund the prior effort through a grant to CHANGE Illinois, continued its support to CHANGE to raise public awareness about redistricting, but also made a significant grant directly to Independent Maps for the campaign. Allstate made a substantial challenge grant later in the campaign, helping infuse needed funds and energy. In addition, online fundraising brought in a few thousand individual donors, forming the base for an email subscriber list of 35,000. Overall, about \$4 million was raised, which was used to pay a small staff and consultants, a firm to circulate petitions, a communications firm, and legal costs.

Redrafting the Language. One of the first priorities of the campaign was to redraft the language to define a clear process for drawing the maps in Illinois and to do so in a way that would meet the narrow standards of Article XIV, as well as the standards of voting and civil rights laws. The language needed to state some guiding principles: that legislative districts would not diminish the ability of a racial or language minority community to elect candidates of its choice, that maps would respect the geographic integrity of communities sharing common social and economic interests, and that any redistricting plan would not unduly favor any political party, political group, or particular person.

Judge Mary Mikva's opinion in 2014 was viewed as containing useful advice to the 2016 effort, stating that "a differently drafted redistricting amendment could be valid..." With that encouragement, the Mayer Brown legal team, and attorney Ruth Greenwood, a Board member with deep expertise on this topic, re-drafted the amendment language. Input was provided as well from democratic reform and civil rights organization representatives. The amendment language was submitted in May, in time to meet the deadline of six months before the election. After submission, no changes were allowed in the language.

Collecting and Verifying Signatures. The process of collecting and verifying signatures was one of the great successes of the Independent Maps campaign. Having learned from the 2014

challenge that signatures needed to be checked against voter registration lists and that duplicates needed to be removed before petitions were submitted, Independent Maps was prepared to conduct this process. A new format was designed to make verification easier. Independent Maps hired a firm to collect signatures and volunteers contributed substantially. There were efforts made, through competitions and prizes, to motivate the volunteers. Particularly helpful were the highly experienced volunteers of the League of Women Voters of Illinois and the Illinois Farm Bureau, both represented on the Independent Maps Board. Volunteers collected about 85,000 signatures across the state. One Illinois Farm Bureau member, 90-year-old Eleanor Zimmerlein, collected 1,000 signatures.

In the end, over 560,000 verified signatures were submitted to the Board of Elections, which carried out its own verification process and approved the petitions for the ballot. The cost of the petition drive was about \$2 million.

Independent Maps conducted an analysis of the 5% sample drawn by the Illinois State Board of Elections. It found that 56% of the signers were “Likely Democrats,” 23% “Likely Republicans,” and 23% “Likely Independent” voters. The amount of support by African Americans (16%), was just over the 2014 Census estimate for Illinois of 14.7%.

Endorsements. As the fundraising, communications, and signature processes played out, the number of endorsements of the Independent Map Amendment increased. Almost every Illinois newspaper editorial board endorsed the Amendment; it was also endorsed by about 50 community organizations, 60 business, community, and civic leaders, and about 55 elected and appointed public officials and candidates, almost evenly split between Democrats and Republicans.

Communications. An aggressive communications campaign was conducted by the Independent Maps with the help of several consulting firms. In the end, about \$1 million was spent on communications. Independent Maps conducted two statewide polls and held focus groups in Chicago, its suburbs, and other parts of the state. It found that the message that best resonated with citizens was that “Springfield politicians are drawing the political maps.” A spring poll by the Paul Simon Public Policy Institute found 64 percent of Illinois voters supported having an independent commission draw legislative maps. By fall, that number had increased to 72%.

Staff, volunteers, and the board chair spent extensive time traveling throughout the state meeting with editorial boards, giving talks, and appearing on radio and television. Several CHANGE Board members and its staff leadership played an active and increasingly prominent role as spokespeople in the media campaign, educating the public about gerrymandering while maintaining a nonpartisan stance.

Independent Maps conducted a summer television and digital ad campaign in the summer of 2016 designed to increase voter understanding of the issue. It prepared 30 second and 15 second commercials with the message: “politicians in Springfield rig the system and draw the boundaries of their own districts so they can’t lose, nothing ever changes, and no one is held accountable for the culture of corruption or the budget stalemate. But by voting ‘yes’ on the Independent Map Amendment, citizens can change the system with fair elections that will make

politicians listen to voters.” The initial round of commercials was broadcast across the state by TV stations and aired on several cable and satellite TV channels. Voters were also reached through digital media messaging on computers, tablets and smart phones.

Role of nonprofit and civic organizations. All three of the recent attempts to reform the redistricting process in Illinois were initiated by nonprofit organizations. The League of Women Voters of Illinois launched the first one in 2010; CHANGE Illinois launched the second one intended for the 2014 ballot. In 2015, members of the CHANGE board were instrumental in restarting the effort with a broader leadership group.

In early 2016, CHANGE Illinois began convening a set of organizations that work towards democratic reform in Illinois to begin to prepare for the possibility that the Amendment would be placed on the ballot, which looked increasingly likely as signatures were collected. The group included: CHANGE Illinois, the League of Women Voters, Illinois Campaign for Political Reform, Illinois Public Interest Research Group, Common Cause Illinois, the Better Government Association, Chicago Lawyers Committee for Civil Rights Under Law, Business and Professional People in the Public Interest, Illinois Farm Bureau, Better Government Association, Latino Policy Forum, Campaign Legal Center, Citizen Advocacy Center, Mexican American Legal Defense Education Fund, Small Business Advocacy Council, and several others. The nonprofits met frequently together and with Independent Maps. Some became actively involved in the petition drive, while others worked to help obtain endorsements, contributed to the Independent Maps blog, or briefed their members on the Amendment.

Working together, they started to plan a set of educational opportunities that would begin when the Amendment was approved for the ballot, and started to design a process to be undertaken to engage citizens in implementing the new independent commission redistricting process if approved by the voters. CHANGE and other organizations viewed this as an opportunity to more fully engage the citizens of Illinois in an array of democratic activities and reforms beyond redistricting.

Politics and political opposition. While individual legislators and other elected officials of both parties were in favor of the amendment, Speaker of the Illinois House Mike Madigan, leader of the Illinois Democratic party, which controlled the state legislature, opposed the Independent Map Amendment. Republican governor Bruce Rauner was a visible proponent, including redistricting reform, though not specifically the recommendations of Independent Maps, in his “Turnaround Agenda.” The Chicago Tribune frequently portrayed the Independent Map Amendment as a Rauner initiative, despite requests to both the Governor and the newspaper to stop doing so.

This came at a time when partisan conflict was high in Springfield. The two parties had not been able to reach a compromise on the budget, and the state had been without a budget for over a year. Efforts to derail the Independent Map Amendment were traced to the Democratic leadership. They included two letters to its supporters from an organization called “The People’s Map,” a partisan attack which criticized the Independent Maps coalition for failing to protect minority communities. Even President Obama’s February visit to Springfield, where he specifically called for redistricting reform, failed to move the Democratic leadership.

The nonprofit and civic organizations in the coalition worked together to respond to the People's Map attack on the Independent Maps Amendment. In particular, CHANGE Illinois held an event in May on race, redistricting, and political reform, with national and local experts at the National Museum of Mexican Art to discuss redistricting and the ways that a different system of drawing the maps could benefit minority communities.

Legal Challenge. Almost immediately after the petitions were delivered, on May 11, 2016, the Amendment was challenged in the Cook County Circuit Court by The People's Map represented by several African American, Asian, and Latino leaders. As with the challenge to the 2014 proposed amendment, the plaintiffs asserted that the Independent Map Amendment went beyond the narrow requirement of Article XIV and was not limited to structural and procedural subjects. In her opinion issued on July 20, Judge Diane Larsen agreed that the referendum went beyond the scope of the limitation but stated that "redistricting in general is a structural and procedural subject" of the constitution.

Independent Maps immediately appealed to the Illinois Supreme Court, asking for an expedited review in order to meet the deadline for including materials on the November ballot. A number of civic organizations contributed to an amicus brief drafted by the Board member and Campaign Legal Center staff member, Ruth Greenwood. (See Attachment B, Amicus Brief participants.) On August 26, 2016, the Supreme Court affirmed Judge Larsen's opinion in a 4-3 decision along straight party lines. A request for further review by Independent Maps was denied.

Analysis. In the end, the 2016 campaign failed to establish an independent redistricting commission for Illinois. Article XIV, while allowing for a possible citizen ballot initiative, proved to be too narrow for this purpose. The political opposition was substantial and was difficult to disentangle from the partisan budget battle going on in Springfield. The attack from The People's Map was aggressive and the accusations of insufficient minority protections were highly charged and difficult to counter.

The 2016 Independent Map Campaign was successful in many ways:

- It engaged a prominent, diverse, and bipartisan group of business, civic, academic, and other leaders in solving a problem that has faced Illinois for decades.
- It raised sufficient funds to conduct robust communications and petition campaigns.
- An enormous number of citizens – over 560,000 – signed the petitions. This effort was only the third in almost 50 years that produced enough signatures to qualify for the ballot.
- A large percentage of Illinois citizens – 72% -- were in favor of this Amendment and independent redistricting.
- Independent Maps had 20,000 Facebook followers, 35,000 email subscribers, the support of hundreds of civic and community organizations, current and former elected officials, and business and community leaders across the state.
- Nearly every newspaper in Illinois supported the Amendment in its editorial pages.
- The nonprofit coalition working to strengthen democracy in Illinois was re-constituted.

The Future of Redistricting Reform in Illinois. Over the course of the 2014 and 2016 redistricting efforts, CHANGE Illinois has evolved from a broad coalition (founded in 2009) to a nonprofit organization working to improve the state of democracy in Illinois. Throughout the Independent Maps campaign, CHANGE supported the effort, especially as a spokesperson with a broad array of media, and through facilitating the rebuilding of a coalition of nonprofit organizations working on redistricting, while pursuing its own priorities to engage Illinois voters in broader processes of democracy. Its leadership in organizing the convening at the National Museum of Mexican Art reflected CHANGE's interests in race, equity, and democracy reform through a public education format.

When the Illinois Map Amendment campaign disbanded, its database and other nonfinancial assets were transferred to CHANGE Illinois. This has expanded CHANGE's public reach and has enabled it to engage the Illinois voters and citizens who signed the petitions and/or contributed to Independent Maps to continue to support democratic reform in Illinois.

Since March of 2017, CHANGE has convened "the Illinois Redistricting Collaborative," to plan and discuss the next steps on redistricting reform. The Collaborative includes several additional organizations, including some of the ethnic and minority organizations that did not participate in the earlier efforts. The group is examining three specific questions:

- What values and principles should guide the next redistricting process?
- What pathways are available to bring greater fairness and transparency to Illinois' 2021 redistricting process?
- What communications and engagement strategies should be pursued?

CHANGE plans to pursue a multi-track approach to redistricting:

Raise public awareness about redistricting: what it is, why it matters, and options for reform.

Develop redistricting standards and principles to guide the next redistricting process regardless of who draws the lines.

Identify strategies to ensure greater fairness and public participation in Illinois' 2021 redistricting process

Develop the infrastructure, tools, and systems needed to support constituent management and online engagement.

Conclusion. As Illinois citizens, public officials, and legislators approach the next decennial census and the redistricting process that follows, they will do so informed by a 2016 Independent Map Amendment effort that was serious and far-reaching. While it failed to meet the narrow guidelines for a citizen-initiated ballot process leading to a constitutional amendment, its message reached a population both broad and influential. A coalition of organizations continues to work together and separately to strengthen democracy in Illinois, and there are many opportunities to make positive change in the Illinois redistricting process.

Attachment A

Members of the Independent Map Amendment Board of Directors

Dennis FitzSimons, Chair, Chair of the McCormick Foundation and former CEO of the Tribune Company

Peter Bensinger, Bensinger, DuPont & Associates. Former head of the US Drug Enforcement Administration and the Illinois Department of Corrections

Rev. Dr. Byron T. Bazier, Apostolic Church of God

Lester Crown, Henry Crown & Company. Former chair of the Chicago Commercial Club and the Material Services Corporation

William Daley, Argenti Capital. Former White House chief of staff to Barak Obama

Jim Edgar, former Governor of Illinois

David Erickson, Illinois Farm Bureau

Manny Flores, Arnstein & Lehr

Ruth Greenwood, Chicago Committee for Civil Rights Under Law and later the Campaign Legal Center

Deborah Harrington, Harrington Group and CHANGE Illinois Board member

Christie Hefner, Center for American Progress Action Fund. Former chairman and CEO of Playboy Enterprises

Cheryle Jackson, AAR COR. Former president and CEO of the Chicago Urban League

Mary Kubasak, President, League of Women Voters of Illinois

Charles Ashby Lewis, Sebring Family Foundation and a Trustee of the University of Chicago

Brad McMillan, Institute for Principled Leadership, Bradley University

Rosanna A. Marquez, State President, AARP

Steven N. Miller, Origin Ventures and the Economic Club of Chicago

Sylvia Puente, Executive Director, Latino Policy Forum

Jesse Ruiz, Drinker, Biddle Reath.

Manuel "Manny" Sanchez, Daniels & Hoffman LLP

Sam Scott, Corn Products International, Inc.

Gordon Segal, Prairie Management Group LLC

Hon. Sheila Simon, Former Lieutenant Governor of Illinois

Harrison Steans, Financial Investments Corporation

Tyrone Stoudemire, Hyatt Hotels Corporation

Barbara Stewart

Don Thompson, Ret. CEO, McDonald's Corp

Bill Vainisi, Allstate

Corinne Wood, Former Lt. Governor of Illinois

Attachment B

Groups That Signed onto the Amicus Brief: The Amici Curiae

The Amici comprise a diverse group of business, consumer, and public interest organizations that represent a broad range of constituents:

League of Women Voters of Illinois
Small Business Advocacy Council
Illinois Campaign for Political Reform
CHANGE Illinois
Champaign County Chamber of Commerce
McCormick Foundation
Union League Club of Chicago
West Rogers Park Community Organization
Illinois Farm Bureau
Better Government Association
Chicago Southside Branch NAACP
Independent Voters of Illinois - Independent Precinct Organization
Rockford Chamber of Commerce
Naperville Area Chamber of Commerce
Illinois Chamber of Commerce
Chicagoland Chamber of Commerce
Metropolitan Planning Council
Business and Professional People for the Public Interest
Latino Policy Forum
Sargent Shriver National Center on Poverty Law
Illinois Public Interest Research Group
Common Cause
Citizen Advocacy Center
The Civic Federation
Commercial Club of Chicago
Chicago Embassy Church
Illinois Hispanic Chamber of Commerce

Attachment C
2016 Independent Map Amendment
Timeline

- April 28, 2015 –Independent Maps campaign and petition drive launched by Dennis Fitzsimons, chair. Patrick Brady was first executive director.
- June 22, 2015 – Cynthia Canary replaces Brady as executive director.
- July 28, 2015 – More than 210,000 signatures collected
- November 17, 2015 – More than 400,000 signatures collected.
- November 19, 2015 – Dave Mellet becomes campaign manager and Hilltop Public Solutions is retained as campaign consultant.
- February 10, 2016 – President Obama addresses the Illinois General Assembly, stating that, “In America, politicians should not pick their voters, voters should pick their politicians.”
- Date TBD – Redistricting Coalition made up of nonprofit civic and community organizations begins meeting to support Independent Maps and to plan for eventual implementation of redistricting reform.
- May 6, 2016 – A truckload of petitions is delivered to the State Board of Elections in Springfield. 65,000 petition pages containing 570,000 signatures are submitted.
- May 11, 2016 – Amendment was challenged by Peoples Maps in the Cook County Circuit Court.
- May 12, 2016 – A symposium was held at the National Museum of Mexican Art to discuss “Race, Redistricting, and Reform.”
- May 24, 2016 –Illinois State Board of Elections completed the signature verification examination of a random sample of Independent Map Amendment petition signatures, projecting that nearly 73 percent of the 563,974 petition signatures appear to be genuine – well in excess of the 290,216 signatures required by law to place the amendment on the ballot.
- July 20, 2016 – Cook County Circuit Court Judge Diane Larsen finds that the ballot proposal violates the state constitution provision limiting the power of Illinois voters to making only “structural and procedural” changes to the Illinois General Assembly.
- July 22, 2016 the Illinois Supreme Court granted an emergency motion accepting a direct appeal of a Cook County Circuit Court judge’s ruling that the Independent Map Amendment does not meet state constitutional requirements for a citizen-initiated amendment.
- Aug. 25, 2016 -- Illinois Supreme Court issues decision blocking the Amendment from appearing on the November ballot in a 4-3 decision along straight party lines.
- August 31, 2016. Independent Maps asks Illinois Supreme Court to reconsider.
- September 13, 2016. With the announcement that the Supreme Court has chosen not to reconsider its decision, the Independent Maps Campaign effectively comes to an end.

Attachment D

Proposed Language of the Independent Map Amendment

Illinois Independent Redistricting Amendment The purpose of the 2016 Illinois Independent Redistricting Amendment is to change the current system of redistricting, where legislators draw the maps of General Assembly districts after each decennial census, and provide for a restructured, independent redistricting commission to draw the maps. For the proposed Amendment to Article IV of the Constitution YES [] NO [] Section 3. Legislative Redistricting (a) The Independent Redistricting Commission comprising 11 Commissioners shall adopt and file with the Secretary of State a redistricting plan for Legislative Districts and Representative Districts by June 30 of the year following each Federal decennial census. Legislative Districts shall be contiguous and substantially equal in population. Representative Districts shall be contiguous and substantially equal in population. The redistricting plan shall comply with Federal law. Subject to the foregoing, the Commission shall apply the following criteria: (1) the redistricting plan shall not dilute or diminish the ability of a racial or language minority community to elect the candidates of its choice, including when voting in concert with other persons; (2) the redistricting plan shall respect the geographic integrity of units of local government; and (3) the redistricting plan shall respect the geographic integrity of communities sharing common social and economic interests, which do not include relationships with political parties or candidates for office. The redistricting plan shall not either intentionally or unduly discriminate against or intentionally or unduly favor any political party, political group or particular person. In designing the redistricting plan, the Commission shall consider party registration and voting history data only to assess compliance with the requirements in this subsection (a). (b) For the purpose of conducting the Commissioner selection process, an Applicant Review Panel comprising three Reviewers shall be chosen in the following manner. Beginning not later than January 1 and ending not later than March 1 of the year in which the Federal decennial census occurs, the Auditor General shall request and accept applications to serve as a Reviewer. The Auditor General shall review all applications and select a pool of 30 potential Reviewers. The Auditor General should select applicants for the pool of potential Reviewers who would operate in an ethical and non-partisan manner by considering whether each applicant is a resident and registered voter of the State and has been for the four years preceding his or her application, has demonstrated understanding of and adherence to standards of ethical conduct and has been unaffiliated with any political party for the three years preceding appointment. By March 31 of the year in which the Federal decennial census occurs, the Auditor General shall publicly select by random draw the Panel of three Reviewers from the pool of potential Reviewers. (c) Beginning not later than January 1 and ending not later than March 1 of the year in which the Federal decennial census occurs, the Auditor General shall request and accept applications to serve as a Commissioner on the Independent Redistricting Commission. By May 31, the Panel shall select a pool of 100 potential Commissioners. The Panel should select applicants for the pool of potential Commissioners who would be diverse and unaffected by conflicts of interest by considering whether each applicant is a resident and registered voter of the State and has been for the four years preceding his or her application, as well as each applicant's prior political experience, relevant analytical skills, ability to contribute to a fair redistricting process and ability to represent the demographic and geographic diversity of the State. The Panel shall act by affirmative vote of two Reviewers. All records of the Panel,

including applications to serve on the Panel, shall be open for public inspection, except private information about applicants for which there is no compelling public interest in disclosure. (d) Within 45 days after the Panel has selected the pool of 100 potential Commissioners, but not later than June 23 of the year in which the Federal decennial census occurs, the Speaker and Minority Leader of the House of Representatives and the President and Minority Leader of the Senate each may remove up to five of those potential Commissioners. Thereafter, but not later than June 30, the Panel shall publicly select seven Commissioners by random draw from the remaining pool of potential Commissioners; of those seven Commissioners, including any replacements, (1) the seven Commissioners shall reside among the Judicial Districts in the same proportion as the number of Judges elected therefrom under Section 3 of Article VI of this Constitution, (2) two Commissioners shall be affiliated with the political party whose candidate for Governor received the most votes cast in the last general election for Governor, two Commissioners shall be affiliated with the political party whose candidate for Governor received the second-most votes cast in such election and the remaining three Commissioners shall not be affiliated with either such political party and (3) no more than two Commissioners may be affiliated with the same political party. The Speaker and Minority Leader of the House of Representatives and the President and Minority Leader of the Senate each shall appoint one Commissioner from among the remaining applicants in the pool of potential Commissioners on the basis of the appointee's contribution to the demographic and geographic diversity of the Commission. A vacancy on the Panel or Commission shall be filled within five days by a potential Reviewer or potential Commissioner from among the applicants remaining in the pool of potential Reviewers or potential Commissioners, respectively, in the manner in which the office was previously filled. (e) The Commission shall act in public meetings by affirmative vote of six Commissioners, except that approval of any redistricting plan shall require the affirmative vote of at least (1) seven Commissioners total, (2) two Commissioners from each political party whose candidate for Governor received the most and second most votes cast in the last general election for Governor and (3) two Commissioners not affiliated with either such political party. The Commission shall elect its chairperson and vice chairperson, who shall not be affiliated with the same political party. Six Commissioners shall constitute a quorum. All meetings of the Commission attended by a quorum, except for meetings qualified under attorney-client privilege, shall be open to the public and publicly noticed at least two days prior to the meeting. All records of the Commission, including communications between Commissioners regarding the Commission's work, shall be open for public inspection, except for records qualified under attorney-client privilege. The Commission shall adopt rules governing its procedure, public hearings and the implementation of matters under this Section. The Commission shall hold public hearings throughout the state both before and after releasing the initial proposed redistricting plan. The Commission may not adopt a final redistricting plan unless the plan to be adopted without further amendment, and a report explaining its compliance with this Constitution, have been publicly noticed at least seven days before the final vote on such plan. (f) If the Commission fails to adopt and file with the Secretary of State a redistricting plan by June 30 of the year following a Federal decennial census, the Chief Justice of the Supreme Court and the most senior Judge of the Supreme Court who is not affiliated with the same political party as the Chief Justice shall appoint jointly by July 31 a Special Commissioner for Redistricting. The Special Commissioner shall adopt and file with the Secretary of State by August 31 a redistricting plan satisfying the requirements set forth in subsection (a) of this Section and a report explaining its compliance with this Constitution. The Special Commissioner shall hold at

least one public hearing in the State before releasing his or her initial proposed redistricting plan and at least one public hearing in a different location in the State after releasing his or her initial proposed redistricting plan and before filing the final redistricting plan with the Secretary of State. All records of the Special Commissioner shall be open for public inspection, except for records qualified under attorney-client privilege. (g) An adopted redistricting plan filed with the Secretary of State shall be presumed valid and shall be published promptly by the Secretary of State. (h) The Supreme Court shall have original jurisdiction in cases relating to matters under this Section.

Attachment E

Relevant Portion of Article XIV

- SECTION 3. CONSTITUTIONAL INITIATIVE FOR LEGISLATIVE ARTICLE
- Amendments to Article IV of this Constitution may be
- proposed by a petition signed by a number of electors equal
- in number to at least eight percent of the total votes cast
- for candidates for Governor in the preceding gubernatorial
- election. Amendments shall be limited to structural and
- procedural subjects contained in Article IV. A petition shall
- contain the text of the proposed amendment and the date of
- the general election at which the proposed amendment is to be
- submitted, shall have been signed by the petitioning electors
- not more than twenty-four months preceding that general
- election and shall be filed with the Secretary of State at
- least six months before that general election. The procedure
- for determining the validity and sufficiency of a petition
- shall be provided by law. If the petition is valid and
- sufficient, the proposed amendment shall be submitted to the
- electors at that general election and shall become effective
- if approved by either three-fifths of those voting on the
- amendment or a majority of those voting in the election.

(Source: Illinois Constitution.)