

Date of Hearing: January 12, 2022

ASSEMBLY COMMITTEE ON ELECTIONS  
Isaac G. Bryan, Chair  
AB 1307 (Cervantes) – As Introduced February 19, 2021

**SUBJECT:** County of Riverside Citizens Redistricting Commission.

**SUMMARY:** Creates a Citizens Redistricting Commission (commission) in Riverside County, as specified. Specifically, **this bill:**

- 1) Provides for the creation of the commission in Riverside County, and tasks the commission with adjusting the boundary lines of the County's supervisorial districts in the year following the year in which the decennial federal census is taken.
- 2) Requires the commission to be created no later than December 31, 2030, and in each year ending in the number zero thereafter.
- 3) States that the selection process is designed to produce a commission that is independent from the influence of the Riverside County Board of Supervisors (board) and reasonably representative of the county's diversity.
- 4) Requires the commission to consist of 14 members. Requires the political party preferences of the commission members, as shown on the members' most recent affidavits of registration, to be as proportional as possible to the total number of voters who are registered with each political party in Riverside County, as determined by registration at the most recent statewide election. Provides that the political party preferences of the commission members are not required to be exactly the same as the proportion of political party preferences among the registered voters of the county. Requires at least one commission member to reside in each of the five existing supervisorial districts of the board.
- 5) Requires each commission member to meet all of the following qualifications:
  - a) Be a resident of Riverside County;
  - b) Be a voter who has been continuously registered in Riverside County with the same political party or unaffiliated with a political party and who has not changed political party affiliation for five or more years immediately preceding the date of their appointment to the commission;
  - c) Has voted in at least one of the last three statewide elections immediately preceding their application to be a member of the commission;
  - d) Possess experience that demonstrates analytical skills relevant to the redistricting process and voting rights, and possess an ability to comprehend and apply the applicable state and federal legal requirements;
  - e) Possess experience that demonstrates an ability to be impartial; and,

- f) Possess experience that demonstrates an appreciation for the diverse demographics and geography of Riverside County.
- 6) Provides that within the 10 years immediately preceding the date of application to the commission, neither the applicant, nor an immediate family member of the applicant, may have done any of the following:
    - a) Been appointed to, elected to, or have been a candidate for office at the local, state, or federal level representing Riverside County, including as a member of the board;
    - b) Served as an employee of, or paid consultant for, an elected representative at the local, state, or federal level representing Riverside County;
    - c) Served as an employee of, or paid consultant for, a candidate for office at the local, state, or federal level representing Riverside County;
    - d) Served as an officer, employee, or paid consultant of a political party or as an appointed member of a political party central committee; or,
    - e) Been a registered state or local lobbyist.
  - 7) Permits an interested person meeting the qualifications specified above to submit an application to the county elections official to be considered for membership on the commission. Requires the county elections official to review the applications and eliminate applicants who do not meet the specified qualifications.
  - 8) Requires the county elections official to select 60 of the most qualified applicants, taking into account the relevant requirements, and to make their names public for at least 30 days. Prohibits the county elections official from communicating with a member of the board, or an agent for a member of the board, about any matter related to the nomination process or applicants before the publication of the list of the 60 most qualified applicants. Permits the county elections official, during this period, to eliminate any of the previously selected applicants if the official becomes aware that the applicant does not meet the qualifications. Requires the county elections official to create a subpool for each of the five existing supervisorial districts in Riverside County.
  - 9) Requires, at a regularly scheduled meeting of the board, the Auditor-Controller of Riverside County to conduct a random drawing to select one commissioner from each of the five subpools established by the county elections official, and to then conduct a random drawing from all of the remaining applicants to select three additional commissioners.
  - 10) Requires the eight selected commissioners to review the remaining names in the subpools of applicants and to appoint six additional applicants to the commission. Requires the six appointees to be chosen based on relevant experience, analytical skills, and ability to be impartial, and to ensure that the commission reflects the county's diversity, including racial, ethnic, geographic, and gender diversity, provided that formulas or specific ratios are not applied for this purpose. Requires the eight commissioners to consider political party preference, selecting applicants so that the political party preferences of the members of the

commission are as proportional as possible to the registered voters in the county, as detailed above.

- 11) Requires the commission members to apply the requirements of this bill in a manner that is impartial and that reinforces public confidence in the integrity of the redistricting process.
- 12) Provides the term of office of each member of the commission expires upon the appointment of the first member of the succeeding commission.
- 13) Provides that nine members of the commission constitute a quorum and that nine or more affirmative votes are required for any official action.
- 14) Prohibits the commission from retaining a consultant who would not be qualified as a commission applicant due to any of the disqualifying criteria described above in 6). Provides, for this purpose, that the term “consultant” means a person, whether or not compensated, retained to advise the commission or a commission member regarding any aspect of the redistricting process.
- 15) Requires each commission member to be a designated employee for purposes of the conflict of interest code adopted by Riverside County, as specified.
- 16) Requires the commission to establish single-member supervisorial districts for the board pursuant to a mapping process using the following criteria as set forth in the following order of priority:
  - a) Requires districts to comply with the United States (US) Constitution and requires each district to have a reasonably equal population with other districts for the board, except where deviation is required to comply with the federal Voting Rights Act of 1965 (VRA) or allowable by law;
  - b) Requires districts to comply with the federal VRA;
  - c) Requires districts to be geographically contiguous;
  - d) Requires the geographic integrity of any city, local neighborhood, or local community of interest, as defined, to be respected in a manner that minimizes its division to the extent possible without violating the requirements above; and,
  - e) Requires, to the extent practicable, and where this does not conflict with higher priority criteria detailed above, districts to be drawn to encourage geographical compactness such that nearby areas of population are not bypassed for more distant areas of population.
- 17) Prohibits the place of residence of any incumbent or political candidate from being considered in the creation of a map, and prohibits districts from being drawn for purposes of favoring or discriminating against an incumbent, political candidate, or political party.
- 18) Requires the commission to comply with the Ralph M. Brown Act (the state’s open meetings law).

- 19) Requires the commission, prior to drawing a draft map, to conduct at least seven public hearings, to take place over a period of no fewer than 30 days, with at least one public hearing held in each supervisorial district.
- 20) Requires the commission, after drawing the draft maps, to do both of the following:
  - a) Post the map for public comment on the Riverside County website; and,
  - b) Conduct at least two public hearings to take place over a period of no fewer than 30 days.
- 21) Requires the commission to establish and make available to the public a calendar of all public hearings and requires the hearings to be scheduled at various times and days of the week to accommodate a variety of work schedules and to reach as large an audience as possible.
- 22) Requires the commission to post the agenda for the public hearings at least seven days before the hearings. Requires the agenda for a meeting conducted after the commission has drawn a draft map to include a copy of that map.
- 23) Requires the commission to arrange for the live translation of a hearing held pursuant to this bill in an applicable language if a request for translation is made at least 24 hours before the hearing. Provides that an “applicable language” means a language for which the number of residents of Riverside County who are members of a language minority is greater than or equal to 3 percent of the total voting age residents of the county.
- 24) Requires the commission to take steps to encourage county residents to participate in the redistricting public review process. Provides that these steps may include:
  - a) Providing information through media, social media, and public service announcements.
  - b) Coordinating with community organizations.
  - c) Posting information on the Riverside County website that explains the redistricting process and includes a notice of each public hearing and the procedures for testifying during a hearing or submitting written testimony directly to the commission.
- 25) Requires the board to 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 equivalent to what is available to the commission members.
- 26) Requires the board to provide for reasonable funding and staffing for the commission.
- 27) Requires all records of the commission relating to redistricting, and all data considered by the commission in drawing a draft map or the final map, to be public records.
- 28) Requires the commission to adopt a redistricting plan adjusting the boundaries of the supervisorial districts and to file the plan with the county elections official before August 15 of the year following the year in which each decennial federal census is taken. Provides that

the plan is effective 30 days after it is filed with the county elections official, and is subject to referendum in the same manner as ordinances.

- 29) Requires the commission to issue, with the final map, a report that explains the basis on which the commission made its decisions in achieving compliance with the criteria described above.
- 30) Prohibits a commission member, for a period of five years beginning from the date of appointment to the commission, from holding elective public office at the federal, state, county, or city level in this state.
- 31) Prohibits a commission member, for a period of three years beginning from the date of appointment to the commission, from holding appointive federal, state, or local public office, serving as paid staff for, or as a paid consultant to, the Board of Equalization, the Congress, the Legislature, or any individual legislator, or to registering as a federal, state or local lobbyist in this state.
- 32) Defines "immediate family member," for the purposes of this bill, to mean a spouse, child, in-law, parent, or sibling.
- 33) Defines "community of interest," for the purposes of this bill, as a contiguous population that shares common social and economic interests that should be included within a single district for purposes of its effective and fair representation. Provides that communities of interest do not include relationships with political parties, incumbents, or political candidates.
- 34) Makes findings and declarations that a special law is necessary because of the unique circumstances facing Riverside County.

**EXISTING LAW:**

- 1) Requires board of supervisors of each county, following each federal decennial census, to adopt boundaries for all of the supervisorial districts of the county so that the supervisorial districts are substantially equal in population as required by the US Constitution.
- 2) Requires population equality to be based on the total population of residents of the county as determined by the most recent federal decennial census for which the redistricting data are available, as specified.
- 3) Requires the board to adopt supervisorial district boundaries that comply with the US Constitution, the California Constitution, and the federal VRA.
- 4) Requires the board to adopt supervisorial district boundaries using the following criteria as set forth in the following order of priority:
  - a) To the extent practicable, requires supervisorial districts to be geographically contiguous, as specified.
  - b) To the extent practicable, requires the geographic integrity of any local neighborhood or local community of interest, as defined, to be respected in a manner that minimizes its

division.

- c) To the extent practicable, requires the geographic integrity of a city or census designated place to be respected in a manner that minimizes its division.
  - d) Supervisorial district boundaries should be easily identifiable and understandable by residents. To the extent practicable, requires supervisorial districts to be bounded by natural and artificial barriers, by streets, or by the boundaries of the county.
  - e) To the extent practicable, and where it does not conflict with the criteria listed above, requires supervisorial districts to be drawn to encourage geographical compactness in a manner that nearby areas of population are not bypassed in favor of more distant populations.
  - f) Prohibits the county from adopting supervisorial district boundaries for the purpose of favoring or discriminating against a political party.
- 5) Requires the board, before adopting a final map, to hold at least four public hearings at which the public is invited to provide input regarding the composition of one or more supervisorial districts, as specified.
  - 6) Authorizes a county, general law city, school district, community college district, or a special district to establish an independent redistricting commission, an advisory redistricting commission, or a hybrid redistricting commission by resolution, ordinance, or charter amendment, subject to certain conditions.
  - 7) Defines an “advisory redistricting commission” to mean a body that recommends to a legislative body placement of the district boundaries for that legislative body.
  - 8) Defines a “hybrid redistricting commission” to mean a body that recommends to a legislative body two or more maps for the placement of the district boundaries for that legislative body, where the legislative body must adopt one of those maps without modification, except as may be required to comply with state or federal law.
  - 9) Defines an “independent redistricting commission” to mean a body, other than a legislative body, that is empowered to adopt the district boundaries of a legislative body.
  - 10) Establishes a procedure for a government of a county to adopt a charter by a majority vote of its electors voting on the question. Generally provides greater autonomy over county affairs to counties that have adopted charters.
  - 11) Provides that counties that have adopted charters are subject to statutes that relate to apportioning population of governing body districts.
  - 12) Establishes a Citizens Redistricting Commission in Los Angeles County and an Independent Redistricting Commission in San Diego County, and charges the commissions with adjusting districts of supervisorial districts after each decennial federal census, as specified.

**FISCAL EFFECT:** Unknown. State-mandated local program; contains reimbursement direction.

**COMMENTS:**

- 1) **Author's Amendments:** After the committee's deadline for pre-committee author's amendments, the author proposed amendments to add Assemblymember Eduardo Garcia as a co-author, and to make this bill consistent with the San Diego County Independent Redistricting Commission's eligibility requirements that prohibit a person from serving on the commission if that person or an immediate family member of the person served as a registered federal lobbyist within the 10 years immediately preceding the date of the person's application to the commission. Specifically, the second amendment is as follows:

On page 4, in line 4, amend the bill as follows:

(E) Been a registered federal, state or local lobbyist.

- 2) **Purpose of the Bill:** According to the author:

Assembly Bill 1307 would help provide fairer boundaries for Riverside County's supervisorial districts by creating an independent citizens redistricting commission for the County. This bill advances the ongoing movement away from allowing California's elected officials to draw their own district boundaries, and instead entrust impartial, independent citizens redistricting commissions to do so.

Los Angeles and San Diego counties, the first and second most populous counties in our state, both have their own independent citizens redistricting commissions after action by the Legislature over the last five years. If the two largest counties in our state are able to employ an independent citizens redistricting commission then surely Riverside, our state's fourth most populous county, is able to do so as well. In addition, the bill would not require Riverside County to create such a commission until the 2030 Census, giving the County nearly a decade to prepare for the implementation of this bill.

The need for this bill has also been illustrated by the comportment of the Riverside County Board of Supervisors in redrawing their own districts after the 2020 Census. The map adopted by a majority of the Board of Supervisors in December 2021 appears to violate state and federal law. This failure of a majority of the Board of Supervisors to protect the voting rights of the Latinx community illustrates why an independent citizens redistricting commission is needed to draw fair maps for Riverside County.

- 3) **California Citizens Redistricting Commission.** In the November 2008 statewide general election, California voters approved Proposition 11, which created the Citizens Redistricting Commission (CRC), and gave it the responsibility for establishing district lines for Assembly, Senate, and Board of Equalization. Proposition 11 also modified the criteria to be used when drawing district lines. In the 2010 statewide general election, voters subsequently approved Proposition 20, which gave the CRC the responsibility for establishing lines for California's congressional districts, and made other changes to the procedures and criteria to be used by the CRC. The CRC consists of 14 registered voters, including five Democrats,

five Republicans, and four others, all of whom are chosen according to procedures specified in Proposition 11.

- 4) **Local Redistricting and Previous Legislation:** Prior to 2017, state law generally permitted a county or a city to create an advisory redistricting commission (described in state law at the time as a "committee" of residents of the jurisdiction), but did not expressly permit local jurisdictions to create commissions that had the authority to establish district boundaries. Instead, the authority to establish district boundaries for a local jurisdiction generally was held by the governing body of that jurisdiction. While charter cities could establish redistricting commissions that had the authority to establish district boundaries, charter counties did not have that authority in the absence of express statutory authorization.

In 2016, however, the Legislature passed and the Governor signed SB 1108 (Allen), Chapter 784, Statutes of 2016, which permitted a county or a general law city to establish a redistricting commission, subject to certain conditions. Specifically, SB 1108 authorized two different types of commissions: independent commissions and advisory commissions. SB 1108 generally provided cities and counties with the discretion to determine the structure and membership of an advisory or independent redistricting commission, however, it did establish minimum qualifications for commission membership. While SB 1108 imposed few restrictions and requirements on advisory commissions, it did subject members of independent commissions to extensive eligibility requirements and post-service restrictions.

- 5) **County Redistricting Commissions:** As mentioned above, before SB 1108 (Allen) was signed into law, counties did not have that authority in the absence of express statutory authorization to establish redistricting commissions. As a result, the Legislature statutorily authorized redistricting commissions in two counties: San Diego and Los Angeles. In 2012, the Legislature passed and Governor signed SB 1331 (Kehoe), Chapter 508, Statutes of 2012, which established a redistricting commission in San Diego County to adjust the boundaries of supervisorial districts after each decennial federal census, as specified. Additionally, at the same time that SB 1108 (Allen) was being considered in the Legislature, SB 958 (Lara), Chapter 781, Statutes of 2016, was signed into law and required the establishment of a Citizens Redistricting Commission in Los Angeles County and charged it with adjusting the boundaries of supervisorial districts after each decennial federal census, as specified.

In 2017 the Legislature approved and the Governor Brown signed AB 801 (Weber), Chapter 711, Statutes of 2017, which repealed San Diego County's redistricting commission and instead established an Independent Redistricting Commission and charged it with adjusting the boundaries of supervisorial districts after each decennial federal census, as specified.

Moreover, in 2018 the Legislature passed and the Governor signed SB 1018 (Allen), Chapter 462, Statutes of 2018, which extended the authority to adopt redistricting commissions to school districts, community college districts, and special districts. Additionally, due to concerns raised about the conditions imposed on independent commissions by SB 1108 (Allen), SB 1018 relaxed some of the eligibility requirements for members of independent commissions and eased one of the post-service restrictions on those members in an effort to expand the pool of individuals who are available to serve on such commissions. Furthermore, SB 1018 allowed for the creation of hybrid commissions, subject to the same restrictions and requirements as independent commissions.

In 2018, voters in the County of Santa Barbara approved a local ordinance, Measure G2018, placed on the ballot by the Santa Barbara County board of supervisors, which established the County of Santa Barbara Citizens' Independent Redistricting Commission. The commission is comprised of eleven commissioners and charged with redrawing county supervisorial district lines after the 2020 census using specified criteria.

According to data from California Common Cause, four counties have established county independent redistricting commissions: Los Angeles, Santa Barbara, San Diego, and San Francisco. If this bill is signed into law Riverside County would be the fifth.

- 6) **Who Draws the Lines in Riverside County?** As mentioned above, the authority to establish district boundaries for local jurisdictions generally is held by the governing body of that jurisdiction. Consequently, the Riverside County Board of Supervisors is charged with redrawing the boundary lines for supervisorial districts after each decennial federal census using specified criteria outlined in existing law. According to Riverside County's website, Riverside County established an Advisory Redistricting Commission for the 2021 redistricting process, comprised of the County Planning Commission, that was tasked with creating at least one redistricting proposal for the Board of Supervisors to consider.
- 7) **Suggested Committee Amendments:** Committee staff suggests the following technical amendments to ensure the provisions of this bill are consistent with other county redistricting commission provisions, and to fix a minor drafting error:
  - a) Amend the language on page 3, lines 4 -14 of the bill as follows:
    - (c) The commission shall consist of 14 members. The political party preferences of the commission members, as shown on the members' most recent affidavits of registration, shall be as proportional as possible to the total number of voters who are registered with each political party in the County of Riverside, or who decline to state or do not indicate a party preference, as determined by registration at the most recent statewide election. However, the political party or no party preferences of the commission members are not required to be exactly the same as the proportion of political party and no party preferences among the registered voters of the county. At least one commission member shall reside in each of the five existing supervisorial districts of the board.
  - b) Amend the language on page 4, lines 35-38 of the bill as follows:
    - (2) (A) At a regularly scheduled meeting of the board, the Auditor-Controller of Riverside County ~~the Riverside~~ shall conduct a random drawing to select one commissioner from each of the five subpools established by the county elections official.
  - c) Amend the language on page 5, lines 39-40, inclusive, and page 6, lines 1-39, inclusive, of the bill as follows:
    - (1) (A) Districts shall comply with the United States Constitution and each district shall have a reasonably equal population with other districts for the board, except where deviation is required to comply with the federal Voting Rights Act of 1965 (52 U.S.C. Sec. 10101 et seq.) or allowable by law.

(B) Population equality shall be based on the total population of residents of the county as determined by the most recent federal decennial census for which the redistricting data described in Public Law 94-171 are available.

(C) Notwithstanding subparagraph (B), an incarcerated person, as that term is used in Section 21003, shall not be counted towards the county's population, except for an incarcerated person whose last known place of residence may be assigned to a census block in the county, if information about the last known place of residence for incarcerated persons is included in the computerized database for redistricting that is developed in accordance with subdivision (b) of Section 8253 of the Government Code, and that database is made publicly available.

(2) Districts shall comply with the federal Voting Rights Act of 1965 (52 U.S.C. Sec. 10101 et seq.).

(3) Districts shall be geographically contiguous.

(4) The geographic integrity of any city, local neighborhood, or local community of interest shall be respected in a manner that minimizes its division to the extent possible without violating the requirements of paragraphs (1) to (3), inclusive. A community of interest is a contiguous population that shares common social and economic interests that should be included within a single district for purposes of its effective and fair representation. Communities of interest shall not include relationships with political parties, incumbents, or political candidates.

(5) To the extent practicable, and where this does not conflict with paragraphs (1) to (4), inclusive, districts shall be drawn to encourage geographical compactness such that nearby areas of population are not bypassed for more distant areas of population.

(b) The place of residence of any incumbent or political candidate shall not be considered in the creation of a map. Districts shall not be drawn for purposes of favoring or discriminating against an incumbent, political candidate, or political party.

(c) (1) The commission shall comply with the Ralph M. Brown Act (Chapter 9 commencing with Section 54950) of Part 1 of Division 2 of Title 5 of the Government Code).

(2) (A) Before the commission draws a map, the commission shall conduct at least seven public hearings, to take place over a period of no fewer than 30 days, with at least one public hearing held in each supervisorial district.

(B) In the event any state or local health order prohibits large gatherings, the commission may modify the location of the hearings, including use of virtual hearings that use technology to permit remote viewing and participation, to the extent required to comply with public health requirements. If the commission modifies the location of a hearing, it shall provide opportunities to view and listen to proceedings by video, to listen to proceedings by phone, and to provide public comment by phone and in writing with no limitation on the number of commenters. The commission shall, to the greatest extent practicable, provide an opportunity for in-person participation for at least one hearing in each supervisorial district. Methods for providing in-person participation may include,

but are not limited to, setting up multiple rooms with audiovisual connections to the hearing, allowing community members to make appointments to make public comment, providing personal protective equipment, or holding hearings in outdoor spaces.

8) **Arguments in Support:** In support, the League of Women Voters of California writes:

AB 1307 creates criteria for redrawing districts and a process for adopting the redistricting plan. The League supported similar past legislation for Los Angeles and San Diego counties and believe that all counties would benefit from the independent process designed to protect voting rights, promote fair representation, and draw fair maps...

The League was a proponent of Proposition 11 (the Voters FIRST Act) creating the state Citizens Redistricting Commission, which is nationally praised as a model for redistricting reform, and we continue to monitor the redistricting process in jurisdictions throughout the state.

AB 1307 follows Proposition 11 in many of its criteria and processes. The selection process excludes people from serving on the commission who are likely to have a conflict of interest, and it is independent of incumbents. Criteria for drawing district boundaries include compliance with the U.S. Constitution, equal population, and compliance with the federal Voting Rights Act; contiguity; maintaining the geographic integrity of cities, neighborhoods, and communities of interest; and, to the extent practicable, compactness. The bill also includes post-service restrictions on commissioners' eligibility to run for office, hold appointive office, serve as staff in elective governmental agencies, or register as a lobbyist, similar to Proposition 11. Provisions regarding public accessibility to hearings are designed to ensure community participation in the redistricting process.

9) **Previous Legislation:** SB 158 (Allen), Chapter 107, Statutes of 2020, clarified that voters who are registered with no party preference are eligible to serve on the Los Angeles County Citizens Redistricting Commission.

AB 1276 (Bonta), Chapter 90, Statutes of 2020, made various changes to the process counties and cities use when adjusting the boundaries of their governing bodies' electoral districts, as specified.

AB 849 (Bonta), Chapter 557, Statutes of 2019, revised and standardized the criteria and process to be used by counties and cities when they adjust the boundaries of the electoral districts that are used to elect members of the jurisdictions' governing bodies, and required counties and cities to comply with substantial public hearing and outreach requirements as part of the process for adjusting the boundaries of electoral districts.

SB 139 (Allen) of 2019 would have required a county with a population of 400,000 or more to establish an independent redistricting commission to adopt the county supervisorial districts after each federal decennial census, as specified. Governor Newsom vetoed SB 139 stating, "While I agree these commissions can be an important tool in preventing gerrymandering, local jurisdictions are already authorized to establish independent, advisory or hybrid redistricting commissions. Moreover, this measure constitutes a clear mandate for

which the state may be required to reimburse counties pursuant to the California Constitution and should therefore be considered in the annual budget process.”

10) **Double Referral:** This bill has been double-referred to the Assembly Committee on Local Government. Due to impending committee deadlines, if this bill is approved in this committee today, it is scheduled to be heard in the Assembly Local Government Committee this afternoon. However, if this bill is amended in committee today, it will not be able to be heard in the Assembly Local Government Committee at that committee’s hearing this afternoon. In light of this fact, if it is the committee's desire to approve this bill with amendments, committee staff recommends that this bill be passed out of committee with the author's commitment to take those amendments subsequent to passage by this committee.

**REGISTERED SUPPORT / OPPOSITION:**

**Support**

League of Women Voters of California

**Opposition**

None on file.

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