

Summary

Board Bill Number 96

Primary Sponsor: Alderwoman Christine Ingrassia

July 10, 2020

This bill establishes a citizen commission to collect community input, gather information, conduct community outreach, study and create a new ward boundary map of the City of St. Louis.

**BOARD BILL NUMBER 96 INTRODUCED BY: ALDERWOMAN CHRISTINE
INGRASSIA/ ALDERWOMAN ANNIE RICE**

1 An ordinance establishing a citizen commission to collect community input, gather information,
2 conduct community outreach, study and create a new ward boundary map of the City of St.
3 Louis.

4 **WHEREAS**, a citizen commission will provide an organized means of giving citizens and
5 communities an opportunity to ask questions and provide input, therefore participating in the
6 process; and

7 **WHEREAS**, Redistricting requires careful consideration to ensure that required changes to the
8 composition of the Board of Aldermen and changes to existing ward boundaries are sensitive to
9 the geographical diversity and balance of the citizenry of the City of St. Louis, and to continue to
10 provide for the needs of the residents of the City of St. Louis in the most efficient and just
11 manner possible; and

12 **WHEREAS**, equitable representation and diversity are critically important to ensuring the best
13 interests of city residents are at the forefront of the decision-making process regarding ward
14 boundary lines; and

15 **WHEREAS**, St Louis is a city made of many thriving neighborhoods, Aldermen should make
16 every effort to encourage residents in each neighborhood of the city to apply for the commission,
17 and should assist in informing their residents of the process of redistricting and any commission
18 meetings; and

19 **BE IT ORDAINED BY THE CITY OF ST. LOUIS AS FOLLOWS:**

20 **SECTION ONE.** Definitions

21 COMMISSION means the Saint Louis City Independent Citizens Redistricting
22 Commission.

23 CONTROLLING PERSON means an officer, director, manager, principal, or

1 shareholder or member owning at least 10% ownership of a legal entity.

2 DAY means a calendar day, except that if the final day of a period within which an
3 act is to be performed is a Saturday, Sunday, or holiday in which the Saint Louis City
4 offices are closed, the period is extended to the next day that is not a Saturday, Sunday,
5 or holiday in which the Saint Louis City’s offices are closed.

6 DECENNIAL CENSUS shall mean the national decennial census taken under the direction of
7 the United States Congress at the beginning of each decade. The City shall be redistricted
8 pursuant to its Charter at least once in every ten years, but no later than nine months following
9 the City’s receipt of the final federal Decennial Census information.

10 FIRST DEGREE RELATIVE means one’s parent, spouse, or child.

11 PARENT means one’s natural and adopted parents or someone who acted in lieu of a
12 Parent.

13 SPOUSE means one's licensed marriage spouse, common law spouse, or recognized
14 domestic partner.

15 CHILD means one’s natural, foster and adopted, and stepchildren.

16 **SECTION TWO.** Establishing a Citizen Commission

17 This Ordinance shall be known as the “Saint Louis City Independent Citizen Commission
18 Ordinance.” In 2021 and thereafter in each year following the year in which a national census is
19 taken under the direction of Congress at the beginning of the decade, an independent citizen
20 commission shall be convened to adjust the boundaries of Saint Louis City wards to comply with
21 the process and standards set forth in this ordinance. The Commission shall be convened no
22 sooner than May 1, 2021 and no later than May 31, 2021 following the 2020 decennial census.

1 The Commission shall not draw ward boundaries at any other time, except as ordered by judicial
2 decision. If the date of the election is changed, the above dates shall be updated accordingly to
3 allow the Commission sufficient time to draw the new ward map.

4 **SECTION THREE.** Commission Requirements

5 The Commission shall consist of nine (9) commissioners. To be eligible to serve on the
6 Commission, applicants must meet the following eligibility requirements:

7 (1) Each commissioner must be a registered voter in the City of Saint Louis for at least three (3)
8 consecutive years immediately preceding the date of appointment.

9 (2) Each commissioner must have voted in at least three (3) of the last five (5) elections held
10 immediately preceding the date of appointment.

11 (3) Each commissioner must be free of conflicts of interest. For the purposes of this section, a
12 conflict of interest arises if, in the two (2) years preceding the date of appointment, an applicant,
13 or their first degree relative has:

14 a. Been appointed to, elected to, or been a candidate for state or City office;

15 b. Served as an officer, employee, or paid consultant of a political party or of the campaign
16 committee of a candidate for elective state, county, or city office;

17 c. Been a registered state or local lobbyist; or

18 d. A person who has been, within the two (2) years immediately preceding the date of
19 application: a paid employee of the City of Saint Louis; a person performing paid services under
20 a professional or political contract to the City of Saint Louis, to the Board of Aldermen of the
21 City of Saint Louis, or to any member of the Board of Aldermen of the City of Saint Louis; any
22 Controlling Person of any such consultant.

1 (4) The term of office of each member of the commission expires on December 31, 2021.

2 (5) Persons who accept appointment as members of the Commission, at the time of their
3 appointment, shall file a written declaration with the City Clerk stating that within five (5) years
4 of the Commission's adoption of a final redistricting plan, they will not seek election to a Saint
5 Louis City public office or appointment to any Saint Louis City public office. Alternates shall
6 sign the declaration if and when they become members of the Commission.

7 **SECTION FOUR.** Applications to the Commission

8 At a minimum, advertisement and a request for applications shall be made both in the City
9 Journal as well as online on the Board of Aldermen website and in print format no later than
10 January 31, 2021. Applications shall be available on the Board of Aldermen website as well as in
11 paper form at the Board of Aldermen in City Hall, Room 230. The application period should be
12 held open for no less than thirty (30) days, and until at least seventy-five (75) applications are
13 received, including at least one applicant from each ward existing at the time of the decennial
14 census. If, after ninety (90) days, the applicant pool does not reflect geographic and demographic
15 diversity as outlined in Section 4, then each sitting alderman shall nominate one applicant from
16 their Ward to be included in consideration. All aldermanic nominees shall complete applications
17 for consideration by the oversight committee, and are not guaranteed to be selected for
18 consideration.

19 (a) On forms provided by the Clerk of the Board of Aldermen, background information
20 certified by the applicant or nominee that it is true and correct, signed under penalty of Missouri
21 perjury laws, disclosing the following, if applicable to the applicant or nominee:

22 (1) Name of applicant.

- 1 (2) Current residence address, including ward.
- 2 (3) Length of residence at current address, and address for past five years if other
- 3 than the current address.
- 4 (4) Ethnicity.
- 5 (5) Gender.
- 6 (6) Business or occupation engaged in during the past five years, together with
- 7 address of and dates of service with each such business or occupation.
- 8 (7) Branch, dates and rank at discharge of military service.
- 9 (8) Educational background, including high school and any college credits.
- 10 Information shall include the name of each educational institution attended and
- 11 any degree or diploma received.
- 12 (9) Description of and dates of service in public office, and public service
- 13 appointments.
- 14 (10) Description of and dates of service in civic or community organizations.
- 15 (11) Memberships in professional, technical, or other organizations.

16 (b) File a Missouri Ethics Commission Personal Financial Disclosure with the St. Louis City
17 Board of Election Commissioners.

18 (c) A statement of qualifications not longer than 300 words expressing in the applicant's own
19 words the reasons why the applicant believes he or she is qualified for the office, and signed by
20 the applicant. The statement of qualifications should include discussion of the applicant's or
21 nominee's knowledge of the neighborhoods and geography of the City, which is material to the
22 redistricting process. Anyone submitting a statement of qualifications for appointment to the

1 Redistricting Commission must submit a typed form, or a form in an otherwise Clerk approved
2 alternative format.

3 (d) On forms provided by the Clerk, a statement signed by the applicant or nominee
4 acknowledging that he or she must be a registered voter of the City in order to serve as a
5 Redistricting Commission member or alternate.

6 **SECTION FIVE. Oversight Committee Selection**

7 When the application period is closed, the Board of Alderman will select an oversight
8 committee. The oversight committee will consist of three retired Judges picked at random during
9 an open session of the Board. To be eligible for the oversight committee, the Judge must:

- 10 1. Volunteer to serve on the oversight committee and
- 11 2. Have served a minimum of five years as a Judge in one of the following jurisdictions:
12 Missouri 22nd Judicial Circuit; The Missouri Court of Appeals, Eastern District; The
13 Missouri Supreme Court; or The United States District Court for the Eastern District of
14 Missouri and
- 15 3. Must reside in St. Louis City or St. Louis County
- 16 4. The oversight committee shall receive the complete list of commissioner applicants from
17 the Board of Alderman and ensure that all applicants or nominees meet the eligibility
18 requirements outlined in section three; remove all non-conforming applications; draw
19 fifty (50) applications at random from this pool of eligible candidates and present this list
20 to the Board of Aldermen. Each Alderman can strike one candidate from consideration.
21 Aldermen must make their decisions on who should be removed from consideration in
22 writing to the Clerk within thirty (30) days or their strike is automatically forfeited.

1 Once the Aldermanic strikes have been made the oversight committee shall draw at random five
2 commissioners from the remaining applicants pool. The five commissioners selected at random
3 shall then convene within ten (10) days and select the four remaining commissioners from the
4 oversight committee’s applicant pool by way of three vote majority. This selection will not be at
5 random, and will be done with the goal of ensuring and balancing the commission’s diversity
6 across areas of residence within the City, age, gender, and race, sexual identity and orientation,
7 ability, and ethnicity in a manner that reflects St. Louis’ diverse make-up.

8 Once the complete panel has been selected, the oversight committee will swear in the
9 commissioners. The commissioners will, within ten (10) days select two (2) alternates from the
10 oversight committee’s applicant pool by simple majority to serve if a commissioner is unable to
11 complete their term.

12 **SECTION SIX.** Establishment of ward boundaries

13 The Commission shall establish the boundaries of the wards for the City of St. Louis in a plan
14 using the following criteria as set forth in the following order of priority:

- 15 (1) Wards shall comply with the United States Constitution.
- 16 (2) Wards shall comply with the Federal Voting Rights Act (52 U.S.C. Sec. 10101 and
17 following) and any other requirement of federal or state law.
- 18 (3) Wards shall be geographically contiguous.
- 19 (4) The geographic integrity of any local neighborhood or local community of interest
20 shall be respected in a manner that minimizes their division to the extent possible without
21 violating the requirements of any of the preceding subsections. A community of interest
22 is a contiguous population in respect to race, ethnicity, and language, and with shared

1 common social and economic interests that should be included within a single ward for
2 purposes of its effective and fair representation. Communities of interest shall not include
3 relationships with political parties, incumbents, or political candidates.

4 (5) To the extent practicable, ward boundaries shall be drawn to encourage geographical
5 compactness such that nearby areas of population are not bypassed for more distant
6 populations.

7 (6) To the extent practicable, ward boundaries shall be drawn using geographically
8 identifiable boundaries, such as natural boundaries, street lines, or city boundary lines.

9 **SECTION SEVEN. Activities of the Commission**

10 The activities of the Commission are subject to all of the following:

- 11 1. The Commission shall comply with all state and city requirements for open meetings.
- 12 2. The records of the Commission and all data considered by the Commission are public
13 records that will be made available in a manner that ensures immediate and widespread
14 public access.
- 15 3. Commission members may not communicate with or receive communications about
16 redistricting matters from anyone outside of a public hearing or through official written
17 comment. This paragraph does not prohibit communication between Commission
18 members, legal counsel, and consultants retained by the Commission that is otherwise
19 permitted by state and city open meeting requirements.
- 20 4. The Commission shall select one of its members to serve as the chair and one to serve as
21 vice chair. The chair and vice chair shall remain voting members of the Commission.

- 1 5. Five members of the Commission shall constitute a quorum. Five or more affirmative
2 votes shall be required for any official action, including approval of a final plan
3 establishing the boundaries of any council district.
- 4 6. The Commission may hire consultants as needed; provided, however, that compensation
5 of such persons shall be limited to the period in which the Commission is active. The
6 Commission shall establish clear criteria for the hiring and removal of these individuals,
7 communication protocols, and a code of conduct. The Commission shall apply the
8 prohibition of conflicts of interest listed in this ordinance to the hiring of any consultants.
9 The Commission is also encouraged to work with our higher education institutions and
10 utilize local resources as needed.
- 11 7. Notwithstanding any other provision of law, no employer shall discharge, threaten to
12 discharge, intimidate, coerce, or retaliate against any employee by reason of such
13 employee's membership on the Commission or attendance or scheduled attendance at any
14 meeting of the Commission.
- 15 8. The Commission shall establish and implement an open hearing process for public input
16 and deliberation that shall be subject to public notice and promoted through an extensive
17 outreach program to solicit broad public participation in the redistricting public review
18 process. The hearing process shall begin with hearings to receive public input before the
19 Commission votes and approves a preliminary redistricting plan. At minimum, there shall
20 be three such public hearings before the Commission votes on a preliminary plan. They
21 shall be held in north, south, and central Saint Louis. In addition, these hearings shall be

1 supplemented with all other appropriate activities to further increase opportunities for the
2 public to observe and participate in the review process.

3 9. Following the Commission's vote approving the preliminary plan, there shall be at least
4 three public hearings, geographically north, south, and central, and each hearing shall be
5 held on a different date. The Commission shall also display the approved preliminary
6 plan for written public comment in a manner designed to achieve the widest public access
7 reasonably possible. Written public comment shall be taken for at least 14 days from the
8 date of public display of the approved preliminary plan.

9 10. After public comment is received and public hearings are completed on the preliminary
10 map but before formulating the final map, the Commission shall present a tentative map
11 to a committee of the whole of the Board of Aldermen. The Board of Aldermen will then
12 have the opportunity to make objections or recommendations to the map, based on the
13 vote of a majority of members present. The Commission can choose to accept or reject
14 any objections or recommendations made by the Board of Aldermen. The Commission
15 may choose to respond with its reasons for not following any recommendations.

16 11. The commission then shall vote on a proposed final map and then it shall hold three
17 subsequent public hearings, north, south, and central Saint Louis, and take at least five
18 days of written public comments. The commission then shall be finished with all hearings
19 and adopt a final map by no later than December 15, 2021.

20 12. Members of the Commission shall not be compensated for their service, but can be
21 eligible for reimbursement of reasonable and necessary personal expenses incurred in
22 connection with the duties performed pursuant to this Ordinance.

1 13. The Board of Aldermen or City of Saint Louis shall appropriate sufficient funds to meet
2 the operational costs of the Commission and the cost of any outreach program to solicit
3 broad public participation in the redistricting process.

4 14. The Commission may utilize redistricting software and the Board of Aldermen shall
5 appropriate sufficient funds for reasonable expenditures for said software.

6 **SECTION EIGHT. Issuing A Final Map**

7 By December 15, 2021, and in each year after the decennial national census, the Commission
8 shall adopt a final ward map for the Saint Louis City which specifically outlines and describes
9 the geographic boundaries for each of the City’s wards. Upon adoption, the Commission shall
10 certify the map to the Board of Aldermen; the Board of Aldermen may not change this map. The
11 Commission’s map shall be adopted as an ordinance and codified in the Revised Code of the
12 City of Saint Louis, and will have the force and effect of law. When issuing its final map, the
13 Commission shall issue a report explaining the basis for its decisions to ensure compliance with
14 underlying federal, state, and local laws.

15 **SECTION NINE. Resolving Disputes**

16 If the Commission is unable to reach a majority consensus the commission can vote, by simple
17 majority, to present any disputes to the oversight committee at a public hearing. The oversight
18 committee will offer its determination as the proper way to resolve the conflict.

19 Failure of the Commission to certify a final ward map to the Board of Aldermen by December
20 15, 2021 will result in the oversight committee hearing the disputes in a public hearing and
21 mandating appropriate resolutions, including a final ward map. In the event of failure by the

- 1 Commission, the final ward map must be approved by the oversight committee and certified to
- 2 the Board of Aldermen no later than December 21, 2021.

BOARD BILL NUMBER 96

FISCAL NOTE

Preparer's Name Ingrassia/Rice

Phone Number or Email Address (will be available publicly) 622-3287

Bill Sponsor: Ingrassia/Rice

Bill Synopsis:	An ordinance establishing a citizen commission to collect community input, gather information, conduct community outreach, study and create a new ward boundary map of the City of St. Louis.
Type of Impact:	Will increase public engagement, public involvement, and transparency in the drawing of ward boundaries after the 2020 Federal Decennial Census
Agencies Affected:	Board of Aldermen

SECTION A

Does this bill authorize:

- An expansion of services which entails additional costs beyond that approved in the current adopted city budget? __X__ Yes ___No
- An undertaking of a new service for which no funding is provided in the current adopted city budget? __X__ Yes ___No
- A commitment of city funding in the future under certain specified conditions? __X__ Yes ___No
- An issuance of bonds, notes and lease-purchase agreements which may require additional funding beyond that approved in the current adopted city budget? ___Yes XNo
- An execution or initiation of an activity as a result of federal or state mandates or requirements? __X__ Yes ___No
- A capital improvement project that increases operating costs over the current adopted city budget? ___Yes XNo

- A capital improvement project that requires funding not approved in the current adopted city budget or that will require funding in future years? Yes No

If the answer is yes to any of the above questions, then a fiscal note must be attached to the board bill. Complete Section B of the form below.

SECTION B

- Does the bill require the construction of any new physical facilities? Yes No

- If yes, describe the facilities and provide the estimated cost:

- Is the bill estimated to have a direct fiscal impact on any city department or office? Yes No

- If yes, explain the impact and the estimated cost:

Total estimated costs of \$50,000.00 for the following: possible consultant for public engagement: \$20,000, possible consultant on redistricting: \$5,000, possible redistricting software: \$5,000-10,000, miscellaneous materials for printing and meetings: \$15,000.

- Does the bill create a program or administrative subdivision? Yes No

- If yes, then is there a similar existing program or administrative subdivision?

Yes No

- If yes, explain the how the proposed programs or administrative subdivisions may overlap:

- Describe the annual operating, equipment, and maintenance costs that would result from the proposed bill, as well as any funding sources:

Total estimated costs of \$50,000.00 for the following: possible consultant for public engagement: \$20,000, possible consultant on redistricting: \$5,000, possible redistricting software: \$5,000-10,000, miscellaneous materials for printing and

meetings: _____ \$15,000.

Complete the chart below to list the total estimated expenditures required of the City resulting from the proposed board bill and any estimated savings or additional revenue.

Financial Estimate of Impact on General Fund			
Fiscal Impact	<u>Year 1 (current)</u>	<u>Year 2</u>	<u>Year 3</u>
Additional Expenditures	0	\$50,000	0
Additional Revenue	0	0	0
Net	0	-\$50,000	0
Financial Estimate of Impact on Special Funds			
Fiscal Impact	<u>Year 1 (current)</u>	<u>Year 2</u>	<u>Year 3</u>
Additional Expenditures			
Additional Revenue			
Net	0	0	0

- Describe any assumptions used in preparing this fiscal note:

- List any sources of information (including any City officials, agencies, or departments) used in preparing this fiscal note:

- Have the financial estimates of this bill been verified by the City Budget Division?

___ Yes ___X___ No

○ If yes, by whom? _____ .