

2013 DRAFTING REQUEST

Bill

Received: 11/29/2012 Received By: jkreye  
 Wanted: As time permits Same as LRB: -2147  
 For: Dave Hansen (608) 266-5670 By/Representing: jay  
 May Contact: Drafter: jkreye  
 Subject: Redistricting Addl. Drafters:  
 Extra Copies:

Submit via email: YES  
 Requester's email: Sen.Hansen@legis.wisconsin.gov  
 Carbon copy (CC) to:

Pre Topic:

No specific pre topic given

Topic:

Legislative and congressional redistricting

Instructions:

See attached

Drafting History:

Vers.	Drafted	Reviewed	Typed	Proofed	Submitted	Jacketed	Required
/?	jkreye 11/30/2012	scalvin 12/11/2012		_____			
/1			rschluet 12/12/2012	_____	lparisi 12/12/2012	rose 4/23/2013	State

FE Sent For:

<END>

→ At Intro.

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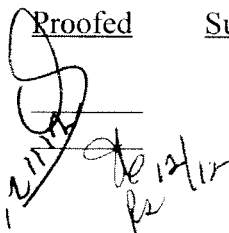
Legislative and congressional redistricting

Instructions:

See attached

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1?	jkreye	1 sac 12/10/12	11 sac 12/11/12				
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FE Sent For:

<END>

## Kreye, Joseph

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**From:** Wadd, Jay  
**Sent:** Thursday, November 29, 2012 3:33 PM  
**To:** Kreye, Joseph  
**Subject:** Drafting Request

Hi, Joe,

We would like to draft the attached bill related to re-districting for the 2013 session. I also have a question for you: have you ever seen or heard a reference to a way to make the districts as non-partisan (or balanced for lack of better terms) by requiring them to be drawn in such a way as to nearly geographically square or rectangular as possible?

I thought I read something like that that somewhere but cannot find the reference.

Thanks,

Jay



2003SB-545.pdf

## Kreye, Joseph

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**From:** Wadd, Jay  
**Sent:** Friday, November 30, 2012 11:39 AM  
**To:** Kreye, Joseph  
**Subject:** RE: Drafting Request

Thanks, Joe.

That sounds right to me. Thanks again.

---

**From:** Kreye, Joseph  
**Sent:** Friday, November 30, 2012 10:53 AM  
**To:** Wadd, Jay  
**Subject:** RE: Drafting Request

Hi Jay,

As a follow up to your question, if you look on page 12 of 2003 SB 545, beginning on line 24, you'll see that "districts shall be compact in form. Compact districts are those which are square, rectangular, or hexagonal in shape to the extent permitted by natural or political boundaries." This language is, in essence, a codification of the case law regarding redistricting: it adds the legal standard, as determined by the courts, into the statute.

Let me know if you have any other questions. I can probably get you a case cite for the standard specified above if you'd like it.

Joe

**Joseph Kreye**  
**Senior Legislative Attorney**  
Legislative Reference Bureau  
608 266-2263

---

**From:** Wadd, Jay  
**Sent:** Thursday, November 29, 2012 3:33 PM  
**To:** Kreye, Joseph  
**Subject:** Drafting Request

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I thought I read something like that that somewhere but cannot find the reference.

Thanks,

Jay

<< File: 2003SB-545.pdf >>

JK

0665/1

Friday  
(comb)  
in 1-30-12  
D-N

~~2003 SENATE BILL 545~~

March 10, 2004 - Introduced by Senators HANSEN and HARSDORF, cosponsored by Representatives MILLER, BERCEAU and POCAN. Referred to Committee on Senate Organization.

re juu

1 AN ACT *to repeal* 3.002 (2); *to consolidate, renumber and amend* 3.002  
2 (intro.) and (1m); *to amend* 3.004 (2) and 5.15 (4) (a); *to repeal and recreate*  
3 chapter 4; and *to create* 13.49 of the statutes; **relating to:** legislative and  
4 congressional redistricting.

***Analysis by the Legislative Reference Bureau***

Currently, under the state constitution, the legislature is directed to redistrict legislative districts according to the number of inhabitants at its next session following each decennial federal census. At the same intervals, the legislature also reapportions congressional districts in this state pursuant to federal law. Under current state law, following each decennial federal census, most municipalities are also required to divide their territory into wards. With limited exceptions, wards are required to consist of one or more whole, contiguous census blocks (the smallest geographic units for which census results are available). Traditionally, the legislature has used municipal wards to construct legislative and congressional districts, although the legislature may adjust the boundaries of a municipal ward and use the revised ward boundaries instead. Legislative and congressional redistricting plans enacted pursuant to this procedure are used to elect members of the legislature and members of Congress in the fall of the second year following the year of the census.

This bill creates a new procedure for the preparation of legislative and congressional redistricting plans. The bill directs the Legislative Reference Bureau (LRB) to draw redistricting plans based upon standards specified in the bill and

**SENATE BILL 545**

establishes a Redistricting Advisory Commission to perform certain tasks in the redistricting process. The bill also makes various other changes to the laws governing redistricting. Significant aspects of the bill include:

***Redistricting standards***

Under the bill, a redistricting plan drawn by the LRB must satisfy several criteria, including:

1. The plan must be based on population requirements imposed under the Wisconsin Constitution and the U.S. Constitution and requirements imposed under Section 2 of the federal Voting Rights Act, which, among other things, generally prohibits redistricting plans from abridging the right to vote on account of race or color or because a person is a member of a language minority group.

2. The senate and assembly districts established in the plan must satisfy equal population standards specified in the bill. Among other things, no senate district may have a population which exceeds that of any other senate district by more than ten percent and no assembly district may have a population which exceeds that of any other assembly district by more than ten percent, unless necessary to maintain compliance with Section 2 of the Voting Rights Act. Congressional districts established in the plan must each have a population as nearly equal as practicable to the ideal population for such districts, while maintaining compliance with Section 2 of the Voting Rights Act.

3. District boundaries under the plan must coincide with municipal ward boundaries and, to the extent consistent with the Wisconsin Constitution, the U.S. Constitution, and Section 2 of the Voting Rights Act, must coincide with the boundaries of political subdivisions. The number of political subdivisions divided among more than one district must be as small as possible and, with limited exceptions, if there is a choice among political subdivisions to divide, the more populous political subdivisions shall be divided before the less populous.

4. Districts must be composed of convenient contiguous territory. Under the bill, areas which meet only at the points of adjoining corners are not contiguous.

5. To the extent consistent with the requirements described in items 1. to 3., districts must be compact. The bill also specifies how compactness is to be measured.

6. In preparing the plan, the LRB must be strictly nonpartisan. No district may be drawn for the purpose of favoring a political party, incumbent legislator or member of Congress, or other person or group, or, except to the extent necessary to meet the requirements described in item 1., for the purpose of augmenting or diluting the voting strength of a language or racial minority group. The LRB may not use residence addresses of incumbent legislators or members of Congress, political affiliations of registered voters, previous election results, or, except as necessary to meet the requirements described in item 1., demographic information.

7. The number of assembly districts may not be less than 54 nor more than 100. The number of senate districts may not be more than one-third nor less than one-fourth of the number of assembly districts. Each senate district must contain only whole assembly districts and, with certain exceptions, each congressional district may contain only whole senate districts, to the extent possible.



**SENATE BILL 545*****Redistricting Advisory Commission***

The bill assigns several tasks to the Redistricting Advisory Commission, including:

1. If requested to do so by the LRB, the commission must provide direction to the LRB concerning any decision the LRB must make in preparing a redistricting plan for which no clearly applicable guideline is provided under the bill. ✓

2. The commission must make available to the public at the earliest feasible time copies of any redistricting bill delivered by the LRB to the legislature, as provided under this bill, maps illustrating the redistricting bill, a summary of the standards applicable to the LRB for development of the plan in the redistricting bill, and a statement of the population of each district created in the plan and the relative deviation of each district population from the ideal district population. ✓

3. The commission must conduct at least three public hearings ✓ on a redistricting bill delivered by the LRB to the legislature, as provided under this bill, unless the redistricting bill represents a plan drawn in response to a redistricting bill that was previously delivered to the legislature and rejected by at least one house. ✓ The commission must submit a report to the legislature summarizing information and testimony received by the commission at the hearings. ✓ The report may also include any comments and conclusions which the commission's members deem appropriate concerning the information and testimony received at the hearings or otherwise presented to the commission. ✓

The bill also permits the commission to establish policies limiting the information that the LRB may provide to persons outside of LRB staff concerning any redistricting plan drawn by the LRB, except that any such policy does not apply to population data furnished to the LRB by the U.S. Bureau of the Census or to a redistricting plan after a bill embodying that plan is delivered by the LRB to the legislature as required under this bill. ✓

Under the bill, the Redistricting Advisory Commission must be created not later than February 15 of the first year following the decennial federal census and terminates upon satisfying its duties, until a new Redistricting Advisory Commission is created for the next round of legislative and congressional redistricting. The commission consists of five members. ✓ The speaker and minority leader of the assembly and the majority and minority leaders of the senate must each appoint one person to serve on the commission. Within 30 days after the fourth commission member is appointed, but not later than February 15 of the first year following the decennial federal census, the four commission members so appointed must select the fifth commission member, who serves as chairperson. ✓ The bill prohibits all of the following individuals from being a commission member: individuals who are not eligible electors of this state at the time of the appointment, individuals who hold partisan public office or political party office, and individuals who are a relative of or are employed by a member of the legislature or of Congress, or are employed directly by the legislature or Congress. ✓

***Redistricting process***

The bill requires the LRB to perform certain tasks in preparation for drawing congressional and legislative redistricting plans on the basis of each federal

**SENATE BILL 545**

decennial census. For example, as soon as possible after receiving from the U.S. Bureau of the Census the population data needed for legislative redistricting, the LRB must use that data to assign a population figure to geographic or political units to facilitate the drawing of redistricting plans. Typically, this data is available on or about April 1 of the first year following the decennial federal census. The LRB must also prepare and publish an analysis describing the population of current legislative and congressional districts and the extent to which the districts may violate the redistricting standards described above. In addition, as municipalities complete their ward plans (typically, by October of the first year following the decennial federal census), the LRB must assign a population figure based upon certified federal census data to each municipal ward, for use in drawing redistricting plans.

Not later than January 1 of the second year following the decennial federal census, the LRB must deliver to the majority leader of the senate and speaker of the assembly identical bills embodying a plan of legislative and congressional districting, drawn in accordance with the standards described above. The bill further specifies a procedure that the legislature must follow in considering the bills, although that procedure is not enforceable by the courts. The bill requires either the assembly or the senate to bring the bill to a vote expeditiously, but not less than seven days after the report of the Redistricting Advisory Commission is received and made available to the members of the legislature. The vote must be under a procedure or rule permitting no amendments except those of a purely corrective nature. If the bill is approved by the first house in which it is considered, the bill must expeditiously be brought to a vote in the second house under a similar procedure or rule.

If neither of the bills delivered by the LRB is approved by both the assembly and the senate, the chief clerk of the house that failed to approve the bill must transmit to the LRB information which that house may direct regarding reasons why the plan was not approved. The LRB must then prepare identical bills embodying a second plan of legislative and congressional redistricting, taking into account the reasons transmitted to the LRB, insofar as it is possible to do so while complying with the standards described above. The LRB must deliver the bill to the majority leader of the senate and the speaker of the assembly no later than ~~twenty-one~~ <sup>21</sup> days after the date of the vote by which the senate or the assembly failed to approve the bill initially submitted. This second bill must be expeditiously introduced and brought to a vote not less than seven days after the date of introduction, in the same manner as prescribed for the initial bill.

If the second bill is similarly rejected by at least one house, the same procedure applies, except that the third bill is subject to amendment in the same manner as other bills.

The bill also provides exceptions to this process to account for variations in the timing of the release of federal census data.

***Required contents of redistricting bills***

The LRB must ensure that each bill embodying a redistricting plan it draws contains specified conventions to apply wherever territory in a plan is described by geographic boundaries. Also, each such bill must provide that the bill first applies, with respect to regular elections, to offices filled at the next occurring general

**SENATE BILL 545**

election and, with respect to special or recall elections, to offices filled or contested on or after the date of the next occurring general election. ✓

***Challenge based on population inequality.***

If an action is brought challenging a legislative redistricting plan adopted under the procedure established in the bill on the basis of an excessive population variance among senate or assembly districts, the legislature has the burden of justifying any variance in excess of ten percent between the population of a senate or assembly district and the applicable ideal district population. ✓ If an action is brought challenging a congressional redistricting plan adopted under the procedure established in the bill on the basis of an excessive population variance among congressional districts, the legislature has the burden of justifying any variance in excess of one percent between the population of a congressional district and the applicable ideal district population. ✓

For further information see the **state** fiscal estimate, which will be printed as an appendix to this bill. ✓

***The people of the state of Wisconsin, represented in senate and assembly, do enact as follows:***

1     **SECTION 1.** 3.002 (intro.) and (1m) of the statutes are consolidated, renumbered  
2     3.002 and amended to read:

3     **3.002 Description of territory.** In this chapter: ~~(1m) Reference, reference~~  
4     to any county or municipality means that county or municipality as its boundaries  
5     exist on August 1 of the year following the federal decennial census ~~on which the~~  
6     districting plan described under subch. II is based.

7     **SECTION 2.** 3.002 (2) of the statutes is repealed.

8     **SECTION 3.** 3.004 (2) of the statutes is amended to read:

9     3.004 (2) "Ward" means a municipal ward in effect on August 1 of the year  
10    following the federal decennial census ~~on which the districting plan described under~~  
11    ~~subch. II is based and used in preparing congressional and legislative redistricting~~  
12    plans as required under s. 4.015.

13    **SECTION 4.** ~~Chapter 4~~ <sup>[precedes 4.001]</sup> of the statutes is repealed and recreated to read:

**CHAPTER 4**

*subchapter I of chapter*

*insert 5-6*

*insert 5-13*

SENATE BILL 545

~~LEGISLATIVE AND CONGRESSIONAL  
REDISTRICTING~~

SUBCHAPTER I

GENERAL PROVISIONS <sup>1</sup> AND REDISTRICTING

**4.001 Definitions.** In this chapter, unless the context requires otherwise:

(1) "Block" has the meaning given in s. 5.02 (1q).

(2) "Commission" means the redistricting advisory commission established under s. 13.49.

(3) "Plan" means a plan for legislative and congressional reapportionment prepared under subch. II. *this subchapter*

(4) "Political subdivision" means a city, town, village, or county within this state.

(5) "Section 2 of the Voting Rights Act" means 42 U.S.C. 1973.

(6) "Ward" means a municipal ward in effect on *April* ~~August~~ 1 of the year ~~following~~ of the federal decennial census and used in preparing congressional and legislative redistricting plans as required under s. ~~4.015~~ *4.005*

**4.002 Political subdivision boundaries.** In this chapter, reference to any

political subdivision means that political subdivision as its boundaries exist on *April* ~~August~~ 1 of the year ~~following~~ of the federal decennial census.

**4.003 Legislative districts established.** This state is divided into 33 senate

districts, each composed of 3 assembly districts. Each senate district may elect one member of the senate. Each assembly district may elect one representative to the assembly.

~~SUBCHAPTER II  
REDISTRICTING PROCEDURE~~

SENATE BILL 545

4.004

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**4.01 Preparations for redistricting.** (1) The legislative reference bureau shall acquire appropriate information, review and evaluate available facilities, and develop programs and procedures in preparation for drawing congressional and legislative redistricting plans on the basis of each federal decennial census.

(2) By December 1 of the year of the decennial federal census, the legislative reference bureau shall obtain from the U.S. bureau of the census information regarding geographic and political units in this state for which federal census population data has been gathered and will be tabulated. The legislative reference bureau shall use the information to do all of the following:

(a) Prepare necessary descriptions of geographic and political units for which census data will be reported and which are suitable for use as components of legislative districts.

(b) Prepare maps of geographic and political units within the state which may be used to illustrate the locations of district boundaries proposed in plans prepared in accordance with s. 4.03

4.007

(3) As soon as possible after receiving from the U.S. bureau of the census the population data needed for legislative redistricting which the U.S. bureau of the census is required to provide this state under P. L. 94-171, the legislative reference bureau shall use that data to assign a population figure based upon certified federal census data to each geographic or political unit described under sub. (2) (b). The legislative reference bureau shall prepare and publish an analysis describing the population of current legislative and congressional districts and the extent to which the districts may violate the standards under s. 4.03

4.007

Upon satisfying these requirements, the legislative reference bureau shall begin the preparation of congressional and legislative redistricting plans as required under s. 4.02

4.006

SENATE BILL 545

4.004

4.005

1

**4.015 Use of municipal ward plans.** After receipt of a division ordinance or

2 resolution under s. 5.15 (4) (b), the legislative reference bureau shall use the data

3

obtained from the U.S. bureau of the census under s. 4.01 (3) to assign a population

4 figure based upon certified federal census data to each ward established in the

5 division ordinance or resolution. The legislative reference bureau shall use each

6 ward to which a population figure is assigned in preparing congressional and

7

legislative redistricting plans as required under s. 4.02.

4.006

8

**4.02 Preparation of redistricting plans. (1)** Not later than January 1 of

4.006

9 the 2nd year following the decennial federal census, the legislative reference bureau

10 shall deliver to the majority leader of the senate and speaker of the assembly

11 identical bills creating plans of legislative and congressional redistricting, prepared

12

in accordance with s. 4.03. Either the assembly or the senate shall bring the bill to

4.007

13 a vote expeditiously, but not less than 7 days after the commission report under s.

14 13.49 (3) (c) 2. is received and made available to the members of the legislature. The

15 vote shall be under a procedure or rule permitting no amendments except those of

16 a purely corrective nature. If the bill is approved by the first house in which it is

17 considered, the bill shall expeditiously be brought to a vote in the 2nd house under

18 a similar procedure or rule.

19 (2) If neither of the bills delivered by the legislative reference bureau under

20 sub. (1) is approved by both the assembly and the senate, the chief clerk of the house

21 that failed to approve the bill shall immediately transmit to the legislative reference

22 bureau information which that house may direct regarding reasons why the plan was

23 not approved. The legislative reference bureau shall prepare identical bills

24 embodying a 2nd plan of legislative and congressional redistricting prepared in

25

accordance with s. 4.03 and taking into account the reasons transmitted to the

4.007

1 legislative reference bureau under this subsection<sup>✓</sup> insofar as it is possible to do so  
2 within the requirements of s. ~~4.03~~<sup>4.007</sup>. The legislative reference bureau shall deliver the  
3 bills to the majority leader of the senate and the speaker of the assembly no later than  
4 21 days after the date of the vote by which the senate or the assembly failed to  
5 approve the bill submitted under sub. (1)<sup>✓</sup>. Any bill delivered by the legislative  
6 reference bureau under this subsection<sup>✓</sup> shall be expeditiously introduced and  
7 brought to a vote not less than 7 days after the date of introduction, in the same  
8 manner as prescribed for the bill required under sub. (1)<sup>✓</sup>.

9 (3) If neither of the bills delivered by the legislative reference bureau under  
10 sub. (2)<sup>✓</sup> is approved by both the assembly and the senate, the same procedure as  
11 prescribed by sub. (2)<sup>✓</sup> shall be followed. If a 3rd plan is required under this  
12 subsection<sup>✓</sup>, the legislative reference bureau shall deliver the bills to the majority  
13 leader of the senate and the speaker of the assembly no later than 21 days after the  
14 date of the vote by which the senate or the assembly failed to approve the bill  
15 submitted under sub. (2)<sup>✓</sup>. Any bill delivered by the legislative reference bureau  
16 under this subsection<sup>✓</sup> shall be expeditiously introduced and brought to a vote not less  
17 than 7 days after the date of introduction and shall be subject to amendment in the  
18 same manner as other bills.

19 (4) Notwithstanding subs. (1) to (3):<sup>✓</sup>

20 (a) If certified federal census data which is sufficient to permit preparation of  
21 a congressional redistricting plan becomes available at an earlier time than the  
22 population data needed to permit preparation of a legislative redistricting plan in  
23 accordance with section ~~4.03~~<sup>4.007</sup>, the legislative reference bureau shall so inform the  
24 majority leader of the senate and the speaker of the assembly. If the majority leader  
25 of the senate and the speaker of the assembly jointly direct, the legislative reference

SENATE BILL 545

bureau shall prepare a separate bill establishing congressional districts and deliver it separately from the bill establishing legislative districts. The legislature shall proceed to consider the congressional redistricting bill in substantially the manner prescribed by subs. (1) to (3).

(b) If the population data for legislative redistricting which the U.S. bureau of the census is required to provide this state under P. L. 94-171 and, if used by the legislative reference bureau, the corresponding topologically integrated geographic encoding and referencing data file for that population data, are not available to the legislative reference bureau on or before April 1 of the first year following the decennial federal census, the deadlines set forth in this section shall be extended by a number of days equal to the number of days after April 1 of the first year following the decennial federal census that the population data and the topologically integrated geographic encoding and referencing data file for legislative redistricting become available.

4,007

4.03

Redistricting standards. (1) Legislative and congressional districts shall be established on the basis of population requirements imposed under the Wisconsin Constitution and the U.S. Constitution and requirements imposed under Section 2 of the Voting Rights Act.

(2) Senate and assembly districts, respectively, shall satisfy the population standards established in this subsection. The quotient, obtained by dividing the sum of the absolute values of the deviations of all district populations from the applicable ideal district population by the number of districts established, may not exceed 1% of the applicable ideal district population, unless necessary to maintain compliance with Section 2 of the Voting Rights Act. For purposes of this subsection, the ideal district population is determined by dividing the number of districts to be

1 percent

1%



SENATE BILL 545

10 percent

1 established into the population of the state reported in the most recent federal  
 2 decennial census. No senate district may have a population which exceeds that of  
 3 any other senate district by more than 10% and no assembly district may have a  
 4 population which exceeds that of any other assembly district by more than 10%  
 5 unless necessary to maintain compliance with Section 2 of the Voting Rights Act.

6 (3) Congressional districts shall each have a population as nearly equal as  
 7 practicable to the ideal district population, derived as prescribed in sub. (2), while  
 8 maintaining compliance with Section 2 of the Voting Rights Act. No congressional  
 9 district may have a population which varies by more than 1% from the applicable  
 10 ideal district population, unless necessary to comply with Section 2 of the Voting  
 11 Rights Act.

1 percent

12 (4) District boundaries shall coincide with ward boundaries and, to the extent  
 13 consistent with sub. (1), shall coincide with the boundaries of political subdivisions.  
 14 The number of political subdivisions divided among more than one district shall be  
 15 as small as possible. When there is a choice among political subdivisions to divide,  
 16 the more populous political subdivisions shall be divided before the less populous,  
 17 except that this requirement does not apply to a legislative district boundary drawn  
 18 along a county boundary which passes through a city with territory in more than one  
 19 county.

20 (5) Districts shall be composed of convenient contiguous territory. Areas which  
 21 meet only at the points of adjoining corners are not contiguous.

22 (6) (a) In this subsection:

23 1. "Population data unit" means a ward, census enumeration district, block, or  
 24 other unit of territory having clearly identified geographic boundaries and for which

move to next page after line 11

## SENATE BILL 545

1 a total population figure is included in or can be derived directly from certified  
2 federal census data.

3 2. "Geographic unit center" means that point within a population data unit  
4 approximately equidistant from the northern and southern extremities, and also  
5 approximately equidistant from the eastern and western extremities of the  
6 population data unit. This point shall be determined by visual observation of a map  
7 of the population data unit, unless it is otherwise determined within the context of  
8 an appropriate coordinate system developed by the federal government or another  
9 source that the legislative reference bureau determines is qualified and objective and  
10 is obtained for use in this state with prior approval of the joint committee on  
11 legislative organization.

12 3. "X" coordinate" means the relative location of a point along the east-west  
13 axis of the state. Unless otherwise measured within the context of an appropriate  
14 coordinate system obtained for use as permitted by subd. 1, the "x" coordinate shall  
15 be measured along a line drawn due east from a due north and south line running  
16 through the point which is the western extremity of this state, to the point to be  
17 located.

18 4. "Y" coordinate" means the relative location of a point along the north-south  
19 axis of the state. Unless otherwise measured within the context of an appropriate  
20 coordinate system obtained for use as permitted by subd. 1, the "y" coordinate shall  
21 be measured along a line drawn due south from a due east and west line running  
22 through the point which is the northern extremity of this state, to the point to be  
23 located.

24 (b) To the extent consistent with subs. (1) to (3), districts shall be compact in  
25 form. Compact districts are those which are square, rectangular, or hexagonal in

**SENATE BILL 545**

1 shape to the extent permitted by natural or political boundaries. When it is  
2 necessary to compare the relative compactness of 2 or more districts, or of 2 or more  
3 alternative redistricting plans, the tests prescribed by pars. (c) and (d) shall be used.  
4 Should the results of these 2 tests be contradictory, the standard under par. (c) shall  
5 be given greater weight than the standard under par. (d).

6 (c) 1. The compactness of a district is greatest when the length of the district  
7 and the width of the district are equal. The measure of a district's compactness is  
8 the absolute value of the difference between the length and the width of the district.

9 2. In measuring the compactness of a district by means of electronic data  
10 processing, the difference between the "x" coordinates of the easternmost and the  
11 westernmost geographic unit centers included in the district shall be compared to the  
12 difference between the "y" coordinates of the northernmost and southernmost  
13 geographic unit centers included in the district.

14 3. To determine the length and width of a district by manual measurement, the  
15 distance from the northernmost point or portion of the boundary of a district to the  
16 southernmost point or portion of the boundary of the same district and the distance  
17 from the westernmost point or portion of the boundary of the district to the  
18 easternmost point or portion of the boundary of the same district shall each be  
19 measured. If the northernmost or southernmost portion of the boundary, or each of  
20 these points, is a part of the boundary running due east and west, the line used to  
21 make the measurement required by this subdivision shall be drawn either due north  
22 and south or as nearly so as the configuration of the district permits. If the  
23 easternmost or westernmost portion of the boundary, or each of these points, is a part  
24 of the boundary running due north and south, a similar procedure shall be followed.  
25 The lines to be measured for the purpose of this subdivision shall each be drawn as

**SENATE BILL 545****SECTION 4**

1 required by this subdivision, even if some part of either or both lines lies outside the  
2 boundaries of the district which is being tested for compactness.

3 4. The absolute values computed for individual districts under this paragraph  
4 may be cumulated for all districts in a plan in order to compare the overall  
5 compactness of 2 or more alternative redistricting plans for the state or for a portion  
6 of the state. However, it is not valid to cumulate or compare absolute values  
7 computed under subd. 2. with those computed under subd. 3.

8 (d) 1. The compactness of a district is greatest when the ratio of the dispersion  
9 of population about the population center of the district to the dispersion of  
10 population about the geographic center of the district is one to one.

11 2. The population dispersion about the population center of a district or about  
12 the geographic center of a district is computed as the sum of the products of the  
13 population of each population data unit included in the district multiplied by the  
14 square of the distance from the geographic unit center of that population data unit  
15 to the population center or the geographic center of the district, as the case may be.  
16 The geographic center of the district is defined by averaging the locations of all  
17 geographic unit centers which are included in the district. The population center of  
18 the district is defined by computing the population-weighted average of the "x"  
19 coordinates and "y" coordinates of each geographic unit center assigned to the  
20 district, it being assumed for the purpose of this calculation that each population  
21 data unit possesses uniform density of population.

22 3. The ratios computed for individual districts under this paragraph may be  
23 averaged for all districts in a plan in order to compare the overall compactness of 2  
24 or more alternative redistricting plans for the state or for a portion of the state.

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1 (7) In preparing any redistricting plan, the legislative reference bureau shall  
 2 be strictly nonpartisan. No district may be drawn for the purpose of favoring a  
 3 political party, incumbent legislator or member of Congress, or other person or group  
 4 or, except to the extent required under sub. (1), for the purpose of augmenting or  
 5 diluting the voting strength of a language or racial minority group. In establishing  
 6 districts, no use shall be made of any of the following data:

- 7 (a) The residence addresses of incumbent legislators or members of Congress.
- 8 (b) Political affiliations of registered voters.
- 9 (c) Previous election results.
- 10 (d) Demographic information except as necessary to meet the requirements of
- 11 sub. (1).

12 (8) The number of assembly districts in any redistricting plan may not be less  
 13 than 54 nor more than 100. The number of senate districts in any redistricting plan  
 14 may not be more than one-third nor less than one-fourth of the number of assembly  
 15 districts. Each senate district shall contain only whole assembly districts. Except  
 16 as otherwise provided in this subsection, to the extent possible, each congressional  
 17 district shall contain only whole senate districts. The other standards specified in  
 18 this section shall take precedence where a conflict arises between those standards  
 19 and the requirement of including only whole senate districts within a congressional  
 20 district.

21 **4.04 Required provisions in redistricting bills.** Each bill delivered under  
 22 s. 4.02 shall provide all of the following:

23 (1) That, wherever territory is described in the bill by geographic boundaries,  
 24 the following conventions are used:

4,008 (B)

4,006

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1 (a) Each bound continues to the intersection with the bound next named, or to  
2 the intersection with a straight-line extension of such bound.

3 (b) If the bound is a street, it follows the center line of the street or the center  
4 line of the street extended.

5 (c) If the bound is a railroad right-of-way, it follows the center line of the  
6 railroad right-of-way.

7 (d) If the bound is a river or stream, it follows the center of the main channel  
8 of such river or stream.

9 (e) If the bound follows a municipal boundary, it coincides with such boundary.

10 (2) That the bill first applies, with respect to regular elections, to offices filled  
11 at the next occurring general election after the bill takes effect and, with respect to  
12 special or recall elections, to offices filled or contested on or after the date of that  
13 general election.

*1.0101 B 24.0085*

14 **4.05 Challenge based on population inequality; burden of proof.** If an  
15 action is brought challenging a legislative redistricting plan under this chapter on  
16 the basis of an excessive population variance among senate or assembly districts  
17 established in the plan, the legislature has the burden of justifying any variance in

18 excess of 10% between the population of a senate or assembly district and the  
19 applicable ideal district population. If an action is brought challenging a

20 congressional redistricting plan under this chapter on the basis of an excessive  
21 population variance among congressional districts established in the plan, the

22 legislature has the burden of justifying any variance in excess of 1% between the  
23 population of a congressional district and the applicable ideal district population.

*1 percent*

24 **SECTION 5. 5.15 (4) (a) of the statutes is amended to read:**

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*g*

1 5.15 (4) (a) The division ordinance or resolution shall number all wards in the  
 2 municipality in whole numbers in consecutive order, beginning with the number one,  
 3 shall designate the polling place for each ward, and shall describe the boundaries of  
 4 each ward consistent with the conventions set forth in ~~s. 4.003~~ 4.04 (1). The  
 5 ordinance or resolution shall be accompanied by a list of the block numbers used by  
 6 the U.S. bureau of the census that are wholly or partly contained within each ward,  
 7 with any block numbers partly contained within a ward identified, and a map of the  
 8 municipality which illustrates the revised ward boundaries.

*Parent  
17-8*

9 SECTION 6. 13.49 of the statutes is created to read:

10 **13.49 Redistricting advisory commission. (1) DEFINITIONS.** In this section:

11 (a) "Chief election officer" means the executive director of the elections board.

12 (b) "Four selecting authorities" means all of the following:

13 1. The majority leader of the senate.

14 2. The minority leader of the senate.

15 3. The speaker of the assembly.

16 4. The minority leader of the assembly.

*chief election officer of the  
government accountability*

17 (c) "Partisan public office" means any of the following:

18 1. The office of governor, lieutenant governor, secretary of state, state treasurer,  
19 attorney general, state senator or state representative to the assembly.

20 2. A county office which is filled by an election process involving nomination  
21 and election of candidates on a partisan basis.

22 (d) "Political party office" means an elective office in a political party, as defined  
23 in s. 5.02 (13), or in a national political party.

24 (e) "Relative" means an individual who is related to the person in question as  
25 father, mother, son, daughter, brother, sister, uncle, aunt, first cousin, nephew, niece,

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1 husband, wife, grandfather, grandmother, father-in-law, mother-in-law,  
2 son-in-law, daughter-in-law, brother-in-law, sister-in-law, stepfather,  
3 stepmother, stepson, stepdaughter, stepbrother, stepsister, half brother or half  
4 sister.

5 (2) GENERAL PROVISIONS. (a) Not later than February 15 of the first year  
6 following the decennial federal census, a temporary redistricting advisory  
7 commission is created consisting of 5 members. Each of the 4 selecting authorities  
8 shall certify to the chief elections officer the selecting authority's appointment of a  
9 person to serve on the commission. Within 30 days after the last selecting authority  
10 has certified his or her appointment, but not later than February 15 of the first year  
11 following the decennial federal census, the 4 commission members so appointed shall  
12 select, by a vote of at least 3 members, and certify to the chief elections officer the 5th  
13 commission member, who shall serve as chairperson.

14 (b) No individual may be appointed to the redistricting advisory commission  
15 who satisfies any of the following:

16 1. The individual is not an eligible elector of this state at the time of the  
17 appointment.

18 2. The individual holds partisan public office or political party office.

19 3. The individual is a relative of or is employed by a member of the legislature  
20 or of Congress, or is employed directly by the legislature or Congress.

21 (c) Members of the redistricting advisory commission appointed by a selecting  
22 authority shall be reimbursed from the appropriation account under s. 20.765 (1) (a)  
23 or (b), depending upon the house in which that member's appointing authority holds  
24 office, for actual and necessary expenses incurred in performance of duties as a  
25 commission member. The member who is not appointed by a selecting authority



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1 shall be reimbursed from the appropriation under s. 20.765 (1) (a) for actual and  
2 necessary expenses incurred in performance of duties as a commission member.

3 (d) A vacancy on the redistricting advisory commission shall be filled as  
4 provided in s. 17.20 (1) within 15 days after the vacancy occurs.

5 (e) Each redistricting advisory commission terminates upon complying with  
6 sub. (3).

7 (3) DUTIES. The redistricting advisory commission shall do all of the following:

8 (a) If requested to do so by the legislative reference bureau, provide direction  
9 to the legislative reference bureau concerning any decision the legislative reference  
10 bureau must make in preparing a redistricting plan under subch. 11 of ch. 4 for which

11 no clearly applicable guideline is provided under s. 4.03

12 (b) Upon delivery by the legislative reference bureau of a bill embodying a  
13 redistricting plan as required under s. 4.02 make available to the public at the  
14 earliest feasible time all of the following information: 4.006

15 1. Copies of the bill.

16 2. Maps illustrating the plan. 4.007

17 3. A summary of the standards prescribed under s. 4.03 for development of the  
18 plan.

19 4. A statement of the population of each district included in the plan, and the  
20 relative deviation of each district population from the ideal district population.

21 (c) Upon delivery by the legislative reference bureau of an initial bill embodying  
22 a redistricting plan as required under s. 4.02 (1), do all of the following: 4.006

23 1. As expeditiously as reasonably possible, schedule and conduct at least 3  
24 public hearings, in different geographic regions of the state, on the plan embodied  
25 in the bill.

*No more than one public hearing may be held in the city of Madison and at least one public hearing shall be held in the northern half of the state.*

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1           2. Following the hearings held under subd. 1., promptly prepare and submit  
 2 to the legislature in the manner provided under s. 13.172 (2) a report summarizing  
 3 information and testimony received by the commission in the course of the hearings.  
 4 The report may include any comments and conclusions which the commission's  
 5 members deem appropriate concerning the information and testimony received at  
 6 the hearings or otherwise presented to the commission. The report shall be treated  
 7 in the same manner as a report submitted under s. 13.172 (2).

8           **(4) CONFIDENTIALITY.** The redistricting advisory commission may establish  
 9 policies limiting the information that the legislative reference bureau may provide  
 10 to persons outside of the bureau staff concerning any redistricting plan prepared  
 11 under subch. <sup>I</sup>II of ch. 4, except that any such policy does not apply to a redistricting  
 12 plan after a bill embodying that plan is delivered by the legislative reference bureau  
 13 as required under s. 4.02 or to population data furnished to the legislative reference  
 14 bureau by the U.S. bureau of the census. 4,006

(END)

Sec# 1A

(1) This act first applies to redistricting plans based on the 2020 decennial federal census.

2013-2014 DRAFTING INSERT  
FROM THE  
LEGISLATIVE REFERENCE BUREAU

LRB  
JK:.....

0665/ins

Insert 5 - 6

1           SECTION 1. 3.002<sup>x</sup> (intro.) and (1m) of the statutes are consolidated, renumbered  
2           3.002 and amended to read:

3           **3.002 Description of territory.** (intro.) In this chapter: ~~(1m) Reference,~~  
4           reference to any county or municipality means that county or municipality as its  
5           boundaries exist on April 1 of the year of the federal decennial census ~~on which the~~  
6           ~~districting plan described under subch. II is based.~~

History: 1981 c. 154; 1983 a. 29; 1991 a. 256; 2001 a. 46; 2011 a. 44.

Insert 5 - 13

7           SECTION 2. 3.004<sup>x</sup> (2) of the statutes is amended to read:

8           3.004 (2) "Ward" means a ward prescribed by a municipality based upon  
9           municipal boundaries in effect on April 1 of the year of the federal decennial census  
10          in accordance with the most recent revision of municipal wards under s. 5.15 ~~upon~~  
11          ~~which the districting plan described under subch. II is based~~ and used in preparing  
12          congressional and legislative redistricting plans as required under s. 4.005.<sup>v</sup>

History: 2001 a. 46; 2011 a. 44.

Insert 17 - 8

13          SECTION 3. 4.009 of the statutes is renumbered 4.014.

14          SECTION 4. 5.15<sup>x</sup> (4) (a) of the statutes is amended to read:

15          5.15 (4) (a) Except as provided in par. (c), the division ordinance or resolution  
16          shall number all wards in the municipality with unique whole numbers in  
17          consecutive order, beginning with the number one, shall designate the polling place  
18          for each ward, and shall describe the boundaries of each ward consistent with the  
19          conventions set forth in s. 4.003 ~~4.008 (1).~~<sup>v</sup> The ordinance or resolution shall be  
20          accompanied by a list of the block numbers used by the U.S. bureau of the census that

1 are wholly or partly contained within each ward, with any block numbers partly  
2 contained within a ward identified, and a map of the municipality which illustrates  
3 the revised ward boundaries. If the legislature, in an act redistricting legislative  
4 districts under article IV, section 3, of the constitution, or in redistricting  
5 congressional districts, establishes a district boundary within a municipality that  
6 does not coincide with the boundary of a ward established under the ordinance or  
7 resolution of the municipality, the municipal governing body shall, no later than  
8 April 10 of the 2nd year following the year of the federal decennial census on which  
9 the act is based, amend the ordinance or resolution to the extent required to effect  
10 the act. The amended ordinance or resolution shall designate the polling place for  
11 any ward that is created to effect the legislative act. Nothing in this paragraph shall  
12 be construed to compel a county or city to alter or redraw supervisory or aldermanic  
13 districts.

**History:** 1971 c. 304 ss. 3 to 5, 29 (2); 1977 c. 26, 418, 427, 449; 1979 c. 260; 1981 c. 4 ss. 2 to 10, 18; 1981 c. 314; 1983 a. 29, 192, 442; 1983 a. 484 ss. 8e, 174; 1983 a. 538; 1985 a. 304 ss. 8 to 10, 12; 1987 a. 391; 1991 a. 5, 143, 315; 1993 a. 213; 1995 a. 201; 1999 a. 182; 2005 a. 149, 312; 2011 a. 39, 75.

**DRAFTER'S NOTE  
FROM THE  
LEGISLATIVE REFERENCE BUREAU**

LRB-06650<sup>1</sup>dn

JK:f:...

Sue

- date -

Senator Hansen:

This draft is based on 2003 Senate Bill 545. Please note, however, that I had to make some modifications to the bill to accommodate the changes made by 2011 Acts 39, 43, and 75.

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**DRAFTER'S NOTE**  
**FROM THE**  
**LEGISLATIVE REFERENCE BUREAU**

LRB-0665/1dn  
JK:sac:rs

December 11, 2012

Senator Hansen:

This draft is based on 2003 Senate Bill 545. Please note, however, that I had to make some modifications to the bill to accommodate the changes made by 2011 Acts 39, 43, and 75.

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**Rose, Stefanie**

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**From:** Wagnitz, John  
**Sent:** Tuesday, April 23, 2013 2:19 PM  
**To:** LRB.Legal  
**Subject:** Draft Review: LRB -0665/1 Topic: Legislative and congressional redistricting

Please Jacket LRB -0665/1 for the SENATE.