

B-Engrossed
House Bill 2634

Ordered by the House May 17
Including House Amendments dated March 22 and May 17

Sponsored by Representatives ROBLAN, BERGER; Representatives BARKER, CANNON, DEMBROW, FREDERICK, GARRETT, GREENLICK, HANNA, HARKER, OLSON, Senators BURDICK, DEVLIN, MORSE, ROSENBAUM (Presession filed.)

SUMMARY

The following summary is not prepared by the sponsors of the measure and is not a part of the body thereof subject to consideration by the Legislative Assembly. It is an editor's brief statement of the essential features of the measure.

Creates Citizens' Initiative Review Commission to oversee review of state initiative measures by citizen panels. Directs panels to review state initiative measures and prepare statements to be included in voters' pamphlet.

Specifies procedures for appointment of commission, panels and moderators of panels. Sets terms of office.

Limits biennial expenditures from moneys appropriated for expenses incurred in initial appointment and organization of Citizens' Initiative Review Commission and for payment of expenses from Citizens' Initiative Review Fund.

Declares emergency, effective on passage.

A BILL FOR AN ACT

1
2 Relating to elections; creating new provisions; amending ORS 251.185; appropriating money; limiting
3 expenditures; and declaring an emergency.

4 Whereas the people support the initiative process as a means for Oregon citizens to propose
5 laws and enact or reject laws at an election independent of the Legislative Assembly; and

6 Whereas informed public discussion and exercise of the initiative power will be enhanced by
7 review of each statewide measure by an independent panel of Oregon voters, reporting to the
8 electorate in the voters' pamphlet; and

9 Whereas provisional Citizens Statements in 2010, as approved by the Seventy-fifth Legislative
10 Assembly, have been valuable to Oregon voters; now, therefore,

11 **Be It Enacted by the People of the State of Oregon:**

12 **SECTION 1. Sections 2 to 9 of this 2011 Act are added to and made a part of ORS chapter**
13 **250.**

14 **SECTION 2. (1) The Citizens' Initiative Review Commission is established within the**
15 **executive branch of state government, consisting of 11 members. The members shall be ap-**
16 **pointed in the following manner:**

17 (a) **The Governor shall appoint three members who have at some time been selected by**
18 **the four appointed members of an explanatory statement committee under ORS 251.205 (5)**
19 **to prepare an explanatory statement, as follows:**

20 (A) **One member recommended by the leadership of the Democratic party in the Senate**
21 **and one member recommended by the leadership of the Republican party in the Senate.**

22 (B) **Except as provided in subparagraph (C) of this paragraph, one member recommended**
23 **by the leadership of the political party with the largest representation in the Senate that is**

NOTE: Matter in **boldfaced** type in an amended section is new; matter [*italic and bracketed*] is existing law to be omitted. New sections are in **boldfaced** type.

1 not the same party as the Governor.

2 (C) If more than two political parties are represented in the Senate, one member re-
3 commended by the leadership of a third political party with the largest representation in the
4 Senate.

5 (b) Four former moderators shall be appointed as members as described in section 6 of
6 this 2011 Act.

7 (c) Four electors who have served on a citizen panel shall be appointed as members as
8 described in section 6 of this 2011 Act.

9 (2) The term of office of a member of the commission is four years, with the terms of
10 no more than six members expiring every two years. Vacancies shall be filled by the Gover-
11 nor for the unexpired term, consistent with subsection (1) of this section.

12 (3) The commission shall:

13 (a) Ensure that the citizen panels are convened to review initiated measures in a fair and
14 impartial manner.

15 (b) Adopt rules necessary to carry out the commission's duties under sections 2 to 9 of
16 this 2011 Act.

17 **SECTION 3.** Notwithstanding section 2 of this 2011 Act, the first Citizens' Initiative Re-
18 view Commission shall consist of seven members to be appointed and serve as follows:

19 (1) The Governor shall appoint three members who have at some time been selected by
20 the four appointed members of an explanatory statement committee under ORS 251.205 (5)
21 to prepare an explanatory statement, as follows:

22 (a) One member recommended by the leadership of the Democratic party in the Senate
23 and one member recommended by the leadership of the Republican party in the Senate.

24 (b) Except as provided in paragraph (c) of this subsection, one member recommended by
25 the leadership of the political party with the largest representation in the Senate that is not
26 the same party as the Governor.

27 (c) If more than two political parties are represented in the Senate, one member recom-
28 mended by the leadership of a third political party with the largest representation in the
29 Senate.

30 (2) The three members appointed by the Governor under subsection (1) of this section
31 shall appoint:

32 (a) Two members from among persons who have served as a moderator for a citizen
33 panel, one to serve for a term of two years and one to serve for a term of four years; and

34 (b) Two members from among electors who have served on a citizen panel, one to serve
35 for a term of two years and one to serve for a term of four years.

36 (3) The Governor shall determine at random which two members appointed under sub-
37 section (1) of this section shall serve a term of four years and which member shall serve a
38 term of two years.

39 (4) In the event that a member's position cannot be filled under this section, the Gover-
40 nor may appoint one or more persons who have experience conducting citizen review panels
41 to be members of the initial commission for a two-year term.

42 **SECTION 4.** (1) Except as otherwise provided in this section, the Citizens' Initiative Re-
43 view Commission may accept contributions of moneys and assistance from the United States
44 Government or its agencies or from any other source, public or private, and agree to condi-
45 tions placed on the moneys not inconsistent with the duties of the commission. All moneys

1 received by the commission under this subsection shall be deposited into the Citizens' Initiative Review Fund established under section 8 of this 2011 Act.

2 (2) The commission may not receive contributions of moneys or assistance from:

3 (a) A political committee, as defined in ORS 260.005;

4 (b) For-profit corporate treasuries;

5 (c) Union treasuries; or

6 (d) Any other source the commission determines might be used to transfer moneys from
7 a political committee, for-profit corporate treasury or union treasury to the commission.

8 (3) If a person contributes to the commission an aggregate total of more than \$100 in a
9 calendar year, not later than 14 calendar days after the commission receives the contribu-
10 tion, the commission shall make available to the public on the Internet:

11 (a) The name and address of the person or entity who made the contribution; and

12 (b) The amount of the contribution.

13 (4) The commission may enter into contracts and hire any staff the commission deems
14 necessary.

15 (5) The commission may appoint an executive director to serve at the pleasure of the
16 commission.

17 **SECTION 5.** (1) The Citizens' Initiative Review Commission shall select one or more state
18 measures proposed by initiative petition to be voted on at a general election and convene a
19 separate citizen panel to review each selected measure.

20 (2) In selecting a measure to be reviewed by a citizen panel, the commission shall con-
21 sider the following criteria:

22 (a) The fiscal impact of a measure.

23 (b) Whether the measure amends the Oregon Constitution.

24 (c) The availability of funds to conduct reviews.

25 (d) Any other criteria established by the commission by rule.

26 (3) Each citizen panel shall evaluate and write statements for the measure considered
27 by the panel.

28 (4)(a) The commission shall select citizens for each panel from a representative sample
29 of anonymous electors, using survey sampling methods that, to the extent practicable, give
30 every elector a similar chance of being selected. Each citizen panel shall consist of not fewer
31 than 18 and not more than 24 electors.

32 (b) The commission shall ensure, to the extent practicable and legally permissible, that
33 the demographic makeup of each panel fairly reflects the population of the electorate of this
34 state as a whole, with respect to the following characteristics, prioritized in the following
35 order:

36 (A) The location of the elector's residence.

37 (B) The elector's party affiliation, if any.

38 (C) The elector's voting history.

39 (D) The elector's age.

40 (e) In addition to the criteria described in paragraph (b) of this subsection, the commis-
41 sion may also consider:

42 (A) The elector's gender.

43 (B) The elector's ethnicity.

44 (C) Any other criteria.

1 (5) The commission shall, from moneys in the Citizens' Initiative Review Fund:

2 (a) Compensate each elector for each day served on a panel in an amount calculated using
3 the average weekly wage as defined in ORS 656.211;

4 (b) Reimburse each elector who serves on a panel for travel expenses in accordance with
5 reimbursement policies determined by the commission by rule;

6 (c) Provide for costs required to convene and conduct a citizen panel; and

7 (d) Transfer to the Secretary of State all moneys necessary to pay the costs of printing
8 any statements described in section 7 of this 2011 Act in the voters' pamphlet.

9 (6)(a) Each panel shall meet to review the measure on five consecutive days for a total
10 of not less than 25 hours unless otherwise provided by commission rule.

11 (b) Each panel shall conduct public hearings at which the panel shall receive testimony
12 or other information from both proponents and opponents of the measure. Unless otherwise
13 determined by a majority of the panelists, equal time shall be allotted to proponents and
14 opponents of a measure.

15 (c) The chief petitioners of the measure shall designate two persons to provide informa-
16 tion in favor of the measure to the citizen panel. If the chief petitioners fail to timely des-
17 ignate two persons to appear before the panel, the commission may designate two persons
18 who support the measure to provide information in favor of the measure.

19 (d) The commission shall designate two persons who oppose the measure to provide in-
20 formation in opposition to the measure.

21 (e) The commission, by rule, may specify additional criteria regarding the public
22 hearings.

23 (7) The commission shall provide each panel with any complaints regarding the panel not
24 later than the fourth day the panel convenes.

25 (8) The commission shall, by rule, establish qualifications for moderators for each citizen
26 panel. A moderator must have experience in mediation and shall complete a training course
27 established by the commission.

28 (9) The commission shall contract with two moderators for each panel and shall com-
29 pensate each moderator for service.

30 **SECTION 6.** (1) Not later than February 1 of an odd-numbered year, each person who
31 served as a moderator for a citizen panel that evaluated a measure voted on at the most
32 recent general election shall:

33 (a) Convene to evaluate procedures related to the citizen panels and submit a written
34 report to the Citizens' Initiative Review Commission summarizing the evaluation, along with
35 any recommendations; and

36 (b) Appoint two moderators from among the moderators convened for the evaluation to
37 be members of the commission.

38 (2) Not later than February 1 of an odd-numbered year, two electors from each citizen
39 panel shall:

40 (a) Convene to evaluate procedures related to the citizen panels and submit a written
41 report to the commission summarizing the evaluation, along with any recommendations; and

42 (b) Appoint two electors from among the former panelists convened for the evaluation
43 to be members of the commission.

44 (3) Each year in which an evaluation is conducted by moderators and panelists under this
45 section, the commission shall review the evaluations and make any findings and recommen-

1 **datations. The commission shall make all evaluations, findings and recommendations made**
2 **under this section available to the public.**

3 **SECTION 7. (1) Not later than the date set by the Secretary of State by rule, each citizen**
4 **panel shall prepare and file with the secretary any of the following statements of not more**
5 **than 250 words each:**

6 **(a) A statement in favor of the measure.**

7 **(b) A statement opposed to the measure.**

8 **(c) A statement that “No panelist took this position.” if a panel is unanimous in either**
9 **supporting or opposing a measure.**

10 **(d) A statement of key findings that summarizes the citizen panel’s findings in an im-**
11 **partial manner and may include a tally of how many panelists agreed with the key findings.**

12 **(e) A statement of additional policy considerations that describes the subject matter of**
13 **or any fiscal considerations related to the measure. A statement submitted under this par-**
14 **agraph must be supported by at least three-quarters of the panelists.**

15 **(2)(a) Before a statement is filed with the Secretary of State under subsection (1) of this**
16 **section:**

17 **(A) A person designated under section 5 (6)(c) of this 2011 Act shall be allowed to review**
18 **the statement in favor of the measure by the citizen panel and provide feedback to the panel**
19 **regarding the statement.**

20 **(B) A person designated under section 5 (6)(d) of this 2011 Act shall be allowed to review**
21 **the statement opposed to the measure by the citizen panel and provide feedback to the panel**
22 **regarding the statement.**

23 **(C) A person designated under section 5 (6)(c) or (d) of this 2011 Act shall be allowed to**
24 **review the statement of key findings by the citizen panel and provide feedback to the panel**
25 **regarding the statement.**

26 **(b) A citizen panel may adjust any statement after receiving feedback as described in this**
27 **subsection.**

28 **(3) The secretary shall prescribe the size and manner of placement of the statements**
29 **submitted by a citizen panel to be printed in the voters’ pamphlet, except that the state-**
30 **ments shall be clearly differentiated from other arguments or statements in the voters’**
31 **pamphlet and may include, but are not limited to, the use of unique formatting and inform-**
32 **ative symbols.**

33 **(4) The secretary shall provide with any citizen panel statement a description of not more**
34 **than 150 words of the citizen panel process described in sections 2 to 9 of this 2011 Act and**
35 **the following explanation:**

36 _____
37
38 **The opinions expressed in this statement are those of the members of a citizen panel and**
39 **were developed through the citizen review process. They are NOT official opinions or posi-**
40 **tions endorsed by the State of Oregon or any government agency. A citizen panel is not a**
41 **judge of the constitutionality or legality of any ballot measure, and any statements about**
42 **such matters are not binding on a court of law.**
43 _____

44
45 **(5) The secretary, by rule, shall set a date by which statements must be filed under this**

1 section. The date may not be sooner than the 70th day before the date of the election.

2 **SECTION 8.** The Citizens' Initiative Review Fund is established in the State Treasury,
3 separate and distinct from the General Fund. Interest earned by the Citizens' Initiative Re-
4 view Fund shall be credited to the fund. All moneys in the fund are continuously appropriated
5 to the Citizens' Initiative Review Commission to carry out the duties, functions and powers
6 of the commission and for expenses under section 5 (5) of this 2011 Act.

7 **SECTION 9.** (1) Not later than the date that is four months before the date of the general
8 election in an even-numbered year, the Citizens' Initiative Review Commission shall deter-
9 mine whether moneys in sufficient amount are available in the Citizens' Initiative Review
10 Fund to carry out all the duties, functions and powers of the commission, implement sections
11 5 to 7 of this 2011 Act and pay for any statements to be printed in the voters' pamphlet under
12 ORS 251.185.

13 (2)(a) If the commission determines that the fund has sufficient moneys under subsection
14 (1) of this section, the commission shall carry out all the duties, functions and powers of the
15 commission, implement sections 5 to 7 of this 2011 Act and may submit statements to be
16 printed in the voters' pamphlet under ORS 251.185.

17 (b) If the commission determines that the fund has insufficient moneys under subsection
18 (1) of this section, for the general election in that even-numbered year, the commission may
19 not carry out all the duties, functions and powers of the commission, implement sections 5
20 to 7 of this 2011 Act or submit statements to be printed in the voters' pamphlet under ORS
21 251.185.

22 **SECTION 10.** ORS 251.185 is amended to read:

23 251.185. (1) The Secretary of State shall have printed in the voters' pamphlet for a general
24 election or any special election a copy of the title and text of each state measure to be submitted
25 to the people at the election for which the pamphlet was prepared. The pamphlet must include the
26 procedures for filing a complaint under ORS 260.345. Each measure shall be printed in the pamphlet
27 with:

- 28 (a) The number and ballot title of the measure;
- 29 (b) The financial estimates and any statement prepared for the measure under ORS 250.125;
- 30 (c) The explanatory statement prepared for the measure; *[and]*
- 31 (d) Arguments relating to the measure and filed with the Secretary of State[.]; **and**
- 32 (e) **Any statement submitted for the measure by a citizen panel under section 7 of this**
33 **2011 Act.**

34 (2) A county measure or measure of a metropolitan service district organized under ORS chapter
35 268, and ballot title, explanatory statement and arguments relating to the measure, filed by the
36 county or metropolitan service district under ORS 251.285 shall be included in the voters' pamphlet
37 described in subsection (1) of this section if required under ORS 251.067.

38 **SECTION 11.** (1) **Any expenses incurred in the initial appointment and organization of the**
39 **Citizens' Initiative Review Commission under section 3 of this 2011 Act shall be paid by the**
40 **Oregon Department of Administrative Services from moneys appropriated to the department.**

41 (2) **When the Citizens' Initiative Review Commission determines that moneys in suffi-**
42 **cient amount are available in the Citizens' Initiative Review Fund, the commission shall re-**
43 **imburse the Oregon Department of Administrative Services, without interest, in an amount**
44 **equal to the amount paid by the department for expenses under subsection (1) of this section.**

45 **SECTION 12.** Notwithstanding any other law limiting expenditures, the amount of \$75,000

1 is established for the biennium beginning July 1, 2011, as the maximum limit for payment
2 from moneys appropriated to the Oregon Department of Administrative Services for ex-
3 penses incurred in the initial appointment and organization of the Citizens' Initiative Review
4 Commission, as described in section 11 of this 2011 Act.

5 **SECTION 13.** Notwithstanding any other law limiting expenditures, the amount of \$1 is
6 established for the biennium beginning July 1, 2011, as the maximum limit for payment of
7 expenses from the Citizens' Initiative Review Fund established under section 8 of this 2011
8 Act.

9 **SECTION 14.** This 2011 Act being necessary for the immediate preservation of the public
10 peace, health and safety, an emergency is declared to exist, and this 2011 Act takes effect
11 on its passage.

12
