



122nd MAINE LEGISLATURE

FIRST REGULAR SESSION-2005

Legislative Document

No. 1365

S.P. 471

In Senate, March 17, 2005

An Act To End Discrimination

Reference to the Committee on Judiciary suggested and ordered printed.

JOY J. O'BRIEN Secretary of the Senate

Presented by Senator BRENNAN of Cumberland.

Cosponsored by Speaker RICHARDSON of Brunswick, Representative PERCY of Phippsburg and Senators: BARTLETT of Cumberland, BROMLEY of Cumberland, COWGER of Kennebec, DAMON of Hancock, DIAMOND of Cumberland, DOW of Lincoln, President EDMONDS of Cumberland, GAGNON of Kennebec, MAYO of Sagadahoc, NUTTING of Androscoggin, ROTUNDO of Androscoggin, SCHNEIDER of Penobscot, STRIMLING of Cumberland, SULLIVAN of York, Representatives: ADAMS of Portland, BABBIDGE of Kennebunk, BARSTOW of Gorham, BLANCHARD of Old Town, BLISS of South Portland, BRAUTIGAM of Falmouth, BRYANT of Windham, BURNS of Berwick, CAIN of Orono, CANAVAN of Waterville, CUMMINGS of Portland, DUCHESNE of Hudson, DUDLEY of Portland, DUNN of Bangor, EBERLE of South Portland, FAIRCLOTH of Bangor, FARRINGTON of Gorham, GERZOFSKY of Brunswick, GOLDMAN of Cape Elizabeth, HUTTON of Bowdoinham, JACKSON of Fort Kent, KOFFMAN of Bar Harbor, LERMAN of Augusta, MARLEY of Portland, NORTON of Bangor, PARADIS of Frenchville, PATRICK of Rumford, PELLETIER-SIMPSON of Auburn, PERRY of Calais, PINEAU of Jay, PINGREE of North Haven, SAMPSON of Auburn, SMITH of Monmouth, SMITH of Van Buren, WATSON of Bath, WEBSTER of Freeport, WHEELER of Kittery, WOODBURY of Yarmouth.

Be it enacted by the People of the State of Maine as follows:

Sec. 1. 5 MRSA §4552, as amended by PL 1993, c. 327, §1, is further amended to read:

6 **§4552.** Policy

2

38

8 To protect the public health, safety and welfare, it is declared to be the policy of this State to keep continually in 10 review all practices infringing on the basic human right to a life with dignity, and the causes of these practices, so that 12 corrective measures may, where possible, be promptly recommended and implemented, and to prevent discrimination in employment, 14 housing or access to public accommodations on account of race, color, sex, sexual orientation, physical or mental disability, 16 religion, ancestry or national origin; and in employment, discrimination on account of age or because of the previous assertion of a claim or right under former Title 39 or Title 39-A 18 and in housing because of familial status; and to prevent discrimination in the extension of credit on account of age, 20 race, color, sex, sexual orientation, marital status, religion, ancestry or national origin; and to prevent discrimination in 22 education on account of sex or physical or mental disability. 24

Nothing in this chapter confers legislative approval of, or 26 special rights to, any person or group of persons.

28 Sec. 2. 5 MRSA §4553, sub-§§9-C and 9-D are enacted to read:

30 9-C. Religious entity. "Religious entity" means:

32 A. A religious corporation, association or society;

 B. A college, school, university or other educational institution, not otherwise a religious entity, if it is in whole or substantial part funded, controlled, managed or owned by a religious corporation, association or society; or

 C. A nonprofit organization that is operated for charitable
 40 purposes if it is in whole or substantial part funded, controlled, managed or owned by a religious corporation,
 42 association or society.

 9-D. Sexual orientation. "Sexual orientation" means having an orientation for heterosexuality, homosexuality or bisexuality, having a history of that orientation or being identified with that orientation. "Sexual orientation" refers to a person's actual or perceived status, condition or gender expression. This chapter is intended to ensure specific defined rights, and not to endorse or extend to any form of sexual behavior, and does not include sexual attraction to a minor by an adult.

4 6

2

Sec. 3. 5 MRSA §4553, sub-§10, $\P E$, as amended by PL 1983, c. 578, §2, is further amended to read:

- E. In determining whether any <u>a</u> person is acting as an agent or employee of another person so as to make such <u>the</u> other person responsible for <u>his that person's</u> acts, the question of whether the specific acts performed were actually authorized or subsequently ratified shall <u>is</u> not be controlling; and
- 14 Sec. 4. 5 MRSA §4553, sub-§10, ¶F, as enacted by PL 1983, c. 578, §2, is amended to read:
- 16 18

F. Unlawful educational discrimination as defined and limited by subchapter **V-B**, <u>5-B; and</u>

- 20 Sec. 5. 5 MRSA §4553, sub-§10, ¶G is enacted to read:
- 22G. Discrimination in employment, housing, public
accommodation and credit as defined in subchapters 3, 4, 524and 5-A, on the basis of sexual orientation, except that a
religious entity is exempt from these provisions with
respect to discrimination based on sexual orientation.
- 28
- Sec. 6. 5 MRSA §4554, sub-§§4, 5 and 6 are enacted to read:

30 4. Contracts. The exemption provision of section 4553, subsection 10, paragraph G does not prohibit a state agency from including provisions in a contract with any entity, including a 32 religious entity, that may require nondiscrimination on the basis of sexual orientation otherwise consistent with this chapter with 34 respect to and as a condition of continuation of such a contract; nor does this Act require any religious entity to enter into any 36 contract. With respect to a contract with any religious entity, the employment defenses provided in section 4573-A, subsection 2 3.8 are applicable to any dispute arising under such a 40 nondiscrimination clause to the extent related to alleged employment discrimination based on sexual orientation.

42

5. Educational policy. This act does not mandate any 44 public or private educational institution to promote any form of sexuality or sexual orientation or to include such matters in its 46 curriculum.

 6. Affirmative action. The provisions of this Act relating to sexual orientation are not intended to modify federal or state
 requirements for affirmative action in effect as of the effective date of this subsection, nor intended to create any new obligations with respect to affirmative action or numerical goals or quotas.

Sec. 7. 5 MRSA §4571, as amended by PL 1991, c. 99, §6, is 6 further amended to read:

8

44

4

§4571. Right to freedom from discrimination in employment

- 10 The opportunity for an individual to secure employment without discrimination because of race, color, sex, <u>sexual</u>
 12 <u>orientation</u>, physical or mental disability, religion, age, ancestry or national origin is recognized as and declared to be a
 14 civil right.
- 16 Sec. 8. 5 MRSA §4572, sub-§1, ¶¶A, B and C, as amended by PL 1991, c. 885, Pt. E, §7 and affected by §47, are further amended to read:
- 20 For any employer to fail or refuse to hire or otherwise Α. discriminate against any applicant for employment because of race or color, sex, sexual orientation, physical or mental 22 disability, religion, age, ancestry or national origin, 24 because of the applicant's previous assertion of a claim or right under former Title 39 or Title 39-A or because of previous actions taken by the applicant that are protected 26 under Title 26, chapter 7, subchapter V-B <u>5-B</u>; or, because of those reasons, to discharge an employee or discriminate 28 transfer, respect hire, tenure, promotion, with to 30 compensation, terms, conditions or privileges of employment or any other matter directly or indirectly related to employment; or, in recruiting of individuals for employment 32 or in hiring them, to utilize any employment agency that the employer knows or has reasonable cause to know discriminates 34 against individuals because of their race or color, sex, sexual orientation, physical or mental disability, religion, 36 age, ancestry or national origin, because of their previous assertion of a claim or right under former Title 39 or Title 38 39-A or because of previous actions that are protected under Title 26, chapter 7, subchapter Ψ -B <u>5-B</u>; 40
- 42 (1) This paragraph does not apply to discrimination governed by Title 39-A, section 353;
- B. For any employment agency to fail or refuse to classify
 properly, refer for employment or otherwise discriminate against any individual because of race or color, sex, sexual
 <u>orientation</u>, physical or mental disability, religion, age, ancestry or national origin, because of the individual's
 previous assertion of a claim or right under former Title 39

or Title 39-A or because of previous actions taken by the individual that are protected under Title 26, chapter 7, 2 subchapter V-B <u>5-B</u>; or to comply with an employer's request 4 for the referral of job applicants if a request indicates either directly or indirectly that the employer will not equal full employment opportunities to 6 afford and individuals regardless of their race or color, sex, sexual orientation, physical or mental disability, religion, age, 8 ancestry or national origin, because of previous assertion of a claim or right under former Title 39 or Title 39-A or 10 because of previous actions that are protected under Title 12 26, chapter 7, subchapter \forall -B <u>5-B</u>;

14 с. For any labor organization to exclude from apprenticeship or membership or to deny full and equal membership rights to any applicant for membership because of 16 race or color, sex, sexual orientation, physical or mental 18 disability, religion, age, ancestry or national origin, because of the applicant's previous assertion of a claim or 20 right under former Title 39 or Title 39-A or because of previous actions taken by the applicant that are protected under Title 26, chapter 7, subchapter Ψ -B <u>5-B</u>; or, because 22 of those reasons, to deny a member full and equal membership 24 rights, expel from membership, penalize or otherwise discriminate with respect to hire, tenure, promotion, 26 transfer, compensation, terms, conditions or privileges of employment, representation, grievances or any other matter 28 directly or indirectly related to membership or employment, whether or not authorized or required by the constitution or 30 bylaws of that labor organization or by a collective labor agreement or other contract; to fail or refuse to classify properly or refer for employment or otherwise discriminate 32 against any member because of race or color, sex, sexual 34 orientation, physical or mental disability, religion, age, ancestry or national origin, because of the member's 36 previous assertion of a claim or right under former Title 39 or Title 39-A or because of previous actions taken by the 38 member that are protected under Title 26, chapter 7, subchapter Ψ -B <u>5-B</u>; or to cause or attempt to cause an 40 employer to discriminate against an individual in violation of this section, except that it is lawful for labor 42 organizations and employers to a maximum adopt aqe limitation in apprenticeship programs, if the employer or 44 labor organization obtains prior approval from the Maine Human Rights Commission of any maximum age limitation 46 employed in an apprenticeship program. The commission shall approve the age limitation if a reasonable relationship exists between the maximum age limitation employed and a 48 legitimate expectation of the employer in receiving a 50 reasonable return upon the employer's investment in an

- apprenticeship program. The employer or labor organization bears the burden of demonstrating that such a relationship exists;
- 4

6

2

- Sec. 9. 5 MRSA §4572, sub-§1, ¶D, as amended by PL 1995, c. 393, §12, is further amended to read:
- B. For any employer, employment agency or labor
 organization, prior to employment or admission to membership
 of any individual, to:
- 12 (1) Elicit or attempt to elicit information directly or indirectly pertaining to race or color, sex, sexual
 14 <u>orientation</u>, physical or mental disability, religion, age, ancestry or national origin, any previous
 16 assertion of a claim or right under former Title 39 or Title 39-A or any previous actions that are protected
 18 under Title 26, chapter 7, subchapter V-B <u>5-B;</u>
- 20 (2) Make or keep a record of race or color, sex, sexual orientation, physical or mental disability, 22 religion, age, ancestry or national origin, anv previous assertion of a claim or right under former Title 39 or Title 39-A or any previous actions that are 24 protected under Title 26, chapter 7, subchapter V-B 5-B, except under physical or mental disability when an 26 employer requires a physical or mental examination 28 prior to employment, a privileged record of that examination is permissible if made and kept in 30 compliance with this Act;
- Use any form of application for employment, or 32 (3) personnel or membership blank containing questions or entries directly or indirectly pertaining to race or 34 color, sex, sexual orientation, physical or mental disability, religion, age, ancestry or national origin, 36 any previous assertion of a claim or right under former Title 39 or Title 39-A or any previous actions that are 38 protected under Title 26, chapter 7, subchapter V-B This section does not prohibit any officially 40 5-B. recognized government agency from keeping records permitted to be kept under this Act in order to provide 42 free services to individuals requesting rehabilitation or employment assistance; 44
- 46 (4) Print, publish or cause to be printed or published any notice or advertisement relating to employment or
 48 membership indicating any preference, limitation, specification or discrimination based upon race or
 50 color, sex, sexual orientation, physical or mental

disability, religion, age, ancestry or national origin,
 any previous assertion of a claim or right under former
 Title 39 or Title 39-A or any previous actions that are
 protected under Title 26, chapter 7, subchapter V-B
 5-B; or

(5) Establish, announce or follow a policy of denying or limiting, through a quota system or otherwise, employment or membership opportunities of any group because of the race or color, sex, <u>sexual orientation</u>, physical or mental disability, religion, age, ancestry or national origin, the previous assertion of a claim or right under former Title 39 or Title 39-A or because of previous actions that are protected under Title 26, chapter 7, subchapter V-B <u>5-B</u>, of that group; or

Sec. 10. 5 MRSA §4573, as amended by PL 1995, c. 393, §§15 to 20, is further amended by adding at the end-a new paragraph to read: 20

The provisions of this subchapter relating to sexual orientation do not require or prohibit the provision of employee benefits to an individual for the benefit of that individual's domestic partner.

26

48

6

8

10

12

14

16

Sec. 11. 5 MRSA §4573-A, sub-§2, as enacted by PL 1995, c. 393, §21, is amended to read:

30 2. Religious defenses. This subchapter does not prohibit a religious corporation, association, educational institution or
 32 society from giving preference in employment to individuals an individual of its same religion to perform work connected with
 34 the carrying on by the corporation, association, educational institution or society of its activities. Under this subchapter,
 36 a religious organization may require that all applicants and employees conform to the religious tenets of that organization.

Sec. 12. 5 MRSA §4581, first \P , as amended by PL 1991, c. 99, 40 §12, is further amended to read:

42 The opportunity for an individual to secure decent housing in accordance with the individual's ability to pay, and without 44 discrimination because of race, color, sex, <u>sexual orientation</u>, physical or mental disability, religion, ancestry, national 46 origin or familial status is hereby recognized as and declared to be a civil right.

Sec. 13. 5 MRSA §4582, 2nd, 3rd and 4th ¶¶, as amended by PL 1991, c. 99, §14, are further amended to read:

2 For any owner, lessee, sublessee, managing agent or other person having the right to sell, rent, lease or manage a housing accommodation, or any agent of these to make or cause to be made 4 any written or oral inquiry concerning the race or color, sex, 6 sexual orientation, physical or mental disability, religion, ancestry, national origin or familial status of any prospective 8 purchaser, occupant or tenant of the housing accommodation; or to refuse to show or refuse to sell, rent, lease, let or otherwise 10 deny to or withhold from any individual housing accommodation because of the race or color, sex, sexual orientation, physical 12 or mental disability, religion, ancestry, national origin or familial status of the individual; or to issue any advertisement or lease of rental the 14 relating to the sale, housing accommodation which that indicates any preference, limitation, 16 specification or discrimination based upon race or color, sex, sexual orientation, physical or mental disability, religion, ancestry, national origin or familial status; or to discriminate 18 against any individual because of race or color, sex, sexual orientation, physical or mental disability, religion, ancestry, 20 national origin or familial status in the price, terms, 22 conditions or privileges of the sale, rental or lease of any housing accommodations or in the furnishing of facilities or 24 services in connection with any housing accommodationsr; or to evict or attempt to evict any tenant of any housing accommodation because of the race or color, sex, sexual orientation, physical 26 or mental disability, religion, ancestry, national origin or 28 familial status of the tenant;

For any real estate broker or real estate sales person, or 30 agent of one of them, to fail or refuse to show any applicant for a housing accommodation any accommodation listed for sale, lease 32 or rental, because of the race or color, sex, sexual orientation, physical or mental disability, religion, ancestry, national 34 origin or familial status of the applicant or of any intended 36 occupant of the accommodation, or to misrepresent, for the purpose of discriminating because of the race or color, sex, sexual orientation, physical or mental disability, religion, 38 ancestry, national origin or familial status of the applicant or intended occupant, the availability or asking price of a housing 40 accommodation listed for sale, lease or rental; or for any reason 42 to fail to communicate to the person having the right to sell or lease the housing accommodation any offer for the same made by any applicant; or in any other manner to discriminate against any 44 applicant for housing because of race or color, sex, sexual 46 orientation, physical or mental disability, religion, ancestry, national origin or familial status of the applicant or of any intended occupant of the housing accommodation, or to make or 48 cause to be made any written or oral inquiry or record concerning 50 the race or color, sex, sexual orientation, physical or mental

disability, religion, ancestry, national origin or familial status of any applicant or intended occupant, or to accept for 2 listing any housing accommodation when the person having the right to sell or lease the same has directly or indirectly 4 intention of discriminating among prospective indicated an tenants or purchasers on the ground of their race or color, sex, б sexual orientation, physical or mental disability, religion, 8 ancestry, national origin or familial status, or when the broker knows or has reason to know that the person having the right to sell or lease the housing accommodation has made a practice of 10 discrimination since_July_1,-1972;

12

For any person to whom application is made for a loan or assistance for acquisition, 14 other form of financial the construction, rehabilitation, repair or maintenance of any 16 housing accommodation, whether secured or unsecured, or agent of the person, to make or cause to be made any oral or written inquiry concerning the race or color, sex, sexual orientation, 18 physical or mental disability, religion, ancestry, national 20 origin or familial status of any individual seeking financial assistance, or of existing or prospective occupants or tenants of housing accommodations; or to discriminate in the granting of 22 financial assistance, or in the terms, conditions or privileges 24 relating to the obtaining or use of any financial assistance, against any applicant because of the race or color, sex, sexual orientation, physical or mental disability, religion, ancestry, 26 national origin or familial status of the applicant or of the 28 existing or prospective occupants or tenants;

Sec. 14. 5 MRSA §4583, as amended by PL 1991, c. 99, §19, is further amended to read:

32

34

30

§4583. Application

Nothing in this Act may be construed to prohibit or limit the exercise of the privilege of every person and the agent of 36 any person having the right to sell, rent, lease or manage a housing accommodation to set up and enforce specifications in the 38 selling, renting, leasing or letting or in the furnishings of 40 facilities or services in connection with the facilities which that are not based on the race, color, sex, sexual orientation, 42 physical or mental disability, religion, country of ancestral origin, familial status or the receipt of public assistance 44 payments of any prospective or actual purchaser, lessee, tenant or occupant. Nothing in this Act may be construed to prohibit or limit the exercise of the privilege of every person and the 46 agent of any person making loans for or offering financial 48 assistance in the acquisition, construction, rehabilitation, repair or maintenance of housing accommodations, to set standards 50 and preferences, terms, conditions, limitations or specifications

for the granting of loans or financial assistance which that are not based on the race, color, sex, <u>sexual orientation</u>, physical or mental disability, religion, country of ancestral origin, familial status or the receipt of public assistance payments of the applicant for a loan or financial assistance or, of any existing or prospective owner, lessee, tenant or occupant of housing accommodation.

Sec. 15. 5 MRSA §4591, as amended by PL 1991, c. 99, §20, is 10 further amended to read:

12

22

36

48

8

§4591. Equal access to public accommodations

14 The opportunity for every individual to have equal access to places of public accommodation without discrimination because of race, color, sex, sexual orientation, physical or mental disability, religion, ancestry or national origin is recognized as and declared to be a civil right.

20 Sec. 16. 5 MRSA §4592, sub-§§1 and 2, as amended by PL 1995, c. 393, §22, are further amended to read:

1. Denial of public accommodations. For any public 24 accommodation or any person who is the owner, lessor, lessee, proprietor, operator, manager, superintendent, agent or employee 26 of any place of public accommodation to directly or indirectly refuse, discriminate against or in any manner withhold from or 28 deny the full and equal enjoyment to any person, on account of race or color, sex, sexual orientation, physical or mental disability, religion, ancestry or national origin, any of the 30 accommodations, advantages, facilities, goods, services or privileges of public accommodation, or in any manner discriminate 32 against any person in the price, terms or conditions upon which access to accommodation, advantages, facilities, goods, services 34 and privileges may depend.

For purposes of this subsection, unlawful discrimination also includes, but is not limited to:

A. The imposition or application of eligibility criteria that screen out or tend to screen out an individual with a disability or any class of individuals with disabilities from fully and equally enjoying any goods, services,
facilities, privileges, advantages or accommodations, unless the criteria can be shown to be necessary for the provision of the goods, services, facilities, privileges, advantages or accommodations advantages or accommodations being offered;

B. A failure to make reasonable modifications in policies,
 practices or procedures, when modifications are necessary to

facilities, privileges, afford the qoods, services, accommodations 2 advantages or to individuals with disabilities, unless, in the case of a private entity, the private entity can demonstrate that making the modifications 4 would fundamentally alter the nature of the goods, services, facilities, privileges, advantages or accommodations; 6

A failure to take steps that may be necessary to ensure 8 C. that no individual with a disability is excluded, denied services, segregated or otherwise treated differently than 10 other individuals because of the absence of auxiliary aids and services, unless, in the case of a private entity, the 12 private entity can demonstrate that taking those steps would 14 fundamentally alter the nature of the good, service, facility, privilege, advantage or accommodation being offered or would result in an undue burden; 16

18 D. A private entity's failure to remove architectural barriers and communication barriers that are structural in nature in existing facilities and transportation barriers in 20 existing vehicles and rail passenger cars used by an 22 establishment for transporting individuals, not including barriers that can be removed only through the retrofitting 24 of vehicles or rail passenger cars by the installation of a hydraulic or other lift, where the removal is readily achievable; 26

28 When the entity can demonstrate that the removal of a barrier under this paragraph is not readily achievable, a 30 failure to make the goods, services, facilities, privileges, advantages or accommodations available through alternative 32 methods if alternative methods are readily achievable; and

E. A qualified individual with a disability, by reason of that disability, being excluded from participation in or being denied the benefits of the services, programs or activities of a public entity, or being subjected to discrimination by any such entity;

40 2. Communication, notice or advertisement. For any person to directly or indirectly publish, display or communicate any 42 notice or advertisement to the effect that any of the accommodations, advantages, facilities and privileges of anv place of public accommodation are refused, withheld from or 44 denied to any person on account of race or color, sex, sexual 46 orientation, physical or mental disability, religion, ancestry or national origin, or that the patronage or custom of any person 48 belonging to or purporting to be of any particular race or color, sex, sexual orientation, physical or mental disability, religion, 50 ancestry or national origin is unwelcome, objectionable or not acceptable, desired or solicited, or that the clientele is
restricted to any particular race or color, <u>sexual orientation</u>, physical or mental disability, religion, ancestry or national
origin. The production of any communication, notice or advertisement purporting to relate to any place of accommodation
is presumptive evidence in any action that the action was authorized by its owner, manager or proprietor;

Sec. 17. 5 MRSA §4595, as repealed and replaced by PL 1975, 10 c. 770, §40, is amended to read:

\$4595. Right to freedom from discrimination solely on basis of age, race, color, sex, sexual orientation, marital status, ancestry, religion or national origin in any credit transaction

The opportunity for every individual to be extended credit without discrimination solely because of any one or more of the following factors: Age age; race; color; sex; <u>sexual orientation;</u> marital status; ancestry; religion or national origin is recognized as and declared to be a civil right.

Sec. 18. 5 MRSA §4596, as repealed and replaced by PL 1975, c. 770, §41, is amended to read:

26 §4596. Unlawful credit extension discrimination

8

16

22

40

It shall--be is unlawful credit discrimination for any 28 creditor to refuse the extension of credit to any person solely on the basis of any one or more of the following factors: Age 30 age; race; color; sex; sexual orientation; marital status; ancestry; religion or national origin in any credit transaction. 32 It shall is not be unlawful credit discrimination to comply with the terms and conditions of any bona fide group credit life, 34 accident and health insurance plan, for a financial institution extending credit to a married person to require both the husband 36 and the wife to sign a note and a mortgage and to deny credit to 38 persons under the age of 18 or to consider a person's age in determining the terms upon which credit will be extended.

Sec. 19. 5 MRSA §4612, sub-§4, ¶A, as amended by PL 1993, c. 303, §2, is further amended to read:

A. If the commission finds reasonable grounds to believe that unlawful discrimination has occurred, and further
 believes that irreparable injury or great inconvenience will be caused the victim of such discrimination or to members of a racial, color, sex, sexual orientation, physical or mental disability, religious, or nationality group or age group if relief is not immediately granted, or if conciliation

efforts under subsection 3 have not succeeded, the commission may file in the Superior Court a civil action seeking such relief as is appropriate, including temporary restraining orders.

2

4

б

8

SUMMARY

10 This bill ensures that all citizens, regardless of their sexual orientation, have the same civil rights protections now guaranteed in employment, housing, public accommodations and 12 credit to citizens on the basis of race, color, religion, sex, age, national origin and physical or mental handicap. 14 Α religious organization that does not receive public funds is 16 exempt from the prohibition against discrimination based on sexual orientation. The bill makes it clear that this change in the Maine Human Rights Act does not confer legislative approval 18 of or special rights to anyone or any group.