

IN THE SUPREME COURT OF OHIO

LEAGUE OF WOMEN VOTERS
OF OHIO, *et al.*,

Relators,

v.

OHIO REDISTRICTING
COMMISSION, *et al.*,

Respondents.

Case No. 2021-1193

BRIA BENNETT, *et al.*,

Relators,

v.

OHIO REDISTRICTING
COMMISSION, *et al.*,

Respondents.

Case No. 2021-1198

THE OHIO ORGANIZING
COLLABORATIVE, *et al.*,

Relators,

v.

OHIO REDISTRICTING
COMMISSION, *et al.*,

Respondents.

Case No. 2021-1210

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Redistricting 2021 – Develop the Ohio Common and Unified Redistricting Database

Progress Report: March 2020

Prepared by Robert L. Wiley, Redistricting Project Manager
George Voynovich School of Leadership and Public Affairs (GVS)
Month of March, 2020
Prepared for the Ohio Legislative Services Commission (LSC) April 10, 2020

Project Purpose and Background

The previous report submitted on March 10, 2020 covered the period from February 1, 2020 through February 29, 2020. This report summarizes activities conducted under the Redistricting 2021 contract between Ohio University and the Ohio Legislative Services Commission (LSC) for the month of March 2020. The scope of work for this project is based on the proposal prepared by Ohio University and submitted to LSC in early 2016. Work on the project has continued according to the defined tasks and subtasks as described in the scope of work within the proposal.

Project work during the month of March 2020 included continuing work under Task III – Adjust Precinct Boundaries as County BOE's Provide Data and Task VI – Project Management and Reporting.

Task III Activities

The GVS revised, reviewed and submitted to the US Census Bureau the most recent and up-to-date precinct boundary lines available for all 88 counties between January 6 and March 31, 2020. The last revision, Clermont County was revised and submitted to the Census Bureau on March 31, 2020. The majority of revisions and final precinct geometry files were created using GIS shapefiles or PDF files provided by the counties. Some revisions by the GVS were based on online discussions with county BOEs and/or GIS personnel. Others were resolved by comparing the precinct designations of geocoded voter points with county precinct files. Some minor discrepancies were resolved by email and direct subject specific phone discussions. All counties participated in voting district boundary revisions conducted in two phases over the last two years. There were 22 counties that did not provide additional changes or updates after May 31, 2019. There were 7 counties that provided no new data but made changes to voting districts by combining district areas or names, as we determined from overlaying the 2019 Secretary of State voter database. These were identified and revised before submittal to the Census Bureau. Figure 1 shows each county in one of three revision participation categories:

- Counties that provided new or current precinct boundary data since May 31, 2019 that allowed revision and submittal to the Census Bureau,
- Counties that did not provide new boundary data but were revised and sent to the Census Bureau as the most accurate for the county based on geocoding of 2019 voter roll addresses,
- Counties that did not provide new boundary data that either informed us that no revisions were necessary, or that matched the May 2019 boundaries (confirmed by the geocoded voter addresses)

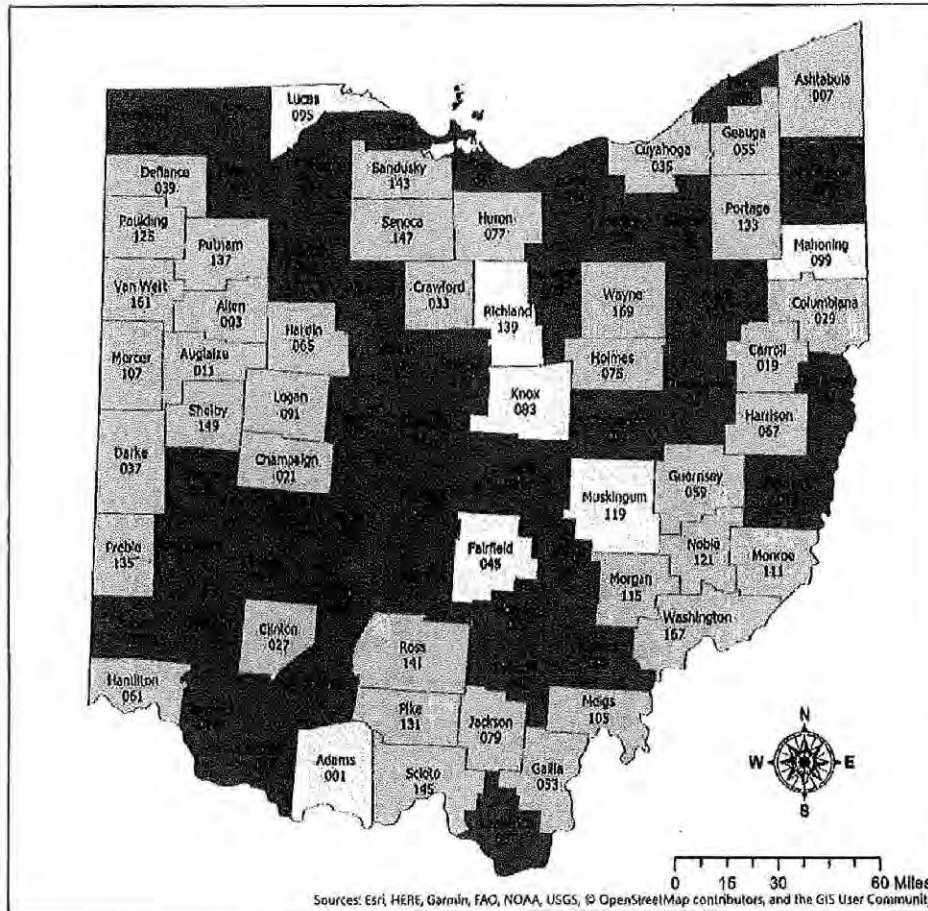


FIGURE 1: Final County Revision Basis

Legend

- Provided new or current precinct data since May 31, 2019
- Did not provide new data but had not changed since May 31, 2019
- Did not provide new data but were revised based on geocoded 2019 voters

Data obtained from counties and used for final pre-Census revisions to voting districts were provided to the GVS between June 1, 2019 and the final week of March 2020. Figure 2 shows the distribution of data or assistance received from counties in 2019 and on a monthly basis in 2020.

The GVS submitted annexation data to the Census Bureau for several counties between January 6 and February 14, 2020. Data for one county annexation (Madison) received after the Census cut-off date was retained but not revised or sent to the Census Bureau. The processing and submittal to the Census Bureau of annexation and deannexation documents, while not part of the original scope of work for this project, have been processed by the GVS throughout the voting district revision phases in order to improve the accuracy of precinct boundaries. We believe that many unprocessed annexations and deannexations exist throughout the State.

Annexations and deannexations contribute to a non-systematic error throughout the 2021 Redistricting dataset. Some errors occur in all counties due to local and state level governmental entities not timely processing boundary changes through the Census Bureau's Boundary and Annexation Survey (BAS) program. As a result, many municipal boundaries overlap township boundaries, leaving some domestic addresses geographically occurring in two voting districts. Minor errors involve geographic discrepancies between the boundary of a municipality provided by the Census Bureau as compared to the boundary of the same municipality's precincts provided by the BOEs. Major errors of which we are aware, include both geographic mismatches and geocoded voter addresses that are in two overlapping political jurisdictions. Nearly all other counties have similar errors at various scales. Figures 3 and 4 show examples of these kinds of errors. There were 11 counties that likely include significant annexation and/or municipal boundary errors, that cannot be resolved at this time. These counties are:

Butler	Clermont
Delaware	Jefferson
Lake	Miami
Montgomery	Morrow
Perry	Summit
Tuscarawas	

The GVS cannot assess how many errors are the result of unprocessed BAS annexations or from map scale errors, coordinate system mismatches and/or other causes induced by local mapping efforts. The GVS does not presently have access to any annexation datasets processed or pending by local administrative entities in counties. We will, during the next months, conduct a GIS-based assessment to quantify and report the magnitude of these mismatch errors on a county-by-county basis. Both geographic errors and numbers of mismatched voter addresses will be assessed.

Projected Activities Going Forward

The Census Bureau will return the results of the 2020 Census (PL 94-171 data) to us by April 1, 2021. When such data are received, the GVS will under the scope of work for Task IV of the Redistricting 2021 contract, allocate the population data to census blocks. We will also allocate 2020 election results to census blocks and precincts. In preparation for this work, over the next few months, we will practice using test datasets provided by the Census Bureau and voter data from the 2019 Secretary of State voter database to identify the best methods to parse data to blocks and voting districts.

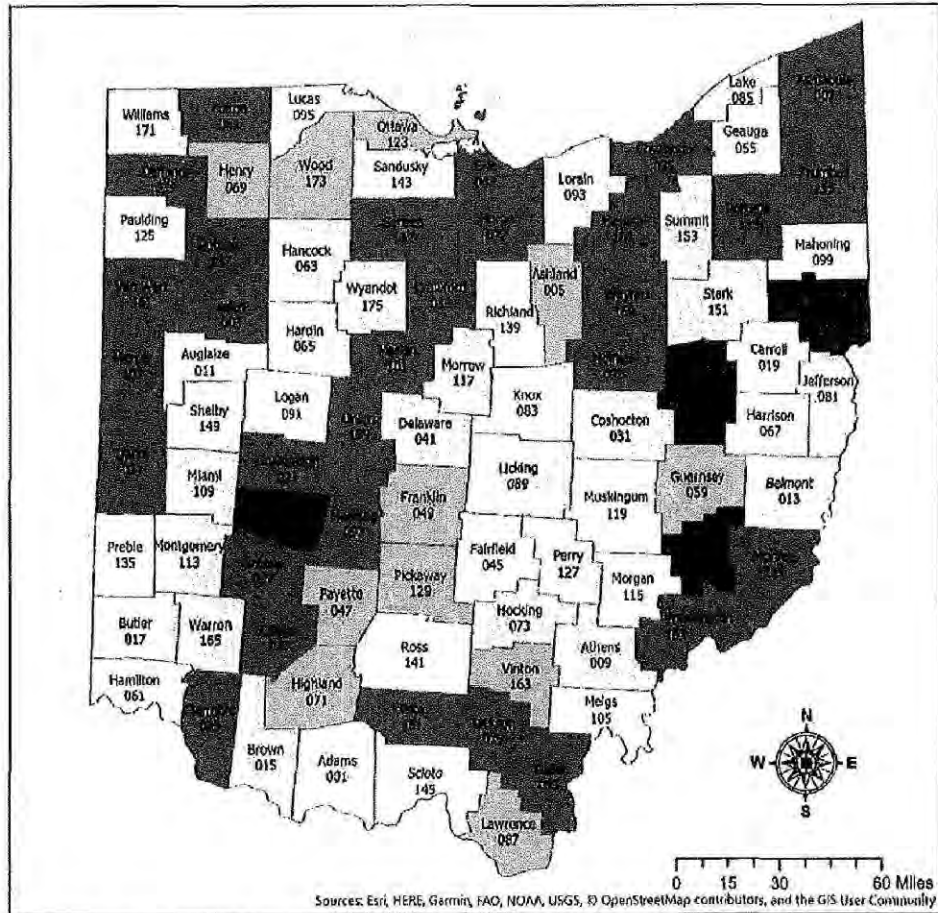


FIGURE 2: County Participation Chronology

Legend

- 1/1/19-5/31/19
- 6/1/19-12/31/19
- 1/1/20-1/31/20
- 2/1/20-2/29/20
- 3/1/20-3/31/20

Understanding the magnitude of the potential error resulting from municipal boundary mismatches and unprocessed annexations will assist in preparing the final common unified mapping database. We will use GIS Union, Intersection, and other spatial selection tools to count potentially double counted or missed voter addresses and the land area differences in precincts. This work will begin later in April 2020.

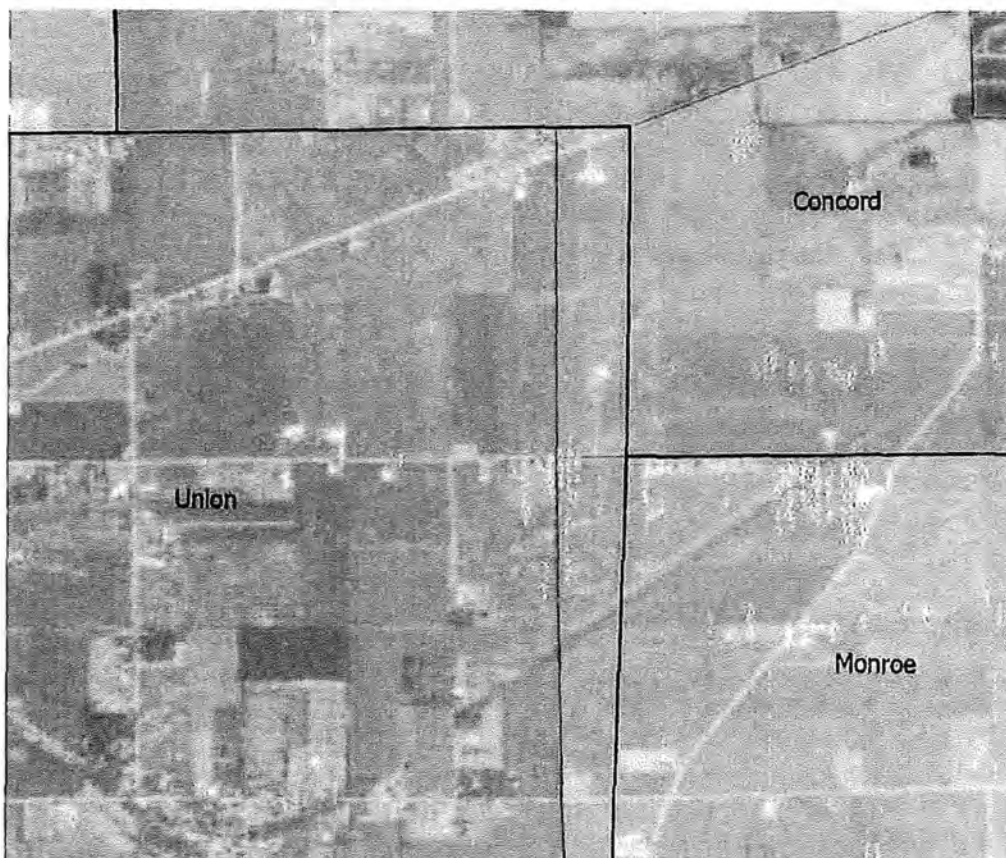
Figure 3 Example 1 of a Municipal Boundary and Precinct Boundary Mismatch

The black line defines the boundary presented by the local BOE. The yellow and grey shading represents the boundaries from the Census Bureau "Place" dataset. A number of residences could be located along the boundaries that could be interpreted to be in either voting district.



FIGURE 4: Example 2 of a Municipal Boundary and Precinct Boundary Mismatch

The black line defines the boundary presented by the local BOE. The yellow and grey shading represents the boundaries from the Census Bureau "Place" dataset. A number of residences could be located along the boundaries that could be interpreted to be in either voting district.



Progress Reporting:

Redistricting 2021 – Develop the Ohio Common and Unified Redistricting Database

Progress Reports

Compiled by Robert L. Wiley, Redistricting Project Manager
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June 27, 2019
Prepared for the Ohio Legislative Services Commission (LSC)

Project Purpose and Background

The purpose of this project is to develop a common unified database for redistricting in the State of Ohio after the 2020 U.S. Census. The database unifies population and election result data with geographic data containing Census political boundaries, block boundaries as well as election precincts for the State. This unified mapping database provides all interested parties the geographic and tabular data they need to create new Congressional and General Assembly districts for the State.

This document is a compilation of periodic reports prepared to record key activities to achieve the project purpose for the period between November 2016 and June 2019. There are eight (8) reports included;

- Report number 1 covers the period from the inception of the work in November 2016 through September 2017 and covers initial work flow organization through the first phase of the Block Boundary Suggestion Project (BBSP).
- Report number 2 includes the period October 2017 through December 2017 and includes validation of voter data and working with the Census Bureau to prepare for the 2018 Phase 1 Voting District Phase 1 program.
- Report number 3 is for the period January 2018 through March 2018 and includes activities in preparation for the first phase of voting district rectification, the Voting District Project (VDP).
- Report number 4 covers the period April 2018 through June 2018, the completion of the VDP and submittal to the Census Bureau of new shapefiles representing the contributions of counties.
- Report number 5 is for the period July 2018 through September 2018
- Report number 6 includes activities between October 2018 and the end of December 2018 in preparation for the Voting District Program Phase 2 (VTDP), primarily development of a web-based mapping tool to assist counties in participating in the second phase of voting district rectification.
- Report number 7 covers the period of January 2019 through March 2019 and includes the beginning of the Census VTDP Phase 2 voting district revisions.

- Report number 8, April 2019 through June 2019, sees the completion of the Phase 2 voting district revision process.

There are 6 primary tasks included in this project.

Task I -- Work with the Census Bureau to develop accurate Census Block Geography files

Task II -- Develop Initial Precinct Boundary Mapping Database.

Task III -- Adjust Precinct Boundaries as County BOE's Provide Data.

Task IV -- Prepare the Common Unified Mapping Database.

Task V -- Train Users of the Common Unified Mapping Database.

Task VI -- Project Management and Reporting

Subtasks are listed in the scope of work attached to the contract for this work. Tasks and subtasks were completed sequentially or simultaneously, as necessary and efficient. Completion schedule timing is roughly linked to the phases and schedules provided by the U.S. Census Bureau in preparation for the 2020 nationwide Census.

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Report 1: November 2016 - September 2017

Key Project Events during the Report Period

1. Presidential election November 2016
2. Completion of US Census Phase 1 Block Boundary Suggestion Project (BBSP) verification May 31, 2017

In preparation for redistricting in 2021, the U.S. Census Bureau requires that states choosing to participate in its 2020 Redistricting Data Program (RDP) provide data on the boundaries of their voting districts, i.e. election precincts. Ohio declared its intention to participate in the Census Bureau's program and Ohio University is participating in the program on behalf of the State. The early phase of the 2020 RDP includes States submitting suggested changes to Census block boundaries, called the Block Boundary Suggestion Project (BBSP). More details on the US Census 2020 RDP can be found here: https://www.census.gov/rdo/program_phases/2020_census_redistricting_data_program.html

Work Performed During the Report Period

Between November 2016 and September 2017, Ohio University staff have to date, performed work on tasks I, II, and VI under this project (out of the 6 tasks identified in the project scope of work).

Work performed during the report period included participation in Phase 1 of the US Census 2020 RDP, the BBSP, and initial work on evaluating county BOE voter registration files.

Block Boundary Suggestion Project (BBSP)

- Made initial contact with county BOEs to acquire Voter Registration and Precinct Boundary databases – November 2016 to March 2017
- OU staff attended US Census Bureau Block Boundary Suggestion Program (BBSP) training and webinars, and directly coordinated with US Census staff
- Built a Statewide address locator database to geo-locate voter registration lists provided by county BOE and Statewide voter registration database from Ohio Secretary of State (SOS) - November 2016 to February 2017
- Meeting and presentation to Ohio Secretary of State staff and Ohio Legislative Services Commission (LSC) Representative – March 23, 2017
- Drafting and Coordination of Advisory letter from Ohio Secretary of State Office to county BOEs – February to April 2017. Advisory signed and distributed - April 4, 2017
- OU staff formed teams to approach the work during this reporting period that included a Data Gathering and Management Team, BBSP Map Preparation Team, BBSP Assessment Team, and the BBSP Submission Team to submit the suggested changes to Census using their Geographic Update Partnership Software (GUPS)
- Contacted all 88 county Boards of Election to acquire current Voter Registration and Precinct Boundary database files – April/May 2017
- Conducted a quality review of all voter registration files provided by counties. Corrected precinct names to match county precinct maps where they differed.
- Conducted a quality review of all county provided voter precinct maps (GIS files, PDF files, and paper maps). Compared county provided precinct maps to existing 2010 US Census GIS files. If 2010 GIS files were used (See Table 1 below), then any changes to precinct boundaries provided

In PDF or paper maps were updated in 2010 data to reflect the current precinct boundaries according to provided maps.

- Developed detailed Geographic Information Systems (GIS) methods, procedures, and tools to identify discrepancies in US Census 2020 proposed block boundaries, Ohio county precinct boundaries, and jurisdictional boundaries. Utilized voter registration files and precinct boundaries as collected and updated in process steps above along with US Census proposed 2020 block boundaries, and jurisdiction boundary data as available.
- Analyzed US Census Bureau Redistricting Data Program Proposed block boundaries as part of BBSP (2020 RDP Phase 1). We utilized GIS data, tools, and software to identify where block boundaries are split by precinct boundary lines, jurisdiction lines, or otherwise in arbitrary configurations, cataloged and provided suggested updates to Census using their GUPS software.

Voter Registration Database Review

- As discussed during the March 23, 2017 meeting, in June 2017, OU staff began testing methods to identify and evaluate inaccuracies in county voter registration databases. We developed procedures that will identify addresses that do not match the county-level Location Based Response System (LBRS) and street centerline databases, missing precinct name, incorrect precinct, address outside county, zip code mismatch, and city name mismatch.

Results of the Work

The chart (Figure 1) below show the results of the effort to collect precinct maps from the Ohio counties from both efforts prior to and after the distribution of the SOS Advisory dated April 4, 2017. For details on the county response, see Table 4.

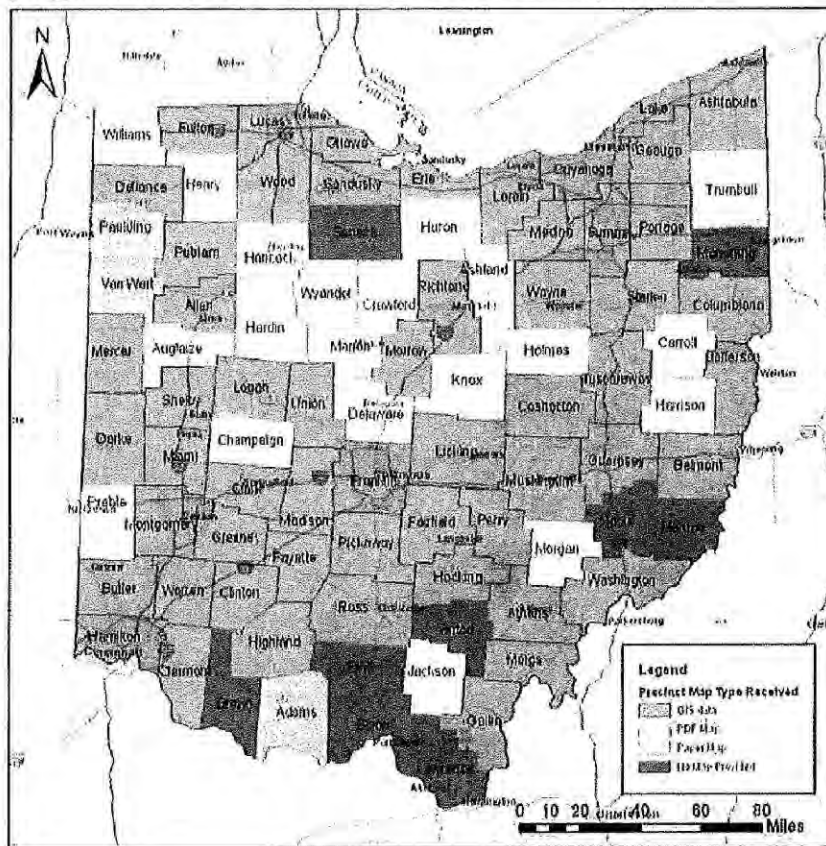
- Fifty-six (56) counties provided precinct maps in GIS file format.
- Twenty (20) provided precinct maps in Portable Document Format (PDF) digital format that required review and comparison to the 2010 US Census precinct GIS data files. In most cases, the PDF precinct maps provided by counties had not been updated since prior to the development of the 2010 Census Redistricting map file development.
- Three (3) counties provided only paper copies of precinct maps, which were compared to the 2010 Census Redistricting GIS map files and adjusted as required.
- Nine (9) counties did not respond to the call for precinct maps or did not have any information that they could provide.

Note that PDF maps in most cases are created from GIS format map files. If a precinct map in PDF format was provided by a county to OU in order to meet the Secretary of State (SOS) Advisory request, then this likely means that the work to develop the precinct map in GIS was performed by an outside contractor or other county office that has not provided the GIS map files to the county BOE staff.

Additionally, six (6) counties (6.8%) provided precinct maps weeks after the April 14, 2017 deadline suggested by the SOS in the Advisory memorandum (see Table 4 Notes column for details).

For the 32 counties that did not provide precinct maps in GIS format, we utilized the 2010 US Census Redistricting map files, being careful to check any PDF or paper maps provided and make updates to the 2010 data as required.

Figure 1. Results of the effort to collect precinct maps from the 88 Ohio counties. If maps were not provided by the county staff by May 31, 2017, the deadline for submitting Block Boundary Suggestions to the US Census, then they are listed as "No Map Provided."



Updates and submission to Census Bureau under project Tasks I and VI.

- We analyzed all 88 counties for potential suggested adjustments to Census proposed 2020 block boundaries under the BBSP project. We identified and reported 692 suggested changes in 48 counties (see list in Table 2 below).
- BBSP coordination work with US Census Bureau included work performed between November 2016 and 31 May 2017.

Table 1. Number of suggested changes to block boundaries as submitted to US Census under BBSP in May 2017 (Phase 1 of the 2020 Census RDP).

County	Number of Suggested Changes	County	Number of Suggested Changes
Adams	0	Licking	46
Allen	23	Logan	1
Ashland	10	Lorain	16
Ashtabula	0	Lucas	77
Athens	18	Madison	1
Auglaize	2	Mahoning	28
Belmont	1	Marion	10
Brown	0	Medina	0
Butler	9	Meigs	0
Carroll	0	Mercer	3
Champaign	3	Miami	17
Clark	0	Monroe	0
Clermont	2	Montgomery	5
Clinton	1	Morgan	0
Columbiana	0	Morrow	0
Coshocton	0	Muskingum	1
Crawford	0	Noble	0
Cuyahoga	10	Ottawa	1
Darke	0	Paulding	0
Defiance	18	Perry	0
Delaware	5	Pickaway	5
Erie	2	Pike	0
Fairfield	10	Portage	3
Fayette	3	Preble	6
Franklin	204	Putnam	2
Fulton	1	Richland	0
Gallia	0	Ross	1
Geauga	1	Sandusky	16
Greene	17	Scioto	0
Guernsey	0	Seneca	0
Hamilton	2	Shelby	13
Hancock	0	Stark	19
Hardin	0	Summit	0
Harrison	0	Trumbull	1
Henry	0	Tuscarawas	0
Highland	0	Union	0
Hocking	10	Van Wert	1
Holmes	0	Vinton	0
Huron	0	Warren	0
Jackson	0	Washington	1
Jefferson	3	Wayne	10
Knox	0	Williams	0
Lake	1	Wood	51
Lawrence		Wyandot	

Project Schedule by Task (see Table 3 for details)

- Task I – September 1, 2016 through May 31, 2018
- Task II – September 1, 2016 through May 31, 2018
- Task VI – September 1, 2016 through December 31, 2021

Table 2. Active task status summaries.

Task I – Work with the Census Bureau to develop accurate Census Block Geography files	
Subtask	Status
A. Contact BOE's to request precinct maps – preferably GIS files.	Initial acquisition of precinct files Completed May 2017
B. Review precinct maps for urban counties to identify issues with new block boundaries being suggested by the Census Bureau as part of the Redistricting Data Program (RDP).	Completed May 2017
C. Work with the Census Bureau to complete "Phase 1 of the Census Bureau's RDP and the Block Boundary Suggestion Program (BBSP)" by May 31, 2017. Submit data to the Census Bureau to tell the Bureau what Census data features should be kept as block boundaries because the feature is a precinct boundary.	Completed May 2017
D. Review precinct maps for rural counties to identify issues with new block boundaries being suggested by the Census Bureau.	Review October – December 2017
E. Work with the Census Bureau to complete "Phase 3 of the Census RDP and the BBSP" by May 31, 2018. Submit data to the Census Bureau to tell the Census Bureau what Census data features should be kept as block boundaries because the feature is a precinct boundary.	Expected completion May 2018
F. Work with county board of elections (BOE) to assist with the counties responses to the Census Bureau's Boundary and Annexation Survey (BAS) as needed. It is very important that the Census Bureau is aware of annexation changes in municipal and township boundaries so that new releases of Census block boundary geographic files reflect these annexation changes. Annexation changes also directly impact precinct/ward boundaries.	Begin work October – December 2017
G. Ohio University has already completed the first stage of the Census Bureau's RDP by researching and certifying that there have been no changes in the 114 th Congressional district boundaries. Ohio University did not participate in Phase 1 of the Census Bureau's RDP BBSP which was due May 31, 2016.	n/a
Task II – Develop Initial Precinct Boundary Mapping Database	
Subtask	Status
A. Request precinct boundary geographic files from each BOE.	Completed April 2017
B. Request most recent voter registration files from each county BOE.	Initial completed April 2017, refresh November 2017

C. Geocode voter registration files and identifies voters by precinct.	In-progress as of June 2017
D. Encourage BOE's and counties to communicate annexation changes to the Census Bureau's BAS program.	October – December 2017
F. Conflate BOE precinct boundaries to Census block boundaries.	October – December 2017
G. Communicate with BOE's to resolve precinct boundary questions.	Begin January 2018
H. Develop and implement quality assurance/quality control (QA/QC) procedures for precinct and ward boundaries difference resolution and verification.	January – Mar 2018
Import voter registration files from each county.	Initial completed May 2017, refresh November 2017

Task VI. Project Management and Reporting	
Subtask	Status
A. Provide overall management of the project.	On-going
B. Prepare quarterly project reports to the Legislative Services Commission.	On-going

Next Report Period - Work to be Performed (October-December 2017)

Next Key Milestones and Task Targets

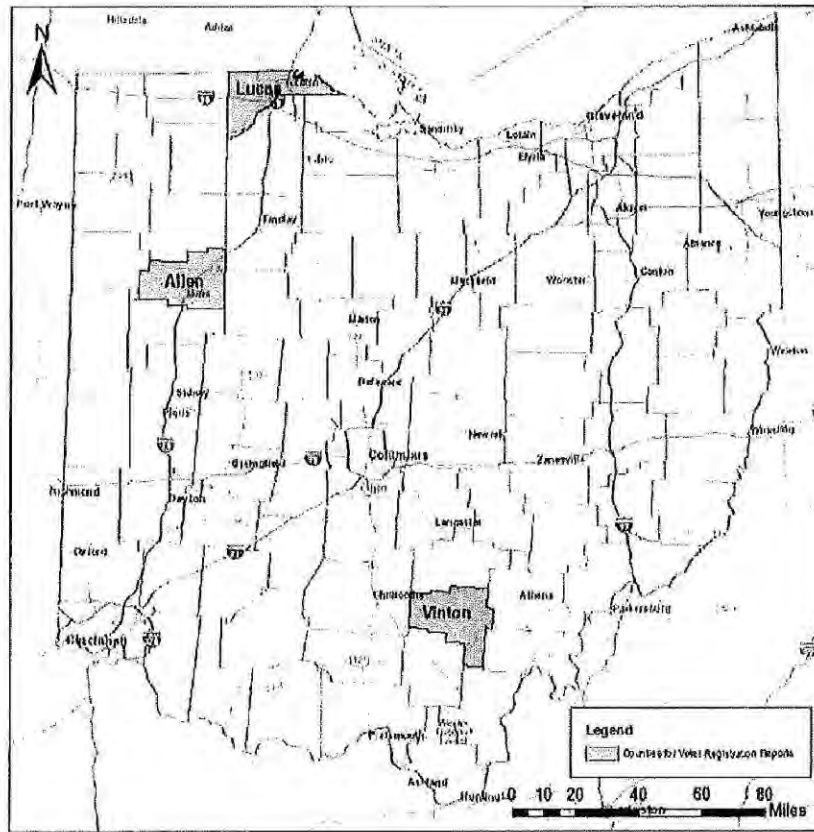
- Refresh of Voter Registration and Precinct databases from county BoE November-December 2017
 - Completion of Task I – May 31, 2018
 - Completion of Task II – May 31, 2018
 - Phase 2 Voting District Project by May 31, 2019
 - Initial provision of voting districts - December 2017 through May 31, 2018
1. Sent letter to Census confirming Ohio participation in Phase 2 of the Voting District Project (VTDP) by December 15, 2017.
 2. Review and refresh of voter registration and precinct files November-December 2017. As voter registrations have been updated for the 2017 fall election, we will gather the updated files and use the new data for the Voter Registration Database Review by county. (Tasks IIB and IIH)
 3. Conduct voter registration database analysis by county. As discussed with SOS staff and the Legislative Services Commission Representative during the March 23, 2017 meeting. In June 2017, OU staff have initiated procedures that will identify addresses that do not match the county-level Location Based Response System (LBRS) and street centerline databases, i.e., missing precinct name, precinct mismatch, address outside county, ZIP code mismatch, and city name mismatch. (Task IIC) During the next report period, we will fully review the voter registration databases for three (3) representative Ohio counties and provide reports on each county to SOS and Legislative Services Commission (LSC). If desired, we will schedule a follow-on meeting with SOS and LSC to present our results and discuss the initial review of the three county's voter registration databases. We are

proposing to use Allen, Lucas, and Vinton Counties for the initial review and reports as representative of urban, suburban, and rural areas. See Table 4 and Figure 2 below.

Table 3. Characterization of three counties selected for Voter Registration Database Analysis and Reporting.

County	Characterization	Population (2016)	Population/mi ²	Registered Voters (Spring 2017)
Allen	urban/rural mix	103,742	264.2	68,299
Lucas	urban/suburban mix	432,488	1,296.2	300,638
Vinton	rural	12,921	32.6	8,363

Figure 2. Map showing three counties selected for Voter Registration Database Analysis Report.



4. Review precinct maps gathered from the previous reporting period to identify issues with new block boundaries being suggested by the Census Bureau. We will identify precinct boundaries that bisect proposed 2020 Census block boundaries and provide a report with results. (Task ID)
5. Begin preparation for providing updated precinct and ward boundaries to Census under Redistricting Phase 2 Voting District Project. Provisional voting districts are due to Census by May 31, 2018.
6. Work with county board of elections (BOE) to assist with the counties' responses to the Census Bureau's Boundary and Annexation Survey (BAS) as needed. Data will be accepted January 11 through May 31, 2018. Meet with SOS to discuss how to encourage and assist the Counties in submitting boundary and annexation updates to Census or for OU to gather data and submit to Census. (Tasks IF and IID)
7. Additionally, OU staff prepared, attended and participated at the Ohio Association of Election Officials (OAE) Winter Conference in January 2018.

Table 4. Results of effort to collect precinct maps from the 88 Ohio counties. If maps were not provided by the county staff by May 31, 2017, the deadline for submitting Block Boundary Suggestions to the US Census, then they are listed as "No Map Provided."

County	Precinct Map Type Received	Notes
Adams	Paper Map	Used 2010 GIS file
Allen	GIS data	Delivered late
Ashland	PDF Map	Used 2010 GIS file
Ashtabula	GIS data	
Athens	GIS data	
Auglaize	PDF Map	Used 2010 GIS file
Belmont	GIS data	
Brown	No Map Provided	Used 2010 GIS file
Butler	GIS data	
Carroll	PDF Map	PDF map converted to GIS file
Champaign	PDF Map	Used 2010 GIS file
Clark	GIS data	Delivered late
Clermont	GIS data	
Clinton	GIS data	
Columbiana	GIS data	
Coshocton	GIS data	
Crawford	PDF Map	Used 2010 GIS file, edited as required
Cuyahoga	GIS data	
Darke	GIS data	
Defiance	GIS data	
Delaware	PDF Map	Used 2010 GIS file
Erle	GIS data	
Fairfield	GIS data	
Fayette	GIS data	Delivered late
Franklin	GIS data	
Fulton	GIS data	
Gallia	GIS data	

Geauga	GIS data	
Greene	GIS data	
Guernsey	GIS data	
Hamilton	GIS data	
Hancock	PDF Map	Used 2010 GIS file
Hardin	PDF Map	Used 2010 GIS file
Harrison	PDF Map	Used 2010 GIS file
Henry	PDF Map	Used 2010 GIS file
Highland	GIS data	
Hocking	GIS data	
Holmes	PDF Map	Used 2010 GIS file
Huron	PDF Map	Used 2010 GIS file
Jackson	PDF Map	Delivered late, maps old, used 2010 GIS file
Jefferson	GIS data	

County	Precinct Map Type Received	Notes
Knox	PDF Map	Used 2010 GIS file
Lake	GIS data	
Lawrence	No Map Provided	Used 2010 GIS file
Licking	GIS data	
Logan	GIS data	
Lorain	GIS data	
Lucas	GIS data	
Madison	GIS data	
Mahoning	No Map Provided	Used 2010 GIS file
Marion	PDF Map	Used 2010 GIS file
Medina	GIS data	
Meigs	GIS data	
Mercer	GIS data	
Miami	GIS data	Delivered late -
Monroe	No Map Provided	Used 2010 GIS file
Montgomery	GIS data	
Morgan	PDF Map	Used 2010 GIS file
Morrow	GIS data	
Muskingum	GIS data	
Noble	No Map Provided	Used 2010 GIS file
Ottawa	GIS data	
Paulding	Paper Map	Used 2010 GIS file
Perry	GIS data	
Pickaway	GIS data	
Pike	No Map Provided	Used 2010 GIS file
Portage	GIS data	
Preble	PDF Map	Used 2010 GIS file
Putnam	GIS data	Errors in GIS, corrected
Richland	GIS data	
Ross	GIS data	Merged multiple GIS files
Sandusky	GIS data	Old data provided, used 2010 GIS file
Scioto	No Map Provided	Used 2010 GIS file
Seneca	No Map Provided	Used 2010 GIS file

Shelby	GIS data	
Stark	GIS data	
Summit	GIS data	
Trumbull	PDF Map	Used 2010 GIS file
Tuscarawas	GIS data	
Union	GIS data	
Van Wert	Paper Map	Paper maps same as 2010, used 2010 GIS file
Vinton	No Map Provided	Used 2010 GIS file
Warren	GIS data	
Washington	GIS data	
Wayne	GIS data	Delivered late
Williams	PDF Map	Used 2010 GIS file
Wood	GIS data	GIS files merged, cleaned
Wyandot	PDF Map	Used 2010 GIS file

Report 2: October 2017 - December 2017

Key Project Events during the Report Period

1. Began gathering updates of post-election voter registration data from counties
2. Began refresh of county Location Based Response System (LBRS) address data and road centerline road data from counties
3. Coordination and preparation with US Census Bureau on next steps for Phase 2, Voter District Project, of the 2021 Redistricting Program
4. Coordination with the Ohio Association of Election Officials to attend and participate at the OAEO 69th Annual Winter Conference in Columbus, Ohio.

In preparation for redistricting in 2021, the U.S. Census Bureau requires that states choosing to participate in its 2020 Redistricting Data Program (RDP) provide data on the boundaries of their voting districts, i.e. election precincts. Ohio declared its intention to participate in the Census Bureau's program and Ohio University is participating in the program on behalf of the State. On November 28, Dr. G. Jason Jolley, the officially designated Ohio State Redistricting Liaison, provided notification to US Census Bureau that Ohio will be participating in Phase 2 of the Voting District Project under the 2020 Redistricting Data Program. See attached letter titled *Ohio Census VRDP Phase 2 Letter*, dated 27 November 2017.

Work Performed During the Report Period

Between October 2017 and December 2017, Ohio University staff performed work on tasks I, II, and VI under this project (out of the 6 tasks identified in the project scope of work).

Work performed during the report period included gathering updated copies of the County BOE voter registration databases, coordination with Census Bureau, participation in Phase 1 of the US Census 2020 RDP, and initial work on evaluating county BOE voter registration files.

Voter Registration Database Review

- As discussed during the March 23, 2017 meeting, in June 2017, OU staff continued to identify mismatches between LBRS and street centerline databases, missing precinct name, incorrect precinct, address outside county, zip code mismatch, and city name mismatch.

Results of the Work

- No results during this reporting period.

Project Schedule by Task

- Task I – September 1, 2016 through May 31, 2018
- Task II – September 1, 2016 through May 31, 2018
- Task VI – September 1, 2016 through December 31, 2021

Table 1. Active task status summaries.

Task I – Work with the Census Bureau to develop accurate Census Block Geography files	
Subtask	Status
A. Contact BOE's to request precinct maps – preferably GIS files.	Initial acquisition of precinct files Completed May 2017
B. Review precinct maps for urban counties to identify issues with	Completed May 2017

new block boundaries being suggested by the Census Bureau as part of the Redistricting Data Program (RDP).

C. Work with the Census Bureau to complete "Phase 1 of the Census Bureau's RDP and the Block Boundary Suggestion Program (BBSP)" by May 31, 2017.

Completed May 2017

Submit data to the Census Bureau to tell the Bureau what Census data features should be kept as block boundaries because the feature is a precinct boundary.

D. Review precinct maps for rural counties to identify issues with new block boundaries being suggested by the Census Bureau.

Review February - May 2018

E. Work with the Census Bureau to complete "Phase 2 of the Census RDP" by May 31, 2018.

Expected completion May 2018

Submit data to the Census Bureau to tell the Census Bureau what Census data features should be kept as block boundaries because the feature is a precinct boundary.

F. Work with county board of elections (BOE) to assist with the counties responses to the Census Bureau's Boundary and Annexation Survey (BAS) as needed. It is very important that the Census Bureau is aware of annexation changes in municipal and township boundaries so that new releases of Census block boundary geographic files reflect these annexation changes. Annexation changes also directly impact precinct/ward boundaries.

Include in presentation to County BOEs at Ohio Association of Elected Officials,(OAE) Winter Conference

G. Ohio University has already completed the first stage of the Census Bureau's RDP by researching and certifying that there have been no changes in the 114th Congressional district boundaries. Ohio University did not participate in Phase 1 of the Census Bureau's RDP BBSP which was due May 31, 2016.

n/a

Task II – Develop Initial Precinct Boundary Mapping Database

Subtask	Status
A. Request precinct boundary geographic files from each BOE. Request most recent voter registration files from each county BOE.	Completed April 2017 Initially completed April 2017, refreshed November-December 2017
B. Geocode voter registration files and identify voters by precinct Encourage BOE's and counties to communicate annexation changes to the Census Bureau's BAS program.	January – May 2018 October – December 2017, presentation to County BOEs at OAE Winter Conference (January 2018)
C. Conflate BOE precinct boundaries to Census block boundaries. Communicate with BOE's to resolve precinct boundary questions.	October – December 2017
D. Develop and implement quality assurance/quality control (QA/QC) procedures for precinct and ward boundaries difference resolution and verification.	January – May 2018
E. Import voter registration files from each county	January – Mar 2018 Initially completed May 2017,

refresh November - December 2017

Task III - Maintain Currency and Update Precinct Boundaries	
Subtask	Status
Various subtasks	2019
Task IV - Prepare the Common Unified Mapping Database	
Subtask	Status
Various subtasks	2020 - 2021
Task V - Train Users of the Common Unified Mapping Database	
Subtask	Status
Various subtasks	2021
Task VI - Project Management and Reporting	
Subtask	Status
A. Provide overall management of the project	On-going
B. Prepare quarterly project reports to the Legislative Services Commission	On-going

Next Report Period - Work to be performed
January - March 2018

Next Key Milestones and Task Targets

- Completion of Task I - May 31, 2018
 - Completion of Task II - May 31, 2018
 - Phase 2 Voting District Project by May 31, 2019
 - Initial provision of voting districts - December 2017 through May 31, 2018
1. Confirm any changes for 115th Congressional District Boundaries with Census Bureau in January 2018.
 2. OU staff continue to apply procedures that identify addresses that do not match the county-level Location Based Response System (LBRS) and street centerline databases, missing precinct name, precinct mismatch, address outside county, and legislative districts incorrectly identified in database (US Congressional, State House, and State Senate districts).
 3. We will review the voter registration databases for three (3) representative Ohio counties and provide reports on each county to SOS and LSC. We hope to meet with the SOS staff to present the results of the voter registration database reviews for the three counties by March 2018. We are proposing to use Allen, Lucas, and Vinton Counties for the initial review and reports as representative of urban, suburban, and rural areas. See Table 2 and Figure 1 below. (Task IIC)

4. Review precinct maps gathered from the previous reporting period to identify issues with new block boundaries being suggested by the Census Bureau. We will identify precinct boundaries that bisect proposed 2020 Census block boundaries and provide a report with results. (Task ID, IE)
5. Review and provide updated precinct and ward boundaries to Census Bureau under Redistricting Phase 2 Voting District Project. Provisional voting districts are due to Census Bureau by May 31, 2018. (Task ID IE)
6. Work with county BOEs to assist with the counties' responses to the Census Bureau's Boundary and Annexation Survey (BAS) as needed. Data will be accepted January 11 - May 31, 2018. Meet with SOS to discuss how to encourage and assist the Counties in submitting boundary and annexation updates to Census or for OU to gather data and submit to Census. (Tasks IF and IID)
7. OU staff prepared, attended and participated at the OAEO Winter Conference in January 2018. (Tasks IID, VI)

Report 3: January 1 to March 31, 2018

Key Project Events During the Report Period

1. Completed gathering of post-election voter registration data updates from counties.
2. Completed refresh of county Location Based Response System (LBRS) address data and road centerline road data.
3. Notified Census Bureau that there have not been any changes for Ohio's 116th US Congressional District Boundaries, as per Craig Forbes of the Ohio Secretary of State's Office. The Ohio State Redistricting Liaison, Dr. G. Jason Jolley, responded to Census Bureau via fax containing the letter from Census requesting update, dated November 30, 2017, and the response faxed to Census on January 26, 2018.
4. Continued coordination and preparation with US Census Bureau on next steps for Phase 2, Voter District Project, of the 2021 Redistricting Program. Project manager attended Census Bureau webinar on Phase 2 – Voter District mapping using the GUPS GIS software.
5. Presentation to Ohio Association of Election Officials at their 69th Annual Winter Conference in Columbus, Ohio, January 10, 2018. The PowerPoint is a very large document, so will be provided upon request.

In preparation for redistricting in 2021, the U.S. Census Bureau requires that states choosing to participate in its 2020 Redistricting Data Program (RDP) provide data on the boundaries of their voting districts, i.e. election precincts. Ohio declared its intention to participate in the Census Bureau's program and Ohio University is participating in the program on behalf of the State.

Work Performed During the Report Period

Between January 1, 2018 and March 31, 2018, Ohio University staff performed work on tasks I, II, and VI under this project (out of the 6 tasks identified in the project scope of work).

Work performed during the report period included gathering updated copies of the County BOE voter registration databases, coordination with Census Bureau, participation in Phase 2 of the US Census 2020 RDP, the Voting District Project, and initial work on evaluating county BOE voter registration files.

Voting District Project (VTD)

- Made contact with county BOEs to acquire Voter Registration and Precinct Boundary databases November 2017 to March 2018
- Ohio Redistricting Technical Liaison, Robert Delach, attended US Census Bureau Voting District Project (VTD) webinar, and directly coordinated with US Census staff
- Updated Statewide address locator database (previously developed in 2017) with current LBRS data acquired from the counties to geo-locate voter registration lists provided by county BOE
- Contacted all 88 county Boards of Election to acquire updated Precinct Boundary database files, if available
- Conducted a quality review of all voter precinct files provided by counties. Corrected precinct names to match county precinct maps where they differed
- Reviewed Census Phase 2 VTD procedures and use of the Census provided Geographic Update Partnership Software (GUPS) for review of voting district boundaries

- Prepared workstations for VTD project work, including installation and configuration of Census provided GUPS software
- Developed detailed Geographic Information Systems (GIS) methods, procedures, and employed a quality control review tool to conflate county provided precinct boundaries to follow US Census block boundaries. Utilized voter registration files and precinct boundaries as collected and updated in process steps above along with US Census proposed 2020 block boundaries, and jurisdiction boundary data as available
- Began review and conflation of the 88 Ohio county precinct boundary datasets to Census block boundaries

Results of the Work

- OU staff conducted geocoding of three counties as part of a pilot in January and February 2018. The three counties were Allen, Lucas, and Vinton Counties. The pilot confirmed our geocoding process, and initial methods to detect errors and inconsistencies in the county-level voter registration databases for the pilot counties. Geocoding address match rates were very high for the three counties, in the 98 to 99% rate
- We conducted an initial test of the methods we developed to evaluate the accuracy of county voter registration databases in February 2018
- OU staff began initial Voting District Project (VTD) reviews of precincts in March 2018. During this time period no counties were finalized or submitted to Census Bureau

Project Schedule by Task

- Task I – September 1, 2016 through May 31, 2018
- Task II – September 1, 2016 through May 31, 2018
- Task VI – September 1, 2016 through December 31, 2021

Table 1. Active task status summaries.

Task I – Work with the Census Bureau to develop accurate Census Block Geography files	
Subtask	Status
A. Contact BOE's to request precinct maps – preferably GIS files.	Initial acquisition of precinct files Completed May 2017
B. Review precinct maps for urban counties to identify issues with new block boundaries being suggested by the Census Bureau as part of the Redistricting Data Program (RDP).	Completed May 2017
C. Work with the Census Bureau to complete "Phase 1 of the Census Bureau's RDP and the Block Boundary Suggestion Program (BBSP)" by May 31, 2017. Submit data to the Census Bureau to tell the Bureau what Census data features should be kept as block boundaries because the feature is a precinct boundary.	Completed May 2017
D. Review precinct maps for rural counties to identify issues with new block boundaries being suggested by the Census Bureau.	Review February - May 2018
E. Work with the Census Bureau to complete "Phase 2 of the Census RDP" by May 31, 2018. Submit data to the Census Bureau to tell the Census Bureau what Census data features should be kept as block boundaries because the feature is a precinct boundary.	Expected completion May 2018

F. Work with county board of elections (BOE) to assist with the counties responses to the Census Bureau's Boundary and Annexation Survey (BAS) as needed. It is very important that the Census Bureau is aware of annexation changes in municipal and township boundaries so that new releases of Census block boundary geographic files reflect these annexation changes. Annexation changes also directly impact precinct/ward boundaries

G. Ohio University has already completed the first stage of the Census Bureau's RDP by researching and certifying that there have been no changes in the 114th Congressional district boundaries. Ohio University did not participate in Phase 1 of the Census Bureau's RDP BBSP which was due May 31, 2016.

Included in presentation to County BOEs at OAEO Winter Conference

n/a

Task II – Develop Initial Precinct Boundary Mapping Database

Subtask	Status
A. Request precinct boundary geographic files from each BOE.	Completed April 2017
B. Request most recent voter registration files from each county BOE.	Initially completed April 2017, refreshed November-December 2017
C. Geocode voter registration files and identify voters by precinct.	January – May 2018
D. Encourage BOE's and counties to communicate annexation changes to the Census Bureau's BAS program.	October – December 2017, presentation to County BOEs at OAEO Winter Conference (January 2018)
E. Conflate BOE precinct boundaries to Census block boundaries.	October – December 2017
F. Communicate with BOE's to resolve precinct boundary questions.	January – May 2018
G. Develop and implement quality assurance/quality control (QA/QC) procedures for precinct and ward boundaries difference resolution and verification.	January – Mar 2018
H. Import voter registration files from each county.	Initially completed May 2017, refresh November - December 2017

Task III – Maintain Currency and Update Precinct Boundaries

Subtask	Status
Various subtasks.	2019

Task IV – Prepare the Common Unified Mapping Database

Subtask	Status
Various subtasks.	2020 – 2021

Task V – Train Users of the Common Unified Mapping Database

Subtask	Status

Various subtasks.	2021
Task VI. Project Management and Reporting	
Subtask	Status
A. Provide overall management of the project.	On-going
B. Prepare quarterly project reports to the Legislative Services Commission.	On-going

Next Report Period - Work to be Performed

April 1 – June 30, 2018

Next Key Milestones and Task Targets

- Completion of Task I – May 31, 2018
- Completion of Task II – May 31, 2018
- Phase 2 Voting District Project by May 31, 2019
 - Initial provision of voting districts - December 2017 through May 31, 2018

8. Review precinct maps gathered from the previous reporting period to identify discrepancies with precinct boundaries and Census Bureau proposed block boundaries. We will identify precinct boundaries that bisect proposed 2020 Census block boundaries, conflate those boundaries to the nearest Census Block boundary, and propose block boundary cuts as needed to minimize impacts to registered voters. (Task ID, IE)
9. Review and provide updated precinct boundaries to Census under Redistricting Phase 2 Voting District Project. Provisional voting districts are due to Census by May 31, 2018. (Task ID IE)

Report 4: April 1 to June 30, 2018

Key Project Events during the Report Period

1. Continued coordination with US Census Bureau for Phase 2, Voter District Project (VTD) of the 2021 Redistricting Program.
2. Delivery of the Initial provision of voting districts for all 88 Ohio Counties to Census Bureau under the Phase 2 -- Voting District Project.

Work Performed During the Report Period

Between March 1, 2018 and June 30, 2018, Ohio University staff performed work on tasks I, II, and VI under this project.

Work performed during the report period included coordination with Census Bureau, participation in Phase 2 of the US Census 2020 RDP, the Voting District Project, and continued work on evaluating county BOE voter registration files.

Voting District Project (VTD)

- Ohio Redistricting Technical Liaison, Robert Delach, directly coordinated with US Census Bureau Redistricting Data Program staff via email, telephone conversations, and in a virtual meeting on May 8, 2018.
- Completed the quality review of all voter precinct files provided by counties that was begun in March 2018.
- Finalized Geographic Information Systems (GIS) methods, procedures, and quality control (QC) review procedures for Census Phase 2 VTD and use of the Census provided Geographic Update Partnership Software (GUPS) for review and provision of voting district boundaries.
- Utilized voter registration files and precinct boundaries as collected and updated in process steps above along with US Census proposed 2020 block boundaries, and jurisdiction boundary data as available.
- Completed review, provision, and quality control review of the 88 Ohio county precinct boundary datasets to Census block boundaries, and delivered the resulting county-level precinct GIS data layers to Census Bureau.

Voter Registration Database Review

- Recompiled statewide address locator database (previously updated in January 2018).
- Updated address geocoding procedures for county voter registration database review and assessment reports.

Results of the Work

- OU staff began initial Voting District Project (VTD) reviews of precincts in March 2018. From April through June 11, 2018, we reviewed precinct data for all 88 counties, conflated to match Census block boundaries, quality reviewed and finalized, and submitted results to Census Bureau. Note that the original deadline to submit provisional precinct boundaries to Census Bureau under the Phase 2 Voting District Project (VTD) of May 31, 2018 was extended to June

11, 2018. Our team identified 1,438 locations across all 88 counties that required cutting blocks or where decisions not to cut blocks impacted voters that were already registered to vote. There were three main types of issues encountered during the initial provisioning of precincts, here is a summary of those three:

- Cutting blocks in order to avoid impacting current voter precinct registrations.
- Assigning a block that was split by a precinct boundary to a precinct, when the result would impact voters currently registered to a precinct.
- Areas where outdated Boundary and Annexation data impacted precinct boundaries and may change voter precinct assignment (registration).
- During our work conducting the initial provisioning of precinct boundaries for under the Phase 2 VTD Project, we encountered a number of counties where the provided precinct map data was significantly outdated and did not match current voter precinct assignments. In some cases this involved splitting of precincts and in others, consolidation of precincts. In order to provision the areas where precincts have been updated by the counties, but where the maps were not updated, we assigned areas to precincts using the current voter registration database for each county. In some cases, this required re-allocating upwards of 40 to 50 precincts in counties such as Franklin and Butler.
- OU staff continued updating the statewide address geocoder and testing with the three counties as part of the pilot begun in January and February 2018. The three counties were Allen, Lucas, and Vinton Counties.
- We continued the testing of the methods we developed to evaluate the accuracy of county voter registration databases in June 2018.

Project Schedule by Task

- Task I – September 1, 2016 through June 11, 2018.
- Task II – September 1, 2016 through May 31, 2018, Items D & F on-going through September 2018.
- Task VI – September 1, 2016 through December 31, 2021.

Table 1. Active task status summaries.

Task I – Work with the Census Bureau to develop accurate Census Block Geography files	
Subtask	Status
A. Contact BOE’s to request precinct maps – preferably GIS files.	Initial acquisition of precinct files completed May 2017
B. Review precinct maps for urban counties to identify issues with new block boundaries being suggested by the Census Bureau as part of the Redistricting Data Program (RDP).	completed May 2017
C. Work with the Census Bureau to complete “Phase 1 of the Census Bureau’s RDP and the Block Boundary Suggestion Program (BBSP)” by May 31, 2017. Submit data to the Census Bureau to tell the Bureau what Census data features should be kept as block boundaries because the feature is a precinct boundary.	completed May 2017
D. Review precinct maps for rural counties to identify issues with	Review February - May 2018,

new block boundaries being suggested by the Census Bureau.

E. Work with the Census Bureau to complete "Phase 2 of the Census RDP" by May 31, 2018.

Submit data to the Census Bureau to tell the Census Bureau what Census data features should be kept as block boundaries because the feature is a precinct boundary.

F. Work with county board of elections (BOE) to assist with the counties responses to the Census Bureau's Boundary and Annexation Survey (BAS) as needed. It is very important that the Census Bureau is aware of annexation changes in municipal and township boundaries so that new releases of Census block boundary geographic files reflect these annexation changes. Annexation changes also directly impact precinct/ward boundaries.

G. Ohio University has already completed the first stage of the Census Bureau's RDP by researching and certifying that there have been no changes in the 114th Congressional district boundaries. Ohio University did not participate in Phase 1 of the Census Bureau's RDP BBSP which was due May 31, 2016.

completed June 11, 2018
completed June 11, 2018

Included in presentation to County BOEs at OAEO Winter Conference, completed January 10, 2018

n/a

Task II - Develop Initial Precinct Boundary Mapping Database

Subtask	Status
A. Request precinct boundary geographic files from each BOE. Request most recent voter registration files from each county BOE.	completed April 2017 Initially completed April 2017, refreshed November-December 2017
B. Geocode voter registration files and identify voters by precinct.	January - May 2018, Initial geocoding completed January 2018
C. Encourage BOE's and counties to communicate annexation changes to the Census Bureau's BAS program.	October - December 2017, presentation to County BOEs at OAEO Winter Conference January 10, 2018 Coordination with Counties On-going
D. Conflate BOE precinct boundaries to Census block boundaries.	January - June 2018, completed 11 June 2018 On-going
E. Communicate with BOE's to resolve precinct boundary questions.	
F. Develop and implement quality assurance/quality control (QA/QC) procedures for precinct and ward boundaries difference resolution and verification.	January - Mar 2018, completed March 2018
G. Import voter registration files from each county.	initially completed May 2017, refreshed November 2017 - February 2018

Task III – Maintain Currency and Update Precinct Boundaries	
Subtask	Status
Various subtasks.	2019
Task IV – Prepare the Common Unified Mapping Database	
Subtask	Status
Various subtasks.	2020 – 2021
Task V – Train Users of the Common Unified Mapping Database	
Subtask	Status
Various subtasks.	2021
Task VI. Project Management and Reporting	
Subtask	Status
A. Provide overall management of the project.	On-going
B. Prepare quarterly project reports to the Legislative Services Commission.	On-going

Next Report Period - Work to be Performed

July 1 – September 30, 2018

Next Key Milestones and Task Targets

- On-going work on Task II, Item D & F – September 2018.
 - Phase 2 Voting District Project by May 31, 2019.
 - Verification of voting districts - December 2018 through May 31, 2019.
1. Coordinate with county board of elections (BOE) and other county entities to encourage and assist data updates and response to the Census Bureau’s Boundary and Annexation Survey (BAS). It is very important that the Census Bureau is aware of annexation changes in municipal and township boundaries so that new releases of Census block boundary geographic files reflect these annexation changes. Annexation changes directly impact precinct/ward boundaries (Task II D).
 2. Coordinate with BOE’s to review precinct boundary adjustments made under Phase 2 VTD precinct provisioning. (Task II F).

Table 2. Results of Phase 2 Voting District Project (VTD) Initial Provisioning of Ohio Voting Districts.

County	Number of Issues Identified and Corrected	County	Number of Issues Identified and Corrected
Adams	2	Licking	8
Allen	6	Logan	2

Ashland	12	Lorain	22
Ashtabula	9	Lucas	71
Athens	27	Madison	0
Auglaize	8	Mahoning	10
Belmont	41	Marion	9
Brown	2	Medina	1
Butler	135	Meigs	12
Carroll	7	Mercer	6
Champaign	0	Miami	11
Clark	22	Monroe	0
Clermont	38	Montgomery	104
Clinton	5	Morgan	0
Columbiana	16	Morrow	0
Coshocton	5	Muskingum	3
Crawford	0	Noble	1
Cuyahoga	121	Ottawa	0
Darke	3	Paulding	0
Defiance	12	Perry	10
Delaware	73	Pickaway	0
Erie	11	Pike	9
Fairfield	27	Portage	6
Fayette	2	Preble	0
Franklin	124	Putnam	4
Fulton	17	Richland	1
Gallia	11	Ross	8
Geauga	4	Sandusky	14
Greene	19	Scloto	10
Guernsey	2	Seneca	1
Hamilton	55	Shelby	1
Hancock	3	Stark	50
Hardin	0	Summit	18
Harrison	0	Trumbull	15
Henry	2	Tuscarawas	6
Highland	2	Union	6
Hocking	2	Van Wert	6
Holmes	0	Vinton	6
Huron	2	Warren	44
Jackson	9	Washington	1
Jefferson	27	Wayne	14
Knox	0	Williams	2
Lake	53	Wood	14
Lawrence	13	Wyandot	3

Report 5: July 1 to September 30, 2018

Key Project Events during the Report Period

1. Continued coordination with US Census Bureau for Phase 2, Voter District Project (VTD) of the 2021 Redistricting Program.
2. Review and reorganization of data used and created thus far in the project.

Work Performed During the Report Period

Between July 1, 2018 and September 30, 2018, Ohio University staff performed work on tasks II, and VI under this project.

Work performed during the report period included coordination with Census Bureau and data reorganization and project management.

Voter Registration Database Review

- Recompiled statewide address locator database (previously updated in January 2018).
- Updated address geocoding procedures for county voter registration database review and assessment reports.

Results of the Work

- OU staff began preparing the existing and created data for use in development of web map based presence that would be used by counties to assess and amend their voting districts under the Phase 2 VDTP.

Project Schedule by Task

- Task I – Completed.
- Task II – September 1, 2016 through May 31, 2018, Items D & F on-going through September 2018.
- Task VI – September 1, 2016 through December 31, 2021.

Table 1. Active task status summaries.

Task I – Work with the Census Bureau to develop accurate Census Block Geography files	
Subtask	Status
A. Contact BOE's to request precinct maps -- preferably GIS files.	Initial acquisition of precinct files completed May 2017
B. Review precinct maps for urban counties to identify issues with new block boundaries being suggested by the Census Bureau as part of the Redistricting Data Program (RDP).	completed May 2017
C. Work with the Census Bureau to complete "Phase 1 of the Census Bureau's RDP and the Block Boundary Suggestion Program (BBSP)" by May 31, 2017. Submit data to the Census Bureau to tell the Bureau what Census data features should be kept as block boundaries because the feature is a precinct boundary.	completed May 2017

D. Review precinct maps for rural counties to identify issues with new block boundaries being suggested by the Census Bureau.	Review February - May 2018, completed June 11, 2018
E. Work with the Census Bureau to complete "Phase 2 of the Census RDP" by May 31, 2018. Submit data to the Census Bureau to tell the Census Bureau what Census data features should be kept as block boundaries because the feature is a precinct boundary.	completed June 11, 2018
F. Work with county board of elections (BOE) to assist with the counties responses to the Census Bureau's Boundary and Annexation Survey (BAS) as needed. It is very important that the Census Bureau is aware of annexation changes in municipal and township boundaries so that new releases of Census block boundary geographic files reflect these annexation changes. Annexation changes also directly impact precinct/ward boundaries.	Included in presentation to County BOEs at OAEO Winter Conference, completed January 10, 2018
G. Ohio University has already completed the first stage of the Census Bureau's RDP by researching and certifying that there have been no changes in the 114 th Congressional district boundaries. Ohio University did not participate in Phase 1 of the Census Bureau's RDP BBSP which was due May 31, 2016.	n/a

Task II - Develop Initial Precinct Boundary Mapping Database

Subtask	Status
A. Request precinct boundary geographic files from each BOE.	completed April 2017
B. Request most recent voter registration files from each county BOE.	Initially completed April 2017 , refreshed November-December 2017
D. Geocode voter registration files and identify voters by precinct.	January - May 2018, initial geocoding completed January 2018
E. Encourage BOE's and counties to communicate annexation changes to the Census Bureau's BAS program.	October - December 2017, presentation to County BOEs at OAEO Winter Conference January 10, 2018 Coordination with Counties On-going
F. Conflate BOE precinct boundaries to Census block boundaries.	January - June 2018, completed 11 June 2018
G. Communicate with BOE's to resolve precinct boundary questions.	On-going
H. Develop and implement quality assurance/quality control (QA/QC) procedures for precinct and ward boundaries difference resolution and verification.	January - Mar 2018, completed March 2018
Import voter registration files from each county.	Initially completed May 2017, refreshed November 2017 - February 2018

Task III – Maintain Currency and Update Precinct Boundaries	
Subtask	Status
Various subtasks.	2019
Task IV – Prepare the Common Unified Mapping Database	
Subtask	Status
Various subtasks.	2020 – 2021
Task V – Train Users of the Common Unified Mapping Database	
Subtask	Status
Various subtasks.	2021
Task VI – Project Management and Reporting	
Subtask	Status
A. Provide overall management of the project.	On-going
B. Prepare quarterly project reports to the Legislative Services Commission.	On-going

Next Report Period - Work to be Performed

October 1 – December 31, 2018

Next Key Milestones and Task Targets

- On-going work on Task II, Item D & F – September 2018
- Phase 2 Voting District Project by May 31, 2019
 - Verification of voting districts - January 2019 through May 31, 2019

Report 6: October to December 31, 2018

Key Project Events during the Report Period

1. Continued coordination with US Census Bureau for Phase 2, Voter District Project (VTD) of the 2021 Redistricting Program.
2. Identify, organize and refine data to support web map based tool for counties to compare and adjust their voting districts under the VDTP Phase 2 revisions scheduled for January 2019.
3. Begin to develop on-line web map for VDTP Phase 2 revisions.
4. Obtained and geocoded the updated voter locations following the 2017 statewide elections from the Secretary of State.

Work Performed During the Report Period

Between September 1, 2018 and December 31, 2018, Ohio University staff performed work on tasks II, IV and VI under this project.

Work performed during the report period included coordination with Census Bureau, participation in Phase 2 of the US Census 2020 RDP, the Voting District Project, and continued work on evaluating county BOE voter registration files.

Develop Web Map to Support VDTP Phase 2 Revisions to County Voting Districts

- A GIS-based web map tool was developed and tested to assist in county updates and revisions of voting districts.

Preparation of a presentation for the 2019 Ohio Board of Elections annual conference in Columbus

- Prepared a two-part presentation to update Boards of Election on progress with this project and demonstrate the use and functioning to the web map redistricting tool.

Results of the Work

Project staff led by Elkan Kim created the GIS-based web map tool. The tool included layers for the VDP revisions (soon to be return from the Census Bureau), most recent county-provided voting districts, place and administrative boundaries, block boundaries and geocoded voter addresses. These layers were projected over interchangeable base maps including USGS topographic maps, highway maps and recent high resolution color imagery. Progressive outcomes were tested and revised through internal staff review.

Robert Wiley and Mike Finney developed, reviewed and revised a presentation to be presented at the January 2019 BOE annual conference that encapsulated all progress on preparation of the unified redistricting data base. The presentation would utilize a live, on-line connection with the GIS web map to demonstrate its usability. Following the presentation there is intended to be a live, interactive demonstration in the vendor area of the conference.

Project Schedule by Task

- Task II – September 1, 2016 through May 31, 2018, Items D & F on-going through September 2018.

- Task III January 1, 2019 through May 31 2019.
- Task VI – September 1, 2016 through December 31, 2021.

Table 1. Active task status summaries.

Task I – Work with the Census Bureau to develop accurate Census Block Geography files	
Subtask	Status
A. Contact BOE's to request precinct maps – preferably GIS files.	Initial acquisition of precinct files completed May 2017
B. Review precinct maps for urban counties to identify issues with new block boundaries being suggested by the Census Bureau as part of the Redistricting Data Program (RDP).	completed May 2017
C. Work with the Census Bureau to complete "Phase 1 of the Census Bureau's RDP and the Block Boundary Suggestion Program (BBSP)" by May 31, 2017. Submit data to the Census Bureau to tell the Bureau what Census data features should be kept as block boundaries because the feature is a precinct boundary	completed May 2017
D. Review precinct maps for rural counties to identify issues with new block boundaries being suggested by the Census Bureau	Review February - May 2018, completed June 11, 2018
E. Work with the Census Bureau to complete "Phase 2 of the Census RDP" by May 31, 2018. Submit data to the Census Bureau to tell the Census Bureau what Census data features should be kept as block boundaries because the feature is a precinct boundary,	completed June 11, 2018
F. Work with county board of elections (BOE) to assist with the counties responses to the Census Bureau's Boundary and Annexation Survey (BAS) as needed. It is very important that the Census Bureau is aware of annexation changes in municipal and township boundaries so that new releases of Census block boundary geographic files reflect these annexation changes. Annexation changes also directly impact precinct/ward boundaries.	Included in presentation to County BOEs at OAEO Winter Conference, completed January 10, 2018
G. Ohio University has already completed the first stage of the Census Bureau's RDP by researching and certifying that there have been no changes in the 114th Congressional district boundaries. Ohio University did not participate in Phase 1 of the Census Bureau's RDP BBSP which was due May 31, 2016	n/a
Task II – Develop Initial Precinct Boundary Mapping Database	
Subtask	Status
A. Request precinct boundary geographic files from each BOE. Request most recent voter registration files from each county BOE.	completed April 2017 Initially completed April 2017, refreshed November-December 2017
B. Geocode voter registration files and identify voters by precinct.	January – May 2018, initial geocoding completed January

C. Encourage BOE's and counties to communicate annexation changes to the Census Bureau's BAS program.	2018 October – December 2017, presentation to County BOEs at OAEO Winter Conference January 10, 2018 Coordination with Counties On-going
D. Conflate BOE precinct boundaries to Census block boundaries.	January – June 2018, completed 11 June 2018 On-going
E. Communicate with BOE's to resolve precinct boundary questions.	
F. Develop and implement quality assurance/quality control (QA/QC) procedures for precinct and ward boundaries difference resolution and verification.	January – Mar 2018, completed March 2018
G. Import voter registration files from each county,	Initially completed May 2017, refreshed November 2017 – February 2018

Task III – Maintain Currency and Update Precinct Boundaries	
Subtask	Status
Various subtasks.	2019
Task IV – Prepare the Common Unified Mapping Database	
Subtask	Status
Various subtasks.	2020 – 2021
Task V – Train Users of the Common Unified Mapping Database	
Subtask	Status
Various subtasks.	2021
Task VI – Project Management and Reporting	
Subtask	Status
A. Provide overall management of the project.	On-going
B. Prepare quarterly project reports to the Legislative Services Commission.	On-going

Next Report Period - Work to be performed
January 1 – April 30, 2019

Next Key Milestones and Task Targets

- Phase 2 Voting District Project by May 31, 2019.
 - Verification of voting districts - December 2018 through May 31, 2019.

Report 7: January 1 to March 31, 2019

Key Project Events during the Report Period

1. On January 3 2019, the Census Bureau provided new 2020 Voting District Project verification data files. These files included new proposed voting districts based on the June 2018 VDP submittals from OU. This data initiated the comparison and conflation of voting districts under VTDP Phase 2 process.
2. A stage presentation and interactive table display was presented at the 2019 BOE conference in Columbus.
3. The GIS web map tool was launched and access provided to all counties.
4. New voting district data begin to be received and used to revise or confirm up to date voting district geography.
5. OU began submitting revised and confirmed voting district geography to the Census Bureau under this second phase of revisions.

Work Performed During the Report Period

Between January 1, 2019 and March 31, 2019, Ohio University staff performed work on tasks II, III, IV and VI under this project.

Work performed during the report period included coordination with Census Bureau, participation in VTDP Phase 2 of the US Census 2020 RDP, the Voting District Project.

Results of the Work

Complete and launch Web Map to Support VDTP Phase 2 Revisions to County Voting Districts

- The final draft GIS web map was posted for use at the BOE conference on January 7.
- The web map allows users to jump to their county and view their most recently obtained voting district map and the currently received voting district map from the Census Bureau. Users can click on the map to identify administrative districts, voting districts, block boundaries and geocoded voter addresses. Users can assess differences in voting districts, accept or reject them, print them for hand revision, and make comments.
- The final web map was launched on February 8, 2019. Detailed instructions were provided in an email to every county, along with an access link and a set of passwords for up to five county officials that could participate. The email and subsequent emails requested submittal by county BOEs by April 15, 2019.

Preparation of a presentation for the 2019 Ohio Board of Elections annual conference in Columbus

- OU presented a progress update on January 8, 2019 at the BOE conference. A two computer demonstration table was set up in the vendor room to provide hands use of the system by BOE officials and was made available for directed use on January 8 and 9, 2019. Many but not all county officials tried out the web map interface, asked many questions and provided suggestions. Suggestions were used by OU staff after the conference to modify and finalize the web map.

Revisions of county voting districts begins

- OU begins revising county voting districts as web-based revisions and new voting district shapefiles are received from participating counties.
- A dedicated phone number and a dedicated email address are established for questions and submittals of new voting district maps. Both are monitored daily by OU staff. Questions are resolved by direct return calls and by email responses by staff.
- Some counties are completed and sent to the Census Bureau through their SWIM share drive web site. Response from county BOEs is very slow. Additional emails are sent to counties to clarify responses requested, to encourage timely response to web map, and provision of a revised voting district shapefile.
- Staff observes during revisions that most differences between county and Census Bureau-provided voting district maps are the result of significant differences in place, municipal and township boundaries. These were noted to derive from simple mapping errors due to lack of skill and diligence of the original map preparer, and from annexations and de-annexations that had occurred but not posted with the Census Bureau through the BAS Program. It was decided that differences that could be determined via available data to be place and municipal boundary changes, would be identified, corrected, and filed with the Census Bureau for a revision of their place boundary layer. The Census Bureau asserted that it would follow up with the Secretary of State to obtain documents needed to affirm the boundary change.

Project Schedule by Task

- Task III January 1, 2019 through May 31 2019.
- Task IV January 2017 through March 20, 2020.
- Task VI – September 1, 2016 through December 31, 2021.

Table 1. Active task status summaries.

Task I – Work with the Census Bureau to develop accurate Census Block Geography files	
Subtask	Status
A. Contact BOE's to request precinct maps – preferably GIS files.	Initial acquisition of precinct files completed May 2017
B. Review precinct maps for urban counties to identify issues with new block boundaries being suggested by the Census Bureau as part of the Redistricting Data Program (RDP).	completed May 2017
C. Work with the Census Bureau to complete "Phase 1 of the Census Bureau's RDP and the Block Boundary Suggestion Program (BBSP)" by May 31, 2017. Submit data to the Census Bureau to tell the Bureau what Census data features should be kept as block boundaries because the feature is a precinct boundary.	completed May 2017
D. Review precinct maps for rural counties to identify issues with new block boundaries being suggested by the Census Bureau.	Review February - May 2018, completed June 11, 2018
E. Work with the Census Bureau to complete "Phase 2 of the Census RDP" by May 31, 2018. Submit data to the Census Bureau to tell the Census Bureau what	completed June 11, 2018

Census data features should be kept as block boundaries because the feature is a precinct boundary.

F. Work with county board of elections (BOE) to assist with the counties responses to the Census Bureau's Boundary and Annexation Survey (BAS) as needed. It is very important that the Census Bureau is aware of annexation changes in municipal and township boundaries so that new releases of Census block boundary geographic files reflect these annexation changes. Annexation changes also directly impact precinct/ward boundaries.

Included in presentation to County BOEs at OAEO Winter Conference, **completed January 10, 2018**

G. Ohio University has already completed the first stage of the Census Bureau's RDP by researching and certifying that there have been no changes in the 114th Congressional district boundaries. Ohio University did not participate in Phase 1 of the Census Bureau's RDP BBSP which was due May 31, 2016.

n/a

Task II – Develop Initial Precinct Boundary Mapping Database

Subtask	Status
A. Request precinct boundary geographic files from each BOE.	Refreshed January 2019 - ongoing
B. Request most recent voter registration files from each county BOE.	Refreshed November-December 2018
C. Geocode voter registration files and identify voters by precinct	Refreshed December 2018
D. Encourage BOE's and counties to communicate annexation changes to the Census Bureau's BAS program.	October – December 2017, presentation to County BOEs at OAEO Winter Conference January 10, 2018 Coordination with Counties On-going Refreshed January 2019 winter conference
E. Conflate BOE precinct boundaries to Census block boundaries.	On-going February 2019 through June 2019. This will continue throughout 2019 to March 2020
F. Communicate with BOE's to resolve precinct boundary questions.	On-going
G. Develop and implement quality assurance/quality control (QA/QC) procedures for precinct and ward boundaries difference resolution and verification.	On-going
H. Import voter registration files from each county.	Initially completed May 2017, refreshed November 2017 – February 2018

Task III – Maintain Currency and Update Precinct Boundaries

Subtask	Status
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Various subtasks.	2019-2020
Task IV – Prepare the Common Unified Mapping Database	
Subtask	Status
Various subtasks.	2020 – 2021
Task V – Train Users of the Common Unified Mapping Database	
Subtask	Status
Various subtasks.	2021
Task VI: Project Management and Reporting	
Subtask	Status
A. Provide overall management of the project.	On-going
B. Prepare quarterly project reports to the Legislative Services Commission.	On-going

Next Report Period - Work to be performed
 April 1 – June 30, 2019

Next Key Milestones and Task Targets

- Prepare for final voting district revision in March 2020

Report 8: April 1 to June 30, 2019

Key Project Events during the Report Period

1. Submittal on county basis to the Census Bureau the revised of confirmed shapefiles under VDTP Phase 2 by May 31, 2019.
2. Ohio University is issued a contract by the Legislative Services Commission (LSC) to complete the scope of work for preparation of the unified redistricting database.
3. Poor county response results in calling BOEs directly and urging participation.
4. Meeting with the House minority leader to develop understanding of the project and our progress to foster getting a signed contract in place.
5. Meeting with the Secretary of State Liaison to move contract authorization forward and to get assistance with getting counties to participate.

Work Performed During the Report Period

Between April 1, 2019 and June 30, 2019, Ohio University staff performed work on tasks II, III, IV and VI under this project.

Work performed during the report period included coordination with Census Bureau, participation in VTDP Phase 2 of the US Census 2020 RDP, the Voting District Project.

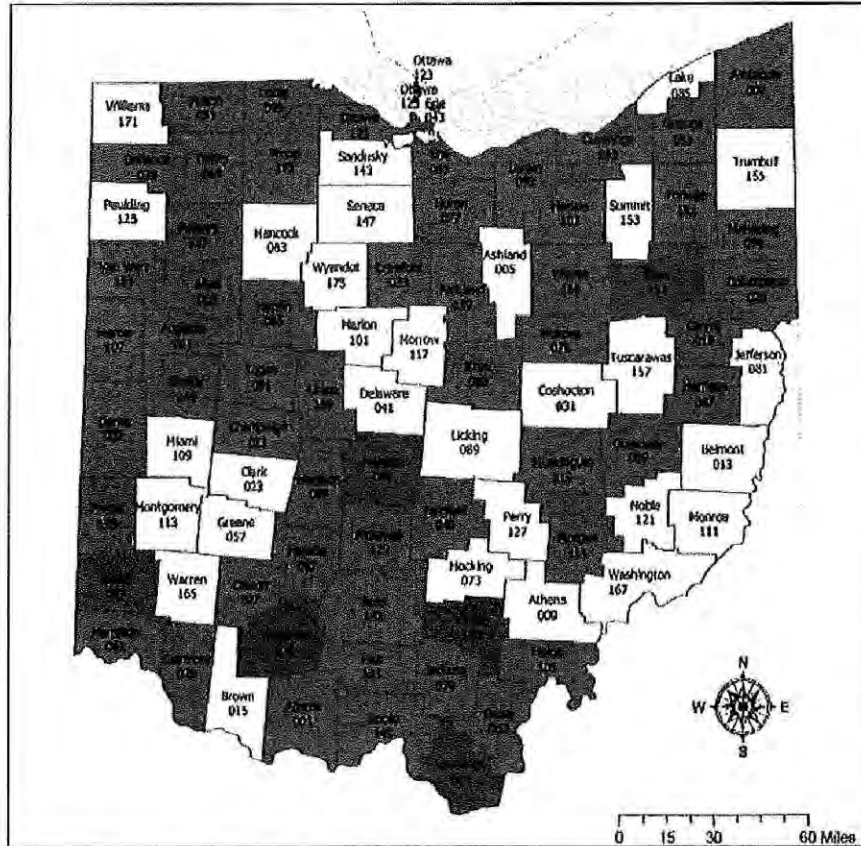
Results of the Work

OU staff continues revisions and confirmation of complete voting district maps

- County response was noted to be poor. Our tracing software showed that more than 50 counties had not even opened the website links provided to them on February 8, 2019. As result, Robert Wiley began calling each BOE and speaking to either the director or assistant director to encourage participation and answer any question they may have had. This effort continues throughout the remainder of April until the second week of May 2019. All districts offered promises to engage. A few followed through by sending new maps or engaging the website.
- A contract was signed by Mark Flanders of the Ohio Legislative Services Commission for the Unified database preparation scope of work on May 23, 2019.
- OU staff submits voting district data for all counties by June 3, 2019. 52 counties responded either providing new maps or indicating that no changes would be needed from the 2018 VDT geography. There were 30 counties that opened the website, were called and promised response that never responded. Three counties never opened the website. Non-responding counties were submitted to the Census Bureau as "no-change".
- Following the May 31st deadline for the VDTP Phase 2 submittal, several counties have submitted revised voting district maps. New maps received between now and February 15, 2020 will be revised and prepared for submittal to the Census Bureau after January 3, 2020. That date is the final date for revision of all voting districts and other Census data before conduct of the 2020 Census and the 2020 presidential election. This data will be the basis for the final unified database that will be used for redistricting in 2021.

- Figure 1 shows the submittal and participation status by county for this phase of the Census participation.

Figure 1: County Participation Status by May 31, 2019 VTDP Submittal Deadline



County Status as of 05/31/2019 Deadline

Status Description

- County Participated and Reviewed (52)
- Never opened website, contacted directly (3)
- Promised but no response (30)
- Submitted too late for correction, sent RDO (3)
- <all other values>

Project Summary:

As of the phase deadline of 5/31/2019, 55 counties had participated. Of those that participated, 3 were unable to be reviewed and updated due to time constraints at time of submittal.

Of those that did not participate, 3 never opened the website despite being contacted directly. The other 30 did initiate some contact but did not submit in any format.

Project Schedule by Task

- Task III January 1, 2019 through May 31 2019.
- Task IV January 2017 through March 20, 2020.
- Task VI – September 1, 2016 through December 31, 2021.

Table 1. Active task status summaries.

Task I – Work with the Census Bureau to develop accurate Census Block Geography files	
Subtask	Status
A. Contact BOE's to request precinct maps – preferably GIS files.	Initial acquisition of precinct files completed May 2017
B. Review precinct maps for urban counties to identify issues with new block boundaries being suggested by the Census Bureau as part of the Redistricting Data Program (RDP).	completed May 2017
C. Work with the Census Bureau to complete "Phase 1 of the Census Bureau's RDP and the Block Boundary Suggestion Program (BBSP)" by May 31, 2017. Submit data to the Census Bureau to tell the Bureau what Census data features should be kept as block boundaries because the feature is a precinct boundary.	completed May 2017
D. Review precinct maps for rural counties to identify issues with new block boundaries being suggested by the Census Bureau	Review February - May 2018, completed June 11, 2018
E. Work with the Census Bureau to complete "Phase 2 of the Census RDP" by May 31, 2018. Submit data to the Census Bureau to tell the Census Bureau what Census data features should be kept as block boundaries because the feature is a precinct boundary.	completed June 11, 2018
F. Work with county board of elections (BOE) to assist with the counties responses to the Census Bureau's Boundary and Annexation Survey (BAS) as needed. It is very important that the Census Bureau is aware of annexation changes in municipal and township boundaries so that new releases of Census block boundary geographic files reflect these annexation changes. Annexation changes also directly impact precinct/ward boundaries.	Included in presentation to County BOEs at OAEO Winter Conference, completed January 10, 2018
G. Ohio University has already completed the first stage of the Census Bureau's RDP by researching and certifying that there have been no changes in the 114th Congressional district boundaries. Ohio University did not participate in Phase 1 of the Census Bureau's RDP BBSP which was due May 31, 2016.	n/a
Task II – Develop Initial Precinct Boundary Mapping Database	
Subtask	Status
A. Request precinct boundary geographic files from each BOE.	Refreshed January 2019 - ongoing

B. Request most recent voter registration files from each county BOE.	Refreshed November-December 2018. Will request again after 2020 election.
C. Geocode voter registration files and identify voters by precinct.	Refreshed December 2018
D. Encourage BOE's and counties to communicate annexation changes to the Census Bureau's BAS program.	October - December 2017, presentation to County BOEs at OAEO Winter Conference January 10, 2018 Coordination with Counties On-going Refreshed January 2019 winter conference
E. Confiate BOE precinct boundaries to Census block boundaries.	On-going February 2019 through June 2019. This will continue throughout 2019 to March 2020
F. Communicate with BOE's to resolve precinct boundary questions.	On-going
G. Develop and implement quality assurance/quality control (QA/QC) procedures for precinct and ward boundaries difference resolution and verification.	On-going
H. Import voter registration files from each county.	Initially completed May 2017, refreshed November 2017 - February 2018

Task III - Maintain Currency and Update Precinct Boundaries	
Subtask	Status
Various subtasks.	2019-2020
Task IV - Prepare the Common Unified Mapping Database	
Subtask	Status
Various subtasks.	2020 - 2021
Task V - Train Users of the Common Unified Mapping Database	
Subtask	Status
Various subtasks.	2021
Task VI - Project Management and Reporting	
Subtask	Status
A. Provide overall management of the project.	On-going
B. Prepare quarterly project reports to the Legislative Services Commission.	On-going

Next Report Period - Work to be performed

July 1 2019 -- September 30, 2019

Next Key Milestones and Task Targets

- Prepare for final voting district revision in March 2020
- Present progress and continued data requests to a 5 separate regional BOE conferences during July 2019.
- Continue to encourage non-compliant counties to provide new maps for submittal in January to March 20, 2020.
- Continue to revise received county voting district maps.

Redistricting 2021 – Develop the Ohio Common and Unified Redistricting Database

Progress Report: October 2020

Prepared by Robert L. Wiley, Redistricting Project Manager
George Voinovich School of Leadership and Public Affairs (GVS)
Month of October, 2020
Prepared for the Ohio Legislative Services Commission (LSC) November 13, 2020

Project Purpose and Background

This report summarizes activities conducted under the Redistricting 2021 contract between Ohio University and the Ohio Legislative Services Commission (LSC) for the month of October 2020. The scope of work for this project is based on the proposal prepared by Ohio University and submitted to LSC in early 2016. Work on the project has continued according to the defined tasks and subtasks as described in the scope of work within the proposal.

There was no work conducted under the contract during the months of June through September 2020 due to a combination of closure of Ohio University offices because of Corona virus and the absence of data needed for continuing contract tasks. Monthly reports were thus not prepared in order to conserve project budget. Project work during the month of October 2020 included continuing work primarily under Task VI – Project Management and Reporting.

Task VI Activities

Activities under this task included brief meetings to discuss activities in preparation for receipt of the geographic data in early 2021 and the PL 94-171 Census data at a yet to be defined time. Tests were performed in GIS using existing datasets to practice linkage of various data types including geographic and voter party affiliation data. Additionally, an email was sent to the US Census Bureau Redistricting and Voting Rights Chief James Whitehorne on October 19 (following the closure of the 2020 Census) requesting an update on Census Bureau product delivery dates. Chief Whitehorne responded as follows:

“Now that we have completed the data collection period of the Census, we are working to re-establish our schedules for the production of the data. Once the Census has a public apportionment schedule, I will then be working rapidly to re-establish the redistricting schedule. I am hoping to be able to make some statements about the redistricting schedule in the next few weeks”.

On November 9, 2020, an email was received from the Census Bureau concerning the delivery time for geographic support products, stating in part:

“The 2020 Census P.L. 94-171 geographic support products will be mailed to official recipients (governors, state legislative leaders of both parties, chairs of sitting redistricting commissions, etc.) starting January 22, 2021. These deliveries will continue through February 28, 2021, by which time all states, the District of Columbia, and Puerto Rico will have their data in hand. The geographic support products will be delivered on DVD and will come as three separate disc types.

There may be more than one disc for each disc type depending on the size of the files. The disc types are:

- *Disc Type 1: (P.L. 94-171) TIGER/Line Shapefiles*
- *Disc Type 2: (P.L. 94-171) Map Suite (.pdf format)*
 - *County Block maps*
 - *VTD/SLD Reference maps*
 - *Census Tract Reference maps*
 - *School District Reference maps*
- *Disc Type 3: (P.L. 94-171) Block Assignment Files and associated Name Look-up Tables & (P.L. 94-171) Block Relationship Files (crosswalk between 2010 and 2020 census blocks)”*

There was no new information relating to the timing for release of PL 94-171 population data.

Projected Activities Going Forward

The issue of linkage of voter party affiliation with PL 94-171 block data was discussed in the May 2020 monthly report and with Frank Strigari during a teleconference on May 22, 2020 to identify the precise data that would be used to identify such affiliation from the Secretary of State’s Voter Database. The voter database includes 20 years of voter participation records in both elections and primaries. The only indication of party affiliation is from the primary voting records. 2018 was the last full and uninhibited primary before the pandemic. Use of the 2020 primary may underrepresent Republican voters due to the far greater participation by the Democratic Party to select it’s presidential candidate.

The ability to link voter characteristics to Census Blocks is based on geocoding of the addresses used in the voter database. The most current addresses are assumed to be the addresses existing in the records for the 2020 general election. People move. There is likely to be error and uncertainty in linkage of the 2018 primary with 2020 voter addresses. Such errors increase with time. People move, change their address, and register in other precincts. It is recommended that discussions be held with the Redistricting Committees for each party to identify the most usable data for linkage of party affiliation with Census Block geography, and of the problems, errors and uncertainties associated with each option.

In addition, the GVS will prepare and submit to LSC for approval a contract modification to extend the completion dates for contract Tasks IV and V, based on a time period linked to receipt of the PL 94-171 population data from the Census Bureau.

Over the next few months, we will continue to practice using test datasets of the PL 94-171 data for 2018 provided by the Census Bureau and voter data from the 2019 and 2020 Secretary of State voter database to identify the best methods to parse and incorporate population data to blocks and voting districts.

Redistricting 2021 – Develop the Ohio Common and Unified Redistricting Database

Progress Report: April 2020

Prepared by Robert L. Wiley, Redistricting Project Manager
George Voinovich School of Leadership and Public Affairs (GVS)
Month of April, 2020
Prepared for the Ohio Legislative Services Commission (LSC) May 8, 2020

Project Purpose and Background

The previous report submitted on April 10, 2020 covered the period from March 1, 2020 through March 31, 2020. This report summarizes activities conducted under the Redistricting 2021 contract between Ohio University and the Ohio Legislative Services Commission (LSC) for the month of April 2020. The scope of work for this project is based on the proposal prepared by Ohio University and submitted to LSC in early 2016. Work on the project has continued according to the defined tasks and subtasks as described in the scope of work within the proposal.

Project work during the month of April 2020 included continuing work primarily under Task VI – Project Management and Reporting.

Task VI Activities

Activities under this task were limited to preparation of the March 2020 monthly report, which characterized final submittal of voting district geography to the U.S. Census Bureau. On April 13, 2020, we received a joint statement from the Secretary of Commence and the Director of the Census Bureau that changed the delivery date of the 2020 Census redistricting PL 94-171 data from March 31, 2021 to no later than July 31, 2021, due to the pandemic. This four-month delay will prevent the GVS from delivery of common unified redistricting database (CURD) by May 31, 2021 as specified in the contract.

This change poses some administrative and constitutional difficulties that need to be resolved. It would seem reasonable to move the GVS delivery date to the LSC three months forward from the date the data is received from the Census Bureau. This would result in a change in the product delivery to the LSC to October 31, 2021. Initially, a mutually agreed contract amendment would be necessary to change the CURD delivery date. A more difficult problem is the present requirement in Section 1 (A) of the Ohio Constitution requiring that the Ohio Legislature submit a redistricting plan in the form of a bill by no later than September 30, 2021. It would seem that legislative action would be necessary to resolve this unexpected issue caused by the coronavirus pandemic. We look forward to your advice on these issues.

Projected Activities Going Forward

Over the next few months, we will practice using test datasets of the PL 94-171 data for 2018 provided by the Census Bureau and voter data from the 2019 and 2020 Secretary of State voter database to identify the best methods to parse and incorporate population data to blocks, wards and voting districts.

We will continue to assess the magnitude of the potential error resulting from municipal boundary mismatches and unprocessed annexations as we prepare the final common unified mapping database.

We will use GIS Union, Intersection and spatial selection tools to count potentially double counted or missed voter addresses and the land area differences in precincts. This work will begin later in April 2020.

We have been recently contacted by the Ohio House of Representatives Minority Leader's office to provide some instruction on timing and methods for the final preparation of the CURD and the effects as noted above concerning the data delivery delay from the Census Bureau. It our recommendation that we also present similar advisory materials to the Ohio House of Representatives Majority Leader's office in the near future.

Redistricting 2021 – Develop the Ohio Common and Unified Redistricting Database

Progress Report: May 2020

Prepared by Robert L. Wiley, Redistricting Project Manager
George Voinovich School of Leadership and Public Affairs (GVS)
Month of May, 2020
Prepared for the Ohio Legislative Services Commission (LSC) June 9, 2020

Project Purpose and Background

The previous report submitted on May 8, 2020 covered the period from April 1, 2020 through April 30, 2020. This report summarizes activities conducted under the Redistricting 2021 contract between Ohio University and the Ohio Legislative Services Commission (LSC) for the month of May 2020. The scope of work for this project is based on the proposal prepared by Ohio University and submitted to LSC in early 2016. Work on the project has continued according to the defined tasks and subtasks as described in the scope of work within the proposal.

Project work during the month of May 2020 included continuing work primarily under Task VI – Project Management and Reporting.

Task VI Activities

Activities under this task included preparation of the April 2020 monthly report, communication efforts with federal and state officials to identify the effects of the delay of the 2020 Census data on the 2021 redistricting process¹, and to clarify the desired linkages requested between the Census data and geography with the results of the 2020 general election as per Task IV (C) of the contract.

We specifically queried Mr. Whitehorne, of the Census Bureau, on how and over what time period will the Census data be delivered to the states; all at once on July 31, 2021, or provided over some extended earlier period, ending on July 31st. Mr. Whitehorn's response on May 20, 2020 indicated that Census data would be released over a 6-week period starting on June 17, 2021. First delivered would be based on demonstration by states that their redistricting process was delineated by law or regulation.

The Census population data will be delayed; however, we were informed by James Whitehorne via an email received on May 18, 2020 that the Census Bureau would expect to start delivering the geographic products by February 1, 2021 and complete that delivery the end of March 2021. This will allow us to create voting history linkages using the appropriate voting data with the Census geography in preparation for receipt of the Census population data in the PL 94-171 data file on a date yet to be determined.

This four-month delay will prevent the GVS from delivery of the common unified redistricting database (CURD) by May 31, 2021 as specified in the contract.

¹ On May 13, 2020, we received a joint statement from the Secretary of Commerce and the Director of the Census Bureau that changed the delivery date of the 2020 Census redistricting PL 94-171 data from March 31, 2021 to no later than July 31, 2021, due to the COVID-19 pandemic.

We posed these questions to Frank Strigari, Council to the Senate Majority, on May 22, 2020:

"We are asked to link party affiliation to the common unified redistricting database (CURD). To do this we will use the final census geometry in GIS to capture voters party affiliation for geocoded voters as points. The voters will be based on the Secretary of State (SOS) voter database using voter addresses. The SOS voter database has the attribute "Party Affiliation". I am informed by the data dictionary provided by Amanda Grandjean, of the SOS, that the basis for that designation is the voting history from the last primary (2020?), which turned out to be only early voting and absentee ballots. If so, once this data is posted in the next month or so, that is what we must use. The actual voters however will be those that vote in the November 2020 election. There will likely be a large number of voters that show up as blank (unaffiliated). Does the redistricting committee want to see a single attribute for the most dominant party (R, D, S, G, U) listed for each block and precinct, or do they want a numerical summary separately for each party affiliation category?"

"As you probably know, the virus has caused the Census Bureau to delay provision of the final PL 94-171 data until as late as July 31, 2021. I will forward a recent response from the census bureau on the new schedule for delivery of the Census Data. They indicate that they will listen and try to respond to state scheduling imperatives that may be affected by the delay in data delivery. I am aware that the State Constitution specifies that a draft redistricting map must be prepared by September 30, 2021. Can this date be set forward as emergency measure by legislation? If not, we need to get our story about the immediacy of our need for the PL 94-171 data into the Census Bureau as soon as possible. The earliest delivery suggested by Mr. Whitehorse is June 17, 2021. If we can make a case for being in the first tranche, we at OU will still need 2 months to perform the tasks required for completion of the final database, resulting in a maximum delivery date of the CURD by August 17, 2021. That would give the legislature roughly 6-weeks to prepare the draft redistricting map. Can they do it? Do you want to write or coordinate writing a convincing letter to the Census Bureau? We should get this into them quickly, even if the Legislature can alter the redistricting map preparation dates."

Following receipt of these questions, Mr. Strigari, initiated a phone discussion with Robert Wiley and Michael Finney of the GVS. Several options were discussed for choosing which data to link to Census geography. We also discussed the best way to interface with the Census Bureau to encourage them to place Ohio on the early list for receipt of the data. While we await answers, we are available to provide advice to others on the redistricting committee regarding Census data issues.

Projected Activities Going Forward

Over the next few months, we will continue to practice using test datasets of the PL 94-171 data for 2018 provided by the Census Bureau and voter data from the 2019 and 2020 Secretary of State voter database to identify the best methods to parse and incorporate population data to blocks and voting districts.

We will continue to assess the magnitude of the potential error resulting from municipal boundary mismatches and unprocessed annexations as we prepare the final common unified mapping database. We will use GIS Union, Intersection and spatial selection tools to count potentially double counted or missed voter addresses and the land area differences in precincts.

The change in the PL 94-171 delivery date poses some administrative and constitutional difficulties that need to be resolved. It would seem reasonable to move the GVS delivery date to the LSC two months

forward from the date the PL 94-171 data is received from the Census Bureau. This would result in a change in the product delivery to the LSC to September 30, 2021. Initially, a mutually agreed contract amendment would be necessary to change the CURD delivery date. The GVS will prepare a draft contract amendment to condition the CURD delivery time based on the actual date that the PL 94-171 Census data is released to the GVS.

Redistricting 2021 – Develop the Ohio Common and Unified Redistricting Database

Progress Report: June 2020

Prepared by Robert L. Wiley, Redistricting Project Manager
George Voinovich School of Leadership and Public Affairs (GVS)
Month of June, 2020
Prepared for the Ohio Legislative Services Commission (LSC) July 7, 2020

Project Purpose and Background

The previous report submitted on June 9, 2020 covered the period from May 1, 2020 through May 31, 2020. This report summarizes activities conducted under the Redistricting 2021 contract between Ohio University and the Ohio Legislative Services Commission (LSC) for the month of June 2020. The scope of work for this project is based on the proposal prepared by Ohio University and submitted to LSC in early 2016. Work on the project has continued according to the defined tasks and subtasks as described in the scope of work within the proposal.

Project work during the month of June 2020 included continuing work primarily under Task VI – Project Management and Reporting.

Task VI Activities

Activities under this task include preparation of the May 2020 monthly report, communication efforts with Federal and State officials to identify the effects of the delay of the 2020 Census data on the 2021 redistricting process. A letter was prepared under the signature of Jason Jolly, Ohio State Liaison for Redistricting 2021, with input from Frank Strigari, to James Whitehorne, Chief of Redistricting and Voting Rights Data Office/ADDC/HQ Census Bureau. The letter provided the critical timeframes for Ohio redistricting in 2021, with the intent of obtaining the necessary Census data as early as possible. Mr. Whitehorne responded by email:

“Thank you for your thoughtful explanation of the challenges the State of Ohio must face due to this unfortunate but necessary delay in the delivery of the P.L. 94-171 Redistricting Data. We are sensitive to these difficulties and are working to identify anything we can do to lessen their impact. The information you have provided will be very helpful in ensuring we provide the appropriate urgency when the data delivery begins. Our current schedule has us starting the data delivery with weekly state groupings on June 17th and continuing through July 31 We will use your constitutional and logistical challenges as part of our process to ensure the states with the most urgent need receive their data as early as possible. I am happy to inform you that the geographic support materials, the shapefiles, maps, etc. will not be delayed by the same amount of time as the redistricting counts. We expect to deliver all of the geographic support products in the months of February and March of 2021.”

Projected Activities Going Forward

The GVS will prepare and submit to LSC for approval a contract modification to extend the completion dates for the Ohio Common and Unified Redistricting Database contract based on a time period linked to receipt of the data from the Census Bureau.

Over the next few months, we will continue to practice using test datasets of the PL 94-171 data for 2018 provided by the Census Bureau and voter data from the 2019 and 2020 Secretary of State voter database to identify the best methods to parse and incorporate population data to blocks and voting districts.

We will continue to assess the magnitude of the potential error resulting from municipal boundary mismatches and unprocessed annexations as we prepare the final common unified mapping database. We will use GIS Union, Intersection and spatial selection tools to count potentially double counted or missed voter addresses and the land area differences in precincts.

Redistricting 2021 – Develop the Ohio Common and Unified Redistricting Database

Progress Report: October 2020

Prepared by Robert L. Wiley, Redistricting Project Manager
George Voinovich School of Leadership and Public Affairs (GVS)

Month of October, 2020

Prepared for the Ohio Legislative Services Commission (LSC) November 13, 2020

Project Purpose and Background

This report summarizes activities conducted under the Redistricting 2021 contract between Ohio University and the Ohio Legislative Services Commission (LSC) for the month of October 2020. The scope of work for this project is based on the proposal prepared by Ohio University and submitted to LSC in early 2016. Work on the project has continued according to the defined tasks and subtasks as described in the scope of work within the proposal.

There was no work conducted under the contract during the months of June through September 2020 due to a combination of closure of Ohio University offices because of Corona virus and the absence of data needed for continuing contract tasks. Monthly reports were thus not prepared in order to conserve project budget. Project work during the month of October 2020 included continuing work primarily under Task VI – Project Management and Reporting.

Task VI Activities

Activities under this task included brief meetings to discuss activities in preparation for receipt of the geographic data in early 2021 and the PL 94-171 Census data at a yet to be defined time. Tests were performed in GIS using existing datasets to practice linkage of various data types including geographic and voter party affiliation data. Additionally, an email was sent to the US Census Bureau Redistricting and Voting Rights Chief James Whitehorne on October 19 (following the closure of the 2020 Census) requesting an update on Census Bureau product delivery dates. Chief Whitehorne responded as follows:

"Now that we have completed the data collection period of the Census, we are working to re-establish our schedules for the production of the data. Once the Census has a public apportionment schedule, I will then be working rapidly to re-establish the redistricting schedule. I am hoping to be able to make some statements about the redistricting schedule in the next few weeks".

On November 9, 2020, an email was received from the Census Bureau concerning the delivery time for geographic support products, stating in part:

"The 2020 Census P.L. 94-171 geographic support products will be mailed to official recipients (governors, state legislative leaders of both parties, chairs of sitting redistricting commissions, etc.) starting January 22, 2021. These deliveries will continue through February 28, 2021, by which time all states, the District of Columbia, and Puerto Rico will have their data in hand. The geographic support products will be delivered on DVD and will come as three separate disc types.

There may be more than one disc for each disc type depending on the size of the files. The disc types are:

- *Disc Type 1: (P.L. 94-171) TIGER/Line Shapefiles*
- *Disc Type 2: (P.L. 94-171) Map Suite (.pdf format)*
 - *County Block maps*
 - *VTD/SLD Reference maps*
 - *Census Tract Reference maps*
 - *School District Reference maps*
- *Disc Type 3: (P.L. 94-171) Block Assignment Files and associated Name Look-up Tables & (P.L. 94-171) Block Relationship Files (crosswalk between 2010 and 2020 census blocks)“*

There was no new information relating to the timing for release of PL 94-171 population data.

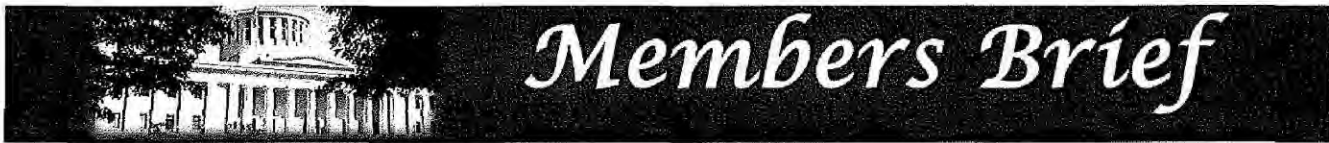
Projected Activities Going Forward

The issue of linkage of voter party affiliation with PL 94-171 block data was discussed in the May 2020 monthly report and with Frank Strigari during a teleconference on May 22, 2020 to identify the precise data that would be used to identify such affiliation from the Secretary of State’s Voter Database. The voter database includes 20 years of voter participation records in both elections and primaries. The only indication of party affiliation is from the primary voting records. 2018 was the last full and uninhibited primary before the pandemic. Use of the 2020 primary may underrepresent Republican voters due to the far greater participation by the Democratic Party to select its presidential candidate.

The ability to link voter characteristics to Census Blocks is based on geocoding of the addresses used in the voter database. The most current addresses are assumed to be the addresses existing in the records for the 2020 general election. People move. There is likely to be error and uncertainty in linkage of the 2018 primary with 2020 voter addresses. Such errors increase with time. People move, change their address, and register in other precincts. It is recommended that discussions be held with the Redistricting Committees for each party to identify the most usable data for linkage of party affiliation with Census Block geography, and of the problems, errors and uncertainties associated with each option.

In addition, the GVS will prepare and submit to LSC for approval a contract modification to extend the completion dates for contract Tasks IV and V, based on a time period linked to receipt of the PL 94-171 population data from the Census Bureau.

Over the next few months, we will continue to practice using test datasets of the PL 94-171 data for 2018 provided by the Census Bureau and voter data from the 2019 and 2020 Secretary of State voter database to identify the best methods to parse and incorporate population data to blocks and voting districts.



An informational brief prepared by the LSC staff for members and staff of the Ohio General Assembly

Author: Emily E. Wendel, Attorney
Reviewer: Amber Hardesty, Division Chief

Volume 133 Issue 15
April 29, 2020

Redistricting in Ohio

Every ten years, Ohio must adopt new district maps for the purpose of electing members of the U.S. House of Representatives, the Ohio Senate, and the Ohio House of Representatives. This brief provides an overview of redistricting in Ohio, compares the separate constitutional processes for General Assembly and congressional redistricting, explains some essential district-drawing concepts, and summarizes several landmark U.S. Supreme Court rulings concerning redistricting.

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Redistricting basics

Ohio elects its members of the U.S. House of Representatives, its state senators, and its state representatives from districts with roughly equal populations, giving each person's vote the same amount of influence. Every ten years, Ohio must redraw its congressional and General Assembly districts based on the latest population data from the U.S. Census in order to maintain population equality between districts and, in some cases, to change the number of congressional districts to match the new number of representatives to which Ohio is entitled.



Congressional Districts
2011-2021

The Census Bureau releases new population data for redistricting purposes by April 1 of each year ending in 1 (such as 2021), and the Ohio Constitution provides deadlines in the fall of that year to adopt new district maps based on the data. The new maps must be in place in time to nominate congressional and General Assembly candidates in the primary election held the next year. When that year is a

presidential election year, candidates must file their papers based on the new district map as early as mid-December of the year ending in 1.¹

Redistricting processes at a glance

The state uses two separate processes for General Assembly and congressional redistricting. The voters approved a constitutional amendment implementing a new General Assembly redistricting process in November 2015, and a separate constitutional amendment prescribing a new congressional redistricting process in May 2018. The following table compares several major aspects of the processes. For detailed explanations of the General Assembly and congressional redistricting procedures, please see LSC's final analyses of H.J.R. 12 of the 130th General Assembly and S.J.R. 5 of the 132nd General Assembly, respectively.

General Assembly Districts	Congressional Districts
Who draws the districts	
Ohio Redistricting Commission	General Assembly
Required bipartisan vote	
Four of seven members of the Commission, including at least two members who represent each of the two largest political parties represented in the General Assembly	¾ of the members of each chamber of the General Assembly, including at least ½ of the members of each of the two largest political parties represented in the chamber
Deadline to adopt a plan	
September 1 of a year ending in 1	September 30 of a year ending in 1
Impasse procedure	
<ul style="list-style-type: none"> ▪ The deadline is extended to September 15. ▪ If the Commission adopts the plan only by a simple majority vote, the plan must be replaced after four years. 	<ul style="list-style-type: none"> ▪ The Ohio Redistricting Commission must adopt a plan by a bipartisan vote by October 31. ▪ If the Commission fails to do so, the General Assembly must adopt a plan by November 30. ▪ If the General Assembly adopts the plan only by a simple majority vote, it must follow

¹ 13 U.S.C. 141(c); Ohio Constitution, Articles XI and XIX (effective January 1, 2021); and R.C. 3513.05. Ohio's current district maps are available from the Ohio Secretary of State [here](#). The Bureau has asked Congress to extend the redistricting data delivery deadline to July 31, 2021, because of the COVID-19 pandemic. U.S. Census Bureau, *U.S. Department of Commerce Secretary Wilbur Ross and U.S. Census Bureau Director Steven Dillingham Statement on 2020 Census Operational Adjustments Due to COVID-19* (April 13, 2020).

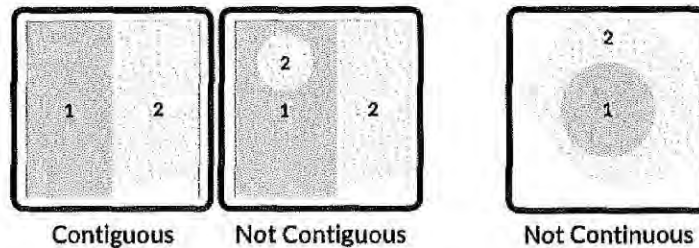
General Assembly Districts	Congressional Districts
	additional district standards, described below, and the plan must be replaced after four years.
<p>Population equality between districts</p>	
<ul style="list-style-type: none"> ▪ District populations must be substantially equal. ▪ No district may contain a population of less than 95% or more than 105% of the ideal district population. 	<p>Not specified (see "Selected U.S. Supreme Court cases," below)</p>
<p>District standards considered</p>	
<p>Mandatory standards:</p> <ul style="list-style-type: none"> ▪ Contiguity ▪ Boundary must be a single nonintersecting <i>continuous line</i> ▪ Keep counties, municipal corporations, and townships whole, based on a specified procedure ▪ Each Senate district must consist of three contiguous House districts 	<p>General standards:</p> <ul style="list-style-type: none"> ▪ Contiguity ▪ Boundary must be a single nonintersecting <i>continuous line</i> ▪ Compactness ▪ <i>Keep counties, municipal corporations, and townships whole, based on a specified procedure</i>
<p>Standards the Commission must attempt to follow:</p> <ul style="list-style-type: none"> ▪ No plan shall be drawn primarily to favor or disfavor a political party. ▪ The statewide proportion of districts whose voters, based on statewide state and federal partisan general election results during the last ten years, favor each political party must correspond closely to the statewide preferences of the voters of Ohio. ▪ Districts must be compact. 	<p>Standards the General Assembly must follow if it does not pass the plan by the required bipartisan vote:</p> <ul style="list-style-type: none"> ▪ The plan must not unduly favor or disfavor a political party or its incumbents. ▪ The plan must not unduly split governmental units, giving preference to keeping whole, in the order named, <i>counties, then townships and municipal corporations.</i> ▪ The General Assembly must attempt, but is not required, to draw districts that are compact.
<p>Legal challenges</p>	
<ul style="list-style-type: none"> ▪ States that the Ohio Supreme Court has exclusive, original jurisdiction in any challenge. ▪ Requires the Ohio Redistricting Commission to amend the plan or adopt a new plan, as 	<ul style="list-style-type: none"> ▪ States that the Ohio Supreme Court has exclusive, original jurisdiction in any challenge. ▪ Requires that, if a plan, district, or group of districts is ruled unconstitutional, the General

General Assembly Districts	Congressional Districts
<p>applicable, if a plan, district, or group of districts is ruled unconstitutional.</p> <ul style="list-style-type: none"> ▪ Prohibits a court from ordering the implementation of a plan not approved by the Commission. ▪ Prohibits a court from ordering the Commission to adopt a particular plan or to draw a particular district. ▪ Prescribes the available remedies in the event that the Court determines that a General Assembly district plan adopted by the Commission does not comply with the constitutional district standards. 	<p>Assembly must adopt a new plan within 30 days after the appeal deadline expires or after the order is issued, if it is not appealable.</p> <ul style="list-style-type: none"> ▪ Requires the Ohio Redistricting Commission to adopt a plan not later than 30 days after the General Assembly’s deadline, if the General Assembly misses the deadline. ▪ Requires the new plan to remedy any legal defects, but to include no other changes.

District-drawing concepts

Contiguity and continuous boundary lines

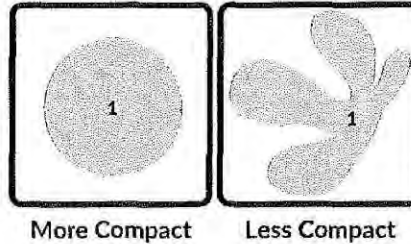
Every congressional and General Assembly district in Ohio must be contiguous, meaning that it is a single, unbroken shape, with no “islands” of territory that do not touch the rest of the district. Each district’s boundary also must be a single nonintersecting continuous line. This standard prevents, for example, the creation of “donut” districts, with one district entirely surrounding another.²



² Ohio Const., art. XI, sec. 3(B)(3) and art. XIX, sec. 2(B)(3) (effective January 1, 2021).

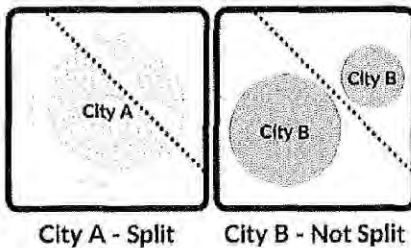
Compactness

A district is considered compact if it has a minimal distance between all parts of its territory. Multiple methods exist to measure a district's compactness, such as calculating the total length of its perimeter (a shorter perimeter meaning a more compact district), or calculating the average distance between locations on the outer edges of the district and the center of the district (a shorter average distance meaning a more compact district).



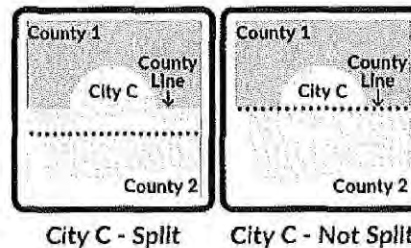
Under the Ohio Constitution, the Ohio Redistricting Commission must attempt to draw compact General Assembly districts, but it is not explicitly required to do so. On the other hand, congressional districts must be compact, except that under the modified district standards that apply if the General Assembly fails to pass a district plan by the required bipartisan vote, the legislature must attempt to draw compact districts, but is not required to.³

Keeping political subdivisions whole



Ohio's congressional and General Assembly redistricting processes both place a priority on keeping counties, cities, villages, and townships together within one district. Splitting a political subdivision is necessary when, for example, its population exceeds the ideal district population. But, the Ohio Constitution includes procedures to minimize any unnecessary splitting.

Under both redistricting processes, a political subdivision is considered to be split if any contiguous portion of its territory is not contained entirely within one district. If a political subdivision has an island of territory that does not touch the rest of the subdivision, putting the island in a different district is not considered splitting the political subdivision (see above). Further, if a city, village, or township has territory in more than one county, drawing the district line along the county line is not considered splitting the city, village, or township.⁴

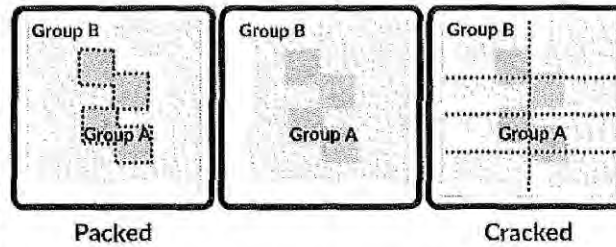


³ Ohio Const., art. XI, sec. 6 and art. XIX, secs. 1(F)(3)(c) and 2(B)(2) (effective January 1, 2021).

⁴ Ohio Const., art. XI, sec. 3(D) and art. XIX, sec. 2(C) (effective January 1, 2021).

Packing and cracking

Two district-drawing practices, commonly called packing and cracking, can give one group less influence than another. At one extreme, when a group is “packed” into a single district, it makes up a supermajority within the district, but is less able to influence the outcome of elections outside that district. Conversely, when a group is “cracked” among many districts, it makes up only a minority of the vote in each district, and is less able to influence the outcome of elections in any district. In some redistricting cases, packing and cracking have given rise to claims of unlawful gerrymandering (see “**Selected U.S. Supreme Court cases**,” below).



Political considerations

The Ohio Constitution includes two separate standards for the inclusion of political considerations in the drawing of district maps. For a General Assembly district plan, the Ohio Redistricting Commission must attempt to adopt a plan (1) that is not drawn primarily to favor or disfavor a political party, and (2) in which the statewide proportion of districts whose voters, based on statewide state and federal partisan general election results during the last ten years, favor each political party corresponds closely to the statewide preferences of the voters of Ohio.

For a congressional district map, the Ohio Constitution specifies that if, under the impasse procedure, the General Assembly passes a redistricting plan by a simple majority vote instead of by the required bipartisan vote, the plan must not unduly favor or disfavor a political party or its incumbents.⁵

Majority-minority districts

The Equal Protection Clause of the 14th Amendment and the federal Voting Rights Act of 1965 (VRA) prohibit any district plan from denying or abridging citizens’ right to vote on account of race, color, or status as a member of a language minority group. The U.S. Supreme Court has developed a test to determine whether a district map dilutes minority voting strength in violation of the VRA by cracking a minority population among multiple districts, as described above. Essentially, the test examines whether (1) the minority group is “sufficiently numerous and compact to form a majority in a single-member district,” (2) the minority group is “politically cohesive,” meaning its members tend to vote similarly, and (3) “the majority votes sufficiently as a bloc to enable it . . . usually to defeat the minority’s preferred candidate.”⁶

In order to remedy a case of minority vote dilution, a court may require the adoption of a majority-minority district, in which a sufficient population of a minority group exists to allow the group to elect its candidate of choice. Currently, no court has expressly required Ohio to

⁵ Ohio Const., art. XI, sec. 6 and art. XIX, sec. 1(C)(3)(a) and (F)(3)(a) (effective January 1, 2021).

⁶ 52 United States Code 10301; *Thornburg v. Gingles*, 478 U.S. 30, 50 (1986); and *Village of Arlington Heights v. Metropolitan Housing Development Corp.*, 429 U.S. 252, 264 (1977).

create majority-minority congressional or General Assembly districts. A state may draw majority-minority districts voluntarily in order to remedy past discrimination. However, in some circumstances, the courts have overturned plans that included voluntarily created majority-minority districts because creating those districts amounted to unconstitutional racial gerrymandering.⁷

Other common concepts

The Ohio Redistricting Commission and the General Assembly might consider other district-drawing concepts in creating district maps, so long as the constitutional requirements are met. For example, some states use criteria such as preserving communities of interest in a single district or maintaining previous district lines to the extent feasible. The National Conference of State Legislatures offers several useful references on these topics, including a 50-state survey of redistricting criteria and *The Redistricting Glossary*.⁸

Selected U.S. Supreme Court cases

The following cases represent a sample of the landmark U.S. Supreme Court rulings on congressional and state legislative redistricting. This list is intended to provide a basic foundation for understanding some of the legal discussions surrounding redistricting. However, the list is not exhaustive, and it does not include later rulings that have added nuance to these decisions.

Population equality

- *Wesberry v. Sanders*, 376 U.S. 1 (1964) – Held that the population of congressional districts in the same state must be as nearly equal as practicable.
- *Reynolds v. Sims*, 377 U.S. 533 (1964) – Specified that the Equal Protection Clause of the 14th Amendment requires states to draw legislative districts that are substantially equal in population.
- *Karcher v. Daggett*, 462 U.S. 725 (1983) – Held that congressional districts must be mathematically equal in population, except as necessary to achieve a legitimate state objective.

Racial and language minorities

- *Thornburg v. Gingles*, 478 U.S. 30 (1986) – Held that the VRA requires that a majority-minority district be drawn to remedy minority vote dilution if (1) the racial or language minority group is “sufficiently numerous and compact to form a majority in a single-member district,” (2) the minority group is “politically cohesive,” meaning its members tend to vote similarly, and (3) the “majority votes sufficiently as a bloc to enable it . . . usually to defeat the minority’s preferred candidate.”

⁷ *Voinovich v. Quilter*, 507 U.S. 146 (1993); *Bush v. Vera*, 517 U.S. 952 (1996); *Shaw v. Hunt*, 517 U.S. 899 (1996); and *Alabama Legislative Black Caucus v. Alabama*, 135 S.Ct. 1257 (2015).

⁸ National Conference of State Legislatures, *NCSL’s Redistricting Webpages*.

- *Shaw v. Reno*, 509 U.S. 630 (1993) – Held that districts violate the Equal Protection Clause if they cannot be explained on grounds other than race.
- *Miller v. Johnson*, 515 U.S. 900 (1995) – Specified that a district is unconstitutionally racially gerrymandered if race is the “predominant” factor in drawing its lines.
- *Bush v. Vera*, 517 U.S. 952 (1996) – Found that if race was the predominant factor in drawing a district, the district cannot be justified by the VRA unless there is a strong basis in evidence that drawing the district was reasonably necessary to avoid denying or abridging equal voting rights.

Partisan gerrymandering

- *Rucho v. Common Cause*, 139 S.Ct. 2484 (2019) – Found that partisan gerrymandering represents a political question on which the federal courts cannot rule because there is no credible way to define and measure fairness in the political context.

From: Blessing, Heather
Sent: Wednesday, May 5, 2021 9:09 AM
To: 'Wiley, Robert'
CC: Finney, Michael; Jolley, Jason
Subject: RE: help with explanation

Thank you very much! This is exactly the kind of summary I was looking for. So, does this mean there are no more split census blocks?? If so, hallelujah!

Heather N. Blessing, Esq.
Deputy Chief Legal Counsel, Office of the Speaker
Ohio House of Representatives
77 S. High Street Columbus,
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From: Wiley, Robert <wileyr1@ohio.edu>
Sent: Wednesday, May 05, 2021 8:56 AM
To: Blessing, Heather <Heather.Blessing@ohiohouse.gov>
Cc: Finney, Michael <finney@ohio.edu>; Jolley, Jason <jolleyg1@ohio.edu>
Subject: RE: help with explanation

Ms. Blessing:

GVS will create the final Common Unified Redistricting Database (CURD) by linking the PL94-171 Census Data to the final geography files at a precinct and block level. We will also link the results of the 2020 election statewide races and the statewide races for the last five biennial races to precinct level data in one or more datasets known as "shapefiles". We will provide a data dictionary for those using the datasets. We will also provide limited training for those participating in redistricting on an as requested basis; however, we will not participate in the redistricting process at any level.

There should be no block splitting this time because of the iterative processes of block, precinct and boundary revisions completed over the past four years. We will not conduct any reformatting except to shorten candidate or issues names to fit limited database column widths.

We are in the process of linking the election results data to the geography data files now and intend to be ready when the PL94-171 data arrives to quickly create the final CURD. This last effort should require about two weeks or less to conduct quality control and link the files, as long as the received PL94-171 is identical to the example data recently provided by the Census Bureau for Providence RI.

Please contact me if you have additional questions.



Robert L. Wiley
Redistricting Project Manager
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Room 223
Athens OH 45701-2979
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M: (740)-590-6900
wileyrl@ohio.edu

Sent from Mail for Windows 10

From: Heather.Blessing@ohiohouse.gov
Sent: Tuesday, May 4, 2021 12:34 PM
To: [Finney, Michael](#); [Wiley, Robert](#)
Subject: help with explanation

Dear Mr. Finney and Mr. Wiley:

I hope you are doing well. I was wondering if you could help me with a quick summary about what reformatting or processing OU does with the census data once it's received and before it's passed on to LSC.. I know that for state redistricting, the data is reformatted so that the lowest level is the split census block, but I didn't know what specifically was done for the congressional district database and what other services/work OU does with the data for (1) state redistricting (2) congressional redistricting. I was looking for some kind of summary in case I am asked specifically when the data is released in non-tabulated format in mid to late August by the census.

Sincerely,
Heather Blessing

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From: Blessing, Heather
Sent: Friday, May 7, 2021 8:05 PM
To: 'Wiley, Robert'
Subject: RE: Split blocks

Dear Mr. Wiley:

During the DVST process, I assume this is where we eliminated the split census blocks?

My understanding was that one of issues from the last redistricting cycle is that ward lines split census blocks. We had to respect the ward lines (which are set by cities, not by boards of election) in existence in 2010 since they split census blocks.

I presume we still have the requirement to follow the ward lines as they are in existence in 2020 – do those wards still split blocks, or do they create new census blocks?

Additionally, for the data layers for election results, it is my understanding that Maptitude only allows 10 characters per heading. The nomenclature we used last time was very illustrative for those 10 character limits. G08TTV, etc. Do you have any sense of how those columns are going to be named?

Sincerely,
Heather Blessing

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From: Wiley, Robert <wiley1@ohio.edu>
Sent: Wednesday, May 05, 2021 10:30 AM
To: Blessing, Heather <Heather.Blessing@ohiohouse.gov>
Cc: Finney, Michael <finney@ohio.edu>
Subject: Split blocks

There should be no more split blocks but we are rechecking the Census geography against the files we sent them in March 2020.

Rob Wiley

Sent from [Mail](#) for Windows 10

From: Heather.Blessing@ohiohouse.gov
Sent: Wednesday, May 5, 2021 9:08 AM
To: [Wiley, Robert](#)

Cc: [Finney, Michael](#); [Jolley, Jason](#)
Subject: RE: help with explanation

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Please contact me if you have additional questions.



OHIO UNIVERSITY | VOINOVICH SCHOOL OF LEADERSHIP AND PUBLIC AFFAIRS

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M: (740)-590-6900
wileyrl@ohio.edu

Sent from Mail for Windows 10

From: Heather.Blessing@ohiohouse.gov
Sent: Tuesday, May 4, 2021 12:34 PM
To: [Finney, Michael](#); [Wiley, Robert](#)
Subject: help with explanation

Dear Mr. Finney and Mr. Wiley:

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Sincerely,
Heather Blessing

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From: Rep44
Sent: Wednesday, May 12, 2021 9:52 AM
To: House_All
Subject: RE: Co-Sponsor Request: - Redistricting transparency

REMINDER: Deadline to Co-Sponsor is TODAY by COB

From: Rep44
Sent: Monday, May 10, 2021 11:55 AM
To: House_All <House_All@ohiohouse.gov>
Subject: Co-Sponsor Request: - Redistricting transparency



Representative Paula Hicks-Hudson
44th House District

MEMORANDUM

To: All House Members
From: Representative Paula Hicks-Hudson
Date: May 10th, 2021
Re: Co-sponsor request - Redistricting transparency

Dear Colleagues,

Ohio will receive its redistricting data from the U.S. Census Bureau on August 16, 2021. We have a short time to prepare for the arrival of this data. With the geography data and electoral data in place, this will be the final piece needed to draw new fair districts for the next decade.

I soon plan to introduce a bill to strengthen transparency in the redistricting process and help us fulfill our duties under the fair districts reforms that voters passed twice.

The bill will:

- Provide for the constitutionally required submission of district plans from the public through a service and website hosted by the Legislative Service Commission.
- Create the constitutionally required joint committee to hold hearings on new districts
- Provide for the constitutionally required public hearings both before and after the introduction of state and congressional district plans.
- Require weekly public hearings by the General Assembly and the Redistricting Commission to brief the public and gather input from organizations, advocates and everyday Ohioans

- Appropriate funds to the Redistricting Commission and ensure equal, bipartisan, and timely access to resources for the legislative caucuses to perform their redistricting duties
- Require the governor to convene the Redistricting Commission by June 1, 2021
- Require the Redistricting Commission within 14 days of convening to:
 - adopt rules for the commission
 - announce hiring of staff for the Commission
 - announce a plan for spending the Commission's appropriated funds in a bipartisan way
 - adopt a plan for public hearings both before and after state or congressional maps are proposed

Our constitutional deadlines for new fair state districts are September 1 or September 15. The deadlines for congressional districts are September 30 or October 31 or November 30. This preparatory work will help us be ready to go as soon as the data arrives and is made ready for use by our state database experts.

If you would like to cosponsor this legislation or have any questions, please contact my office at Rep44@ohiohouse.gov or at (614)466-1401 by **COB** Wednesday May 12, 2021.

Thank you for your consideration,



Paula Hicks-Hudson
State Representative District 44

Progress Reporting:

Redistricting 2021 – Develop the Ohio Common and Unified Redistricting Database

Progress Reports

Compiled by Robert L. Wiley, Redistricting Project Manager
Volnovich School of Leadership and Public Affairs
June 27, 2019
Prepared for the Ohio Legislative Services Commission (LSC)

Project Purpose and Background

The purpose of this project is to develop a common unified database for redistricting in the State of Ohio after the 2020 U.S. Census. The database unifies population and election result data with geographic data containing Census political boundaries, block boundaries as well as election precincts for the State. This unified mapping database provides all interested parties the geographic and tabular data they need to create new Congressional and General Assembly districts for the State.

This document is a compilation of periodic reports prepared to record key activities to achieve the project purpose for the period between November 2016 and June 2019. There are eight (8) reports included;

- Report number 1 covers the period from the inception of the work in November 2016 through September 2017 and covers initial work flow organization through the first phase of the Block Boundary Suggestion Project (BBSP).
- Report number 2 includes the period October 2017 through December 2017 and includes validation of voter data and working with the Census Bureau to prepare for the 2018 Phase 1 Voting District Phase 1 program.
- Report number 3 is for the period January 2018 through March 2018 and includes activities in preparation for the first phase of voting district rectification, the Voting District Project (VDP).
- Report number 4 covers the period April 2018 through June 2018, the completion of the VDP and submittal to the Census Bureau of new shapefiles representing the contributions of counties.
- Report number 5 is for the period July 2018 through September 2018
- Report number 6 includes activities between October 2018 and the end of December 2018 in preparation for the Voting District Program Phase 2 (VTDP), primarily development of a web-based mapping tool to assist counties in participating in the second phase of voting district rectification.
- Report number 7 covers the period of January 2019 through March 2019 and includes the beginning of the Census VTDP Phase 2 voting district revisions.

- Report number 8, April 2019 through June 2019, sees the completion of the Phase 2 voting district revision process.

There are 6 primary tasks included in this project.

Task I – Work with the Census Bureau to develop accurate Census Block Geography files

Task II – Develop Initial Precinct Boundary Mapping Database.

Task III – Adjust Precinct Boundaries as County BOE’s Provide Data.

Task IV – Prepare the Common Unified Mapping Database.

Task V – Train Users of the Common Unified Mapping Database.

Task VI – Project Management and Reporting

Subtasks are listed in the scope of work attached to the contract for this work. Tasks and subtasks were completed sequentially or simultaneously, as necessary and efficient. Completion schedule timing is roughly linked to the phases and schedules provided by the U.S. Census Bureau in preparation for the 2020 nationwide Census.

Report Locations

Report	Covered Period	Page
1	November 2016 through September 2017	3
2	October 2017 through December 2017	13
3	January 2018 through March 2018	17
4	April 2018 through June 2018	21
5	July 2018 through September 2018	26
6	October 2018 through December 2018	29
7	January 2019 through March 2019	32
8	April 2019 through June 2019	36

Report 1: November 2016 - September 2017

Key Project Events during the Report Period

1. Presidential election November 2016
2. Completion of US Census Phase 1 Block Boundary Suggestion Project (BBSP) verification May 31, 2017

In preparation for redistricting in 2021, the U.S. Census Bureau requires that states choosing to participate in its 2020 Redistricting Data Program (RDP) provide data on the boundaries of their voting districts, i.e. election precincts. Ohio declared its intention to participate in the Census Bureau's program and Ohio University is participating in the program on behalf of the State. The early phase of the 2020 RDP includes States submitting suggested changes to Census block boundaries, called the Block Boundary Suggestion Project (BBSP). More details on the US Census 2020 RDP can be found here: https://www.census.gov/rdo/program_phases/2020_census_redistricting_data_program.html

Work Performed During the Report Period

Between November 2016 and September 2017, Ohio University staff have to date, performed work on tasks I, II, and VI under this project (out of the 6 tasks identified in the project scope of work).

Work performed during the report period included participation in Phase 1 of the US Census 2020 RDP, the BBSP, and initial work on evaluating county BOE voter registration files.

Block Boundary Suggestion Project (BBSP)

- Made initial contact with county BOEs to acquire Voter Registration and Precinct Boundary databases – November 2016 to March 2017
- OU staff attended US Census Bureau Block Boundary Suggestion Program (BBSP) training and webinars, and directly coordinated with US Census staff
- Built a Statewide address locator database to geo-locate voter registration lists provided by county BOE and Statewide voter registration database from Ohio Secretary of State (SOS) – November 2016 to February 2017
- Meeting and presentation to Ohio Secretary of State staff and Ohio Legislative Services Commission (LSC) Representative – March 23, 2017
- Drafting and Coordination of Advisory letter from Ohio Secretary of State Office to county BOEs – February to April 2017. Advisory signed and distributed - April 4, 2017
- OU staff formed teams to approach the work during this reporting period that included a Data Gathering and Management Team, BBSP Map Preparation Team, BBSP Assessment Team, and the BBSP Submission Team to submit the suggested changes to Census using their Geographic Update Partnership Software (GUPS)
- Contacted all 88 county Boards of Election to acquire current Voter Registration and Precinct Boundary database files – April/May 2017
- Conducted a quality review of all voter registration files provided by counties. Corrected precinct names to match county precinct maps where they differed.
- Conducted a quality review of all county provided voter precinct maps (GIS files, PDF files, and paper maps). Compared county provided precinct maps to existing 2010 US Census GIS files. If 2010 GIS files were used (See Table 1 below), then any changes to precinct boundaries provided

In PDF or paper maps were updated in 2010 data to reflect the current precinct boundaries according to provided maps.

- Developed detailed Geographic Information Systems (GIS) methods, procedures, and tools to identify discrepancies in US Census 2020 proposed block boundaries, Ohio county precinct boundaries, and jurisdictional boundaries. Utilized voter registration files and precinct boundaries as collected and updated in process steps above along with US Census proposed 2020 block boundaries, and jurisdiction boundary data as available.
- Analyzed US Census Bureau Redistricting Data Program Proposed block boundaries as part of BBSP (2020 RDP Phase 1). We utilized GIS data, tools, and software to identify where block boundaries are split by precinct boundary lines, jurisdiction lines, or otherwise in arbitrary configurations, cataloged and provided suggested updates to Census using their GUPS software.

Voter Registration Database Review

- As discussed during the March 23, 2017 meeting, in June 2017, OU staff began testing methods to identify and evaluate inaccuracies in county voter registration databases. We developed procedures that will identify addresses that do not match the county-level Location Based Response System (LBRS) and street centerline databases, missing precinct name, incorrect precinct, address outside county, zip code mismatch, and city name mismatch.

Results of the Work

The chart (Figure 1) below shows the results of the effort to collect precinct maps from the Ohio counties from both efforts prior to and after the distribution of the SOS Advisory dated April 4, 2017. For details on the county response, see Table 4.

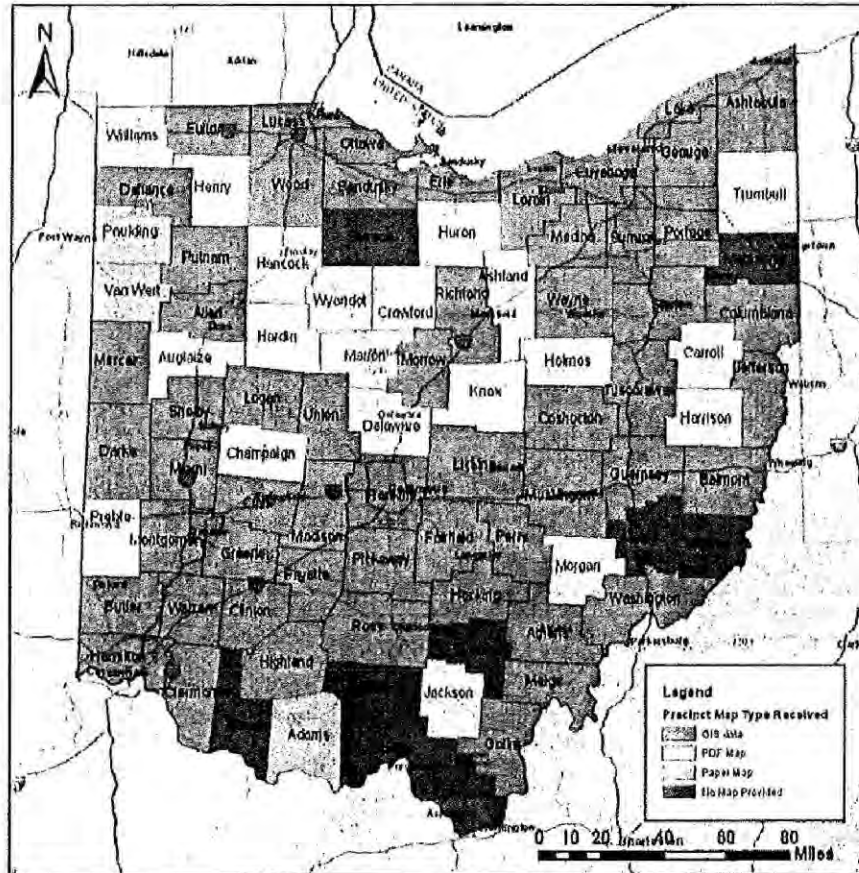
- Fifty-six (56) counties provided precinct maps in GIS file format.
- Twenty (20) provided precinct maps in Portable Document Format (PDF) digital format that required review and comparison to the 2010 US Census precinct GIS data files. In most cases, the PDF precinct maps provided by counties had not been updated since prior to the development of the 2010 Census Redistricting map file development.
- Three (3) counties provided only paper copies of precinct maps, which were compared to the 2010 Census Redistricting GIS map files and adjusted as required.
- Nine (9) counties did not respond to the call for precinct maps or did not have any information that they could provide.

Note that PDF maps in most cases are created from GIS format map files. If a precinct map in PDF format was provided by a county to OU in order to meet the Secretary of State (SOS) Advisory request, then this likely means that the work to develop the precinct map in GIS was performed by an outside contractor or other county office that has not provided the GIS map files to the county BOE staff.

Additionally, six (6) counties (6.8%) provided precinct maps weeks after the April 14, 2017 deadline suggested by the SOS in the Advisory memorandum (see Table 4 Notes column for details).

For the 32 counties that did not provide precinct maps in GIS format, we utilized the 2010 US Census Redistricting map files, being careful to check any PDF or paper maps provided and make updates to the 2010 data as required.

Figure 1. Results of the effort to collect precinct maps from the 88 Ohio counties. If maps were not provided by the county staff by May 31, 2017, the deadline for submitting Block Boundary Suggestions to the US Census, then they are listed as "No Map Provided."



Updates and submission to Census Bureau under project Tasks I and VI.

- We analyzed all 88 counties for potential suggested adjustments to Census proposed 2020 block boundaries under the BBSP project. We identified and reported 692 suggested changes in 48 counties (see list in Table 2 below).
- BBSP coordination work with US Census Bureau included work performed between November 2016 and 31 May 2017.

Table 1. Number of suggested changes to black boundaries as submitted to US Census under BBSP in May 2017 (Phase 1 of the 2020 Census RDP).

County	Number of Suggested Changes	County	Number of Suggested Changes
Adams	0	Licking	46
Allen	23	Logan	1
Ashland	10	Lorain	16
Ashtabula	0	Lucas	77
Athens	18	Madison	1
Auglaize	2	Mahoning	28
Belmont	1	Marion	10
Brown	0	Medina	0
Butler	9	Meigs	0
Carroll	0	Mercer	3
Champaign	3	Miami	17
Clark	0	Monroe	0
Clermont	2	Montgomery	5
Clinton	1	Morgan	0
Columbiana	0	Morrow	0
Coshocton	0	Muskingum	1
Crawford	0	Noble	0
Cuyahoga	10	Ottawa	1
Darke	0	Paulding	0
Defiance	18	Perry	0
Delaware	5	Pickaway	5
Erle	2	Pike	0
Fairfield	10	Portage	3
Fayette	3	Preble	6
Franklin	204	Putnam	2
Fulton	1	Richland	0
Galla	0	Ross	1
Geauga	1	Sandusky	16
Greene	17	Scioto	0
Guernsey	0	Seneca	0
Hamilton	2	Shelby	13
Hancock	0	Stark	19
Hardin	0	Summit	0
Harrison	0	Trumbull	1
Henry	0	Tuscarawas	0
Highland	0	Union	0
Hocking	10	Van Wert	1
Holmes	0	Vinton	0
Huron	0	Warren	0
Jackson	0	Washington	1
Jefferson	3	Wayne	10
Knox	0	Williams	0
Lake	1	Wood	51
Lawrence		Wyandot	

Project Schedule by Task (see Table 3 for details)

- Task I – September 1, 2016 through May 31, 2018
- Task II – September 1, 2016 through May 31, 2018
- Task VI – September 1, 2016 through December 31, 2021

Table 2. Active task status summaries.

Task I – Work with the Census Bureau to develop accurate Census Block Geography files	
Subtask	Status
A. Contact BOE's to request precinct maps – preferably GIS files.	Initial acquisition of precinct files Completed May 2017
B. Review precinct maps for urban counties to identify issues with new block boundaries being suggested by the Census Bureau as part of the Redistricting Data Program (RDP).	Completed May 2017
C. Work with the Census Bureau to complete "Phase 1 of the Census Bureau's RDP and the Block Boundary Suggestion Program (BBSP)" by May 31, 2017. Submit data to the Census Bureau to tell the Bureau what Census data features should be kept as block boundaries because the feature is a precinct boundary.	Completed May 2017
D. Review precinct maps for rural counties to identify issues with new block boundaries being suggested by the Census Bureau.	Review October – December 2017
E. Work with the Census Bureau to complete "Phase 3 of the Census RDP and the BBSP" by May 31, 2018. Submit data to the Census Bureau to tell the Census Bureau what Census data features should be kept as block boundaries because the feature is a precinct boundary.	Expected completion May 2018
F. Work with county board of elections (BOE) to assist with the counties responses to the Census Bureau's Boundary and Annexation Survey (BAS) as needed. It is very important that the Census Bureau is aware of annexation changes in municipal and township boundaries so that new releases of Census block boundary geographic files reflect these annexation changes. Annexation changes also directly impact precinct/ward boundaries.	Begin work October – December 2017
G. Ohio University has already completed the first stage of the Census Bureau's RDP by researching and certifying that there have been no changes in the 114 th Congressional district boundaries. Ohio University did not participate in Phase 1 of the Census Bureau's RDP BBSP which was due May 31, 2016.	n/a
Task II – Develop initial Precinct Boundary Mapping Database	
Subtask	Status
A. Request precinct boundary geographic files from each BOE.	Completed April 2017
B. Request most recent voter registration files from each county BOE.	Initial completed April 2017, refresh November 2017

C. Geocode voter registration files and identifies voters by precinct.	In-progress as of June 2017
D. Encourage BOE's and counties to communicate annexation changes to the Census Bureau's BAS program.	October – December 2017
F. Conflate BOE precinct boundaries to Census block boundaries.	October – December 2017
G. Communicate with BOE's to resolve precinct boundary questions.	Begin January 2018
H. Develop and implement quality assurance/quality control (QA/QC) procedures for precinct and ward boundaries difference resolution and verification.	January – Mar 2018
Import voter registration files from each county.	Initial completed May 2017, refresh November 2017
Task V: Project Management and Reporting	
Subtask	Status
A. Provide overall management of the project.	On-going
B. Prepare quarterly project reports to the Legislative Services Commission.	On-going

Next Report Period - Work to be Performed (October-December 2017)

Next Key Milestones and Task Targets

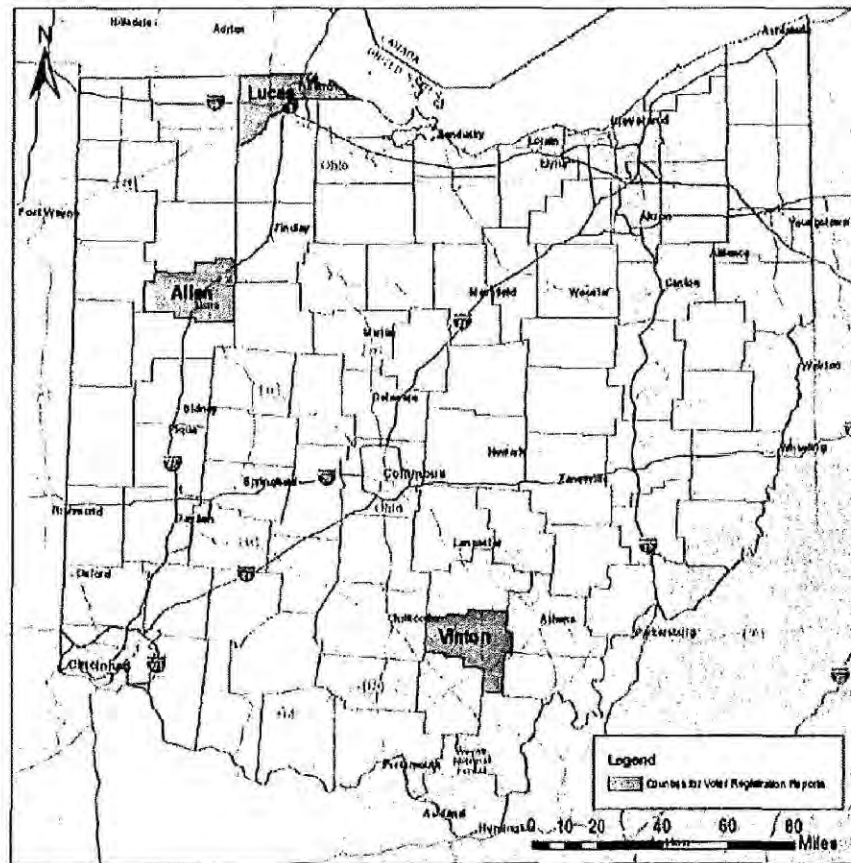
- Refresh of Voter Registration and Precinct databases from county BoE November-December 2017
 - Completion of Task I – May 31, 2018
 - Completion of Task II – May 31, 2018
 - Phase 2 Voting District Project by May 31, 2019
 - Initial provision of voting districts - December 2017 through May 31, 2018
1. Sent letter to Census confirming Ohio participation in Phase 2 of the Voting District Project (VTDP) by December 15, 2017.
 2. Review and refresh of voter registration and precinct files November-December 2017. As voter registrations have been updated for the 2017 fall election, we will gather the updated files and use the new data for the Voter Registration Database Review by county. (Tasks IIB and IIH)
 3. Conduct voter registration database analysis by county. As discussed with SOS staff and the Legislative Services Commission Representative during the March 23, 2017 meeting, in June 2017, OU staff have initiated procedures that will identify addresses that do not match the county-level Location Based Response System (LBRS) and street centerline databases, i.e., missing precinct name, precinct mismatch, address outside county, ZIP code mismatch, and city name mismatch. (Task IIC) During the next report period, we will fully review the voter registration databases for three (3) representative Ohio counties and provide reports on each county to SOS and Legislative Services Commission (LSC). If desired, we will schedule a follow-on meeting with SOS and LSC to present our results and discuss the initial review of the three county's voter registration databases. We are

proposing to use Allen, Lucas, and Vinton Counties for the Initial review and reports as representative of urban, suburban, and rural areas. See Table 4 and Figure 2 below.

Table 3. Characterization of three counties selected for Voter Registration Database Analysis and Reporting.

County	Characterization	Population (2016)	Population/mi ²	Registered Voters (Spring 2017)
Allen	urban/rural mix	103,742	264.2	68,299
Lucas	urban/suburban mix	432,488	1,296.2	300,638
Vinton	rural	12,921	32.6	8,363

Figure 2. Map showing three counties selected for Voter Registration Database Analysis Report.



4. Review precinct maps gathered from the previous reporting period to identify issues with new block boundaries being suggested by the Census Bureau. We will identify precinct boundaries that bisect proposed 2020 Census block boundaries and provide a report with results. (Task ID)
5. Begin preparation for providing updated precinct and ward boundaries to Census under Redistricting Phase 2 Voting District Project. Provisional voting districts are due to Census by May 31, 2018.
6. Work with county board of elections (BOE) to assist with the counties' responses to the Census Bureau's Boundary and Annexation Survey (BAS) as needed. Data will be accepted January 11 through May 31, 2018. Meet with SOS to discuss how to encourage and assist the Counties in submitting boundary and annexation updates to Census or for OU to gather data and submit to Census. (Tasks IF and IID)
7. Additionally, OU staff prepared, attended and participated at the Ohio Association of Election Officials (OAE) Winter Conference in January 2018.

Table 4. Results of effort to collect precinct maps from the 88 Ohio counties. If maps were not provided by the county staff by May 31, 2017, the deadline for submitting Block Boundary Suggestions to the US Census, then they are listed as "No Map Provided."

County	Precinct Map Type Received	Notes
Adams	Paper Map	Used 2010 GIS file
Allen	GIS data	Delivered late
Ashland	PDF Map	Used 2010 GIS file
Ashtabula	GIS data	
Athens	GIS data	
Auglaize	PDF Map	Used 2010 GIS file
Belmont	GIS data	
Brown	No Map Provided	Used 2010 GIS file
Butler	GIS data	
Carroll	PDF Map	PDF map converted to GIS file
Champaign	PDF Map	Used 2010 GIS file
Clark	GIS data	Delivered late
Clermont	GIS data	
Clinton	GIS data	
Columbiana	GIS data	
Coshocton	GIS data	
Crawford	PDF Map	Used 2010 GIS file, edited as required
Cuyahoga	GIS data	
Darke	GIS data	
Defiance	GIS data	
Delaware	PDF Map	Used 2010 GIS file
Erie	GIS data	
Fairfield	GIS data	
Fayette	GIS data	Delivered late
Franklin	GIS data	
Fulton	GIS data	
Gallia	GIS data	

Geauga	GIS data	
Greene	GIS data	
Guernsey	GIS data	
Hamilton	GIS data	
Hancock	PDF Map	Used 2010 GIS file
Hardin	PDF Map	Used 2010 GIS file
Harrison	PDF Map	Used 2010 GIS file
Henry	PDF Map	Used 2010 GIS file
Highland	GIS data	
Hocking	GIS data	
Holmes	PDF Map	Used 2010 GIS file
Huron	PDF Map	Used 2010 GIS file
Jackson	PDF Map	Delivered late, maps old, used 2010 GIS file
Jefferson	GIS data	
County	Precinct Map Type Received	Notes
Knox	PDF Map	Used 2010 GIS file
Lake	GIS data	
Lawrence	No Map Provided	Used 2010 GIS file
Licking	GIS data	
Logan	GIS data	
Lorain	GIS data	
Lucas	GIS data	
Madison	GIS data	
Mahoning	No Map Provided	Used 2010 GIS file
Marion	PDF Map	Used 2010 GIS file
Medina	GIS data	
Meigs	GIS data	
Mercer	GIS data	
Miami	GIS data	Delivered late -
Monroe	No Map Provided	Used 2010 GIS file
Montgomery	GIS data	
Morgan	PDF Map	Used 2010 GIS file
Morrow	GIS data	
Muskingum	GIS data	
Noble	No Map Provided	Used 2010 GIS file
Ottawa	GIS data	
Paulding	Paper Map	Used 2010 GIS file
Perry	GIS data	
Pickaway	GIS data	
Pike	No Map Provided	Used 2010 GIS file
Portage	GIS data	
Preble	PDF Map	Used 2010 GIS file
Putnam	GIS data	Errors in GIS, corrected
Richland	GIS data	
Ross	GIS data	Merged multiple GIS files
Sandusky	GIS data	Old data provided, used 2010 GIS file
Scioto	No Map Provided	Used 2010 GIS file
Seneca	No Map Provided	Used 2010 GIS file

Shelby	GIS data	
Stark	GIS data	
Summit	GIS data	
Trumbull	PDF Map	Used 2010 GIS file
Tuscarawas	GIS data	
Union	GIS data	
Van Wert	Paper Map	Paper maps same as 2010, used 2010 GIS file
Vinton	No Map Provided	Used 2010 GIS file
Warren	GIS data	
Washington	GIS data	
Wayne	GIS data	Delivered late
Williams	PDF Map	Used 2010 GIS file
Wood	GIS data	GIS files merged, cleaned
Wyandot	PDF Map	Used 2010 GIS file

Report 2: October 2017 - December 2017

Key Project Events during the Report Period

1. Began gathering updates of post-election voter registration data from counties
2. Began refresh of county Location Based Response System (LBRS) address data and road centerline road data from counties
3. Coordination and preparation with US Census Bureau on next steps for Phase 2, Voter District Project, of the 2021 Redistricting Program
4. Coordination with the Ohio Association of Election Officials to attend and participate at the OAEO 69th Annual Winter Conference in Columbus, Ohio.

In preparation for redistricting in 2021, the U.S. Census Bureau requires that states choosing to participate in its 2020 Redistricting Data Program (RDP) provide data on the boundaries of their voting districts, i.e. election precincts. Ohio declared its intention to participate in the Census Bureau's program and Ohio University is participating in the program on behalf of the State. On November 28, Dr. G. Jason Jolley, the officially designated Ohio State Redistricting Liaison, provided notification to US Census Bureau that Ohio will be participating in Phase 2 of the Voting District Project under the 2020 Redistricting Data Program. See attached letter titled *Ohio Census VRDP Phase 2 Letter*, dated 27 November 2017.

Work Performed During the Report Period

Between October 2017 and December 2017, Ohio University staff performed work on tasks I, II, and VI under this project (out of the 6 tasks identified in the project scope of work).

Work performed during the report period included gathering updated copies of the County BOE voter registration databases, coordination with Census Bureau, participation in Phase 1 of the US Census 2020 RDP, and initial work on evaluating county BOE voter registration files.

Voter Registration Database Review

- As discussed during the March 23, 2017 meeting, in June 2017, OU staff continued to identify mismatches between LBRS and street centerline databases, missing precinct name, incorrect precinct, address outside county, zip code mismatch, and city name mismatch.

Results of the Work

- No results during this reporting period.

Project Schedule by Task

- Task I – September 1, 2016 through May 31, 2018
- Task II – September 1, 2016 through May 31, 2018
- Task VI – September 1, 2016 through December 31, 2021

Table 1. Active task status summaries.

Task I – Work with the Census Bureau to develop accurate Census Block Geography file	
Subtask	Status
A. Contact BOE's to request precinct maps – preferably GIS files.	Initial acquisition of precinct files Completed May 2017
B. Review precinct maps for urban counties to identify issues with	Completed May 2017

new block boundaries being suggested by the Census Bureau as part of the Redistricting Data Program (RDP).

C. Work with the Census Bureau to complete "Phase 1 of the Census Bureau's RDP and the Block Boundary Suggestion Program (BBSP)" by May 31, 2017.

Submit data to the Census Bureau to tell the Bureau what Census data features should be kept as block boundaries because the feature is a precinct boundary.

D. Review precinct maps for rural counties to identify issues with new block boundaries being suggested by the Census Bureau.

E. Work with the Census Bureau to complete "Phase 2 of the Census RDP" by May 31, 2018.

Submit data to the Census Bureau to tell the Census Bureau what Census data features should be kept as block boundaries because the feature is a precinct boundary.

F. Work with county board of elections (BOE) to assist with the counties responses to the Census Bureau's Boundary and Annexation Survey (BAS) as needed. It is very important that the Census Bureau is aware of annexation changes in municipal and township boundaries so that new releases of Census block boundary geographic files reflect these annexation changes. Annexation changes also directly impact precinct/ward boundaries.

G. Ohio University has already completed the first stage of the Census Bureau's RDP by researching and certifying that there have been no changes in the 114th Congressional district boundaries. Ohio University did not participate in Phase 1 of the Census Bureau's RDP BBSP which was due May 31, 2016.

Completed May 2017

Review February - May 2018

Expected completion May 2018

Include in presentation to County BOEs at Ohio Association of Elected Officials, (OAE) Winter Conference

n/a



Subtask	Status
A. Request precinct boundary geographic files from each BOE. Request most recent voter registration files from each county BOE.	Completed April 2017 Initially completed April 2017, refreshed November-December 2017
B. Geocode voter registration files and identify voters by precinct. Encourage BOE's and counties to communicate annexation changes to the Census Bureau's BAS program.	January - May 2018 October - December 2017, presentation to County BOEs at OAE Winter Conference (January 2018)
C. Conflate BOE precinct boundaries to Census block boundaries. Communicate with BOE's to resolve precinct boundary questions.	October - December 2017
D. Develop and implement quality assurance/quality control (QA/QC) procedures for precinct and ward boundaries difference resolution and verification.	January - May 2018
E. Import voter registration files from each county	January - Mar 2018
	Initially completed May 2017,

refresh November - December 2017

Task III - Maintain Census and Update Precinct Boundaries	
Subtask	Status
Various subtasks	2019
Task IV - Prepare the Common Unified Mapping Database	
Subtask	Status
Various subtasks	2020 - 2021
Task V - Test Users of the Common Unified Mapping Database	
Subtask	Status
Various subtasks	2021
Task VI - Project Management and Reporting	
Subtask	Status
A. Provide overall management of the project	On-going
B. Prepare quarterly project reports to the Legislative Services Commission	On-going

Next Report Period - Work to be performed
January - March 2018

Next Key Milestones and Task Targets

- Completion of Task I - May 31, 2018
 - Completion of Task II - May 31, 2018
 - Phase 2 Voting District Project by May 31, 2019
 - o Initial provision of voting districts - December 2017 through May 31, 2018
1. Confirm any changes for 115th Congressional District Boundaries with Census Bureau in January 2018.
 2. OU staff continue to apply procedures that identify addresses that do not match the county-level Location Based Response System (LBR5) and street centerline databases, missing precinct name, precinct mismatch, address outside county, and legislative districts incorrectly identified in database (US Congressional, State House, and State Senate districts).
 3. We will review the voter registration databases for three (3) representative Ohio counties and provide reports on each county to SOS and LSC. We hope to meet with the SOS staff to present the results of the voter registration database reviews for the three counties by March 2018. We are proposing to use Allen, Lucas, and Vinton Counties for the initial review and reports as representative of urban, suburban, and rural areas. See Table 2 and Figure 1 below. (Task IIC)

4. Review precinct maps gathered from the previous reporting period to identify issues with new block boundaries being suggested by the Census Bureau. We will identify precinct boundaries that bisect proposed 2020 Census block boundaries and provide a report with results. (Task ID, IE)
5. Review and provide updated precinct and ward boundaries to Census Bureau under Redistricting Phase 2 Voting District Project. Provisional voting districts are due to Census Bureau by May 31, 2018. (Task ID IE)
6. Work with county BOEs to assist with the counties' responses to the Census Bureau's Boundary and Annexation Survey (BAS) as needed. Data will be accepted January 11 - May 31, 2018. Meet with SOS to discuss how to encourage and assist the Counties in submitting boundary and annexation updates to Census or for OU to gather data and submit to Census. (Tasks IF and IID)
7. OU staff prepared, attended and participated at the OAEI Winter Conference in January 2018. (Tasks IID, VI)

Report 3: January 1 to March 31, 2018

Key Project Events During the Report Period

1. Completed gathering of post-election voter registration data updates from counties.
2. Completed refresh of county Location Based Response System (LBRS) address data and road centerline road data.
3. Notified Census Bureau that there have not been any changes for Ohio's 116th US Congressional District Boundaries, as per Craig Forbes of the Ohio Secretary of State's Office. The Ohio State Redistricting Liaison, Dr. G. Jason Jolley, responded to Census Bureau via fax containing the letter from Census requesting update, dated November 30, 2017, and the response faxed to Census on January 26, 2018.
4. Continued coordination and preparation with US Census Bureau on next steps for Phase 2, Voter District Project, of the 2021 Redistricting Program. Project manager attended Census Bureau webinar on Phase 2 – Voter District mapping using the GUPS GIS software.
5. Presentation to Ohio Association of Election Officials at their 69th Annual Winter Conference in Columbus, Ohio, January 10, 2018. The PowerPoint is a very large document, so will be provided upon request.

In preparation for redistricting in 2021, the U.S. Census Bureau requires that states choosing to participate in its 2020 Redistricting Data Program (RDP) provide data on the boundaries of their voting districts, i.e. election precincts. Ohio declared its intention to participate in the Census Bureau's program and Ohio University is participating in the program on behalf of the State.

Work Performed During the Report Period

Between January 1, 2018 and March 31, 2018, Ohio University staff performed work on tasks I, II, and VI under this project (out of the 6 tasks identified in the project scope of work).

Work performed during the report period included gathering updated copies of the County BOE voter registration databases, coordination with Census Bureau, participation in Phase 2 of the US Census 2020 RDP, the Voting District Project, and initial work on evaluating county BOE voter registration files.

Voting District Project (VTD)

- Made contact with county BOEs to acquire Voter Registration and Precinct Boundary databases November 2017 to March 2018
- Ohio Redistricting Technical Liaison, Robert Delach, attended US Census Bureau Voting District Project (VTD) webinar, and directly coordinated with US Census staff
- Updated Statewide address locator database (previously developed in 2017) with current LBRS data acquired from the counties to geo-locate voter registration lists provided by county BOE
- Contacted all 88 county Boards of Election to acquire updated Precinct Boundary database files, if available
- Conducted a quality review of all voter precinct files provided by counties. Corrected precinct names to match county precinct maps where they differed
- Reviewed Census Phase 2 VTD procedures and use of the Census provided Geographic Update Partnership Software (GUPS) for review of voting district boundaries

- Prepared workstations for VTD project work, including installation and configuration of Census provided GUPS software
- Developed detailed Geographic Information Systems (GIS) methods, procedures, and employed a quality control review tool to conflate county provided precinct boundaries to follow US Census block boundaries. Utilized voter registration files and precinct boundaries as collected and updated in process steps above along with US Census proposed 2020 block boundaries, and jurisdiction boundary data as available
- Began review and conflation of the 88 Ohio county precinct boundary datasets to Census block boundaries

Results of the Work

- OU staff conducted geocoding of three counties as part of a pilot in January and February 2018. The three counties were Allen, Lucas, and Vinton Counties. The pilot confirmed our geocoding process, and initial methods to detect errors and inconsistencies in the county-level voter registration databases for the pilot counties. Geocoding address match rates were very high for the three counties, in the 98 to 99% rate
- We conducted an initial test of the methods we developed to evaluate the accuracy of county voter registration databases in February 2018
- OU staff began initial Voting District Project (VTD) reviews of precincts in March 2018. During this time period no counties were finalized or submitted to Census Bureau

Project Schedule by Task

- Task I – September 1, 2016 through May 31, 2018
- Task II – September 1, 2016 through May 31, 2018
- Task VI – September 1, 2016 through December 31, 2021

Table 1. Active task status summaries.

Task II – Work with the Census Bureau to develop accurate Census Block Geography files	
Subtask	Status
A. Contact BOE's to request precinct maps – preferably GIS files.	Initial acquisition of precinct files Completed May 2017
B. Review precinct maps for urban counties to identify issues with new block boundaries being suggested by the Census Bureau as part of the Redistricting Data Program (RDP).	Completed May 2017
C. Work with the Census Bureau to complete "Phase 1 of the Census Bureau's RDP and the Block Boundary Suggestion Program (BBSP)" by May 31, 2017. Submit data to the Census Bureau to tell the Bureau what Census data features should be kept as block boundaries because the feature is a precinct boundary.	Completed May 2017
D. Review precinct maps for rural counties to identify issues with new block boundaries being suggested by the Census Bureau.	Review February - May 2018
E. Work with the Census Bureau to complete "Phase 2 of the Census RDP" by May 31, 2018. Submit data to the Census Bureau to tell the Census Bureau what Census data features should be kept as block boundaries because the feature is a precinct boundary.	Expected completion May 2018

F. Work with county board of elections (BOE) to assist with the counties responses to the Census Bureau's Boundary and Annexation Survey (BAS) as needed. It is very important that the Census Bureau is aware of annexation changes in municipal and township boundaries so that new releases of Census block boundary geographic files reflect these annexation changes. Annexation changes also directly impact precinct/ward boundaries.

G. Ohio University has already completed the first stage of the Census Bureau's RDP by researching and certifying that there have been no changes in the 114th Congressional district boundaries. Ohio University did not participate in Phase 1 of the Census Bureau's RDP BBSP which was due May 31, 2016.

Included in presentation to County BOEs at OAEO Winter Conference

n/a

Task II - Develop Initial Precinct Boundary Mapping Database

Subtask	Status
A. Request precinct boundary geographic files from each BOE.	Completed April 2017
B. Request most recent voter registration files from each county BOE.	Initially completed April 2017, refreshed November-December 2017
C. Geocode voter registration files and identify voters by precinct.	January - May 2018
D. Encourage BOE's and counties to communicate annexation changes to the Census Bureau's BAS program.	October - December 2017, presentation to County BOEs at OAEO Winter Conference (January 2018)
E. Conflate BOE precinct boundaries to Census block boundaries.	October - December 2017
F. Communicate with BOE's to resolve precinct boundary questions.	January - May 2018
G. Develop and implement quality assurance/quality control (QA/QC) procedures for precinct and ward boundaries difference resolution and verification.	January - Mar 2018
H. Import voter registration files from each county.	Initially completed May 2017, refresh November - December 2017

Task III - Maintain Current and Update Precinct Boundaries

Subtask	Status
Various subtasks.	2019

Task IV - Prepare the Common Unified Mapping Database

Subtask	Status
Various subtasks.	2020 - 2021

Task V - Train Users of the Common Unified Mapping Database

Subtask	Status
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Various subtasks,	2021
Task VI: Project Management and Reporting	
Subtask	Status
A. Provide overall management of the project.	On-going
B. Prepare quarterly project reports to the Legislative Services Commission.	On-going

Next Report Period - Work to be Performed

April 1 – June 30, 2018

Next Key Milestones and Task Targets

- Completion of Task I – May 31, 2018
 - Completion of Task II – May 31, 2018
 - Phase 2 Voting District Project by May 31, 2019
 - Initial provision of voting districts - December 2017 through May 31, 2018
8. Review precinct maps gathered from the previous reporting period to identify discrepancies with precinct boundaries and Census Bureau proposed block boundaries. We will identify precinct boundaries that bisect proposed 2020 Census block boundaries, conflate those boundaries to the nearest Census Block boundary, and propose block boundary cuts as needed to minimize impacts to registered voters. (Task ID, IE)
9. Review and provide updated precinct boundaries to Census under Redistricting Phase 2 Voting District Project. Provisional voting districts are due to Census by May 31, 2018. (Task ID IE)

Report 4: April 1 to June 30, 2018

Key Project Events during the Report Period

1. Continued coordination with US Census Bureau for Phase 2, Voter District Project (VTD) of the 2021 Redistricting Program.
2. Delivery of the Initial provision of voting districts for all 88 Ohio Counties to Census Bureau under the Phase 2 – Voting District Project.

Work Performed During the Report Period

Between March 1, 2018 and June 30, 2018, Ohio University staff performed work on tasks I, II, and VI under this project.

Work performed during the report period included coordination with Census Bureau, participation in Phase 2 of the US Census 2020 RDP, the Voting District Project, and continued work on evaluating county BOE voter registration files.

Voting District Project (VTD)

- Ohio Redistricting Technical Liaison, Robert Delach, directly coordinated with US Census Bureau Redistricting Data Program staff via email, telephone conversations, and in a virtual meeting on May 8, 2018.
- Completed the quality review of all voter precinct files provided by counties that was begun in March 2018.
- Finalized Geographic Information Systems (GIS) methods, procedures, and quality control (QC) review procedures for Census Phase 2 VTD and use of the Census provided Geographic Update Partnership Software (GUPS) for review and provision of voting district boundaries.
- Utilized voter registration files and precinct boundaries as collected and updated in process steps above along with US Census proposed 2020 block boundaries, and jurisdiction boundary data as available.
- Completed review, provision, and quality control review of the 88 Ohio county precinct boundary datasets to Census block boundaries, and delivered the resulting county-level precinct GIS data layers to Census Bureau.

Voter Registration Database Review

- Recompiled statewide address locator database (previously updated in January 2018).
- Updated address geocoding procedures for county voter registration database review and assessment reports.

Results of the Work

- OU staff began Initial Voting District Project (VTD) reviews of precincts in March 2018. From April through June 11, 2018, we reviewed precinct data for all 88 counties, conflated to match Census block boundaries, quality reviewed and finalized, and submitted results to Census Bureau. Note that the original deadline to submit provisional precinct boundaries to Census Bureau under the Phase 2 Voting District Project (VTD) of May 31, 2018 was extended to June

11, 2018. Our team identified 1,438 locations across all 88 counties that required cutting blocks or where decisions not to cut blocks impacted voters that were already registered to vote. There were three main types of issues encountered during the initial provisioning of precincts, here is a summary of those three:

- o Cutting blocks in order to avoid impacting current voter precinct registrations.
- o Assigning a block that was split by a precinct boundary to a precinct, when the result would impact voters currently registered to a precinct.
- o Areas where outdated Boundary and Annexation data impacted precinct boundaries and may change voter precinct assignment (registration).
- During our work conducting the initial provisioning of precinct boundaries for under the Phase 2 VTD Project, we encountered a number of counties where the provided precinct map data was significantly outdated and did not match current voter precinct assignments. In some cases this involved splitting of precincts and in others, consolidation of precincts. In order to provision the areas where precincts have been updated by the counties, but where the maps were not updated, we assigned areas to precincts using the current voter registration database for each county. In some cases, this required re-allocating upwards of 40 to 50 precincts in counties such as Franklin and Butler.
- OU staff continued updating the statewide address geocoder and testing with the three counties as part of the pilot begun in January and February 2018. The three counties were Allen, Lucas, and Vinton Counties.
- We continued the testing of the methods we developed to evaluate the accuracy of county voter registration databases in June 2018.

Project Schedule by Task

- Task I – September 1, 2016 through June 11, 2018.
- Task II – September 1, 2016 through May 31, 2018, Items D & F on-going through September 2018.
- Task VI – September 1, 2016 through December 31, 2021.

Table 1. Active task status summaries.

Task I – Work with the Census Bureau to develop accurate census Block geography files	
Subtask	Status
A. Contact BOE's to request precinct maps – preferably GIS files.	Initial acquisition of precinct files completed May 2017
B. Review precinct maps for urban counties to identify issues with new block boundaries being suggested by the Census Bureau as part of the Redistricting Data Program (RDP).	completed May 2017
C. Work with the Census Bureau to complete "Phase 1 of the Census Bureau's RDP and the Block Boundary Suggestion Program (BBSP)" by May 31, 2017. Submit data to the Census Bureau to tell the Bureau what Census data features should be kept as block boundaries because the feature is a precinct boundary.	completed May 2017
D. Review precinct maps for rural counties to identify issues with	Review February - May 2018,

<p>new block boundaries being suggested by the Census Bureau.</p> <p>E. Work with the Census Bureau to complete "Phase 2 of the Census RDP" by May 31, 2018.</p> <p>Submit data to the Census Bureau to tell the Census Bureau what Census data features should be kept as block boundaries because the feature is a precinct boundary.</p> <p>F. Work with county board of elections (BOE) to assist with the counties responses to the Census Bureau's Boundary and Annexation Survey (BAS) as needed. It is very important that the Census Bureau is aware of annexation changes in municipal and township boundaries so that new releases of Census block boundary geographic files reflect these annexation changes. Annexation changes also directly impact precinct/ward boundaries.</p> <p>G. Ohio University has already completed the first stage of the Census Bureau's RDP by researching and certifying that there have been no changes in the 114th Congressional district boundaries. Ohio University did not participate in Phase 1 of the Census Bureau's RDP BBSP which was due May 31, 2016.</p>	<p>completed June 11, 2018 completed June 11, 2018</p> <p>Included in presentation to County BOEs at OAEO Winter Conference, completed January 10, 2018</p> <p>n/a</p>
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Task 11 - Develop Initial Precinct Boundary Mapping Database

Subtask	Status
<p>A. Request precinct boundary geographic files from each BOE, Request most recent voter registration files from each county BOE.</p>	<p>completed April 2017 Initially completed April 2017, refreshed November-December 2017</p>
<p>B. Geocode voter registration files and identify voters by precinct.</p>	<p>January – May 2018, initial geocoding completed January 2018</p>
<p>C. Encourage BOE's and counties to communicate annexation changes to the Census Bureau's BAS program.</p>	<p>October – December 2017, presentation to County BOEs at OAEO Winter Conference January 10, 2018 Coordination with Counties On-going</p>
<p>D. Conflate BOE precinct boundaries to Census block boundaries.</p>	<p>January – June 2018, completed 11 June 2018</p>
<p>E. Communicate with BOE's to resolve precinct boundary questions.</p>	<p>On-going</p>
<p>F. Develop and implement quality assurance/quality control (QA/QC) procedures for precinct and ward boundaries difference resolution and verification.</p>	<p>January – Mar 2018, completed March 2018</p>
<p>G. Import voter registration files from each county.</p>	<p>Initially completed May 2017, refreshed November 2017 – February 2018</p>

Task II – Maintain Currency and Update Precinct Boundaries	
Subtask	Status
Various subtasks.	2019
Task III – Prepare the Common Unified Mapping Database	
Subtask	Status
Various subtasks.	2020 – 2021
Task IV – Train Users of the Common Unified Mapping Database	
Subtask	Status
Various subtasks.	2021
Task V – Project Management and Reporting	
Subtask	Status
A. Provide overall management of the project.	On-going
B. Prepare quarterly project reports to the Legislative Services Commission.	On-going

Next Report Period - Work to be Performed
July 1 – September 30, 2018

Next Key Milestones and Task Targets

- On-going work on Task II, Item D & F – September 2018.
 - Phase 2 Voting District Project by May 31, 2019.
 - Verification of voting districts - December 2018 through May 31, 2019.
1. Coordinate with county board of elections (BOE) and other county entities to encourage and assist data updates and response to the Census Bureau’s Boundary and Annexation Survey (BAS). It is very important that the Census Bureau is aware of annexation changes in municipal and township boundaries so that new releases of Census block boundary geographic files reflect these annexation changes. Annexation changes directly impact precinct/ward boundaries (Task II D).
 2. Coordinate with BOE’s to review precinct boundary adjustments made under Phase 2 VTD precinct provisioning. (Task II F).

Table 2. • Results of Phase 2 Voting District Project (VTD) Initial Provisioning of Ohio Voting Districts.

County	Number of Issues Identified and Corrected	County	Number of Issues Identified and Corrected
Adams	2	Licking	8
Allen	6	Logan	2

Ashland	12	Loain	22
Ashtabula	9	Lucas	71
Athens	27	Madison	0
Auglaize	8	Mahoning	10
Belmont	41	Marion	9
Brown	2	Medina	1
Butler	135	Melgs	12
Carroll	7	Mercer	6
Champaign	0	Miami	11
Clark	22	Monroe	0
Clermont	38	Montgomery	104
Clinton	5	Morgan	0
Columbiana	16	Morrow	0
Coshocton	5	Muskingum	3
Crawford	0	Noble	1
Cuyahoga	121	Ottawa	0
Darke	3	Paulding	0
Defiance	12	Perry	10
Delaware	73	Pickaway	0
Erie	11	Pike	9
Fairfield	27	Portage	6
Fayette	2	Preble	0
Franklin	124	Putnam	4
Fulton	17	Richland	1
Gallia	11	Ross	8
Geauga	4	Sandusky	14
Greene	19	Scloto	10
Guernsey	2	Seneca	1
Hamilton	55	Shelby	1
Hancock	3	Stark	50
Hardin	0	Summit	18
Harrison	0	Trumbull	15
Henry	2	Tuscarawas	6
Highland	2	Union	6
Hocking	2	Van Wert	6
Holmes	0	Vinton	6
Huron	2	Warren	44
Jackson	9	Washington	1
Jefferson	27	Wayne	14
Knox	0	Williams	2
Lake	53	Wood	14
Lawrence	13	Wyandot	3

Report 5: July 1 to September 30, 2018

Key Project Events during the Report Period

1. Continued coordination with US Census Bureau for Phase 2, Voter District Project (VTD) of the 2021 Redistricting Program.
2. Review and reorganization of data used and created thus far in the project.

Work Performed During the Report Period

Between July 1, 2018 and September 30, 2018, Ohio University staff performed work on tasks II, and VI under this project.

Work performed during the report period included coordination with Census Bureau and data reorganization and project management.

Voter Registration Database Review

- Recompiled statewide address locator database (previously updated in January 2018).
- Updated address geocoding procedures for county voter registration database review and assessment reports.

Results of the Work

- OU staff began preparing the existing and created data for use in development of web map based presence that would be used by counties to assess and amend their voting districts under the Phase 2 VDTP.

Project Schedule by Task

- Task I – Completed.
- Task II – September 1, 2016 through May 31, 2018, Items D & F on-going through September 2018.
- Task VI – September 1, 2016 through December 31, 2021.

Table 1. Active task status summaries.

Subtask	Status
A. Contact BOE's to request precinct maps – preferably GIS files.	Initial acquisition of precinct files completed May 2017
B. Review precinct maps for urban counties to identify issues with new block boundaries being suggested by the Census Bureau as part of the Redistricting Data Program (RDP).	completed May 2017
C. Work with the Census Bureau to complete "Phase 1 of the Census Bureau's RDP and the Block Boundary Suggestion Program (BBSP)" by May 31, 2017. Submit data to the Census Bureau to tell the Bureau what Census data features should be kept as block boundaries because the feature is a precinct boundary.	completed May 2017

D. Review precinct maps for rural counties to identify issues with new block boundaries being suggested by the Census Bureau.

E. Work with the Census Bureau to complete "Phase 2 of the Census RDP" by May 31, 2018.

Submit data to the Census Bureau to tell the Census Bureau what Census data features should be kept as block boundaries because the feature is a precinct boundary.

F. Work with county board of elections (BOE) to assist with the counties responses to the Census Bureau's Boundary and Annexation Survey (BAS) as needed. It is very important that the Census Bureau is aware of annexation changes in municipal and township boundaries so that new releases of Census block boundary geographic files reflect these annexation changes. Annexation changes also directly impact precinct/ward boundaries.

G. Ohio University has already completed the first stage of the Census Bureau's RDP by researching and certifying that there have been no changes in the 114th Congressional district boundaries. Ohio University did not participate in Phase 1 of the Census Bureau's RDP BBSP which was due May 31, 2016.

Review February - May 2018, completed June 11, 2018
completed June 11, 2018

Included in presentation to County BOEs at OAE Winter Conference, completed January 10, 2018

n/a

Request for Precinct Boundary Geographic Files from Each County Board of Elections

Subtask	Status
A. Request precinct boundary geographic files from each BOE.	completed April 2017
B. Request most recent voter registration files from each county BOE.	Initially completed April 2017, refreshed November-December 2017
D. Geocode voter registration files and identify voters by precinct.	January - May 2018, Initial geocoding completed January 2018
E. Encourage BOE's and counties to communicate annexation changes to the Census Bureau's BAS program.	October - December 2017, presentation to County BOEs at OAE Winter Conference January 10, 2018 Coordination with Counties On-going
F. Conflate BOE precinct boundaries to Census block boundaries.	January - June 2018, completed 11 June 2018 On-going
G. Communicate with BOE's to resolve precinct boundary questions.	
H. Develop and implement quality assurance/quality control (QA/QC) procedures for precinct and ward boundaries difference resolution and verification.	January - Mar 2018, completed March 2018
Import voter registration files from each county.	Initially completed May 2017, refreshed November 2017 - February 2018

Task III - Maintain Current and Update Precinct Boundaries	
Subtask	Status
Various subtasks.	2019
Task IV - Prepare the Common Unified Map of Districts	
Subtask	Status
Various subtasks.	2020 - 2021
Task V - Train Users of the Common Unified Map of Districts	
Subtask	Status
Various subtasks.	2021
Task VI - Project Management And Reporting	
Subtask	Status
A. Provide overall management of the project.	On-going
B. Prepare quarterly project reports to the Legislative Services Commission.	On-going

Next Report Period - Work to be Performed

October 1 – December 31, 2018

Next Key Milestones and Task Targets

- On-going work on Task II, Item D & F – September 2018
- Phase 2 Voting District Project by May 31, 2019
 - Verification of voting districts - January 2019 through May 31, 2019

Report 6: October to December 31, 2018

Key Project Events during the Report Period

1. Continued coordination with US Census Bureau for Phase 2, Voter District Project (VTD) of the 2021 Redistricting Program.
2. Identify, organize and refine data to support web map based tool for counties to compare and adjust their voting districts under the VDTP Phase 2 revisions scheduled for January 2019.
3. Begin to develop on-line web map for VDTP Phase 2 revisions.
4. Obtained and geocoded the updated voter locations following the 2017 statewide elections from the Secretary of State.

Work Performed During the Report Period

Between September 1, 2018 and December 31, 2018, Ohio University staff performed work on tasks II, IV and VI under this project.

Work performed during the report period included coordination with Census Bureau, participation in Phase 2 of the US Census 2020 RDP, the Voting District Project, and continued work on evaluating county BOE voter registration files.

Develop Web Map to Support VDTP Phase 2 Revisions to County Voting Districts

- A GIS-based web map tool was developed and tested to assist in county updates and revisions of voting districts.

Preparation of a presentation for the 2019 Ohio Board of Elections annual conference in Columbus

- Prepared a two-part presentation to update Boards of Election on progress with this project and demonstrate the use and functioning of the web map redistricting tool.

Results of the Work

Project staff led by Elkan Kim created the GIS-based web map tool. The tool included layers for the VDP revisions (soon to be returned from the Census Bureau), most recent county-provided voting districts, place and administrative boundaries, block boundaries and geocoded voter addresses. These layers were projected over interchangeable base maps including USGS topographic maps, highway maps and recent high resolution color imagery. Progressive outcomes were tested and revised through internal staff review.

Robert Wiley and Mike Finney developed, reviewed and revised a presentation to be presented at the January 2019 BOE annual conference that encapsulated all progress on preparation of the unified redistricting data base. The presentation would utilize a live, on-line connection with the GIS web map to demonstrate its suitability. Following the presentation there is intended to be a live, interactive demonstration in the vendor area of the conference.

Project Schedule by Task

- Task II – September 1, 2016 through May 31, 2018, Items D & F on-going through September 2018.

- Task III January 1, 2019 through May 31 2019.
- Task VI – September 1, 2016 through December 31, 2021.

Table 1. Active task status summaries.

Table 1 – Work with the Census Bureau to develop accurate Census Block Geography files	
Subtask	Status
A. Contact BOE's to request precinct maps – preferably GIS files.	Initial acquisition of precinct files completed May 2017
B. Review precinct maps for urban counties to identify issues with new block boundaries being suggested by the Census Bureau as part of the Redistricting Data Program (RDP).	completed May 2017
C. Work with the Census Bureau to complete "Phase 1 of the Census Bureau's RDP and the Block Boundary Suggestion Program (BBSP)" by May 31, 2017. Submit data to the Census Bureau to tell the Bureau what Census data features should be kept as block boundaries because the feature is a precinct boundary	completed May 2017
D. Review precinct maps for rural counties to identify issues with new block boundaries being suggested by the Census Bureau	Review February - May 2018, completed June 11, 2018
E. Work with the Census Bureau to complete "Phase 2 of the Census RDP" by May 31, 2018. Submit data to the Census Bureau to tell the Census Bureau what Census data features should be kept as block boundaries because the feature is a precinct boundary.	completed June 11, 2018
F. Work with county board of elections (BOE) to assist with the counties responses to the Census Bureau's Boundary and Annexation Survey (BAS) as needed. It is very important that the Census Bureau is aware of annexation changes in municipal and township boundaries so that new releases of Census block boundary geographic files reflect these annexation changes. Annexation changes also directly impact precinct/ward boundaries.	Included in presentation to County BOEs at OAES Winter Conference, completed January 10, 2018
G. Ohio University has already completed the first stage of the Census Bureau's RDP by researching and certifying that there have been no changes in the 114th Congressional district boundaries. Ohio University did not participate in Phase 1 of the Census Bureau's RDP BBSP which was due May 31, 2016	n/a
Table 1 – Develop and Update Precinct Boundary Mapping Database	
Subtask	Status
A. Request precinct boundary geographic files from each BOE. Request most recent voter registration files from each county BOE.	completed April 2017 Initially completed April 2017, refreshed November-December 2017
B. Geocode voter registration files and identify voters by precinct.	January – May 2018, initial geocoding completed January

C. Encourage BOE's and counties to communicate annexation changes to the Census Bureau's BAS program.	2018 October – December 2017, presentation to County BOEs at OAEO Winter Conference January 10, 2018 Coordination with Counties On-going
D. Conflate BOE precinct boundaries to Census block boundaries.	January – June 2018, completed 11 June 2018
E. Communicate with BOE's to resolve precinct boundary questions.	On-going
F. Develop and Implement quality assurance/quality control (QA/QC) procedures for precinct and ward boundaries difference resolution and verification.	January – Mar 2018, completed March 2018
G. Import voter registration files from each county.	Initially completed May 2017, refreshed November 2017 – February 2018

Task 11: Maintain Current and Update Precinct Boundaries	
Subtask	Status
Various subtasks.	2019
Task 12: Report to the Common Unified Mapping Database	
Subtask	Status
Various subtasks.	2020 – 2021
Task 13: Verify Data of the Common Unified Mapping Database	
Subtask	Status
Various subtasks.	2021
Task 14: Develop and Implement the Reporting	
Subtask	Status
A. Provide overall management of the project.	On-going
B. Prepare quarterly project reports to the Legislative Services Commission.	On-going

Next Report Period - Work to be performed
January 1 – April 30, 2019

Next Key Milestones and Task Targets

- Phase 2 Voting District Project by May 31, 2019.
 - Verification of voting districts - December 2018 through May 31, 2019.

Report 7: January 1 to March 31, 2019

Key Project Events during the Report Period

1. On January 3 2019, the Census Bureau provided new 2020 Voting District Project verification data files. These files included new proposed voting districts based on the June 2018 VDP submittals from OU. This data initiated the comparison and conflation of voting districts under VTDP Phase 2 process.
2. A stage presentation and interactive table display was presented at the 2019 BOE conference in Columbus.
3. The GIS web map tool was launched and access provided to all counties.
4. New voting district data begin to be received and used to revise or confirm up to date voting district geography.
5. OU began submitting revised and confirmed voting district geography to the Census Bureau under this second phase of revisions.

Work Performed During the Report Period

Between January 1, 2019 and March 31, 2019, Ohio University staff performed work on tasks II, III, IV and VI under this project.

Work performed during the report period included coordination with Census Bureau, participation in VTDP Phase 2 of the US Census 2020 RDP, the Voting District Project.

Results of the Work

Complete and launch Web Map to Support VDTP Phase 2 Revisions to County Voting Districts

- The final draft GIS web map was posted for use at the BOE conference on January 7.
- The web map allows users to jump to their county and view their most recently obtained voting district map and the currently received voting district map from the Census Bureau. Users can click on the map to identify administrative districts, voting districts, block boundaries and geocoded voter addresses. Users can assess differences in voting districts, accept or reject them, print them for hand revision, and make comments.
- The final web map was launched on February 8, 2019. Detailed instructions were provided in an email to every county, along with an access link and a set of passwords for up to five county officials that could participate. The email and subsequent emails requested submittal by county BOEs by April 15, 2019.

Preparation of a presentation for the 2019 Ohio Board of Elections annual conference in Columbus

- OU presented a progress update on January 8, 2019 at the BOE conference. A two computer demonstration table was set up in the vendor room to provide hands use of the system by BOE officials and was made available for directed use on January 8 and 9, 2019. Many but not all county officials tried out the web map interface, asked many questions and provided suggestions. Suggestions were used by OU staff after the conference to modify and finalize the web map.

Revisions of county voting districts begins

- OU begins revising county voting districts as web-based revisions and new voting district shapefiles are received from participating counties.
- A dedicated phone number and a dedicated email address are established for questions and submittals of new voting district maps. Both are monitored daily by OU staff. Questions are resolved by direct return calls and by email responses by staff.
- Some counties are completed and sent to the Census Bureau through their SWIM share drive web site. Response from county BOEs is very slow. Additional emails are sent to counties to clarify responses requested, to encourage timely response to web map, and provision of a revised voting district shapefile.
- Staff observes during revisions that most differences between county and Census Bureau-provided voting district maps are the result of significant differences in place, municipal and township boundaries. These were noted to derive from simple mapping errors due to lack of skill and diligence of the original map preparer, and from annexations and de-annexations that had occurred but not posted with the Census Bureau through the BAS Program. It was decided that differences that could be determined via available data to be place and municipal boundary changes, would be identified, corrected, and filed with the Census Bureau for a revision of their place boundary layer. The Census Bureau asserted that it would follow up with the Secretary of State to obtain documents needed to affirm the boundary change.

Project Schedule by Task

- Task III January 1, 2019 through May 31 2019.
- Task IV January 2017 through March 20, 2020.
- Task VI – September 1, 2016 through December 31, 2021.

Table 1. Active task status summaries.

Task – Work with the Census Bureau to develop accurate Census Block Geography files	
Subtask	Status
A. Contact BOE's to request precinct maps – preferably GIS files.	Initial acquisition of precinct files completed May 2017
B. Review precinct maps for urban counties to identify issues with new block boundaries being suggested by the Census Bureau as part of the Redistricting Data Program (RDP).	completed May 2017
C. Work with the Census Bureau to complete "Phase 1 of the Census Bureau's RDP and the Block Boundary Suggestion Program (BBSP)" by May 31, 2017. Submit data to the Census Bureau to tell the Bureau what Census data features should be kept as block boundaries because the feature is a precinct boundary.	completed May 2017
D. Review precinct maps for rural counties to identify issues with new block boundaries being suggested by the Census Bureau.	Review February - May 2018, completed June 11, 2018
E. Work with the Census Bureau to complete "Phase 2 of the Census RDP" by May 31, 2018. Submit data to the Census Bureau to tell the Census Bureau what	completed June 11, 2018

Census data features should be kept as block boundaries because the feature is a precinct boundary.

F. Work with county board of elections (BOE) to assist with the counties responses to the Census Bureau's Boundary and Annexation Survey (BAS) as needed. It is very important that the Census Bureau is aware of annexation changes in municipal and township boundaries so that new releases of Census block boundary geographic files reflect these annexation changes. Annexation changes also directly impact precinct/ward boundaries.

Included in presentation to County BOEs at OAEO Winter Conference, completed January 10, 2018

G. Ohio University has already completed the first stage of the Census Bureau's RDP by researching and certifying that there have been no changes in the 114th Congressional district boundaries. Ohio University did not participate in Phase 1 of the Census Bureau's RDP BBSP which was due May 31, 2016.

n/a

Task II - Develop Initial Precinct Boundary Mapping Database

Subtask	Status
A. Request precinct boundary geographic files from each BOE.	Refreshed January 2019 - ongoing
B. Request most recent voter registration files from each county BOE.	Refreshed November-December 2018
C. Geocode voter registration files and identify voters by precinct	Refreshed December 2018
D. Encourage BOE's and counties to communicate annexation changes to the Census Bureau's BA5 program.	October - December 2017, presentation to County BOEs at OAEO Winter Conference January 10, 2018 Coordination with Counties On-going Refreshed January 2019 winter conference
E. Conflate BOE precinct boundaries to Census block boundaries.	On-going February 2019 through June 2019. This will continue throughout 2019 to March 2020
F. Communicate with BOE's to resolve precinct boundary questions.	On-going
G. Develop and implement quality assurance/quality control (QA/QC) procedures for precinct and ward boundaries difference resolution and verification.	On-going
H. Import voter registration files from each county.	Initially completed May 2017, refreshed November 2017 - February 2018

Task III - Maintain currency and update Precinct Boundaries

Subtask	Status
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Various subtasks.	2019-2020
Table IV - Prepare the Common Unified Mapping Database	
Subtask	Status
Various subtasks.	2020 – 2021
Table V - Train Users of the Common Unified Mapping Database	
Subtask	Status
Various subtasks.	2021
Table VI - Project Management and Reporting	
Subtask	Status
A. Provide overall management of the project.	On-going
B. Prepare quarterly project reports to the Legislative Services Commission.	On-going

Next Report Period - Work to be performed
April 1 – June 30, 2019

Next Key Milestones and Task Targets

- Prepare for final voting district revision in March 2020

Report 8: April 1 to June 30, 2019

Key Project Events during the Report Period

1. Submittal on county basis to the Census Bureau the revised of confirmed shapefiles under VDTP Phase 2 by May 31, 2019.
2. Ohio University is issued a contract by the Legislative Services Commission (LSC) to complete the scope of work for preparation of the unified redistricting database.
3. Poor county response results in calling BOEs directly and urging participation.
4. Meeting with the House minority leader to develop understanding of the project and our progress to foster getting a signed contract in place.
5. Meeting with the Secretary of State Liaison to move contract authorization forward and to get assistance with getting counties to participate.

Work Performed During the Report Period

Between April 1, 2019 and June 30, 2019, Ohio University staff performed work on tasks II, III, IV and VI under this project.

Work performed during the report period included coordination with Census Bureau, participation in VTDP Phase 2 of the US Census 2020 RDP, the Voting District Project.

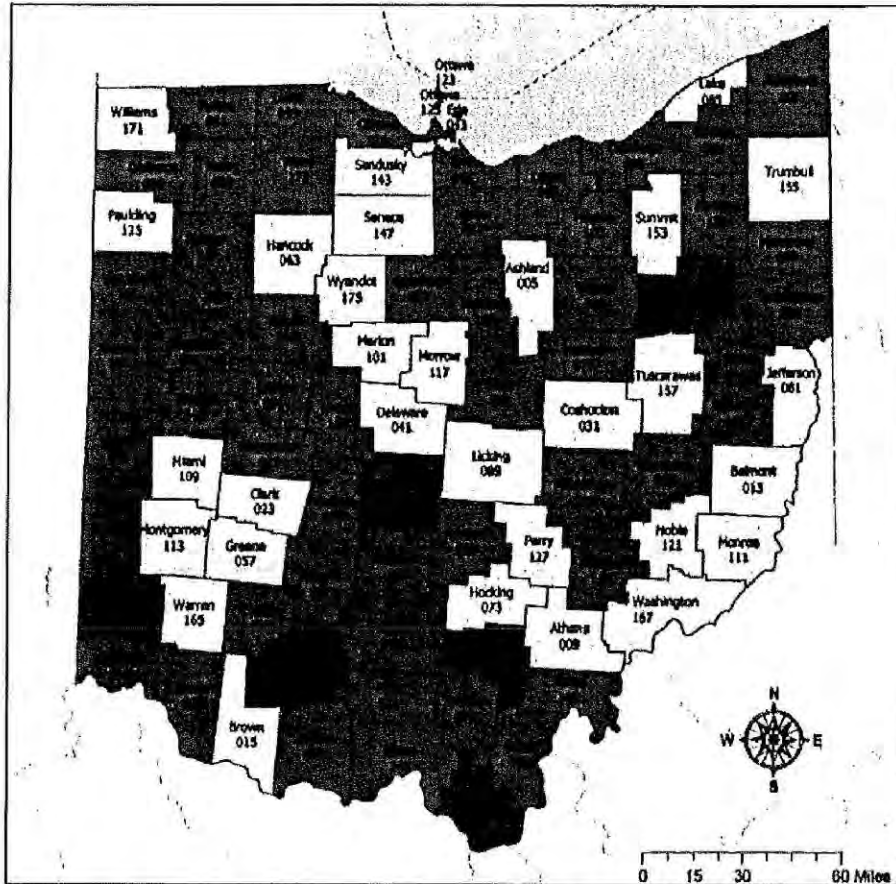
Results of the Work

OU staff continues revisions and confirmation of complete voting district maps

- County response was noted to be poor. Our tracing software showed that more than 50 counties had not even opened the website links provided to them on February 8, 2019. As result, Robert Wiley began calling each BOE and speaking to either the director or assistant director to encourage participation and answer any question they may have had. This effort continues throughout the remainder of April until the second week of May 2019. All districts offered promises to engage. A few followed through by sending new maps or engaging the website.
- A contract was signed by Mark Flanders of the Ohio Legislative Services Commission for the *Unified database preparation scope of work* on May 23, 2019.
- OU staff submits voting district data for all counties by June 3, 2019. 52 counties responded either providing new maps or indicating that no changes would be needed from the 2018 VDT geography. There were 30 counties that opened the website, were called and promised response that never responded. Three counties never opened the website. Non-responding counties were submitted to the Census Bureau as "no-change".
- Following the May 31st deadline for the VDTP Phase 2 submittal, several counties have submitted revised voting district maps. New maps received between now and February 15, 2020 will be revised and prepared for submittal to the Census Bureau after January 3, 2020. That date is the final date for revision of all voting districts and other Census data before conduct of the 2020 Census and the 2020 presidential election. This data will be the basis for the final unified database that will be used for redistricting in 2021.

- Figure 1 shows the submittal and participation status by county for this phase of the Census participation.

Figure 1: County Participation Status by May 31, 2019 VTDP Submittal Deadline



County Status as of 05/31/2019 Deadline

Status Description

- County Participated and Reviewed (52)
- Never opened website, contacted directly (3)
- Promised but no response (30)
- Submitted too late for correction, sent RDO (3)
- <all other values>

Project Summary:

As of the phase deadline of 5/31/2019, 55 counties had participated. Of those that participated, 3 were unable to be reviewed and updated due to time constraints at time of submittal.

Of those that did not participate, 3 never opened the website despite being contacted directly. The other 30 did initiate some contact but did not submit in any format.

Project Schedule by Task

- Task III January 1, 2019 through May 31 2019.
- Task IV January 2017 through March 20, 2020.
- Task VI – September 1, 2016 through December 31, 2021.

Table 1. Active task status summaries.

Task I – Work with the Census Bureau to develop accurate Census Block Geography files	
Subtask	Status
A. Contact BOE's to request precinct maps – preferably GIS files.	Initial acquisition of precinct files completed May 2017
B. Review precinct maps for urban counties to identify issues with new block boundaries being suggested by the Census Bureau as part of the Redistricting Data Program (RDP).	completed May 2017
C. Work with the Census Bureau to complete "Phase 1 of the Census Bureau's RDP and the Block Boundary Suggestion Program (BBSP)" by May 31, 2017. Submit data to the Census Bureau to tell the Bureau what Census data features should be kept as block boundaries because the feature is a precinct boundary.	completed May 2017
D. Review precinct maps for rural counties to identify issues with new block boundaries being suggested by the Census Bureau	Review February - May 2018, completed June 11, 2018
E. Work with the Census Bureau to complete "Phase 2 of the Census RDP" by May 31, 2018. Submit data to the Census Bureau to tell the Census Bureau what Census data features should be kept as block boundaries because the feature is a precinct boundary.	completed June 11, 2018
F. Work with county board of elections (BOE) to assist with the counties responses to the Census Bureau's Boundary and Annexation Survey (BAS) as needed. It is very important that the Census Bureau is aware of annexation changes in municipal and township boundaries so that new releases of Census block boundary geographic files reflect these annexation changes. Annexation changes also directly impact precinct/ward boundaries.	Included in presentation to County BOEs at OAEO Winter Conference, completed January 10, 2018
G. Ohio University has already completed the first stage of the Census Bureau's RDP by researching and certifying that there have been no changes in the 114th Congressional district boundaries. Ohio University did not participate in Phase 1 of the Census Bureau's RDP BBSP which was due May 31, 2016.	n/a
Task II – Develop Initial Precinct Boundary Mapping Database	
Subtask	Status
A. Request precinct boundary geographic files from each BOE.	Refreshed January 2019 - ongoing

B. Request most recent voter registration files from each county BOE.	Refreshed November-December 2018. Will request again after 2020 election.
C. Geocode voter registration files and identify voters by precinct.	Refreshed December 2018
D. Encourage BOE's and counties to communicate annexation changes to the Census Bureau's BAS program.	October – December 2017, presentation to County BOEs at OAE Winter Conference January 10, 2018 Coordination with Counties On-going Refreshed January 2019 winter conference On-going February 2019 through June 2019. This will continue throughout 2019 to March 2020
E. Conflate BOE precinct boundaries to Census block boundaries.	On-going
F. Communicate with BOE's to resolve precinct boundary questions.	On-going
G. Develop and implement quality assurance/quality control (QA/QC) procedures for precinct and ward boundaries difference resolution and verification.	On-going
H. Import voter registration files from each county.	Initially completed May 2017, refreshed November 2017 – February 2018

Task III – Maintain Currents and Update Precinct Boundaries

Subtask	Status
Various subtasks.	2019-2020

Task IV – Project the Common Unified Mapping Database

Subtask	Status
Various subtasks.	2020 – 2021

Task V – Finalize and Roll Out Common Unified Mapping Database

Subtask	Status
Various subtasks.	2021

Task VI – Project Management and Reporting

Subtask	Status
A. Provide overall management of the project.	On-going
B. Prepare quarterly project reports to the Legislative Services Commission.	On-going

Next Report Period - Work to be performed

July 1 2019 ~ September 30, 2019

Next Key Milestones and Task Targets

- Prepare for final voting district revision in March 2020
- Present progress and continued data requests to a 5 separate regional BOE conferences during July 2019.
- Continue to encourage non-compliant counties to provide new maps for submittal in January to March 20, 2020.
- Continue to revise received county voting district maps.

Redistricting 2021 – Develop the Ohio Common and Unified Redistricting Database

Progress Report: July 2019

Prepared by Robert L. Wiley, Redistricting Project Manager
Voinovich School of Leadership and Public Affairs
Month of July, 2019

Prepared for the Ohio Legislative Services Commission (LSC) August 11, 2019

Project Purpose and Background

The previous report submitted on July 2, 2019 covered the period from initiation of the work in November 2016 through June 30, 2019. This report summarizes activities conducted under the Redistricting 2021 contract between Ohio University and the Ohio Legislative Services Commission (LSC) authorized on June 4, 2019, for the month of July 2019. The scope of work for this project is based on the proposal prepared by Ohio University and submitted to LSC in early 2016. Work on the project has continued according to the defined tasks and subtasks as described in the scope of work within the proposal.

Project work during the month of July 2019 included continuing work under Task III – Adjust Precinct Boundaries as County BOE's Provide Data and Task VI – Project Management and Reporting.

Task III Activities

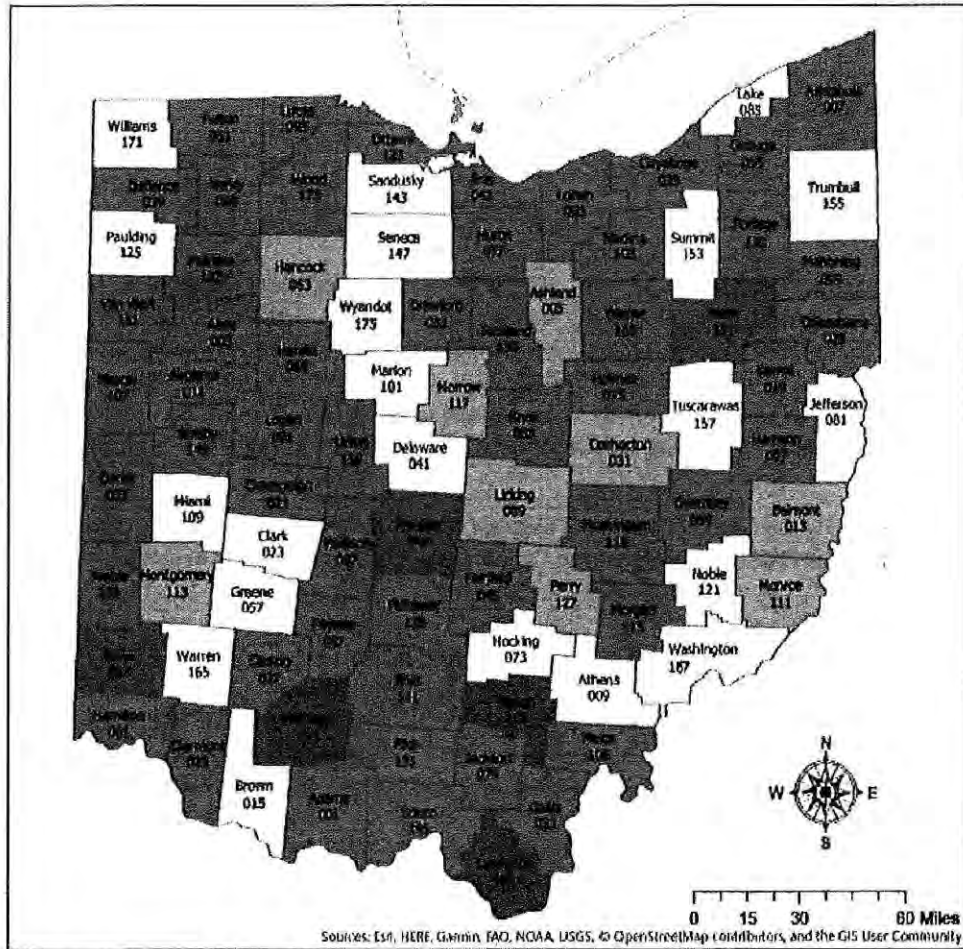
We submitted updated precinct files to the Census Bureau for 52 counties by May 31, 2019 that participated in the revision process. Three counties provided updated precinct files too late for correction by the May 31, 2019 submittal deadline. With our encouragement and assistance, nine additional counties have sent precinct correction files or communicated to allow resolution of the present precinct geometry, during the months of June and July. Project staff have been reworking the precinct geometry and will continue to do so as other files arrive. There were 27 counties that did not participate. We continue to make contact with these counties, offer assistance and ask for participation. The Figure 1 maps the present status of county participation.

Task VI Activities

In order to encourage continued county participation, Redistricting 2021 project personnel have traveled to and presented at five regional Board of Elections (BOE) conferences. The presentation utilized is transmitted as a separate document. Conferences were held and attended as follows:

DATE	BOE REGION	LOCATION
July 16, 2019	Southwest	Springfield, Clark County
July 18, 2019	Central	Delaware, Delaware County
July 24, 2019	Southeast	Marletta, Washington County
July 30, 2019	Northeast	Geneva-on-the-Lake, Ashtabula County
July 31, 2019	Northwest	Montpelier, Williams County

FIGURE 1



County Status as of 08/06/2019

Status as of 08/06/2019

- County Participated and Reviewed: 52
- Never Opened Website, Contacted Directly: 3
- Promised but No Response: 21
- Submitted Data or Review: 9
- Submitted too Late for Correction, Sent RDO: 3

Project Summary:

As of the phase deadline of 5/31/2019, 55 counties had participated. Of those that participated, 3 were unable to be reviewed and updated due to time constraints at time of submittal.

As of 08/06/2019 a further 9 counties had submitted shapefiles or reviews. There are still 21 counties that have not submitted data or initiated further contact.

We remain in contact with all counties, encourage their participation, and continue to offer them assistance. One aspect of our continued assistance is the maintenance of the Redistricting website. Each county was provided a link and five password protected individual accounts on February 8, 2019. This website will be maintained and updated at least until June 30, 2021 to allow the counties to see progress on voting district geography and offer any additional changes that we could incorporate until March 20, 2020. The master website with data for all counties can be accessed and reviewed using the following:

<https://gis.ohio.edu/BoundaryQ/>

UserID: viewer@ohio.edu

Pass: Viewer@OU2019

Please contact me if there are any questions about using the website.

Continued Project Activities

During the Month of August 2019 Redistricting 2021 project personnel will continue to interact with county boards of election and GIS departments to obtain data necessary to prepare the most up to date precinct geometry. We will develop these data and hold it until there is a new opportunity to submit changes to the Census Bureau. The next and final update period, before the Census begins, is the first week of January 2020 and ends on March 20, 2020. The Census Bureau will not accept any precinct geography changes that date. The Census begins on April 1, 2020. Census data, parsed into the blocks and precincts, will be provided through the PL 94-171 data program on March 31, 2021.

Redistricting 2021 – Develop the Ohio Common and Unified Redistricting Database

Progress Report: August 2019

Prepared by Robert L. Wiley, Redistricting Project Manager
Volnovich School of Leadership and Public Affairs
Month of August, 2019

Prepared for the Ohio Legislative Services Commission (LSC) September 24, 2019

Project Purpose and Background

The previous report submitted on September 5, 2019 covered the period from initiation of the work in July 1 2011 through July 31, 2019. This report summarizes activities conducted under the Redistricting 2021 contract between Ohio University and the Ohio Legislative Services Commission (LSC) for the month of August 2019. The scope of work for this project is based on the proposal prepared by Ohio University and submitted to LSC in early 2016. Work on the project has continued according to the defined tasks and subtasks as described in the scope of work within the proposal.

Project work during the month of August 2019 included continuing work under Task III – Adjust Precinct Boundaries as County BOE’s Provide Data and Task VI – Project Management and Reporting.

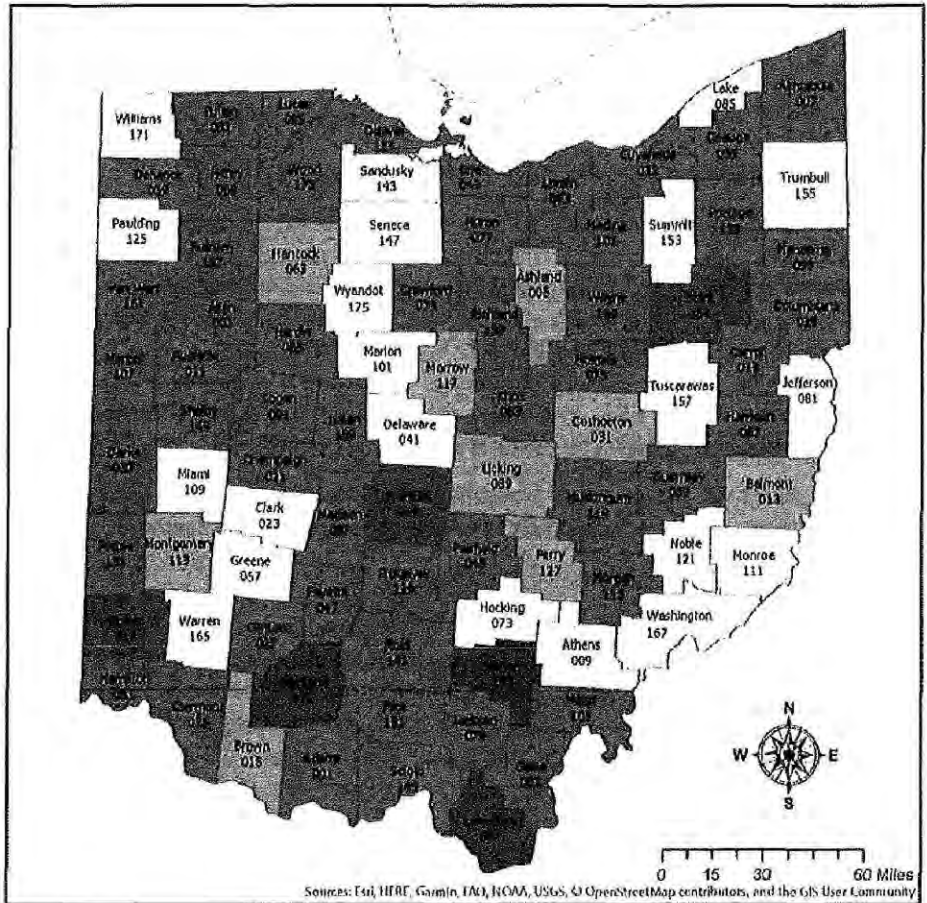
Task III Activities

Project staff have been reworking the precinct geometry and will continue to do so as other files arrive from the boards of elections (BOEs). There are still 21 counties that have not participated by sending new precinct geometry. We continue to make contact with these counties, offer assistance and ask for participation. Two counties have provided new precinct geometry since July 2019, Morrow and Hancock. We have made great efforts to inform, assist, encourage and request county BOEs to participate by providing updated voting district maps. We suggest that participation will not occur lacking additional stringent impetus to the counties from the Secretary of State’s Board of Elections team. Figure 1 maps the present status of county participation.

We remain in contact with all counties, encourage their participation, and continue to offer them assistance. One aspect of our continued assistance is the maintenance of the Redistricting website. Each county was provided a link and five password protected individual accounts on February 8, 2019. This website will be maintained and updated at least until June 30, 2021 to allow the counties to see progress on voting district geography and offer any additional changes that we could incorporate until March 20, 2020.

During the Month of September 2019 Redistricting 2021 project personnel will continue to interact with county boards of election and GIS departments to obtain data necessary to prepare the most up to date precinct geometry. We will develop these data and hold it until there is a new opportunity to submit changes to the Census Bureau. The next and final update period, before the Census begins, is the first week of January 2020 and ends on March 20, 2020. The Census Bureau will not accept any precinct geography changes after that date. The Census begins on April 1, 2020. Census data, parsed into the blocks and precincts, will be provided through the PL 94-171 data program on March 31, 2021.

FIGURE 1



County Status as of 09/09/2019

Status as of 09/09/2019

- County Participated and Reviewed: 52
- Never Opened Website, Contacted Directly: 3
- Promised but No Response: 21
- Submitted Data or Review: 9
- Submitted too Late for Correction, Sent RDO: 3

Project Summary:

As of the phase deadline of 5/31/2019, 55 counties had participated. Of those that participated, 3 were unable to be reviewed and updated due to time constraints at time of submittal.

As of 09/09/2019 one more county had submitted a shapefile. There are still 21 counties that have not submitted data or initiated further contact.

Task VI Activities

We have noted throughout this effort to prepare a unified redistricting database that a significant percentage of the voting district boundary errors were due to fundamental differences in place boundaries (primarily municipal boundaries) between the boundaries provided by the Census Bureau and the municipalities themselves. We have under the Census' VTD Program made revisions and corrections to obvious place boundaries errors suggested by updated county voting district geometry provided by the BOEs. We have created new files showing these changes, however, in many instances, the Census Bureau has not received the proper documentation from county and state officials to support these changes and may revert them back to the 2019 position if unable to confirm the changes through the Census Boundary Area Suggestion (BAS) procedures. Still, up until now, the Census Bureau has encouraged us to make boundary changes, in hope of improving realistic allocation of Census data after 2020.

We participated on July 19, 2019, in a group conference call with James Whitehorne (Chief of Census Redistricting and Voting Rights Data Office) and other senior Census Bureau staff to discuss whether it would be useful to continue to make place boundary changes, as we proceed into the final phase of the VTD Program and submit corrections in 2020. The Census Bureau concluded that there was insufficient time to resolve BAS documentation errors before the decennial Census begins in April 2020 and as result, they could not accept any additional changes to place boundaries. This conclusion will result in an increased number of post-Census changes in 2021 in order to place all new data into the correct geography for redistricting as presented by the BOEs.

Projected Activities for September 2019

Voinovich staff will continue to receive and modify precinct geometry as it is received from county BOEs in preparation for submittal to the Census Bureau in January 2020.

Redistricting 2021 – Develop the Ohio Common and Unified Redistricting Database

Progress Report: September 2019

Prepared by Robert L. Wiley, Redistricting Project Manager
Volnovich School of Leadership and Public Affairs
Month of September, 2019
Prepared for the Ohio Legislative Services Commission (LSC) October 29, 2019

Project Purpose and Background

The previous report submitted on September 24, 2019 covered the period from initiation of the work in August 1, 2019 through August 31, 2019. This report summarizes activities conducted under the Redistricting 2021 contract between Ohio University and the Ohio Legislative Services Commission (LSC) for the month of September 2019. The scope of work for this project is based on the proposal prepared by Ohio University and submitted to LSC in early 2016. Work on the project has continued according to the defined tasks and subtasks as described in the scope of work within the proposal.

Project work during the month of September 2019 included continuing work under Task III – Adjust Precinct Boundaries as County BOE's Provide Data and Task VI – Project Management and Reporting.

Task III Activities

Project staff have been reworking the precinct geometry and will continue to do so as other files arrive from the boards of elections (BOEs). There are still 19 counties that have not participated by sending new precinct geometry and an additional three that have not opened the redistricting website. Discussions with Monroe County resulted in completion of their precinct geometry updates. Warren County also submitted new precinct data this month. We continued to contact the other counties, offer assistance and ask for participation. The attached figure presents the status of county participation.

We remain in contact with all counties, encourage their participation, and continue to offer them assistance. One aspect of our continued assistance is the maintenance of the Redistricting website. Each county was provided a link and five password protected individual accounts on February 8, 2019. This website will be maintained and updated at least until June 30, 2021 to allow the counties to see progress on voting district geography and offer any additional changes that we could incorporate until March 20, 2020.

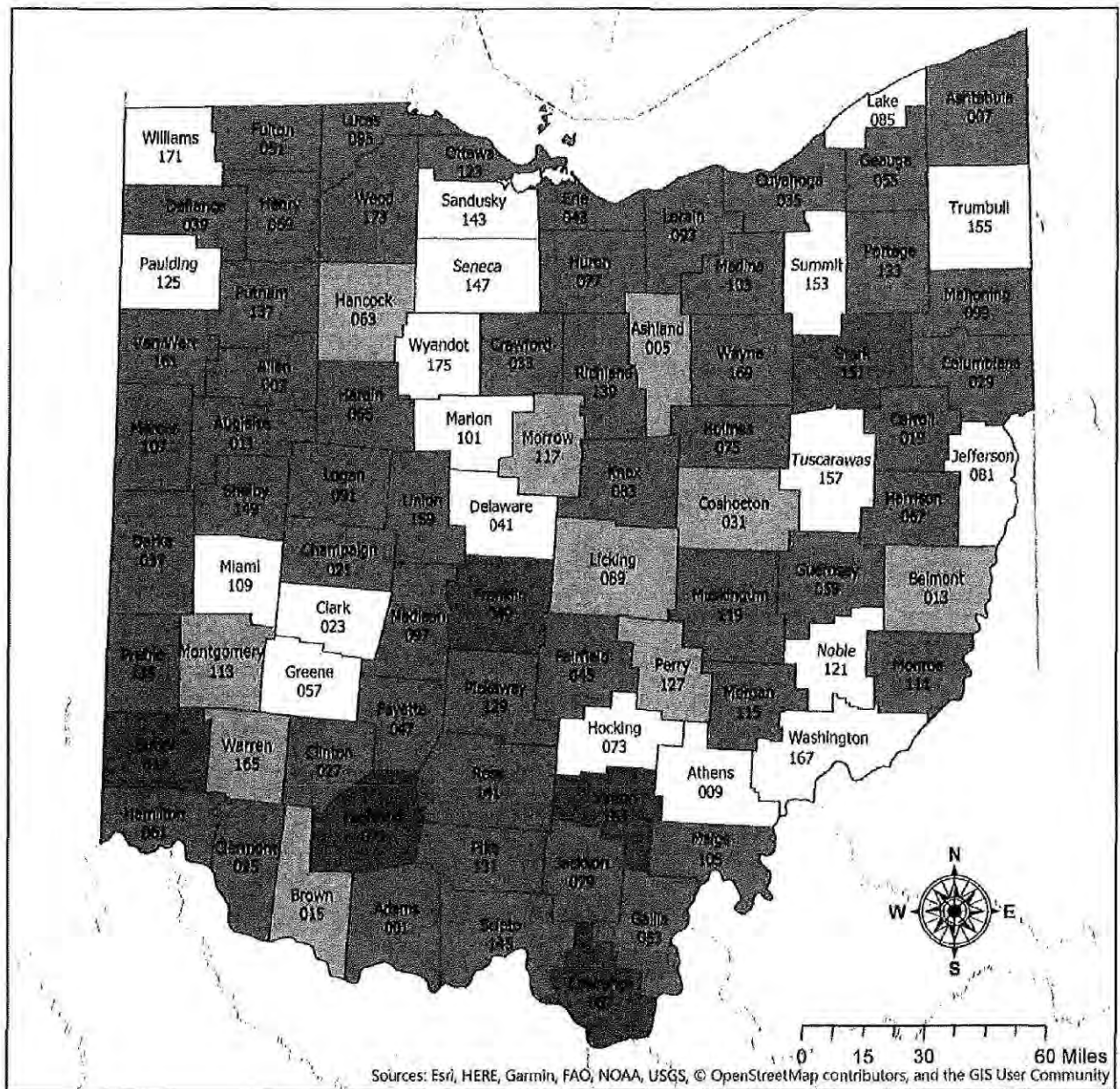
During the Month of October 2019 Redistricting 2021 project personnel will continue to interact with county boards of election and GIS departments to obtain data necessary to prepare the most up to date precinct geometry. We also intend to request direct assistance in reminding counties of the need for their participation from the Secretary of State Office of Elections to advise the non-participating counties of the importance of their contribution to the process.

Any county data obtained between August and December 31, 2019 will be used to make corrections to the precinct maps for the respective counties. We will hold the modified precinct maps until there is a new opportunity to submit changes to the Census Bureau. The next and final update period where precinct maps can be submitted to the Census Bureau, before the 2020 Census begins, is the first week of

January 2020 and ends on March 20, 2020. The Census Bureau will not accept any precinct geography changes after that date. The Census begins on April 1, 2020. Census data, parsed into the blocks and precincts, will be provided back the State through the PL 94-171 data program on March 31, 2021.

Projected Activities for October 2019

Voinovich School staff will continue to receive and modify precinct geometry as it is received from county BOEs in preparation for submittal to the Census Bureau in January 2020. We intend to become more active in contacting non-participating counties and in obtaining whatever assistance that may be available from the Secretary of State's office to encourage county BOEs to participate in the project.



County Status as of 10/01/2019

Status as of 10/01/2019

- County Participated and Reviewed: 53
- Never Opened Website, Contacted Directly: 3
- Promised but No Response: 19
- Submitted Data or Review: 10
- Submitted too Late for Correction, Sent RDO: 3

Project Summary:

As of the phase deadline of 5/31/2019, 55 counties had participated. Of those that participated, 3 were unable to be reviewed and updated due to time constraints at time of submittal.

As of 10/01/2019 one more county had submitted a shapefile and one county stated no changes need made. There are still 19 counties that have not submitted data or initiated further contact.



May 9, 2019

Mr. Mark Flauders
Ohio Legislative Service Commission
77 South High Street, Ninth Floor
Columbus, Ohio 43215-6136


Dear Mr. Flauders,

Pursuant to R.C. 103.51, this letter, sent on behalf of the Legislative Task Force on Redistricting, Reapportionment and Demographic Research (the "Task Force"), instructs the Legislative Service Commission to execute the enclosed Agreement (including the attached Exhibit I) with Ohio University.

Also, you are instructed to submit any invoice submitted by Ohio University under this Agreement to the offices of the Co-Chairs of the Task Force. The Co-Chairs must approve payment of any such invoice in writing to you before the Legislative Service Commission can process any payment.

As always, please let us know of any issues or concerns that may arise during the contract term.

Sincerely,


Larry Obhof, President
Ohio Senate



Emilia Strong Sykes, Minority Leader
Ohio House of Representatives

Co-Chairs, Legislative Task Force on
Redistricting, Reapportionment and Demographic Research

STATEHOUSE COLUMBUS, OHIO 43215

Redistricting 2021 – Develop the Ohio Common and Unified Redistricting Database

Progress Report: October 2019

Prepared by Robert L. Wiley, Redistricting Project Manager
Voinovich School of Leadership and Public Affairs
Month of October, 2019

Prepared for the Ohio Legislative Services Commission (LSC) November 26, 2019

Project Purpose and Background

The previous report submitted on October 24, 2019 covered the period from September 1, 2019 through September 30, 2019. This report summarizes activities conducted under the Redistricting 2021 contract between Ohio University and the Ohio Legislative Services Commission (LSC) for the month of October 2019. The scope of work for this project is based on the proposal prepared by Ohio University and submitted to LSC in early 2016. Work on the project has continued according to the defined tasks and subtasks as described in the scope of work within the proposal.

Project work during the month of October 2019 included continuing work under Task III – Adjust Precinct Boundaries as County BOE's Provide Data and Task VI – Project Management and Reporting.

Task III Activities

There are still 19 counties that have not participated by sending new precinct geometry including two, Highland and Vinton Counties, that have not opened the Redistricting website. Hocking County accepted the redistricting mapping geometry as existing on the website without modification. This moves them to a "have participated" status. We received a new precinct geometry files from Delaware County and Athens County. Licking County sent PDFs responding to the redistricting website; however they rejected all boundary changes that resulted from mismatches with the municipal boundaries mapped by the Census Bureau. These municipal boundary rejections cannot be accepted based on direction from the Census Bureau in September 2019. Figure 1 (attached) shows the participation status of all counties.

Butler, Brown and Ashland Counties provided additional updates to their precinct boundaries since the May 2019 submittals. Wood County submitted a precinct map with all the road rights of ways excluded from the voting districts, rather than just using the centerlines of roads as the boundaries. This error will take some effort to repair for submittal to the Census Bureau.

Telephone discussions were held with Summit, Lake, Highland and Clark Counties, who all agreed to send the requested mapping but nothing arrived during the month of October. Lawrence County reviewed the website, called for assistance, and left a message. Subsequent efforts to reconnect with them have been unsuccessful; they do not answer their phone or respond to emails.

We contacted Amanda Grandjean; Director of Elections at the Secretary of State's office on October 22, 2019 to obtain whatever assistance that she might contribute to encourage counties to participate in the redistricting effort. In response she sent emails to non-participating counties asking for participation. Several counties previously mentioned responded to her request.

Requested efforts by the LSC to solicit assistance from the Legislature resulted in telephone and email contact by the Office of the Speaker of the House. Discussions included identification of the issues surrounding chronic mismatch of county municipal boundaries with Census Bureau municipal boundaries. It was concluded that legislative efforts could not address the issues in a timely manner that would assist us in complying with the March 2020 final data submission date before the Census 2020 begins in April.

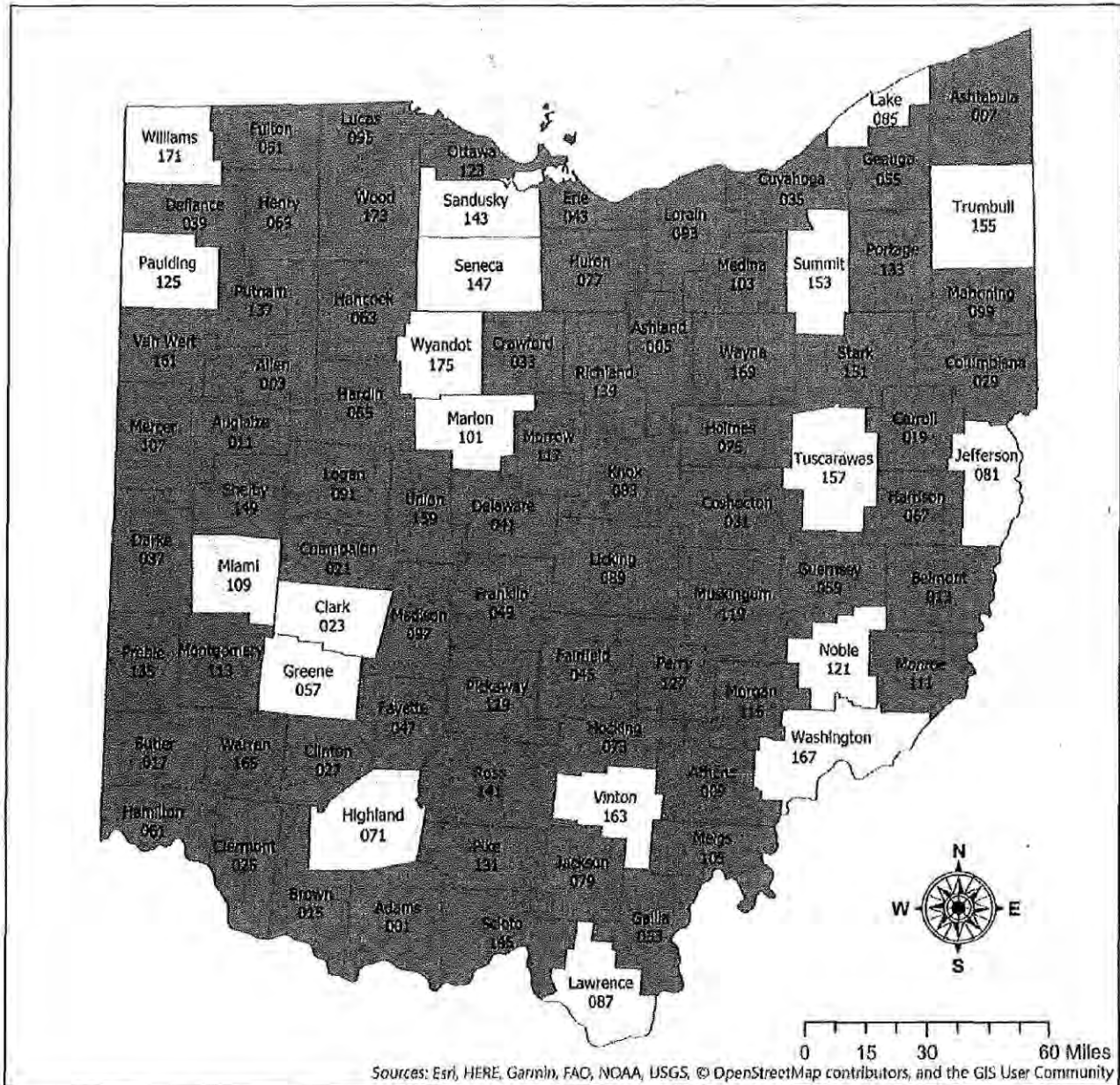
We remain in contact with all counties, we encourage their participation, and we continue to offer them assistance. One aspect of our continued assistance is the maintenance of the Redistricting website. Each county was provided a link and five password protected individual accounts on February 8, 2019. This website will be maintained and updated throughout the period of the project to allow the counties to see progress on voting district geography and offer any additional changes that we could incorporate until March 20, 2020.

During the Month of November 2019 Redistricting 2021 project personnel will continue to interact with county boards of elections and GIS departments to obtain data necessary to prepare the most up to date precinct geometry. We also intend to request additional assistance in reminding counties of the need for their participation from the Secretary of State's Office of Elections to advise the non-participating counties of the importance of their contribution to the process.

Any county data obtained between August and December 31, 2019 will be used to make corrections to the precinct maps for the respective counties. We will hold the modified precinct maps until there is a new opportunity to submit changes to the Census Bureau. The next and final update period where precinct maps can be submitted to the Census Bureau, before the 2020 Census begins, starts the first week of January 2020 and ends on March 20, 2020. The Census Bureau will not accept any precinct geography changes after that date. The Census begins on April 1, 2020. Census data, parsed into the blocks and precincts, will be provided back the State through the PL 94-171 data program on March 31, 2021.

Projected Activities for November 2019

Voinovich School staff will continue to receive and modify precinct geometry as it is received from county BOEs in preparation for submittal to the Census Bureau beginning January 2020. We intend to become increasingly active in contacting non-participating counties and in obtaining whatever assistance that may be available from the Secretary of State's office to encourage county BOEs to participate in the project. New mapping data based on the May 2019 submittal is expected from the Census Bureau during the first week of January 2020.



County Participation as of 10/31/2019

Status as of 10/31/2019

□ Non-Participating

■ Participating

Project Summary:

As of October 31 there are 69 counties participating in the project.

There are still 19 counties that are non-participating.

Redistricting 2021 – Develop the Ohio Common and Unified Redistricting Database

Progress Report: November 2019

Prepared by Robert L. Wiley, Redistricting Project Manager
Voinovich School of Leadership and Public Affairs

Month of November, 2019

Prepared for the Ohio Legislative Services Commission (LSC) November 26, 2019

Project Purpose and Background

The previous report submitted on November 24, 2019 covered the period from October 1, 2019 through October 31, 2019. This report summarizes activities conducted under the Redistricting 2021 contract between Ohio University and the Ohio Legislative Services Commission (LSC) for the month of November 2019. The scope of work for this project is based on the proposal prepared by Ohio University and submitted to LSC in early 2016. Work on the project has continued according to the defined tasks and subtasks as described in the scope of work within the proposal.

Project work during the month of November 2019 included continuing work under Task III – Adjust Precinct Boundaries as County BOE's Provide Data and Task VI – Project Management and Reporting.

Task III Activities

Only 13 counties remain that have not participated by sending new precinct geometry or by confirming their concurrence with the Census Bureau mapping. Washington, Paulding and Sandusky Counties accepted the Census redistricting mapping geometry as existing on the website without modification. This moves these counties to a "have participated" status. Perry County reconfirmed the accuracy of new geometry provided in May 2019. Lake and Seneca Counties finally made contact and promised (now that elections are complete) to shortly review the website and provide new precinct data. Telephone discussions were attempted with Vinton, Highland and Lawrence Counties. Highland County promised to engage the issue and call back with questions. No additional contacts from them have been received. Figure 1 (attached) shows the participation status of all counties as of December 1, 2019.

James Whitehorne of the Census Bureau spoke recently on the national progress of the upcoming Census, noting that some states had difficulties with county participation. Members of the Ohio State Legislature attended this conference; returning with an enhanced interest in the progress of the redistricting mapping project. As result, a meeting was requested by the House Minority Leader to explore the progress and technical issues of the ongoing database preparation process. Michael Finney and I provided an update on the Redistricting project to the House Minority leader and several members of her staff on November 14, 2019. The group resolved to direct Democratic House members in non-participating counties to communicate with their boards of elections and encourage participation. This likely facilitated the participation of Summit County this month.

We remain in contact with all counties, we encourage their participation, and we continue to offer them assistance. One aspect of our continued assistance is the maintenance of the Redistricting website. Each county was provided a link and five password protected individual accounts on February 8, 2019. This

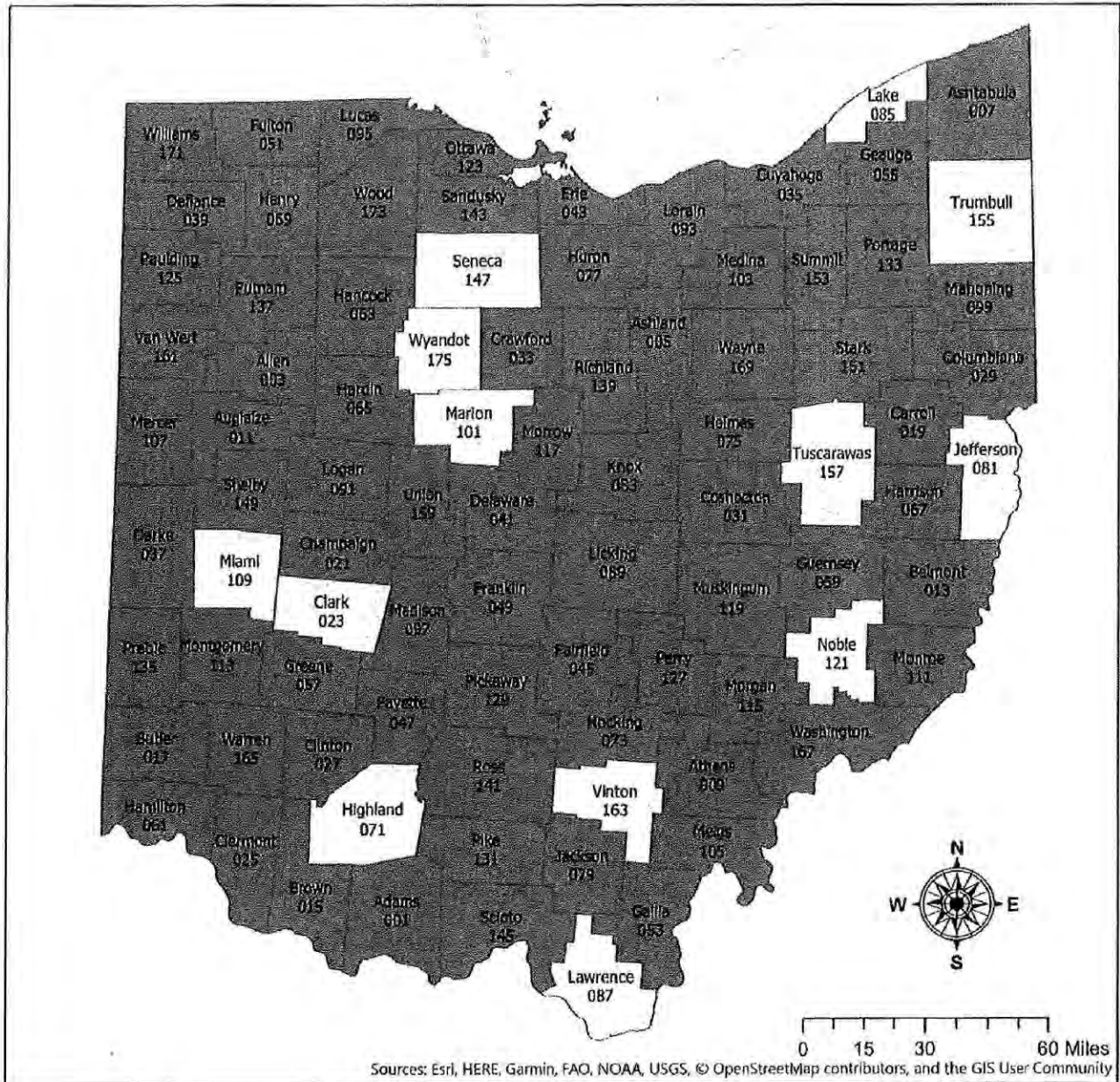
website will be maintained throughout the project period to allow the counties to see progress on voting district geography and offer any additional changes that we could incorporate until March 20, 2020.

During the Month of December 2019 Redistricting 2021 project personnel will continue to interact with county boards of elections and GIS departments to obtain data necessary to prepare the most up to date precinct geometry. We also intend to request additional assistance in reminding counties of the need for their participation from the Secretary of State's Office of Elections to advise the non-participating counties of the importance of their contribution to the process.

Any county data obtained between August and December 31, 2019 will be used to make corrections to the precinct maps for the respective counties. We will hold the modified precinct maps until there is a new opportunity to submit changes to the Census Bureau. The next and final update period where precinct maps can be submitted to the Census Bureau, before the 2020 Census begins, starts the first week of January 2020 and ends on March 20, 2020. The Census Bureau will not accept any precinct geography changes after that date. The Census begins on April 1, 2020. Census data, parsed into the blocks and precincts, will be provided back the State through the PL 94-171 data program on March 31, 2021.

Projected Activities for December 2019

Voinovich School staff will continue to receive and modify precinct geometry as it is received from county BOEs in preparation for submittal to the Census Bureau in January 2020. We intend to become increasingly active in contacting non-participating counties and in obtaining whatever assistance that may be available from the Secretary of State's office to encourage county BOEs to participate in the project. New mapping data based on the May 2019 submittal is expected to arrive from the Census Bureau during the first week of January 2020. We will then have approximately 9 weeks to submit final updates to the Census Bureau for all county voting district geometry.



County Participation as of 11/30/2019

Status as of 11/01/2019

- Non-Participating
- Participating

Project Summary:

As of November 30 there are 75 counties participating in the project.

There are still 13 counties that are non-participating.

Redistricting 2021 – Develop the Ohio Common and Unified Redistricting Database

Progress Report: December 2019

Prepared by Robert L. Wiley, Redistricting Project Manager
Voinovich School of Leadership and Public Affairs
Month of December, 2019

Prepared for the Ohio Legislative Services Commission (LSC) January 10, 2020

Project Purpose and Background

The previous report submitted on December 9, 2019 covered the period from initiation of the work in November 1, 2019 through November 30, 2019. This report summarizes activities conducted under the Redistricting 2021 contract between Ohio University and the Ohio Legislative Services Commission (LSC) for the month of December 2019. The scope of work for this project is based on the proposal prepared by Ohio University and submitted to LSC in early 2016. Work on the project has continued according to the defined tasks and subtasks as described in the scope of work within the proposal.

Project work during the month of December 2019 included continuing work under Task III – Adjust Precinct Boundaries as County BOE’s Provide Data and Task VI – Project Management and Reporting.

Task III Activities

On December 22, we sent emails to each of the 12 non-participating counties to encourage project participation. A few counties responded. Lake County provided new voting district geometry on December 12, 2019. Jefferson County provided PDF corrections on December 23, asserted to have been provided last March. Miami County provided new precinct shapefiles on December 23. Wyandot County notified us of recombination of a village into a township on December 30, 2019 and confirmed that all other districts remain consistent with the blue lines on the web map. Nine counties remain that have not participated by sending new precinct geometry or by confirming their concurrence with the Census Bureau mapping. Figure 1 (attached) shows the participation status of all counties as of December 31, 2019.

We remain in contact with all counties, encourage their participation, and continue to offer them assistance. One aspect of our continued assistance is the maintenance of the Redistricting website. Each county was provided a link and five password protected individual accounts on February 8, 2019. This website will be maintained and updated at least until June 30, 2021 to allow the counties to see progress on voting district geography and offer any additional changes that we could incorporate until March 31, 2020.

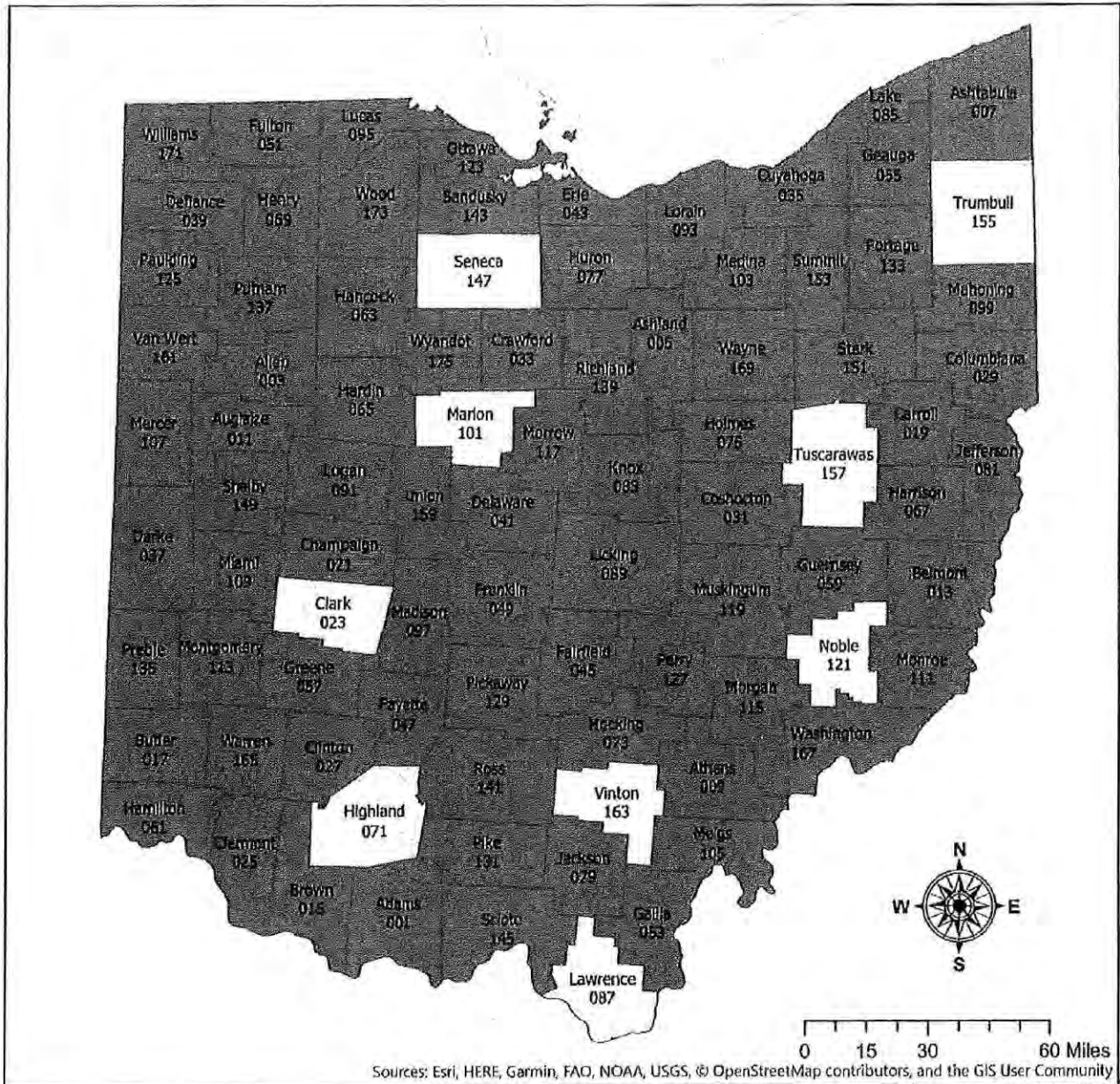
Any county data obtained between August and December 31, 2019 will be used to make corrections to the precinct maps for the respective counties. We received the revised voting district shapefiles from the Census Bureau on January 6, 2020. We will begin submitting the revised final precinct boundaries during the week of January 13, 2020. New precinct mapping data received by March 30, 2020 will also be used to revise county VTDs.

Projected Activities for January 2020

This is the beginning of the final update period where precinct maps can be submitted to the Census Bureau, before the 2020 Census begins. It ends on March 31, 2020. The Census Bureau will not accept any precinct geography changes after that date. The Census begins on April 1, 2020. Census data, parsed into the blocks and precincts, will be provided back the State through the PL 94-171 data program on March 31, 2021.

GVS staff (Mike Finney and Robert Wiley) will attend the annual Ohio Association of Election Officials conference on the 14th through the 16th of January at the downtown Hilton Hotel in Columbus. We will be setting up a table with live Internet connections to our redistricting web map site. We will assist counties with the reviewing of their data on the website and encourage participation in this program.

Voinovich School staff will continue to receive and modify precinct geometry as it is received from county BOEs in preparation for submittal to the Census Bureau starting in January 2020. We have become increasingly active in contacting non-participating counties and in obtaining whatever assistance that may be available from the Secretary of State's office to encourage county BOEs to participate in the project. New data based on the May 2019 submittal has arrived from the Census Bureau during the first week of January 2019. We will then have approximately 9 weeks to submit final updates for all county voting district geometry.



County Participation as of 12/31/2019

Status as of 12/31/2019

□ Non-Participating

■ Participating

As of December 31, 2019 seventy-nine counties have participated.

There are still 9 counties that are non-participating.

From: Sayers, John
Sent: Tuesday, July 20, 2021 4:10 PM
To: Blessing, Heather
Subject: RE: RE:

MFD – Samsung CLX-6220 Color

- 9600x600 Print dpi
- Up to 20 pages per minute
- 24 second First Print out time

Computer – Custom Built

- Intel Core i7 X 990 @ 3.47 GHz
- 12 GB Memory
- 250 GB SSD (OS)
- 1.5 TB HDD

Got one page to print from the printer then it was jamming every page. The rollers and internal parts are probably all dried out. Computer turns on and is technically functional but is running an old operating system and would not be fit for new use.

Let me know if you need anything else.

Thanks,
John

From: Blessing, Heather <Heather.Blessing@ohiohouse.gov>
Sent: Tuesday, July 20, 2021 1:32 PM
To: Sayers, John <John.Sayers@ohiohouse.gov>
Subject: RE: RE:

Can you give me the specs on each and I'll ask Clint over in the Senate about the software we are looking at.

Heather N. Blessing, Esq.
Deputy Chief Legal Counsel, Office of the Speaker
Ohio House of Representatives
77 S. High Street Columbus,
14th Floor, Ohio 43215
Office: 614.466.9194
Mobile: 614.352.5819
Heather.Blessing@ohiohouse.gov

CONFIDENTIALITY NOTICE

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From: Sayers, John <John.Sayers@ohiohouse.gov>
Sent: Tuesday, July 20, 2021 1:13 PM
To: Blessing, Heather <Heather.Blessing@ohiohouse.gov>
Subject: RE:

It should... I don't think it's been turned on since we checked for something a couple a years ago. Do you want us to see if it does? Are you looking for something old or wanting to do new work.

Sent from my Verizon, Samsung Galaxy smartphone

----- Original message -----

From: "Blessing, Heather" <Heather.Blessing@ohiohouse.gov>
Date: 7/20/21 1:09 PM (GMT-05:00)
To: "Sayers, John" <John.Sayers@ohiohouse.gov>
Subject: Re:

Does it still work?

On Jul 20, 2021, at 1:05 PM, Sayers, John <John.Sayers@ohiohouse.gov> wrote:

Heather,

It along with the computer are in our server room.

-John

Sent from my Verizon, Samsung Galaxy smartphone

----- Original message -----

From: "Blessing, Heather" <Heather.Blessing@ohiohouse.gov>
Date: 7/20/21 12:56 PM (GMT-05:00)
To: "Sayers, John" <John.Sayers@ohiohouse.gov>
Subject:

John,

Do you know what ever happened to the really large color printer that used to be in my office that was used for redistricting? It was a Samsung laser printer.

-Heather B.

Heather N. Blessing, Esq.
Deputy Chief Legal Counsel, Office of the Speaker
Ohio House of Representatives
77 S. High Street Columbus,
14th Floor, Ohio 43215
Office: 614.466.9194
Mobile: 614.352.5819
Heather.Blessing@ohiohouse.gov

CONFIDENTIALITY NOTICE

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AGREEMENT BETWEEN THE
OHIO LEGISLATIVE SERVICE COMMISSION AND
OHIO UNIVERSITY

THIS AGREEMENT is entered into between the Ohio Legislative Service Commission ("LSC"), Vern Riffe Center, 77 South High Street, 9th Floor, Columbus, OH 43215-6136 and Ohio University ("Contractor"), 104 Research and Technology Center Athens, OH 45701-2979.

The parties agree as follows:

I. NATURE OF AGREEMENT

- A. Contractor shall furnish professional services performed in accordance with normal standards for services of this type necessary for the satisfactory performance of the work. Contractor shall furnish its own support staff necessary for the satisfactory performance of the work.
- B. Contractor shall be employed as an independent contractor, to fulfill the terms of this Agreement and to act as a contractor to LSC. LSC shall be the sole judge of the adequacy of Consultant's services rendered under this Agreement.
- C. LSC enters into this Agreement in reliance upon Contractor's representations that it has the necessary expertise and experience to perform its obligations hereunder, and Contractor warrants that it does possess the necessary expertise and experience.

II. SCOPE OF WORK

- A. Contractor shall undertake the services, work, Tasks and activities set forth in Exhibit I, Scope of Work, attached hereto and made a part hereof (collectively, the "Work"). All of the Work, including all work products, documents, data, reports and other materials, described in Exhibit I shall be completed to the satisfaction of LSC and in accordance with the dates set forth in Exhibit I, unless this Agreement is terminated as provided in Article VI.
- B. LSC, through the Director of LSC, may, as it considers appropriate, communicate specific instructions and requests to Contractor concerning

the performance of the Work. Upon such notice and within ten (10) days after receipt of the instructions or request, Contractor shall comply with such instructions and fulfill such requests to the satisfaction of LSC. LSC and Contractor expressly understand that these instructions and requests are for the sole purpose of assisting LSC and Contractor to satisfactorily complete the Work, and are not intended to amend or alter this Agreement contrary to Article XIII, Section (I) of this Agreement.

- C. Contractor shall consult with the Director of LSC, and when necessary, other appropriate persons or governmental agencies authorized by the Director of LSC, to assure an understanding, and satisfactory completion, of the Work.
- D. Contractor shall be responsive to, provide, and accomplish, as appropriate, any additional tasks or actions mandated by the U.S. Census Bureau regarding the Work set forth in Exhibit I.

III. TIME OF PERFORMANCE

- A. The Work shall have commenced on the date of LSC signing this Agreement. Notwithstanding the foregoing, the parties acknowledge that, due to timelines imposed by the U.S. Census Bureau, Contractor has incurred certain expenses for portions of the Work prior to the signing of this Agreement. Any such expenses incurred by Contractor are included in the compensation amount set forth in Section B of Article IV of this Agreement and shall be set forth on invoices prepared by Contractor for submission to LSC in accordance with this Agreement.
- B. The Work shall be concluded on or before December 31, 2021, and this Agreement shall terminate on the earlier of the following to occur: (i) the date on which the Work is completed to the satisfaction of LSC; or (ii) the date on which this Agreement is terminated, as provided in Article VI.

IV. COMPENSATION

- A. In consideration for the promises and performance of Contractor set forth in this Agreement, LSC shall pay Contractor the amounts set forth on invoices that shall be submitted by Contractor based on the completion of the tasks, including their associated cost and approximate schedule, as set forth in Exhibit I (the "Tasks"). Unless the Director of LSC directs

otherwise, invoices should be directed via email to: mflanders@lsc.ohio.gov. LSC shall pay any proper invoice submitted under this Agreement within thirty (30) days after LSC has accepted and approved the successful completion of the associated Task in each invoice.

- B. LSC shall pay Contractor no more than \$478,501.58 for the Work, which shall include invoice reimbursements for the Tasks set forth in Section A of this Article IV and those certain expenses set forth in Section A of Article III.
- C. For purposes of this Agreement, LSC's indirect rate is 15% of Contractor's direct costs.

V. CERTIFICATION OF FUNDS

- A. LSC and Contractor expressly understand that none of the rights, duties, and obligations described in this Agreement shall be binding on either party until all relevant provisions of the Ohio Revised Code have been complied with and until all necessary funds are made available to LSC.

VI. TERMINATION OF CONTRACTOR'S SERVICES

- A. LSC may, at any time prior to completion of the Work, suspend or terminate this Agreement with or without cause by giving written notice to Contractor.
- B. Contractor, upon receipt of notice of suspension or termination, shall cease work on the suspended or terminated activities under this Agreement, suspend or terminate all subcontracts relating to the suspended or terminated activities, take all necessary or appropriate steps to limit disbursements and minimize costs, and, if requested by the Director of LSC, furnish a report to LSC, no more than twenty (20) days after the date Contractor receives notice of suspension or termination, describing the status of all Work under this Agreement, including, without limitation, results, conclusions resulting therefrom, and any other matters LSC requires.
- C. If LSC suspends or terminates this Agreement under this Article VI, Contractor shall be entitled to compensation, upon submission of a proper invoice, for Work performed prior to the receipt of notice of termination

or suspension. LSC shall not be liable for any further claims, and the *claims submitted by Contractor shall not exceed the total amount of compensation stated in this Agreement. The amount stated on the invoice must, to the satisfaction of LSC, be reasonable in relation to the total anticipated cost of the Work and to the amount of Work actually accomplished. If this Agreement is suspended or terminated under this Article VI, Contractor shall return to LSC any payments made by LSC for services that have not been rendered by Contractor.*

- D. Contractor agrees to waive any right to, and shall make no claim for, additional compensation against LSC by reason of any suspension or termination of this Agreement.

VII. RECORD KEEPING

- A. Contractor shall keep all financial records in a manner consistent with generally accepted accounting principles and in a manner acceptable to the Auditor of State. Contractor shall keep on file documentation to support all Work done in a manner allowing the documentation to be readily located.
- B. Contractor shall not discuss or disclose any information or material obtained pursuant to its obligations under this Agreement without the prior written consent of LSC, except as required by law. If Contractor receives a public records request pursuant to R.C. 149.43 ("Request") for the disclosure of any Work being provided by Contractor under this Agreement, and Contractor, in its reasonable discretion, determines that such Work qualifies as a public record, Contractor may disclose such Work. Prior to making such a disclosure, Contractor will provide the Director of LSC with advance written notice of any such disclosure so that LSC may seek a protective order or other appropriate relief. If LSC does not seek a protective order or other appropriate relief within a reasonable period of time, not to exceed 10 business days, Contractor may disclose the requested Work, and LSC shall be deemed to have waived any claims against Contractor for such disclosure.
- C. Contractor shall keep a separate account for the Work performed under this Agreement ("Contract Account"). All disbursements made from the Contract Account shall only be for obligations incurred in the performance of this Agreement and shall be supported by contracts,

invoices, vouchers, and other data, as appropriate to support such disbursements. Contractor shall forward a verified copy of the Contract Account and copies of all invoices, vouchers, and other receipts used for supporting the Contract Account to LSC within ninety (90) days of completion of this Agreement or within thirty (30) days of the receipt by Contractor of a request from the Director of LSC for such documents.

- D. During performance of this Agreement and for a period of three (3) years after its completion, Contractor agrees to provide LSC, the Director of LSC, or any person duly authorized by the Director of LSC, with access to and the right to examine any books, documents, papers, and records of Contractor involving transactions related to this Agreement. Contractor shall require any subcontractor to agree to comply with this Article VII.

VIII. RELATED AGREEMENTS

- A. All Work, including any Tasks, under this Agreement is to be performed by Contractor. Except as provided in Section B of this Article VIII, Contractor shall not enter into any subcontracts related to the Work without LSC's prior written approval. Any subcontracted Work or Task approved by LSC shall be at Contractor's expense.
- B. Notwithstanding Section A of this Article VIII, Contractor may subcontract without LSC's approval for the purchase of articles, supplies, components, or special mechanical services that do not involve any type of Work described in Exhibit I but that are required for the satisfactory completion of the Work. Contractor shall bind any subcontractor to the terms of this Agreement, so far as applicable to the Work of the subcontractor, and shall not agree to any provision that seeks to bind LSC to terms inconsistent with, or at variance from, this Agreement. Upon the request of the Director of LSC or within fifteen (15) days after Contractor enters into any subcontract, Contractor shall provide the Director with a list of all subcontractors, if any, and their addresses, tax identification numbers, and the dollar amount of each subcontract.
- C. Contractor warrants that it has not entered into, nor shall it enter into, any other agreement, without the prior written approval of LSC, to perform any work or service that is substantially identical to the Work described in this Agreement.

- D. After December 31, 2021, Contractor may, without restriction, enter into other contracts using the Common and Unified Redistricting Database described in Exhibit I (hereinafter, the "Database").

IX. CONFLICTS OF INTEREST

- A. Prior to the completion of this Agreement, no employee or officer of Contractor or LSC shall acquire any personal interest, direct or indirect, that is incompatible or in conflict with the discharge and fulfillment of his or her functions and responsibilities with respect to the performance of this Agreement.
- B. Any such person who has or acquires a personal interest on or after the effective date of this Agreement shall immediately disclose the person's interest in writing to the Director of LSC. If the Director has or acquires such an interest, the Director shall immediately disclose this interest in writing to the Chair of LSC. Thereafter, the person shall not participate in any action affecting any Work under this Agreement, unless the Director of LSC, or the Chair of LSC, as appropriate, determines that, in the light of the personal interest disclosed, the person's participation in any such action would not be contrary to the public interest.
- C. Contractor shall incorporate the requirements of Sections A and B of this Article IX into any of its contracts for any Work prescribed herein (other than subcontracts authorized under Section B, Article VIII of this Agreement) and shall require all of its subcontractors for any part of such Work to incorporate such requirements in all subcontracts for such Work.

X. CONTRACTOR'S REPRESENTATIONS AND WARRANTIES

- A. **Compliance with Laws.** Contractor, in the execution of its duties and obligations under this Agreement, agrees to comply with all applicable federal, state and local laws, rules, regulations and ordinances.
- B. **Drug Free Workplace.** Contractor agrees to comply with all applicable federal, state and local laws regarding smoke-free and drug-free work places and shall make a good faith effort to ensure that none of its employees or permitted subcontractors engaged in the Work purchase, transfer, use or possess illegal drugs or alcohol, or abuse prescription drugs in any way.

- C. **Nondiscrimination of Employment.** Pursuant to R.C. 125.111, Contractor agrees that Contractor, any subcontractor, and any person acting on behalf of Contractor or a subcontractor, shall not discriminate, by reason of race, color, religion, sex, age, disability, military status, national origin, or ancestry against any citizen of the state of Ohio in the employment of any person qualified and available to perform the Work. Contractor further agrees that Contractor, any subcontractor, and any person acting on behalf of Contractor or a subcontractor shall not, in any manner, discriminate against, intimidate, or retaliate against any employee hired for the performance of the Work on account of race, color, religion, sex, age, disability, military status, national origin, or ancestry.
- D. **Affirmative Action Program.** Contractor represents that it has a written affirmative action program for the employment and effective utilization of economically disadvantaged persons pursuant to R.C. 125.111(B) and has filed an Affirmative Action Program Verification form with the Affirmative Action Unit and Equal Employment Opportunity Unit of the Ohio Department of Administrative Services.
- E. **Findings for Recovery.** Contractor warrants that it is not subject to an "unresolved" finding for recovery under R.C. 9.24. If the representation and warranty in this Section E is found to be false, this Agreement is void ab initio and Contractor shall immediately repay to LSC any funds paid under this Agreement.
- F. **Payment of Expenses & Taxes.** Contractor agrees that it shall be solely responsible for all office and business expenses that Contractor incurs as a result of the performance of this Agreement. Contractor also accepts full responsibility for the payment of all taxes including unemployment compensation insurance premiums, all income taxes and any and all other applicable taxes or payroll deductions required for all employees engaged by Contractor in the performance of the Work. LSC shall not be liable for any taxes under this Agreement.

XI. RIGHTS IN DATA AND COPYRIGHTS/PUBLIC USE

- A. Any Work described in Exhibit I, and provided by Contractor to LSC, shall be the joint property of LSC and Contractor. LSC, Contractor, any representative duly authorized by the Director of LSC and any duly

authorized representative of Contractor shall have an unrestricted right to reproduce, distribute, modify, maintain, and use any portion of the Database. Contractor shall not include in any part of the Database any matter the copyright to which is owned by another person other than Contractor or its employees, unless the copyright owner and LSC gives prior written approval to use such copyrighted matter in the Database.

- B. Unless Contractor obtains the Director of LSC's prior written approval, or unless required by law, Contractor shall not release any portion of the Database, including any working drafts of the Database. However, beginning thirty (30) days after the Director of LSC notifies Contractor that all of the Work described in Exhibit I has been completed to the satisfaction of LSC, Contractor agrees that the Database created under this Agreement shall be made freely available to the general public. Notwithstanding the foregoing, Contractor may release portions of information used to create the Database to the U.S. Census Bureau without the Director of LSC's written approval if such release is required.

XII. OWNERSHIP OF PROPERTY AND TRAINING

- A. All equipment purchased by Contractor to perform the Work under this Agreement shall remain the property of Contractor.
- B. At the request of the Director of LSC, Contractor shall provide, at a mutually agreed upon time and place, training on how to access and use the Database to LSC personnel and any person duly authorized by the Director of LSC. The data in the Database shall be provided in a standard database format that can be used or imported by industry-standard Geographic Information System ("GIS") software.

XIII. MISCELLANEOUS

- A. **Controlling Law.** This Agreement and the rights of the parties hereunder shall be governed, construed and interpreted in accordance with the laws of the State of Ohio. Contractor consents to jurisdiction in a court of proper jurisdiction in Franklin County, Ohio.
- B. **Waiver.** A waiver by any party of any breach or default by the other party under this Agreement shall not constitute a continuing waiver by such party of any subsequent act in breach of or in default hereunder.

- C. **Survival.** The provisions of Articles IV, VI, VII, X(E), XI, and XII(A) hereof shall survive the termination or expiration of this Agreement.
- D. **Successors and Assigns.** Neither party to this Agreement shall assign nor transfer, in whole or in part, this Agreement or any rights, duties or obligations hereunder, without the prior written consent of the other party.
- E. **Notices.** Except to the extent expressly provided otherwise herein, all notices, consents and communications required hereunder (each, a "Notice") shall be in writing and shall be deemed to have been properly given when: 1) hand delivered with delivery acknowledged in writing; 2) sent by overnight delivery service (Fed Ex, UPS, etc.) with receipt; or 3) sent by fax or email. Notices shall be deemed given upon receipt thereof, and shall be sent to the addresses set forth above. Notwithstanding the foregoing, notices sent by fax or email shall be effectively given only upon acknowledgement of receipt by the receiving party. Any party may change its address for receipt of Notices upon notice to the other party. If delivery cannot be made at any address designated for Notices, a Notice shall be deemed given on the date on which delivery at such address is attempted.
- F. **Conflict.** In the event of any conflict between the terms and provisions of the body of this Agreement and any exhibit hereto, the terms and provisions of the body of this Agreement shall control.
- G. **Headings.** Any heading in this Agreement has been inserted for convenient reference only and shall not be considered in any questions of interpretation or construction of this Agreement.
- H. **Severability.** The provisions of this Agreement are severable and independent, and if any such provision shall be determined to be unenforceable, in whole or in part, the remaining provisions and any partially enforceable provision shall, to the extent enforceable in any jurisdiction, nevertheless be binding and enforceable.
- I. **Entire Agreement.** This Agreement contains the entire agreement between the parties hereto and shall not be modified, amended or supplemented, or any rights herein waived, unless specifically agreed

upon in writing by the parties hereto. This Agreement supersedes any and all previous agreements, whether written or oral, between the parties.

- J. **Execution.** This Agreement is not binding upon LSC unless executed in full, and is effective as of the last date of signature by LSC.
- K. **Counterparts.** This Agreement may be executed in any number of counterparts, each of which shall be deemed an original, and all of which shall constitute but one and the same instrument.
- L. **Facsimile Signatures.** Any party hereto may deliver a copy of its counterpart signature page to this Agreement via fax or e-mail. Each party hereto shall be entitled to rely upon a facsimile signature of any other party delivered in such a manner as if such signature were an original.

(remainder of page intentionally left blank)

IN WITNESS WHEREOF, the parties hereto have caused this Agreement to be executed by their duly authorized representatives.

OHIO LEGISLATIVE SERVICE COMMISSION

By: Mark Flanders

Name: Mark Flanders

Title: Director

Date: May 23, 2019

OHIO UNIVERSITY

By: P. Maureen Valentine

Name: P. Maureen Valentine

Title: Assistant VP for Research

Date: 5/24/19

EXHIBIT I
SCOPE OF WORK

Project start date: September 1, 2016

Project end date: December 31, 2021

Total Estimated project costs: \$478,501.58 (direct costs \$416,087.27 @ 15%)

Contractor shall develop a Common and Unified Redistricting Database (the "Database") to be used for redistricting in the State of Ohio after the 2020 U.S. Census. Data on the state's boundaries of its voting districts, i.e. election precinct boundaries, is required in order for the U.S. Census Bureau to produce census data by precinct in early 2021. The data required for redistricting includes population data from the 2020 Census and computer-based geographic data that describe the boundaries of census blocks. The Database shall unify population and election results data with geographic data containing census political boundaries and block boundaries, as well as election geography for the state.

Task I

September 1, 2016, through May 31, 2018

Work with Census Bureau to develop accurate Census Block files

1. Contact the county boards of elections ("BOEs") to request precinct maps – preferably GIS files.
2. Review precinct maps for urban counties to identify issues with new census block boundaries being suggested by the Census Bureau as part of the Database.
3. Work with the Census Bureau to complete Phase 1 – Block Boundary Suggestion Project ("BBSP") by May 31, 2017¹. During Phase I completion:
 - A. Suggest to the Census Bureau which census data features should be kept as census block boundaries because the features are precinct boundaries, as supported by data submitted to the Census Bureau.
 - B. Use the BBSP to minimize split blocks when creating the Database.
4. Review precinct maps for rural counties to identify issues with new block boundaries being suggested by the Census Bureau.
5. Work with the Census Bureau to complete Phase 3 – Deliver the 2020 Census P.L. 94-171 Redistricting Data Files and Postcensus Geographic Products, by May 31, 2018. During Phase 3 completion, suggest to the Census Bureau which data features should be kept as block boundaries because the feature is a precinct boundary, supported by data.
6. Work with BOEs to assist with the BOEs' responses to the Census Bureau's Boundary and Annexation Survey ("BAS") as needed. It is very important that the Census Bureau be aware of annexation changes in municipal and township boundaries so that new releases of census block boundary geographic files reflect these annexation changes. Annexation changes also directly impact precinct/ward boundaries.

¹ While Contractor has already completed the first stage of the Census Bureau's RDP by researching and certifying that there have been no changes in the district boundaries for the 114th Congress, Contractor did not participate in Phase 1 of the Census Bureau's RDP BBSP, which was due May 31, 2016.

Task II
September 1, 2016, through May 31, 2018
Develop Initial Precinct Boundary Mapping Database

1. Request precinct boundary geographic files from each BOE.
2. Request database information on which precincts are assigned to wards in warded political subdivisions.
3. Request most recent voter registration files from each BOE.
4. Geocode voter registration files and identify voters by precinct.
5. Encourage BOEs and counties to communicate annexation changes through the Census Bureau's BAS program.
6. Adjust BOE precinct boundaries to be consistent with census block boundaries.
7. Communicate with BOEs to resolve precinct boundary questions.
8. Conduct quality assurance/quality control (QA/QC) checks of precincts and wards.
9. Import voter registration files from each BOE.

Task III
June 1, 2018, through March 31, 2021
Keep Current and Updated Precinct Boundaries

1. Continue to maintain communications with the BOEs in order to be informed of precinct boundary changes or municipal annexations that would impact census geography files.
2. Request election result data from each BOE for all statewide state and federal partisan general election results for the previous 10 years, up to and including the 2020 presidential and general election. This would include the general elections in 2012, 2014, 2016, 2018 and 2020.
3. Work with all county BOEs to create precinct and ward aggregations in preparation for Phase 2 – Voting District Project.
4. Work with the Census Bureau to complete Phase 2 – Voting District Project to report voting districts to the Census Bureau by May 31, 2019.
5. Update the precinct/ward boundaries as of the 2020 general election because these boundaries will be used to create the Database.
6. Determine data disaggregation factors for all census blocks that are split by precinct/ward boundaries.
7. Conduct QA/QC checks of precincts and wards.

Exhibit I

Task IV
April 1, 2021, through May 31, 2021
Prepare the Database

1. Make any final changes to the precinct/ward geographies.
2. Determine data disaggregation factors for all census blocks that are split by precinct/ward boundaries.
3. Allocate election results data to each precinct and to each census block.
4. Prepare database of precincts assigned to wards.
5. Allocate the 2020 Census population data provided by the Census Bureau by census block and split census block.
6. Generate the draft version of the Database, which shall include any other information or data not specified herein, but otherwise required by the Ohio Constitution.
7. Conduct QA/QC checks of the Database and make necessary changes.
8. Prepare documentation describing the Database and the methodology used to develop the Database.
9. No later than June 30, 2021, generate the final version of the Database and deliver to the Director of the Legislative Service Commission twenty (20) copies of the Database on DVD or other electronic medium agreed upon by the Director and Contractor.

Task V

June 1, 2021, through December 31, 2021

Train Users of the Database

1. Provide training to those individuals designated by the Director of the Legislative Service Commission on how to use the Database ("Users").
2. Provide ongoing consultation to the Users regarding the use of the Database.

Exhibit I

Task VI
September 1, 2016, through December 31, 2021
Project Management and Reporting

1. Provide overall management of the project.
2. Prepare and deliver monthly progress reports to the Director of the Legislative Service Commission and a representative from each of the majority and minority caucuses of the both the Ohio Senate and the Ohio House of Representatives, as designated by the Director.

Exhibit I

PROJECT COSTS BY TASK

<i>Task I</i>	
\$69,348.18	Personnel (salaries and benefits)
\$0.00	Travel within Ohio
\$0.00	Supplies, materials, and plotting/printing
\$10,402.23	University Indirect Overhead
\$79,750.41	<i>Total for Task I</i>

<i>Task II</i>	
\$103,746.37	Personnel (salaries and benefits)
\$400.00	Travel within Ohio
\$800.00	Supplies, materials, and plotting/printing
\$15,741.96	University Indirect Overhead
\$120,688.33	<i>Total for Task II</i>

<i>Task III</i>	
\$72,623.64	Personnel (salaries and benefits)
\$200.00	Travel within Ohio
\$900.00	Supplies, materials, and plotting/printing
\$11,058.54	University Indirect Overhead
\$84,782.18	<i>Total for Task III</i>

<i>Task IV</i>	
\$85,698.73	Personnel (salaries and benefits)
\$400.00	Travel within Ohio
\$500.00	Supplies, materials, and plotting/printing
\$12,989.81	University Indirect Overhead
\$99,588.54	<i>Total for Task IV</i>

<i>Task V</i>	
\$11,976.73	Personnel (salaries and benefits)
\$500.00	Travel within Ohio
\$300.00	Supplies, materials, and plotting/printing
\$1,916.51	University Indirect Overhead
\$14,693.24	<i>Total for Task V</i>

<i>Task VI</i>	
\$68,293.63	Personnel (salaries and benefits)
\$600.00	Travel within Ohio
\$0.00	Supplies, materials, and plotting/printing
\$10,334.04	University Indirect Overhead
\$79,227.67	<i>Total for Task VI</i>

<i>Total for Tasks I - VI</i>	
\$411,687.28	Personnel (salaries and benefits)
\$2,100.00	Travel within Ohio
\$2,500.00	Supplies, materials, and plotting/printing
\$62,443.09	University Indirect Overhead
\$478,501.58	<i>Total for Tasks I-VI</i>

Exhibit I

PROJECT COSTS BY STATE FISCAL YEAR (SFY)

SFY 2017 (Year 1)	
\$94,501.96	Personnel (salaries and benefits)
\$300.00	Travel within Ohio
\$400.00	Supplies, materials, and plotting/printing
\$14,280.29	University Indirect Overhead
\$109,482.25	Total for SFY 2017
SFY 2018 (Year 2)	
\$105,753.71	Personnel (salaries and benefits)
\$300.00	Travel within Ohio
\$400.00	Supplies, materials, and plotting/printing
\$15,968.06	University Indirect Overhead
\$122,421.77	Total for SFY 2018
SFY 2019 (Year 3)	
\$24,723.68	Personnel (salaries and benefits)
\$200.00	Travel within Ohio
\$200.00	Supplies, materials, and plotting/printing
\$3,768.55	University Indirect Overhead
\$28,892.23	Total for SFY 2019
SFY 2020 (Year 4)	
\$29,398.97	Personnel (salaries and benefits)
\$200.00	Travel within Ohio
\$200.00	Supplies, materials, and plotting/printing
\$4,469.85	University Indirect Overhead
\$34,268.82	Total for SFY 2020
SFY 2021 (Year 5)	
\$144,868.25	Personnel (salaries and benefits)
\$700.00	Travel within Ohio
\$1,300.00	Supplies, materials, and plotting/printing
\$22,030.24	University Indirect Overhead
\$168,898.49	Total for SFY 2021
SFY 2022 (Year 6)	
\$12,440.71	Personnel (salaries and benefits)
\$400.00	Travel within Ohio
\$0.00	Supplies, materials, and plotting/printing
\$1,926.11	University Indirect Overhead
\$14,766.82	Total for SFY 2022
Total for SFY 2017 through SFY 2022 (Years 1-6)	
\$411,687.28	Personnel (salaries and benefits)
\$2,100.00	Travel within Ohio
\$2,500.00	Supplies, materials, and plotting/printing
\$62,443.09	University Indirect Overhead
\$478,501.58	Total for SFY 2017 - SFY 2022

Exhibit I

Redistricting 2021 – Develop the Ohio Common and Unified Redistricting Database

Progress Report: April 2020

Prepared by Robert L. Wiley, Redistricting Project Manager
George Voinovich School of Leadership and Public Affairs (GVS)

Month of April, 2020

Prepared for the Ohio Legislative Services Commission (LSC) May 8, 2020

Project Purpose and Background

The previous report submitted on April 10, 2020 covered the period from March 1, 2020 through March 31, 2020. This report summarizes activities conducted under the Redistricting 2021 contract between Ohio University and the Ohio Legislative Services Commission (LSC) for the month of April 2020. The scope of work for this project is based on the proposal prepared by Ohio University and submitted to LSC in early 2016. Work on the project has continued according to the defined tasks and subtasks as described in the *scope of work within the proposal*.

Project work during the month of April 2020 included continuing work primarily under Task VI – Project Management and Reporting.

Task VI Activities

Activities under this task were limited to preparation of the March 2020 monthly report, which characterized final submittal of voting district geography to the U.S. Census Bureau. On April 13, 2020, we received a joint statement from the Secretary of Commerce and the Director of the Census Bureau that changed the delivery date of the 2020 Census redistricting PL 94-171 data form March 31, 2021 to no later than July 31, 2021, due to the pandemic. This four-month delay will prevent the GVS from delivery of common unified redistricting database (CURD) by May 31, 2021 as specified in the contract.

This change poses some administrative and constitutional *difficulties that need to be resolved*. It would seem reasonable to move the GVS delivery date to the LSC three months forward from the date the data is received from the Census Bureau. This would result in a change in the product delivery to the LSC to October 31, 2021. Initially, a mutually agreed contract amendment would be necessary to change the CURD delivery date. A more difficult problem is the present requirement in Section 1 (A) of the Ohio Constitution requiring that the Ohio Legislature submit a redistricting plan in the form of a bill by no later than September 30, 2021. It would seem that legislative action would be necessary to resolve this unexpected issue caused by the coronavirus pandemic. We look forward to your advice on these issues.

Projected Activities Going Forward

Over the next few months, we will practice using test datasets of the PL 94-171 data for 2018 provided by the Census Bureau and voter data from the 2019 and 2020 Secretary of State voter database to identify the best methods to parse and incorporate population data to blocks, wards and voting districts.

We will continue to assess the magnitude of the potential error resulting from municipal boundary mismatches and unprocessed annexations as we prepare the final common unified mapping database.

We will use GIS Union, Intersection and spatial selection tools to count potentially double counted or missed voter addresses and the land area differences in precincts. This work will begin later in April 2020.

We have been recently contacted by the Ohio House of Representatives Minority Leader's office to provide some instruction on timing and methods for the final preparation of the CURD and the effects as noted above concerning the data delivery delay from the Census Bureau. It our recommendation that we also present similar advisory materials to the Ohio House of Representatives Majority Leader's office in the near future.

Redistricting 2021 – Develop the Ohio Common and Unified Redistricting Database

Progress Report: May 2020

Prepared by Robert L. Wiley, Redistricting Project Manager
George Voinovich School of Leadership and Public Affairs (GVS)
Month of May, 2020
Prepared for the Ohio Legislative Services Commission (LSC) June 9, 2020

Project Purpose and Background

The previous report submitted on May 8, 2020 covered the period from April 1, 2020 through April 30, 2020. This report summarizes activities conducted under the Redistricting 2021 contract between Ohio University and the Ohio Legislative Services Commission (LSC) for the month of May 2020. The scope of work for this project is based on the proposal prepared by Ohio University and submitted to LSC in early 2016. Work on the project has continued according to the defined tasks and subtasks as described in the scope of work within the proposal.

Project work during the month of May 2020 included continuing work primarily under Task VI – Project Management and Reporting.

Task VI Activities

Activities under this task included preparation of the April 2020 monthly report, communication efforts with federal and state officials to identify the effects of the delay of the 2020 Census data on the 2021 redistricting process¹, and to clarify the desired linkages requested between the Census data and geography with the results of the 2020 general election ad per Task IV (C) of the contract.

We specifically queried Mr. Whitehorne, of the Census Bureau, on how and over what time period will the Census data be delivered to the states; all at once on July 31, 2021, or provided over some extended earlier period, ending on July 31st. Mr. Whitehorn's response on May 20, 2020 indicated that Census data would be released over a 6-week period starting on June 17, 2021. First delivered would be based on demonstration by states that their redistricting process was delineated by law or regulation.

The Census population data will be delayed; however, we were informed by James Whitehorne via an email received on May 18, 2020 that the Census Bureau would expect to start delivering the geographic products by February 1, 2021 and complete that delivery the end of March 2021. This will allow us to create voting history linkages using the appropriate voting data with the Census geography in preparation for receipt of the Census population data in the PL 94-171 data file on a date yet to be determined.

This four-month delay will prevent the GVS from delivery of the common unified redistricting database (CURD) by May 31, 2021 as specified in the contract.

¹ On May 13, 2020, we received a joint statement from the Secretary of Commerce and the Director of the Census Bureau that changed the delivery date of the 2020 Census redistricting PL 94-171 data from March 31, 2021 to no later than July 31, 2021, due to the COVID-19 pandemic.

We posed these questions to Frank Strigari, Council to the Senate Majority, on May 22, 2020:

"We are asked to link party affiliation to the common unified redistricting database (CURD). To do this we will use the final census geometry in GIS to capture voters party affiliation for geocoded voters as points. The voters will be based on the Secretary of State (SOS) voter database using voter addresses. The SOS voter database has the attribute "Party Affiliation". I am informed by the data dictionary provided by Amanda Grandjean, of the SOS, that the basis for that designation is the voting history from the last primary (2020?), which turned out to be only early voting and absentee ballots. If so, once this data is posted in the next month or so, that is what we must use. The actual voters however will be those that vote in the November 2020 election. There will likely be a large number of voters that show up as blank (unaffiliated). Does the redistricting committee want to see a single attribute for the most dominant party (R, D, S, G, U) listed for each block and precinct, or do they want a numerical summary separately for each party affiliation category?"

"As you probably know, the virus has caused the Census Bureau to delay provision of the final PL 94-171 data until as late as July 31, 2021. I will forward a recent response from the census bureau on the new schedule for delivery of the Census Data. They indicate that they will listen and try to respond to state scheduling imperatives that may be affected by the delay in data delivery. I am aware that the State Constitution specifies that a draft redistricting map must be prepared by September 30, 2021. Can this date be set forward as emergency measure by legislation? If not, we need to get our story about the immediacy of our need for the PL 94-171 data into the Census Bureau as soon as possible. The earliest delivery suggested by Mr. Whitehorse is June 17, 2021. If we can make a case for being in the first tranche, we at OU will still need 2 months to perform the tasks required for completion of the final database, resulting in a maximum delivery date of the CURD by August 17, 2021. That would give the legislature roughly 6-weeks to prepare the draft redistricting map. Can they do it? Do you want to write or coordinate writing a convincing letter to the Census Bureau? We should get this into them quickly, even if the Legislature can alter the redistricting map preparation dates."

Following receipt of these questions, Mr. Strigari, initiated a phone discussion with Robert Wiley and Michael Finney of the GVS. Several options were discussed for choosing which data to link to Census geography. We also discussed the best way to interface with the Census Bureau to encourage them to place Ohio on the early list for receipt of the data. While we await answers, we are available to provide advice to others on the redistricting committee regarding Census data issues.

Projected Activities Going Forward

Over the next few months, we will continue to practice using test datasets of the PL 94-171 data for 2018 provided by the Census Bureau and voter data from the 2019 and 2020 Secretary of State voter database to identify the best methods to parse and incorporate population data to blocks and voting districts.

We will continue to assess the magnitude of the potential error resulting from municipal boundary mismatches and unprocessed annexations as we prepare the final common unified mapping database. We will use GIS Union, Intersection and spatial selection tools to count potentially double counted or missed voter addresses and the land area differences in precincts.

The change in the PL 94-171 delivery date poses some administrative and constitutional difficulties that need to be resolved. It would seem reasonable to move the GVS delivery date to the LSC two months

forward from the date the PL 94-171 data is received from the Census Bureau. This would result in a change in the product delivery to the LSC to September 30, 2021. Initially, a mutually agreed contract amendment would be necessary to change the CURD delivery date. The GVS will prepare a draft contract amendment to condition the CURD delivery time based on the actual date that the PL 94-171 Census data is released to the GVS.

Redistricting 2021 – Develop the Ohio Common and Unified Redistricting Database

Progress Report: June 2020

Prepared by Robert L. Wiley, Redistricting Project Manager
George Voinovich School of Leadership and Public Affairs (GVS)
Month of June, 2020
Prepared for the Ohio Legislative Services Commission (LSC) July 7, 2020

Project Purpose and Background

The previous report submitted on June 9, 2020 covered the period from May 1, 2020 through May 31, 2020. This report summarizes activities conducted under the Redistricting 2021 contract between Ohio University and the Ohio Legislative Services Commission (LSC) for the month of June 2020. The scope of work for this project is based on the proposal prepared by Ohio University and submitted to LSC in early 2016. Work on the project has continued according to the defined tasks and subtasks as described in the scope of work within the proposal.

Project work during the month of June 2020 included continuing work primarily under Task VI – Project Management and Reporting.

Task VI Activities

Activities under this task include preparation of the May 2020 monthly report, communication efforts with Federal and State officials to identify the effects of the delay of the 2020 Census data on the 2021 redistricting process. A letter was prepared under the signature of Jason Jolly, Ohio State Liaison for Redistricting 2021, with input from Frank Strigari, to James Whitehorne, Chief of Redistricting and Voting Rights Data Office/ADDC/HQ Census Bureau. The letter provided the critical timeframes for Ohio redistricting in 2021, with the intent of obtaining the necessary Census data as early as possible. Mr. Whitehorne responded by email:

"Thank you for your thoughtful explanation of the challenges the State of Ohio must face due to this unfortunate but necessary delay in the delivery of the P.L. 94-171 Redistricting Data. We are sensitive to these difficulties and are working to identify anything we can do to lessen their impact. The information you have provided will be very helpful in ensuring we provide the appropriate urgency when the data delivery begins. Our current schedule has us starting the data delivery with weekly state groupings on June 17th and continuing through July 31 We will use your constitutional and logistical challenges as part of our process to ensure the states with the most urgent need receive their data as early as possible. I am happy to inform you that the geographic support materials, the shapefiles, maps, etc. will not be delayed by the same amount of time as the redistricting counts. We expect to deliver all of the geographic support products in the months of February and March of 2021."

Projected Activities Going Forward

The GVS will prepare and submit to LSC for approval a contract modification to extend the completion dates for the *Ohio Common and Unified Redistricting Database contract* based on a time period linked to receipt of the data from the Census Bureau.

Over the next few months, we will continue to practice using test datasets of the PL 94-171 data for 2018 provided by the Census Bureau and voter data from the 2019 and 2020 Secretary of State voter database to identify the best methods to parse and incorporate population data to blocks and voting districts.

We will continue to assess the magnitude of the potential error resulting from municipal boundary mismatches and unprocessed annexations as we prepare the final common unified mapping database. We will use GIS Union, Intersection and spatial selection tools to count potentially double counted or missed voter addresses and the land area differences in precincts.



May 9, 2019

Mr. Mark Flanders
Ohio Legislative Service Commission
77 South High Street, Ninth Floor
Columbus, Ohio 43215-6136


Dear Mr. Flanders,


Pursuant to R.C. 103.51, this letter, sent on behalf of the Legislative Task Force on Redistricting, Reapportionment and Demographic Research (the "Task Force"), instructs the Legislative Service Commission to execute the enclosed Agreement (including the attached Exhibit 1) with Ohio University.

Also, you are instructed to submit any invoice submitted by Ohio University under this Agreement to the offices of the Co-Chairs of the Task Force. The Co-Chairs must approve payment of any such invoice in writing to you before the Legislative Service Commission can process any payment.

As always, please let us know of any issues or concerns that may arise during the contract term.

Sincerely,


Larry Obhof, President
Ohio Senate


Emilia Strong Sykes, Minority Leader
Ohio House of Representatives

Co-Chairs, Legislative Task Force on
Redistricting, Reapportionment and Demographic Research

STATEHOUSE COLUMBUS, OHIO 43215

AGREEMENT BETWEEN THE
OHIO LEGISLATIVE SERVICE COMMISSION AND
OHIO UNIVERSITY

THIS AGREEMENT is entered into between the Ohio Legislative Service Commission ("LSC"), Vern Riffe Center, 77 South High Street, 9th Floor, Columbus, OH 43215-6136 and Ohio University ("Contractor"), 104 Research and Technology Center Athens, OH 45701-2979.

The parties agree as follows:

I. NATURE OF AGREEMENT

- A. Contractor shall furnish professional services performed in accordance with normal standards for services of this type necessary for the satisfactory performance of the work. Contractor shall furnish its own support staff necessary for the satisfactory performance of the work.
- B. Contractor shall be employed as an independent contractor, to fulfill the terms of this Agreement and to act as a contractor to LSC. LSC shall be the sole judge of the adequacy of Consultant's services rendered under this Agreement.
- C. LSC enters into this Agreement in reliance upon Contractor's representations that it has the necessary expertise and experience to perform its obligations hereunder, and Contractor warrants that it does possess the necessary expertise and experience.

II. SCOPE OF WORK

- A. Contractor shall undertake the services, work, Tasks and activities set forth in Exhibit I, Scope of Work, attached hereto and made a part hereof (collectively, the "Work"). All of the Work, including all work products, documents, data, reports and other materials, described in Exhibit I shall be completed to the satisfaction of LSC and in accordance with the dates set forth in Exhibit I, unless this Agreement is terminated as provided in Article VI.
- B. LSC, through the Director of LSC, may, as it considers appropriate, communicate specific instructions and requests to Contractor concerning

the performance of the Work. Upon such notice and within ten (10) days after receipt of the instructions or request, Contractor shall comply with such instructions and fulfill such requests to the satisfaction of LSC. LSC and Contractor expressly understand that these instructions and requests are for the sole purpose of assisting LSC and Contractor to satisfactorily complete the Work, and are not intended to amend or alter this Agreement contrary to Article XIII, Section (I) of this Agreement.

- C. Contractor shall consult with the Director of LSC, and when necessary, other appropriate persons or governmental agencies authorized by the Director of LSC, to assure an understanding, and satisfactory completion, of the Work.
- D. Contractor shall be responsive to, provide, and accomplish, as appropriate, any additional tasks or actions mandated by the U.S. Census Bureau regarding the Work set forth in Exhibit I.

III. TIME OF PERFORMANCE

- A. The Work shall have commenced on the date of LSC signing this Agreement. Notwithstanding the foregoing, the parties acknowledge that, due to timelines imposed by the U.S. Census Bureau, Contractor has incurred certain expenses for portions of the Work prior to the signing of this Agreement. Any such expenses incurred by Contractor are included in the compensation amount set forth in Section B of Article IV of this Agreement and shall be set forth on invoices prepared by Contractor for submission to LSC in accordance with this Agreement.
- B. The Work shall be concluded on or before December 31, 2021, and this Agreement shall terminate on the earlier of the following to occur: (i) the date on which the Work is completed to the satisfaction of LSC; or (ii) the date on which this Agreement is terminated, as provided in Article VI.

IV. COMPENSATION

- A. In consideration for the promises and performance of Contractor set forth in this Agreement, LSC shall pay Contractor the amounts set forth on invoices that shall be submitted by Contractor based on the completion of the tasks, including their associated cost and approximate schedule, as set forth in Exhibit I (the "Tasks"). Unless the Director of LSC directs

otherwise, invoices should be directed via email to: mflanders@lsc.ohio.gov. LSC shall pay any proper invoice submitted under this Agreement within thirty (30) days after LSC has accepted and approved the successful completion of the associated Task in each invoice.

- B. LSC shall pay Contractor no more than \$478,501.58 for the Work, which shall include invoice reimbursements for the Tasks set forth in Section A of this Article IV and those certain expenses set forth in Section A of Article III.
- C. For purposes of this Agreement, LSC's indirect rate is 15% of Contractor's direct costs.

V. CERTIFICATION OF FUNDS

- A. LSC and Contractor expressly understand that none of the rights, duties, and obligations described in this Agreement shall be binding on either party until all relevant provisions of the Ohio Revised Code have been complied with and until all necessary funds are made available to LSC.

VI. TERMINATION OF CONTRACTOR'S SERVICES

- A. LSC may, at any time prior to completion of the Work, suspend or terminate this Agreement with or without cause by giving written notice to Contractor.
- B. Contractor, upon receipt of notice of suspension or termination, shall cease work on the suspended or terminated activities under this Agreement, suspend or terminate all subcontracts relating to the suspended or terminated activities, take all necessary or appropriate steps to limit disbursements and minimize costs, and, if requested by the Director of LSC, furnish a report to LSC, no more than twenty (20) days after the date Contractor receives notice of suspension or termination, describing the status of all Work under this Agreement, including, without limitation, results, conclusions resulting therefrom, and any other matters LSC requires.
- C. If LSC suspends or terminates this Agreement under this Article VI, Contractor shall be entitled to compensation, upon submission of a proper invoice, for Work performed prior to the receipt of notice of termination

or suspension. LSC shall not be liable for any further claims, and the claims submitted by Contractor shall not exceed the total amount of compensation stated in this Agreement. The amount stated on the invoice must, to the satisfaction of LSC, be reasonable in relation to the total anticipated cost of the Work and to the amount of Work actually accomplished. If this Agreement is suspended or terminated under this Article VI, Contractor shall return to LSC any payments made by LSC for services that have not been rendered by Contractor.

- D. Contractor agrees to waive any right to, and shall make no claim for, additional compensation against LSC by reason of any suspension or termination of this Agreement.

VII. RECORD KEEPING

- A. Contractor shall keep all financial records in a manner consistent with generally accepted accounting principles and in a manner acceptable to the Auditor of State. Contractor shall keep on file documentation to support all Work done in a manner allowing the documentation to be readily located.
- B. Contractor shall not discuss or disclose any information or material obtained pursuant to its obligations under this Agreement without the prior written consent of LSC, except as required by law. If Contractor receives a public records request pursuant to R.C. 149.43 ("Request") for the disclosure of any Work being provided by Contractor under this Agreement, and Contractor, in its reasonable discretion, determines that such Work qualifies as a public record, Contractor may disclose such Work. Prior to making such a disclosure, Contractor will provide the Director of LSC with advance written notice of any such disclosure so that LSC may seek a protective order or other appropriate relief. If LSC does not seek a protective order or other appropriate relief within a reasonable period of time, not to exceed 10 business days, Contractor may disclose the requested Work, and LSC shall be deemed to have waived any claims against Contractor for such disclosure.
- C. Contractor shall keep a separate account for the Work performed under this Agreement ("Contract Account"). All disbursements made from the Contract Account shall only be for obligations incurred in the performance of this Agreement and shall be supported by contracts,

invoices, vouchers, and other data, as appropriate to support such disbursements. Contractor shall forward a verified copy of the Contract Account and copies of all invoices, vouchers, and other receipts used for supporting the Contract Account to LSC within ninety (90) days of completion of this Agreement or within thirty (30) days of the receipt by Contractor of a request from the Director of LSC for such documents.

- D. During performance of this Agreement and for a period of three (3) years after its completion, Contractor agrees to provide LSC, the Director of LSC, or any person duly authorized by the Director of LSC, with access to and the right to examine any books, documents, papers, and records of Contractor involving transactions related to this Agreement. Contractor shall require any subcontractor to agree to comply with this Article VII.

VIII. RELATED AGREEMENTS

- A. All Work, including any Tasks, under this Agreement is to be performed by Contractor. Except as provided in Section B of this Article VIII, Contractor shall not enter into any subcontracts related to the Work without LSC's prior written approval. Any subcontracted Work or Task approved by LSC shall be at Contractor's expense.
- B. Notwithstanding Section A of this Article VIII, Contractor may subcontract without LSC's approval for the purchase of articles, supplies, components, or special mechanical services that do not involve any type of Work described in Exhibit I but that are required for the satisfactory completion of the Work. Contractor shall bind any subcontractor to the terms of this Agreement, so far as applicable to the Work of the subcontractor, and shall not agree to any provision that seeks to bind LSC to terms inconsistent with, or at variance from, this Agreement. Upon the request of the Director of LSC or within fifteen (15) days after Contractor enters into any subcontract, Contractor shall provide the Director with a list of all subcontractors, if any, and their addresses, tax identification numbers, and the dollar amount of each subcontract.
- C. Contractor warrants that it has not entered into, nor shall it enter into, any other agreement, without the prior written approval of LSC, to perform any work or service that is substantially identical to the Work described in this Agreement.

- D. After December 31, 2021, Contractor may, without restriction, enter into other contracts using the Common and Unified Redistricting Database described in Exhibit I (hereinafter, the "Database").

IX. CONFLICTS OF INTEREST

- A. Prior to the completion of this Agreement, no employee or officer of Contractor or LSC shall acquire any personal interest, direct or indirect, that is incompatible or in conflict with the discharge and fulfillment of his or her functions and responsibilities with respect to the performance of this Agreement.
- B. Any such person who has or acquires a personal interest on or after the effective date of this Agreement shall immediately disclose the person's interest in writing to the Director of LSC. If the Director has or acquires such an interest, the Director shall immediately disclose this interest in writing to the Chair of LSC. Thereafter, the person shall not participate in any action affecting any Work under this Agreement, unless the Director of LSC, or the Chair of LSC, as appropriate, determines that, in the light of the personal interest disclosed, the person's participation in any such action would not be contrary to the public interest.
- C. Contractor shall incorporate the requirements of Sections A and B of this Article IX into any of its contracts for any Work prescribed herein (other than subcontracts authorized under Section B, Article VIII of this Agreement) and shall require all of its subcontractors for any part of such Work to incorporate such requirements in all subcontracts for such Work.

X. CONTRACTOR'S REPRESENTATIONS AND WARRANTIES

- A. **Compliance with Laws.** Contractor, in the execution of its duties and obligations under this Agreement, agrees to comply with all applicable federal, state and local laws, rules, regulations and ordinances.
- B. **Drug Free Workplace.** Contractor agrees to comply with all applicable federal, state and local laws regarding smoke-free and drug-free work places and shall make a good faith effort to ensure that none of its employees or permitted subcontractors engaged in the Work purchase, transfer, use or possess illegal drugs or alcohol, or abuse prescription drugs in any way.

- C. **Nondiscrimination of Employment.** Pursuant to R.C. 125.111, Contractor agrees that Contractor, any subcontractor, and any person acting on behalf of Contractor or a subcontractor, shall not discriminate, by reason of race, color, religion, sex, age, disability, military status, national origin, or ancestry against any citizen of the state of Ohio in the employment of any person qualified and available to perform the Work. Contractor further agrees that Contractor, any subcontractor, and any person acting on behalf of Contractor or a subcontractor shall not, in any manner, discriminate against, intimidate, or retaliate against any employee hired for the performance of the Work on account of race, color, religion, sex, age, disability, military status, national origin, or ancestry.
- D. **Affirmative Action Program.** Contractor represents that it has a written *affirmative action program* for the employment and effective utilization of economically disadvantaged persons pursuant to R.C. 125.111(B) and has filed an *Affirmative Action Program Verification* form with the Affirmative Action Unit and Equal Employment Opportunity Unit of the Ohio Department of Administrative Services.
- E. **Findings for Recovery.** Contractor warrants that it is not subject to an "unresolved" finding for recovery under R.C. 9.24. If the representation and warranty in this Section E is found to be false, this Agreement is void ab initio and Contractor shall immediately repay to LSC any funds paid under this Agreement.
- F. **Payment of Expenses & Taxes.** Contractor agrees that it shall be solely responsible for all office and business expenses that Contractor incurs as a result of the performance of this Agreement. Contractor also accepts full responsibility for the payment of all taxes including unemployment compensation insurance premiums, all income taxes and any and all other applicable taxes or payroll deductions required for all employees engaged by Contractor in the performance of the Work. LSC shall not be liable for any taxes under this Agreement.

XI. **RIGHTS IN DATA AND COPYRIGHTS/PUBLIC USE**

- A. Any Work described in Exhibit I, and provided by Contractor to LSC, shall be the joint property of LSC and Contractor. LSC, Contractor, any representative duly authorized by the Director of LSC and any duly

authorized representative of Contractor shall have an unrestricted right to reproduce, distribute, modify, maintain, and use any portion of the Database. Contractor shall not include in any part of the Database any matter the copyright to which is owned by another person other than Contractor or its employees, unless the copyright owner and LSC gives prior written approval to use such copyrighted matter in the Database.

- B. Unless Contractor obtains the Director of LSC's prior written approval, or unless required by law, Contractor shall not release any portion of the Database, including any working drafts of the Database. However, beginning thirty (30) days after the Director of LSC notifies Contractor that all of the Work described in Exhibit I has been completed to the satisfaction of LSC, Contractor agrees that the Database created under this Agreement shall be made freely available to the general public. Notwithstanding the foregoing, Contractor may release portions of information used to create the Database to the U.S. Census Bureau without the Director of LSC's written approval if such release is required.

XII. OWNERSHIP OF PROPERTY AND TRAINING

- A. All equipment purchased by Contractor to perform the Work under this Agreement shall remain the property of Contractor.
- B. At the request of the Director of LSC, Contractor shall provide, at a mutually agreed upon time and place, training on how to access and use the Database to LSC personnel and any person duly authorized by the Director of LSC. The data in the Database shall be provided in a standard database format that can be used or imported by industry-standard Geographic Information System ("GIS") software.

XIII. MISCELLANEOUS

- A. **Controlling Law.** This Agreement and the rights of the parties hereunder shall be governed, construed and interpreted in accordance with the laws of the State of Ohio. Contractor consents to jurisdiction in a court of proper jurisdiction in Franklin County, Ohio.
- B. **Waiver.** A waiver by any party of any breach or default by the other party under this Agreement shall not constitute a continuing waiver by such party of any subsequent act in breach of or in default hereunder.

- C. **Survival.** The provisions of Articles IV, VI, VII, X(E), XI, and XII(A) hereof shall survive the termination or expiration of this Agreement.
- D. **Successors and Assigns.** Neither party to this Agreement shall assign nor transfer, in whole or in part, this Agreement or any rights, duties or obligations hereunder, without the prior written consent of the other party.
- E. **Notices.** Except to the extent expressly provided otherwise herein, all notices, consents and communications required hereunder (each, a "Notice") shall be in writing and shall be deemed to have been properly given when: 1) hand delivered with delivery acknowledged in writing; 2) sent by overnight delivery service (Fed Ex, UPS, etc.) with receipt; or 3) sent by fax or email. Notices shall be deemed given upon receipt thereof, and shall be sent to the addresses set forth above. Notwithstanding the foregoing, notices sent by fax or email shall be effectively given only upon acknowledgement of receipt by the receiving party. Any party may change its address for receipt of Notices upon notice to the other party. If delivery cannot be made at any address designated for Notices, a Notice shall be deemed given on the date on which delivery at such address is attempted.
- F. **Conflict.** In the event of any conflict between the terms and provisions of the body of this Agreement and any exhibit hereto, the terms and provisions of the body of this Agreement shall control.
- G. **Headings.** Any heading in this Agreement has been inserted for convenient reference only and shall not be considered in any questions of interpretation or construction of this Agreement.
- H. **Severability.** The provisions of this Agreement are severable and independent, and if any such provision shall be determined to be unenforceable, in whole or in part, the remaining provisions and any partially enforceable provision shall, to the extent enforceable in any jurisdiction, nevertheless be binding and enforceable.
- I. **Entire Agreement.** This Agreement contains the entire agreement between the parties hereto and shall not be modified, amended or supplemented, or any rights herein waived, unless specifically agreed

upon in writing by the parties hereto. This Agreement supersedes any and all previous agreements, whether written or oral, between the parties.

- J. **Execution.** This Agreement is not binding upon LSC unless executed in full, and is effective as of the last date of signature by LSC.
- K. **Counterparts.** This Agreement may be executed in any number of counterparts, each of which shall be deemed an original, and all of which shall constitute but one and the same instrument.
- L. **Facsimile Signatures.** Any party hereto may deliver a copy of its counterpart signature page to this Agreement via fax or e-mail. Each party hereto shall be entitled to rely upon a facsimile signature of any other party delivered in such a manner as if such signature were an original.

(remainder of page intentionally left blank)

IN WITNESS WHEREOF, the parties hereto have caused this Agreement to be executed by their duly authorized representatives.

OHIO LEGISLATIVE SERVICE COMMISSION

By: Mark Flanders

Name: Mark Flanders

Title: Director

Date: May 23, 2019

OHIO UNIVERSITY

By: P. Maureen Valentine

Name: P. Maureen Valentine

Title: Assistant VP for Research

Date: 5/24/19

EXHIBIT I
SCOPE OF WORK

Project start date: September 1, 2016

Project end date: December 31, 2021

Total Estimated project costs: \$478,501.58 (direct costs \$416,087.27 @ 15%)

Contractor shall develop a Common and Unified Redistricting Database (the "Database") to be used for redistricting in the State of Ohio after the 2020 U.S. Census. Data on the state's boundaries of its voting districts, i.e. election precinct boundaries, is required in order for the U.S. Census Bureau to produce census data by precinct in early 2021. The data required for redistricting includes population data from the 2020 Census and computer-based geographic data that describe the boundaries of census blocks. The Database shall unify population and election results data with geographic data containing census political boundaries and block boundaries, as well as election geography for the state.

Exhibit I

Task I

September 1, 2016, through May 31, 2018

Work with Census Bureau to develop accurate Census Block files

1. Contact the county boards of elections ("BOEs") to request precinct maps – preferably GIS files.
2. Review precinct maps for urban counties to identify issues with new census block boundaries being suggested by the Census Bureau as part of the Database.
3. Work with the Census Bureau to complete Phase 1 – Block Boundary Suggestion Project ("BBSP") by May 31, 2017¹. During Phase I completion:
 - A. Suggest to the Census Bureau which census data features should be kept as census block boundaries because the features are precinct boundaries, as supported by data submitted to the Census Bureau.
 - B. Use the BBSP to minimize split blocks when creating the Database.
4. Review precinct maps for rural counties to identify issues with new block boundaries being suggested by the Census Bureau.
5. Work with the Census Bureau to complete Phase 3 – Deliver the 2020 Census P.L. 94-171 Redistricting Data Files and Postcensus Geographic Products, by May 31, 2018. During Phase 3 completion, suggest to the Census Bureau which data features should be kept as block boundaries because the feature is a precinct boundary, supported by data.
6. Work with BOEs to assist with the BOEs' responses to the Census Bureau's Boundary and Annexation Survey ("BAS") as needed. It is very important that the Census Bureau be aware of annexation changes in municipal and township boundaries so that new releases of census block boundary geographic files reflect these annexation changes. Annexation changes also directly impact precinct/ward boundaries.

¹ While Contractor has already completed the first stage of the Census Bureau's RDP by researching and certifying that there have been no changes in the district boundaries for the 114th Congress, Contractor did not participate in Phase 1 of the Census Bureau's RDP BBSP, which was due May 31, 2016.

Task II
September 1, 2016, through May 31, 2018
Develop Initial Precinct Boundary Mapping Database

1. Request precinct boundary geographic files from each BOE.
2. Request database information on which precincts are assigned to wards in warded political subdivisions.
3. Request most recent voter registration files from each BOE.
4. Geocode voter registration files and identify voters by precinct.
5. Encourage BOEs and counties to communicate annexation changes through the Census Bureau's BAS program.
6. Adjust BOE precinct boundaries to be consistent with census block boundaries.
7. Communicate with BOEs to resolve precinct boundary questions.
8. Conduct quality assurance/quality control (QA/QC) checks of precincts and wards.
9. Import voter registration files from each BOE.

Exhibit I

Task III
June 1, 2018, through March 31, 2021
Keep Current and Updated Precinct Boundaries

1. Continue to maintain communications with the BOEs in order to be informed of precinct boundary changes or municipal annexations that would impact census geography files.
2. Request election result data from each BOE for all statewide state and federal partisan general election results for the previous 10 years, up to and including the 2020 presidential and general election. This would include the general elections in 2012, 2014, 2016, 2018 and 2020.
3. Work with all county BOEs to create precinct and ward aggregations in preparation for Phase 2 – Voting District Project.
4. Work with the Census Bureau to complete Phase 2 – Voting District Project to report voting districts to the Census Bureau by May 31, 2019.
5. Update the precinct/ward boundaries as of the 2020 general election because these boundaries will be used to create the Database.
6. Determine data disaggregation factors for all census blocks that are split by precinct/ward boundaries.
7. Conduct QA/QC checks of precincts and wards.

Task IV
April 1, 2021, through May 31, 2021
Prepare the Database

1. Make any final changes to the precinct/ward geographies.
2. Determine data disaggregation factors for all census blocks that are split by precinct/ward boundaries.
3. Allocate election results data to each precinct and to each census block.
4. Prepare database of precincts assigned to wards.
5. Allocate the 2020 Census population data provided by the Census Bureau by census block and split census block.
6. Generate the draft version of the Database, which shall include any other information or data not specified herein, but otherwise required by the Ohio Constitution.
7. Conduct QA/QC checks of the Database and make necessary changes.
8. Prepare documentation describing the Database and the methodology used to develop the Database.
9. No later than June 30, 2021, generate the final version of the Database and deliver to the Director of the Legislative Service Commission twenty (20) copies of the Database on DVD or other electronic medium agreed upon by the Director and Contractor.

Exhibit I

Task V

June 1, 2021, through December 31, 2021

Train Users of the Database

1. Provide training to those individuals designated by the Director of the Legislative Service Commission on how to use the Database ("Users").
2. Provide ongoing consultation to the Users regarding the use of the Database.

Exhibit I

Task VI
September 1, 2016, through December 31, 2021
Project Management and Reporting

1. Provide overall management of the project.
2. Prepare and deliver monthly progress reports to the Director of the Legislative Service Commission and a representative from each of the majority and minority caucuses of the both the Ohio Senate and the Ohio House of Representatives, as designated by the Director.

Exhibit I

PROJECT COSTS BY TASK

<i>Task I</i>	
\$69,348.18	Personnel (salaries and benefits)
\$0.00	Travel within Ohio
\$0.00	Supplies, materials, and plotting/printing
\$10,402.23	University Indirect Overhead
\$79,750.41	Total for Task I

<i>Task II</i>	
\$103,746.37	Personnel (salaries and benefits)
\$400.00	Travel within Ohio
\$800.00	Supplies, materials, and plotting/printing
\$15,741.96	University Indirect Overhead
\$120,688.33	Total for Task II

<i>Task III</i>	
\$72,623.64	Personnel (salaries and benefits)
\$200.00	Travel within Ohio
\$900.00	Supplies, materials, and plotting/printing
\$11,058.54	University Indirect Overhead
\$84,782.18	Total for Task III

<i>Task IV</i>	
\$85,698.73	Personnel (salaries and benefits)
\$400.00	Travel within Ohio
\$500.00	Supplies, materials, and plotting/printing
\$12,989.81	University Indirect Overhead
\$99,588.54	Total for Task IV

<i>Task V</i>	
\$11,976.73	Personnel (salaries and benefits)
\$500.00	Travel within Ohio
\$300.00	Supplies, materials, and plotting/printing
\$1,916.51	University Indirect Overhead
\$14,693.24	Total for Task V

<i>Task VI</i>	
\$68,293.63	Personnel (salaries and benefits)
\$600.00	Travel within Ohio
\$0.00	Supplies, materials, and plotting/printing
\$10,334.04	University Indirect Overhead
\$79,227.67	Total for Task VI

<i>Total for Tasks I-VI</i>	
\$411,687.28	Personnel (salaries and benefits)
\$2,100.00	Travel within Ohio
\$2,500.00	Supplies, materials, and plotting/printing
\$62,443.09	University Indirect Overhead
\$478,501.58	Total for Tasks I-VI

Exhibit I

PROJECT COSTS BY STATE FISCAL YEAR (SFY)

<i>SFY 2017 (Year 1)</i>	
\$94,501.96	Personnel (salaries and benefits)
\$300.00	Travel within Ohio
\$400.00	Supplies, materials, and plotting/printing
\$14,280.29	University Indirect Overhead
\$109,482.25	Total for SFY 2017
<i>SFY 2018 (Year 2)</i>	
\$105,753.71	Personnel (salaries and benefits)
\$300.00	Travel within Ohio
\$400.00	Supplies, materials, and plotting/printing
\$15,968.06	University Indirect Overhead
\$122,421.77	Total for SFY 2018
<i>SFY 2019 (Year 3)</i>	
\$24,723.68	Personnel (salaries and benefits)
\$200.00	Travel within Ohio
\$200.00	Supplies, materials, and plotting/printing
\$3,768.55	University Indirect Overhead
\$28,892.23	Total for SFY 2019
<i>SFY 2020 (Year 4)</i>	
\$29,398.97	Personnel (salaries and benefits)
\$200.00	Travel within Ohio
\$200.00	Supplies, materials, and plotting/printing
\$4,469.85	University Indirect Overhead
\$34,268.82	Total for SFY 2020
<i>SFY 2021 (Year 5)</i>	
\$144,868.25	Personnel (salaries and benefits)
\$700.00	Travel within Ohio
\$1,300.00	Supplies, materials, and plotting/printing
\$22,030.24	University Indirect Overhead
\$168,898.49	Total for SFY 2021
<i>SFY 2022 (Year 6)</i>	
\$12,440.71	Personnel (salaries and benefits)
\$400.00	Travel within Ohio
\$0.00	Supplies, materials, and plotting/printing
\$1,926.11	University Indirect Overhead
\$14,766.82	Total for SFY 2022
Total for SFY 2017 through SFY 2022 (Years 1-6)	
\$411,687.28	Personnel (salaries and benefits)
\$2,100.00	Travel within Ohio
\$2,500.00	Supplies, materials, and plotting/printing
\$62,443.09	University Indirect Overhead
\$478,501.58	Total for SFY 2017 - SFY 2022

Exhibit I

From: Bob Cupp
Sent: Thursday, April 29, 2021 7:20 PM
To: Crum, Dwight
CC: Morrison, Christine; Blessing, Heather
Subject: RE: let me know your thoughts
Attachments: Co-sponsor Request Const Amend Time Ext.docx

Please see attached for your review.

From: Dwight.Crum@ohiohouse.gov <Dwight.Crum@ohiohouse.gov>
Sent: Thursday, April 29, 2021 7:09 PM
To: Robert Cupp <rcupp@bright.net>
Cc: Christine.Morrison@ohiohouse.gov; Heather.Blessing@ohiohouse.gov
Subject: Re: let me know your thoughts

Yes and I had meant to include Heather on the prior email so adding her here

Thanks!

On Apr 29, 2021, at 6:57 PM, Robert Cupp <rcupp@bright.net> wrote:

I've made a few clarifying changes to the draft. Shall I forward to you?

----- Original message -----

From: Dwight.Crum@ohiohouse.gov
Date: 4/29/21 5:00 PM (GMT-05:00)
To: rcupp@bright.net, Christine.Morrison@ohiohouse.gov
Subject: Fwd: let me know your thoughts

Begin forwarded message:

From: "Blessing, Heather" <Heather.Blessing@ohiohouse.gov>
Date: April 29, 2021 at 10:05:55 AM EDT
To: "Crum, Dwight" <Dwight.Crum@ohiohouse.gov>
Subject: RE: let me know your thoughts

No changes except for the date, which is TBD, and changing "I" to "we" depending on how many primary joint sponsors.

Heather N. Blessing, Esq.
Deputy Chief Legal Counsel, Office of the Speaker
Ohio House of Representatives
77 S. High Street Columbus,
14th Floor, Ohio 43215
Office: 614.466.9194
Mobile: 614.352.5819
Heather.Blessing@ohiohouse.gov

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From: Crum, Dwight <Dwight.Crum@ohiohouse.gov>
Sent: Thursday, April 29, 2021 9:39 AM
To: Blessing, Heather <Heather.Blessing@ohiohouse.gov>
Subject: Fwd: let me know your thoughts

Begin forwarded message:

From: "Disantis, Paul" <Paul.Disantis@ohiohouse.gov>
Date: April 28, 2021 at 4:34:27 PM EDT
To: "Crum, Dwight" <Dwight.Crum@ohiohouse.gov>
Subject: RE: let me know your thoughts

This works for me

From: Crum, Dwight <Dwight.Crum@ohiohouse.gov>
Sent: Wednesday, April 28, 2021 4:14 PM
To: Disantis, Paul <Paul.Disantis@ohiohouse.gov>
Subject: let me know your thoughts

I will soon be introducing a proposal constitutional amendment to help the new Ohio Redistricting Commission fulfill its mission of drawing Ohio General Assembly district lines using Ohio's new voter-approved redistricting process.

By way of background, in 2015, Ohio voters approved a bipartisan plan to reform redistricting. This constitutional amendment was the result of extensive work, and it was endorsed by Ohio's leading

newspapers as well as leaders from across the political spectrum. Most importantly, it earned nearly 71 percent of the vote.

Among the details of the plan was a requirement that maps for Ohio General Assembly districts be approved by September 15.

Typically, the data necessary to draw the maps is released by the federal government in April. Recently, however, we learned that due to the impact of COVID-19, redistricting data from the 2020 Census will not arrive until mid-August, leaving the commission with only a few weeks to craft and approve new General Assembly district maps.

Clearly, this presents significant challenges.

In order to allow the Ohio Redistricting Commission to fulfill its responsibilities in a fair, transparent manner, I will soon be introducing a proposed constitutional amendment that, if approved by the legislature, would appear on the August 3 ballot. This proposal would seek voter approval for two changes to the timeline for this upcoming round of redistricting.

First, the deadline by which Ohio General Assembly maps need to be approved would be changed from September 15 to November 17.

Second, the proposal would make a corresponding change to candidate residency requirements, giving candidates for the Ohio General Assembly 90 days following the approval of the maps to establish residency in the new districts.

Again, these changes would only apply to 2021.

Let me be clear: This proposal does not in any way undermine or alter the intent of the proposal approved by voters. It doesn't change the criteria for drawing the maps. It also does not change the process to be used. It only changes the date by which the maps must be complete and makes an accompanying change to ensure Ohioans wishing to run for the legislature have ample opportunity to do so.

These two non-controversial changes are important to ensure Ohio's new voter-approved redistricting reform plan for Ohio General Assembly districts is implemented smoothly.

In short, this proposal protects the will of the voters and ensures maps are drawn using accurate data.

We will soon be introducing a proposed constitutional amendment to help enable the new Ohio Redistricting Commission to fulfill its mission of drawing Ohio General Assembly district lines using Ohio's new voter-approved redistricting process.

By way of background, in 2015, Ohio voters approved a bipartisan plan to reform state legislative redistricting. This constitutional amendment was the result of extensive work, and it was endorsed by Ohio's leading newspapers as well as leaders from across the political spectrum. Most importantly, it earned nearly 71 percent of the vote.

Among the details of the plan was a requirement that new maps for Ohio General Assembly districts be approved by September 15.

Typically, the data necessary to draw the maps is released by the federal government in April. Recently, however, we learned that due to the impact of COVID-19, redistricting data from the 2020 Census will not arrive until mid-August, leaving the commission with only a few weeks to craft and approve new General Assembly district maps.

Clearly, this presents significant challenges.

In order to allow To enable the Ohio Redistricting Commission to still fulfill its responsibilities in a fair and transparent manner, we will very soon be introducing a proposed constitutional amendment that, if approved by the legislature General Assembly, would will appear on the August 3 statewide ballot. This proposal would seek asks voter approval for two changes to the timeline for this upcoming round of redistricting.

First, the deadline by which Ohio General Assembly maps need to be approved would be changed from September 15 to November 17.

Second, the proposal would make a corresponding change to candidate residency requirements, giving candidates for the Ohio General Assembly 90 days following the approval of the maps to establish residency in the new districts.

Again, these changes would only apply to redistricting required in 2021.

Let me be clear Important to note: This proposal does not in any way undermines or alters the intent of the proposal change approved by voters in 2015. In fact, it helps to fulfill it. It doesn't There will be NO change in the criteria for drawing the maps. It also does not There will be NO change in the process and procedure to be used. This proposal only changes the date by which the maps must be complete and makes an accompanying change to ensure Ohioans wishing to run for the legislature have ample opportunity to establish residency in a new district to do so.

These two non-controversial changes are important to ensure Ohio's new 2015 voter-approved redistricting reform plan for Ohio General Assembly districts is implemented smoothly.

| In short, this proposal protects the will of the voters and ensures that maps are drawn using accurate data.

From: Bob Cupp

Sent: Friday, April 30, 2021 11:51 AM

To: timothy.ginter@gmail.com; Ginter, Tim; Manchester.susanannette@gmail.com; Manchester, Susan

CC: Crum, Dwight; Blessing, Heather; Morrison, Christine

Subject: Redistricting information

Attachments: LSC Analysis- ReApportionment.pdf; 2020-04-29 LSC Members Brief.pdf; Redistricting Timelines Summary 4-30-21.doc

Importance: High

Tim and Susan,

Thank you for being joint sponsors. Attached is some background information on redistricting prepared by LSC that may be useful for you.



Ohio Legislative Service Commission

Final Analysis

Emily E. Wendel

Am. Sub. H.J.R. 12 130th General Assembly (As Adopted by the General Assembly)

Reps. Huffman and Sykes, Amstutz, Anielski, Ashford, Baker, Brown, Burkley, Clyde, Duffey, Grossman, Hackett, C. Hagan, Hayes, Kunze, Letson, McClain, McGregor, Patmon, Scherer, Schuring, Stebelton, Wachtmann, Batchelder

Sens. Faber, Coley, Bacon, Balderson, Beagle, Burke, Eklund, Gardner, Gentile, Hite, LaRose, Lehner, Peterson, Sawyer, Schiavoni, Turner, Widener

Adopted: December 17, 2014; approved by the voters on November 3, 2015; effective January 1, 2021

RESOLUTION SUMMARY

Ohio Redistricting Commission

- Replaces the Apportionment Board with the Ohio Redistricting Commission, and makes the Commission responsible for redistricting the state for the General Assembly.
- Specifies that the Commission consists of the Governor, the Auditor of State, the Secretary of State, and four persons appointed by majority and minority leaders in the General Assembly.
- Requires the legislative leaders in the Senate and the House of Representatives of each of the two largest political parties represented in the General Assembly, acting jointly by political party, to appoint a co-chairperson of the Commission.
- Requires the Governor to convene the Commission only in years ending in the numeral one, unless the Commission is convened by a court to draw judicially invalidated districts or the Commission must draw new districts following the expiration of a plan adopted under the proposal's impasse procedure.
- Prescribes procedural requirements for meetings of the Commission.

* This update notes the approval by voters and the effective date.

- Requires the General Assembly to make the appropriations it determines are necessary in order for the Commission to perform its duties.

Method of selecting a district plan

- Requires the Commission to adopt a district plan by a specified bipartisan vote of four members.
- Specifies that, if the Commission fails to adopt a final district plan not later than September 1, the Commission must introduce a district plan by a simple majority vote and must hold a public hearing on the plan.
- Requires the Commission, not later than September 15, to adopt a final district plan, either by the bipartisan vote described above or by a simple majority vote.
- Specifies that if the Commission adopts a plan by that bipartisan vote, the plan remains effective until the next year ending in the numeral one, unless a court convenes the Commission to redraw judicially invalidated districts.
- Provides generally that if the Commission adopts a plan by a simple majority vote, the plan remains effective until two general elections for the House of Representatives have occurred under the plan.
- Specifies that if, before a year ending in the numeral one, the Commission adopts another plan by a simple majority vote to replace a plan adopted under the impasse procedure, the newly adopted plan remains effective until a year ending in the numeral one, unless the Commission is reconstituted and convened by a court to draw judicially invalidated districts.
- Requires a plan adopted by a simple majority vote to include a statement explaining what the Commission determined to be the statewide preferences of the voters of Ohio and the manner in which the statewide proportion of districts in the plan whose voters, based on statewide state and federal partisan general election results during the last ten years, favor each political party corresponds closely to those preferences.
- Allows a member of the Commission who does not vote in favor of the plan to submit a declaration of the member's opinion concerning that statement.
- Requires, after a plan adopted by a simple majority vote ceases to be effective after two general elections for the House of Representatives, that the Commission convene not earlier than July 1 of the following year to adopt a new General



Assembly district plan using the same population and political subdivision boundary data as were used to draw the previous plan.

District standards

- Establishes new constitutional standards for the drawing of General Assembly districts.

Legal challenges

- Specifies that, if any section of the Constitution relating to redistricting, any General Assembly district plan, or any district is determined to be invalid by an unappealed final order of a court of competent jurisdiction, then the Commission must be reconstituted and convene to adopt a district plan that conforms with the provisions of the Constitution that are then valid.
- Prohibits a court, in any circumstance, from ordering the implementation or enforcement of any plan that has not been approved by the Commission.
- Prohibits a court from ordering the Commission to adopt a particular General Assembly district plan or to draw a particular district.
- Prescribes the available remedies in the event that the Ohio Supreme Court determines that a General Assembly district plan adopted by the Commission does not comply with the constitutional district standards.

Miscellaneous

- Repeals the current constitutional provision describing the district plans in effect until January 1, 1973.

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CONTENT AND OPERATION

Ohio Redistricting Commission

The joint resolution proposes an amendment to the Ohio Constitution to create the Ohio Redistricting Commission to replace the Apportionment Board as the body responsible for drawing General Assembly districts.

Composition

Under the resolution, the Ohio Redistricting Commission consists of the following seven members:ⁱ

- The Governor;
- The Auditor of State;
- The Secretary of State;
- One person appointed by the Speaker of the House of Representatives;
- One person appointed by the President of the Senate;
- One person appointed by the Minority Leader of the House;
- One person appointed by the Minority Leader of the Senate.

The legislative leaders in the Senate and the House of each of the two largest political parties represented in the General Assembly, acting jointly by political party, must appoint one member of the Commission to serve as a co-chairperson.

Currently, the Apportionment Board is responsible for drawing General Assembly districts. The Apportionment Board consists of the Governor, the Auditor of State, the Secretary of State, one person chosen by the Speaker of the House and the leader in the Senate of the political party of which the Speaker is a member, and one person chosen by the legislative leaders in the two houses of the political party of which the Speaker is not a member.ⁱⁱ

Organizational procedures

The resolution requires the Governor to convene the Ohio Redistricting Commission only in a year ending in the numeral one, unless the Commission is convened by a court to draw judicially invalidated districts or the Commission must draw new districts following the expiration of a plan adopted under the proposal's



impasse procedure (see "**Method of selecting a district plan**," below). Under the resolution, district boundaries must not be changed at any other time.

The Constitution currently requires the Governor to convene the Apportionment Board between August 1 and October 1 of a year ending in the numeral one, and to give the Board two weeks advance notice of the date, time, and place of the meeting.

At the Commission's first meeting, the proposal requires the Commission to set a schedule for the adoption of procedural rules for the operation of the Commission.

Under the resolution, a simple majority of the Commission generally is required for any organizational action by the Commission. A majority vote of the Commission, including at least one member of the Commission who is a member of each of the two largest political parties represented in the General Assembly, is required to adopt rules of the Commission, to hire staff for the Commission, or to expend funds. However, if the Commission is unable to agree by that vote on the manner in which funds should be expended, each co-chairperson of the Commission has the authority to expend ½ of the funds that have been appropriated to the Commission. Finally, a specified bipartisan vote generally is required to adopt a district plan (see "**Method of selecting a district plan**," below).

The Commission must release a *proposed district plan to the public*. The proposed plan must be drafted according to the constitutional requirements. After introducing a General Assembly district plan but before adopting a final plan, the Commission must conduct a minimum of three public hearings across the state to present the proposed plan and to seek public input regarding the proposed plan. All meetings of the Ohio Redistricting Commission must be open to the public. Meetings must be broadcast by electronic means of transmission using a medium readily accessible to the general public.

Four weeks after the adoption of a General Assembly district plan, the Commission is automatically dissolved.

Finally, under the resolution, the General Assembly must make the appropriations it determines are necessary in order for the Commission to perform its duties.¹¹¹

Method of selecting a district plan

In order to adopt a final district plan, the resolution requires the affirmative vote of four members of the Commission, including at least two members of the Commission who represent each of the two largest political parties represented in the General Assembly. A member of the Commission is considered to represent a political party if



the member was appointed to the Commission by a member of that party or if, in the case of the Governor, the Auditor, or the Secretary of State, the person is a member of that party.

The Commission must adopt a final General Assembly district plan not later than September 1 of a year ending in the numeral one. The plan becomes effective upon filing with the Secretary of State, which the Commission must do promptly.^{iv}

If the Commission fails to adopt a final district plan by that deadline, the Commission must introduce a district plan by a simple majority vote of the Commission. Then, the Commission must hold a public hearing concerning the introduced plan. Members of the Commission should attend the hearing; however, only a quorum of the members of the Commission is required to conduct the hearing. At the hearing, the public may offer testimony, and the Commission may adopt amendments to the introduced plan.

After that hearing is held, and not later than September 15 of that year, the Commission must adopt a final district plan, either by the bipartisan vote described above or by a simple majority vote. If the Commission adopts a plan by that bipartisan vote, the plan remains effective until the next year ending in the numeral one, unless a court convenes the Commission to redraw judicially invalidated districts.

If the Commission adopts a plan by a simple majority vote, the plan remains effective until two general elections for the House of Representatives have occurred under the plan. However, if, before a year ending in the numeral one, the Commission adopts another plan by a simple majority vote to replace a plan adopted under the impasse procedure, the newly adopted plan remains effective until a year ending in the numeral one, unless the Commission is reconstituted and convened by a court to draw judicially invalidated districts.

A plan adopted by a simple majority vote must include a statement explaining what the Commission determined to be the statewide preferences of the voters of Ohio and the manner in which the statewide proportion of districts in the plan whose voters, based on statewide state and federal partisan general election results during the last ten years, favor each political party corresponds closely to those preferences, as described in the procedure for drawing districts (see "**District standards**," below). At the time the plan is adopted, a member of the Commission who does not vote in favor of the plan may submit a declaration of the member's opinion concerning that statement.

When a plan adopted by a simple majority vote ceases to be effective before a year ending in the numeral one, not earlier than July 1 of the year following the year in which the plan ceased to be effective, the Commission must be reconstituted, convene,



and adopt a new General Assembly district plan. The Commission must draw the new plan using the same population and political subdivision boundary data as were used to draw the previous plan.^v

Existing law requires a majority vote of the Apportionment Board to adopt a district plan, and requires the Governor to cause a district plan to be published no later than October 5 of the year in which it is made.^{vi}

District standards

The table below compares the Ohio Constitution's current requirements for drawing General Assembly districts with the requirements proposed by the resolution.

Topic	Article XI, Ohio Constitution	Am. Sub. H.J.R. 12
District population requirements	<p>Permits the General Assembly to designate a method for determining the population of the state for purposes of calculating the ratios of representation in the General Assembly, if the federal decennial census is unavailable.</p> <p>Requires the population of each House of Representatives district to be substantially equal to the ratio of representation in the House of Representatives, and generally prohibits a House of Representatives district from containing a population of less than 95% nor more than 105% of the ratio of representation.</p> <p>Specifies that a reasonable effort must be made to draw a county that has between 90% and 95% or 105% and 110% of the ratio of representation in the House of Representatives as a single district.^{vii}</p> <p>Requires the population of each Senate district to be substantially equal to the ratio of representation in the Senate, and prohibits any Senate district from containing a population of less than 95% nor more than 105% of the ratio of representation.^{viii}</p>	<p>Same as the current Constitution, but eliminates the option to draw a county that has a population of between 90% and 95% or 105% and 110% of the ratio of representation in the House of Representatives as a single district.^x</p>



Topic	Article XI, Ohio Constitution	Am. Sub. H.J.R. 12
	Specifies that each House of Representatives district is entitled to a single representative in each General Assembly and that each Senate district is entitled to a single senator in each General Assembly. ^{ix}	
Legal requirements for districts	No provision.	Requires any plan adopted by the Commission to comply with all applicable provisions of the constitutions of Ohio and the United States and of federal law. ^{xi}
General requirements for House districts	Requires every House of Representatives district to be compact and composed of contiguous territory, and the boundary of each district to be a single nonintersecting continuous line. ^{xii}	Requires every House of Representatives district to be composed of contiguous territory, and the boundary of each district to be a single nonintersecting continuous line. ^{xiii}
Procedure for drawing House districts	<p>Specifies that, to the extent consistent with population requirements, the boundary lines of districts must be so drawn so as to delineate an area containing one or more whole counties.</p> <p>Specifies that, where population requirements cannot feasibly be attained by forming a district from a whole county or counties, the district must be formed by combining the areas of governmental units giving preference, in the order named, to counties, townships, municipalities, and city wards.</p> <p>Specifies that, where governmental units must be divided to meet population requirements, only one such unit may be divided between two districts, giving preference in the selection of a unit for division to a township, a city ward, a city, and a village in the order named.^{xiv}</p> <p>Requires a county having at least one House of Representatives ratio of</p>	<p>Requires House of Representatives districts to be created and numbered in the following order of priority, to the extent that such order is consistent with the foregoing standards:^{xix}</p> <p>(1) Proceeding in succession from the largest to the smallest, each county containing population greater than 105% of the ratio of representation in the House must be divided into as many House districts as it has whole ratios of representation. Any fraction of the population in excess of a whole ratio must be a part of only one adjoining House district.</p> <p>(2) Each county containing population of not less than 95% nor more than 105% of the ratio of representation in the House must be designated a House district.</p> <p>(3) The remaining territory of the state must be divided into House districts by combining the areas of</p>



Topic	Article XI, Ohio Constitution	Am. Sub. H.J.R. 12
	<p>representation to have as many House of Representatives districts wholly within the boundaries of the county as it has whole ratios of representation, and requires any fraction of the population in excess of a whole ratio to be a part of only one adjoining House of Representatives district.^{xv}</p> <p>Requires each county containing population substantially equal to one ratio of representation in the House of Representatives, but in no event less than 95% of the ratio nor more than 105% of the ratio to be designated a representative district.^{xvi}</p> <p>Requires a reasonable effort to be made to create a House of Representatives district consisting of a whole county, when the county has a population of between 90% and 110% of the ratio of representation.^{xvii}</p> <p>Proceeding in succession from the largest to the smallest, requires each remaining county containing more than one whole ratio of representation to be divided into House of Representatives districts, with the remaining territory within such county containing a fraction of one whole ratio of representation included in one representative district by combining it with adjoining territory outside the county.^{xviii}</p>	<p>counties, municipal corporations, and townships. Where feasible, no county may be split more than once.</p> <p><i>Provides that in general, a county, municipal corporation, or township is considered to be split if any contiguous portion of its territory is not contained entirely within one district.</i></p> <p>Specifies that if a municipal corporation or township has territory in more than one county, the contiguous portion of that municipal corporation or township that lies in each county must be considered to be a separate municipal corporation or township for the purposes of drawing House districts.</p> <p><i>Provides that if a municipal corporation or township that is located in a county that contains a municipal corporation or township that has a population of more than one ratio of representation is split because it is not possible for the Commission to comply with all of the requirements for drawing House districts, the municipal corporation or township must be considered to be a separate municipal corporation or township for the purposes of drawing House districts.</i></p> <p>Requires House districts to be drawn so as to split the smallest possible number of municipal corporations and townships whose contiguous portions contain a population of more than 50%, but less than 100%, of one ratio of representation.</p> <p>Specifies that where the above requirements cannot feasibly be attained by forming a House district</p>



Topic	Article XI, Ohio Constitution	Am. Sub. H.J.R. 12
		<p>from whole municipal corporations and townships, not more than one municipal corporation or township may be split per House district.^{xx}</p> <p>Requires the Commission, if it is not possible for the Commission to comply with all of the requirements for drawing House districts in drawing a particular district, to take the first action listed below that makes it possible for the Commission to draw that district:</p> <p>(1) The Commission must create the district by splitting two municipal corporations or townships whose contiguous portions do not contain a population of more than 50%, but less than 100%, of one ratio of representation.</p> <p>(2) The Commission must create the district by splitting a municipal corporation or township whose contiguous portions contain a population of more than 50%, but less than 100%, of one ratio of representation.</p> <p>(3) The Commission must create the district by splitting, once, a single county that contains a population of not less than 95%, but not more than 105%, of the ratio of representation.</p> <p>(4) The Commission must create the district by including in two districts portions of the territory that remains after a county that contains a population of more than 105% of the ratio of representation has been divided into as many House districts as it has whole ratios of representation.</p>



Topic	Article XI, Ohio Constitution	Am. Sub. H.J.R. 12
		<p>Specifies that if the Commission takes an action listed immediately above, the Commission must include in the district plan a statement explaining which action the Commission took and the reason the Commission took that action.</p> <p>Specifies that if the Commission takes an action listed immediately above in drawing a district and includes the required statement in the district plan, the Commission must not be considered to have violated the applicable requirement for that district, for the purpose of a court's analysis.^{xxi}</p> <p>Requires the Commission to attempt to draw a General Assembly district plan that meets all of the following standards:</p> <ul style="list-style-type: none"> • No district plan shall be drawn primarily to favor or disfavor a political party. • The statewide proportion of districts whose voters, based on statewide state and federal partisan general election results during the last ten years, favor each political party must correspond closely to the statewide preferences of the voters of Ohio. • General Assembly districts must be compact. <p>Specifies that nothing in those provisions permits the Commission to violate the other General Assembly district standards described in the resolution.^{xxii}</p>



Topic	Article XI, Ohio Constitution	Am. Sub. H.J.R. 12
General requirements for Senate districts	Requires Senate districts to be composed of three contiguous House of Representatives districts. ^{xxiii}	Requires Senate districts to be composed of three contiguous House of Representatives districts. ^{xxiv} Requires every Senate district to be composed of contiguous territory, and the boundary of each district to be a single nonintersecting continuous line. ^{xxv}
Procedure for drawing Senate districts	Requires a county having at least one whole Senate ratio of representation to have as many Senate districts wholly within the boundaries of the county as it has whole Senate ratios of representation, and requires any fraction of the population in excess of a whole ratio to be a part of only one adjoining Senate district. Specifies that counties having less than one Senate ratio of representation, but at least one House of Representatives ratio of representation, must be part of only one Senate district. ^{xxvi}	Same as the current Constitution, but specifies that if it is not possible for the Commission to draw House districts that comply with all of the requirements of Article XI and that make it possible for the Commission to comply with those requirements, the Commission must draw Senate districts so as to commit the fewest possible violations of those requirements. Specifies that if the Commission complies with the above procedure in drawing Senate districts, the Commission must not be considered to have violated the applicable requirement in drawing those districts, for the purpose of a court's analysis. ^{xxvii}
Senators whose terms will not expire	Specifies that, when district boundaries are changed, a senator whose term will not expire within two years of the time the plan of apportionment is made must represent, for the remainder of the term for which the senator was elected, the Senate district that contains the largest portion of the population of the district from which the senator was elected, and requires the district to be given the number of the district from which the senator was elected.	Generally retains the current constitutional provision for numbering a Senate district when the term of the senator who represents the district does not immediately expire. Requires the district plan itself to designate which senator will represent a district if more than one senator would represent that district. ^{xxix}



Topic	Article XI, Ohio Constitution	Am. Sub. H.J.R. 12
	Specifies that, if more than one senator whose term will not so expire would represent the same district by following these provisions, the persons responsible for apportionment, by a majority vote, must designate which senator will represent the district and designate which district the other senator or senators will represent for the balance of their term or terms. ^{xxviii}	
Preservation of previous district boundaries	Requires district boundaries established by the preceding apportionment to be adopted to the extent reasonably consistent with the population requirements. ^{xxx}	No provision.
Political subdivision boundaries to be used	Notwithstanding the fact that the boundaries of political subdivisions within a district may be changed, requires the Commission to create district boundaries by using the boundaries of political subdivisions as they exist at the time of the federal decennial census on which the redistricting is based, or if the census is unavailable, on a basis the General Assembly specifies. ^{xxxi}	Same as the current Constitution. ^{xxxii}

Legal challenges

Under the resolution, if any section of the Constitution relating to redistricting, any General Assembly district plan, or any district is determined to be invalid by an unappealed final order of a court of competent jurisdiction, then the Commission must be reconstituted and convene to adopt a district plan that conforms with the provisions of the Constitution that are then valid. Currently, the Constitution requires new districts to be drawn if provisions of the Constitution or a district plan are determined to be invalid by either the Ohio Supreme Court or the U.S. Supreme Court.

The proposal prohibits a court, in any circumstance, from ordering the implementation or enforcement of any plan that has not been approved by the Commission. And, the resolution prohibits a court from ordering the Commission to adopt a particular General Assembly district plan or to draw a particular district.



The resolution also prescribes the available remedies in the event that the Ohio Supreme Court determines that a General Assembly district plan adopted by the Commission does not comply with the constitutional district standards, other than the standards concerning political parties, party preferences, and compactness.

First, if the Court determines that a district plan contains one or more isolated violations of those standards, the court must order the Commission to amend the plan to correct the violations.

Further, the proposal specifies that if the court finds that it is necessary to amend not fewer than six House districts to correct violations of those requirements, to amend not fewer than two Senate districts to correct violations of those requirements, or both, the court must declare the plan invalid and order the Commission to adopt a new plan.

Third, if, in considering a district plan adopted by a simple majority of the Commission under the proposal's impasse procedure (see "**Method of selecting district plans,**" above), the Court determines that both of the following are true, the Court must order the Commission to adopt a new district plan.^{xxxiii}

- The plan significantly violates those standards in a manner that materially affects the ability of the plan to contain districts whose voters favor political parties in an overall proportion that corresponds closely to the statewide political party preferences of the voters of Ohio, as described in the procedure for drawing districts (see "**District standards,**" above).
- The statewide proportion of districts in the plan whose voters, based on statewide state and federal partisan general election results during the last ten years, favor each political party does not correspond closely to the statewide preferences of the voters of Ohio.

The resolution relocates but otherwise retains provisions specifying that the Ohio Supreme Court has exclusive, original jurisdiction in all cases arising under Article XI and that a new redistricting plan made as a result of a legal challenge must allow 30 days for persons to change residence in order to be eligible for election. Relocated but *otherwise continuing law* also specifies that the various provisions of Article XI are intended to be severable, and that the invalidity of one or more of the provisions does not affect the validity of the remaining provisions.^{xxxiv}

Finally, the resolution eliminates a requirement that the Governor give the Apportionment Board two weeks advance written notice of the date, time, and place of any meeting held pursuant to a court order invalidating a district plan.^{xxxv}



Miscellaneous

The resolution repeals the current constitutional provision that describes the district plans that were in effect until January 1, 1973.^{xxxvi}

Effective date

The resolution places the proposal on the ballot on November 3, 2015. If adopted by a majority of electors voting on it, the proposal takes effect January 1, 2021.

HISTORY

ACTION	DATE
<i>Introduced</i>	11-13-14
Reported, H. Policy & Legislative Oversight	12-04-14
Adopted House (80-4)	12-04-14
Reported, S. Rules	12-11-14
Adopted Senate (28-1)	12-11-14
House concurred in Senate amendments (82-8)	12-17-14
House concurred in Senate amendments upon reconsideration (81-7)	12-17-14

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ⁱ Ohio Const. Art. XI, Sec. 1(A).

ⁱⁱ Ohio Const. Art. XI, Sec. 1(A).

ⁱⁱⁱ Ohio Const. Art. XI, Sec. 1.

^{iv} Ohio Const. Art. XI, Sec. 1.

^v Ohio Const. Art. XI, Sec. 8.

^{vi} Ohio Const. Art. XI, Sec. 1.

^{vii} Ohio Const. Art. XI, Sec. 3 and 9.

^{viii} Ohio Const. Art. XI, Sec. 4.

^{ix} Ohio Const. Art. XI, Sec. 5.

^x Ohio Const. Art. XI, Sec. 3(A) and (B).

^{xi} Ohio Const. Art. XI, Sec. 3(B).

^{xii} Ohio Const. Art. XI, Sec. 7.

^{xiii} Ohio Const. Art. XI, Sec. 3(B).

^{xiv} Ohio Const. Art. XI, Sec. 7.

^{xv} Ohio Const. Art. XI, Sec. 8.

^{xvi} Ohio Const. Art. XI, Sec. 10.

^{xvii} Ohio Const. Art. XI, Sec. 9.

^{xviii} Ohio Const. Art. XI, Sec. 10.

^{xix} Ohio Const. Art. XI, Sec. 3(C).

^{xx} Ohio Const. Art. XI, Sec. 3(D).



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- xxi Ohio Const. Art. XI, Sec. 3(E).
 - xxii Ohio Const. Art. XI, Sec. 6.
 - xxiii Ohio Const. Art. XI, Sec. 11.
 - xxiv Ohio Const. Art. XI, Sec. 4.
 - xxv Ohio Const. Art. XI, Sec. 3.
 - xxvi Ohio Const. Art. XI, Sec. 11.
 - xxvii Ohio Const. Art. XI, Sec. 4(B)(3).
 - xxviii Ohio Const. Art. XI, Sec. 12.
 - xxix Ohio Const. Art. XI, Sec. 5.
 - xxx Ohio Const. Art. XI, Sec. 7.
 - xxxi Ohio Const. Art. XI, Sec. 6.
 - xxxii Ohio Const. Art. XI, Sec. 7.
 - xxxiii Ohio Const. Art. XI, Sec. 9.
 - xxxiv Ohio Const. Art. XI, Secs. 9 and 10. (Relocated from Secs. 13 and 15.)
 - xxxv Ohio Const. Art. XI, Sec. 14.
 - xxxvi Repeal of existing Ohio Const. Art. XI, Sec. 14.





Members Brief

An informational brief prepared by the LSC staff for members and staff of the Ohio General Assembly

Author: Emily E. Wendel, Attorney
Reviewer: Amber Hardesty, Division Chief

Volume 133 Issue 15
April 29, 2020

Redistricting in Ohio

Every ten years, Ohio must adopt new district maps for the purpose of electing members of the U.S. House of Representatives, the Ohio Senate, and the Ohio House of Representatives. This brief provides an overview of redistricting in Ohio, compares the separate constitutional processes for General Assembly and congressional redistricting, explains some essential district-drawing concepts, and summarizes several landmark U.S. Supreme Court rulings concerning redistricting.

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Redistricting basics

Ohio elects its members of the U.S. House of Representatives, its state senators, and its state representatives from districts with roughly equal populations, giving each person’s vote the same amount of influence. Every ten years, Ohio must redraw its congressional and General Assembly districts based on the latest population data from the U.S. Census in order to maintain population equality between districts and, in some cases, to change the number of congressional districts to match the new number of representatives to which Ohio is entitled.



Congressional Districts
2011-2021

The Census Bureau releases new population data for redistricting purposes by April 1 of each year ending in 1 (such as 2021), and the Ohio Constitution provides deadlines in the fall of that year to adopt new district maps based on the data. The new maps must be in place in time to nominate congressional and General Assembly candidates in the primary election held the next year. When that year is a

presidential election year, candidates must file their papers based on the new district map as early as mid-December of the year ending in 1.¹

Redistricting processes at a glance

The state uses two separate processes for General Assembly and congressional redistricting. The voters approved a constitutional amendment implementing a new General Assembly redistricting process in November 2015, and a separate constitutional amendment prescribing a new congressional redistricting process in May 2018. The following table compares several major aspects of the processes. For detailed explanations of the General Assembly and congressional redistricting procedures, please see LSC's final analyses of H.J.R. 12 of the 130th General Assembly and S.J.R. 5 of the 132nd General Assembly, respectively.

General Assembly Districts	Congressional Districts
Who draws the districts	
Ohio Redistricting Commission	General Assembly
Required bipartisan vote	
Four of seven members of the Commission, including at least two members who represent each of the two largest political parties represented in the General Assembly	$\frac{3}{5}$ of the members of each chamber of the General Assembly, including at least $\frac{1}{2}$ of the members of each of the two largest political parties represented in the chamber
Deadline to adopt a plan	
September 1 of a year ending in 1	September 30 of a year ending in 1
Impasse procedure	
<ul style="list-style-type: none"> ▪ The deadline is extended to September 15. ▪ If the Commission adopts the plan only by a simple majority vote, the plan must be replaced after four years. 	<ul style="list-style-type: none"> ▪ The Ohio Redistricting Commission must adopt a plan by a bipartisan vote by October 31. ▪ If the Commission fails to do so, the General Assembly must adopt a plan by November 30. ▪ If the General Assembly adopts the plan only by a simple majority vote, it must follow

¹ 13 U.S.C. 141(c); Ohio Constitution, Articles XI and XIX (effective January 1, 2021); and R.C. 3513.05. Ohio's current district maps are available from the Ohio Secretary of State [here](#). The Bureau has asked Congress to extend the redistricting data delivery deadline to July 31, 2021, because of the COVID-19 pandemic. U.S. Census Bureau, *U.S. Department of Commerce Secretary Wilbur Ross and U.S. Census Bureau Director Steven Dillingham Statement on 2020 Census Operational Adjustments Due to COVID-19* (April 13, 2020).

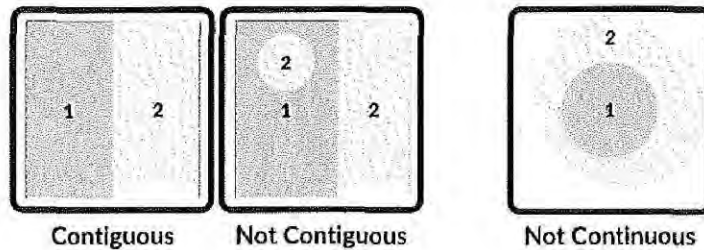
General Assembly Districts	Congressional Districts
<p>Population equality between districts</p> <ul style="list-style-type: none"> ▪ District populations must be substantially equal. ▪ No district may contain a population of less than 95% or more than 105% of the ideal district population. <p>District standards considered</p> <p>Mandatory standards:</p> <ul style="list-style-type: none"> ▪ Contiguity ▪ Boundary must be a single nonintersecting continuous line ▪ Keep counties, municipal corporations, and townships whole, based on a specified procedure ▪ Each Senate district must consist of three contiguous House districts <p>Standards the Commission must attempt to follow:</p> <ul style="list-style-type: none"> ▪ No plan shall be drawn primarily to favor or disfavor a political party. ▪ The statewide proportion of districts whose voters, based on statewide state and federal partisan general election results during the last ten years, favor each political party must correspond closely to the statewide preferences of the voters of Ohio. ▪ Districts must be compact. <p>Legal challenges</p> <ul style="list-style-type: none"> ▪ States that the Ohio Supreme Court has exclusive, original jurisdiction in any challenge. ▪ Requires the Ohio Redistricting Commission to amend the plan or adopt a new plan, as 	<p>additional district standards, described below, and the plan must be replaced after four years.</p> <p>Not specified (see "Selected U.S. Supreme Court cases," below)</p> <p>General standards:</p> <ul style="list-style-type: none"> ▪ Contiguity ▪ Boundary must be a single nonintersecting continuous line ▪ Compactness ▪ Keep counties, municipal corporations, and townships whole, based on a specified procedure <p>Standards the General Assembly must follow if it does not pass the plan by the required bipartisan vote:</p> <ul style="list-style-type: none"> ▪ The plan must not unduly favor or disfavor a political party or its incumbents. ▪ The plan must not unduly split governmental units, giving preference to keeping whole, in the order named, counties, then townships and municipal corporations. ▪ The General Assembly must attempt, but is not required, to draw districts that are compact. <ul style="list-style-type: none"> ▪ States that the Ohio Supreme Court has exclusive, original jurisdiction in any challenge. ▪ Requires that, if a plan, district, or group of districts is ruled unconstitutional, the General

General Assembly Districts	Congressional Districts
<p>applicable, if a plan, district, or group of districts is ruled unconstitutional.</p> <ul style="list-style-type: none"> ▪ Prohibits a court from ordering the implementation of a plan not approved by the Commission. ▪ <i>Prohibits a court from ordering the Commission to adopt a particular plan or to draw a particular district.</i> ▪ Prescribes the available remedies in the event that the Court determines that a General Assembly district plan adopted by the Commission does not comply with the constitutional district standards. 	<p>Assembly must adopt a new plan within 30 days after the appeal deadline expires or after the order is issued, if it is not appealable.</p> <ul style="list-style-type: none"> ▪ Requires the Ohio Redistricting Commission to adopt a plan not later than 30 days after the General Assembly’s deadline, if the General Assembly misses the deadline. ▪ Requires the new plan to remedy any legal defects, but to include no other changes.

District-drawing concepts

Contiguity and continuous boundary lines

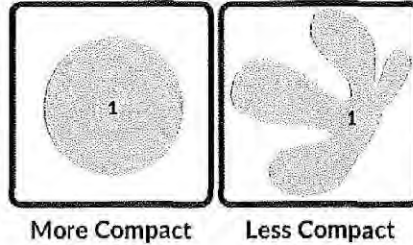
Every congressional and General Assembly district in Ohio must be contiguous, meaning that it is a single, unbroken shape, with no “islands” of territory that do not touch the rest of the district. Each district’s boundary also must be a single nonintersecting continuous line. This standard prevents, for example, the creation of “donut” districts, with one district entirely surrounding another.²



² Ohio Const., art. XI, sec. 3(B)(3) and art. XIX, sec. 2(B)(3) (effective January 1, 2021).

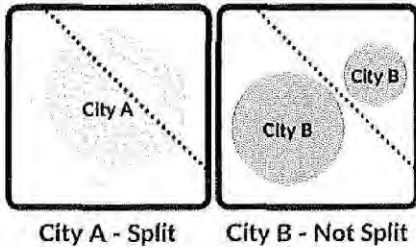
Compactness

A district is considered compact if it has a minimal distance between all parts of its territory. Multiple methods exist to measure a district’s compactness, such as calculating the total length of its perimeter (a shorter perimeter meaning a more compact district), or calculating the average distance between locations on the outer edges of the district and the center of the district (a shorter average distance meaning a more compact district).



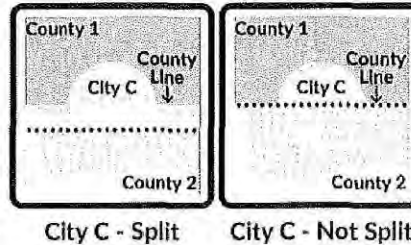
Under the Ohio Constitution, the Ohio Redistricting Commission must attempt to draw compact General Assembly districts, but it is not explicitly required to do so. On the other hand, congressional districts must be compact, except that under the modified district standards that apply if the General Assembly fails to pass a district plan by the required bipartisan vote, the legislature must attempt to draw compact districts, but is not required to.³

Keeping political subdivisions whole



Ohio’s congressional and General Assembly redistricting processes both place a priority on keeping counties, cities, villages, and townships together within one district. Splitting a political subdivision is necessary when, for example, its population exceeds the ideal district population. But, the Ohio Constitution includes procedures to minimize any unnecessary splitting.

Under both redistricting processes, a political subdivision is considered to be split if any contiguous portion of its territory is not contained entirely within one district. If a political subdivision has an island of territory that does not touch the rest of the subdivision, putting the island in a different district is not considered splitting the political subdivision (see above). Further, if a city, village, or township has territory in more than one county, drawing the district line along the county line is not considered splitting the city, village, or township.⁴

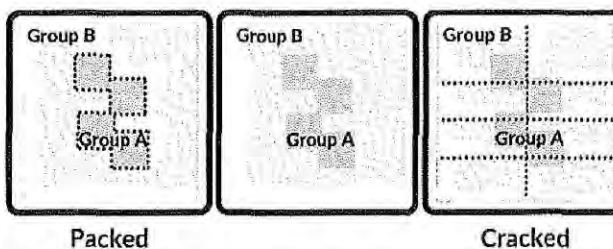


³ Ohio Const., art. XI, sec. 6 and art. XIX, secs. 1(F)(3)(c) and 2(B)(2) (effective January 1, 2021).

⁴ Ohio Const., art. XI, sec. 3(D) and art. XIX, sec. 2(C) (effective January 1, 2021).

Packing and cracking

Two district-drawing practices, commonly called packing and cracking, can give one group less influence than another. At one extreme, when a group is “packed” into a single district, it makes up a supermajority within the district, but is less able to influence the outcome of elections outside that district.



Conversely, when a group is “cracked” among many districts, it makes up only a minority of the vote in each district, and is less able to influence the outcome of elections in any district. In some redistricting cases, packing and cracking have given rise to claims of unlawful gerrymandering (see “**Selected U.S. Supreme Court cases,**” below).

Political considerations

The Ohio Constitution includes two separate standards for the inclusion of political considerations in the drawing of district maps. For a General Assembly district plan, the Ohio Redistricting Commission must attempt to adopt a plan (1) that is not drawn primarily to favor or disfavor a political party, and (2) in which the statewide proportion of districts whose voters, based on statewide state and federal partisan general election results during the last ten years, favor each political party corresponds closely to the statewide preferences of the voters of Ohio.

For a congressional district map, the Ohio Constitution specifies that if, under the impasse procedure, the General Assembly passes a redistricting plan by a simple majority vote instead of by the required bipartisan vote, the plan must not unduly favor or disfavor a political party or its incumbents.⁵

Majority-minority districts

The Equal Protection Clause of the 14th Amendment and the federal Voting Rights Act of 1965 (VRA) prohibit any district plan from denying or abridging citizens’ right to vote on account of race, color, or status as a member of a language minority group. The U.S. Supreme Court has developed a test to determine whether a district map dilutes minority voting strength in violation of the VRA by cracking a minority population among multiple districts, as described above. Essentially, the test examines whether (1) the minority group is “sufficiently numerous and compact to form a majority in a single-member district,” (2) the minority group is “politically cohesive,” meaning its members tend to vote similarly, and (3) “the majority votes sufficiently as a bloc to enable it . . . usually to defeat the minority’s preferred candidate.”⁶

In order to remedy a case of minority vote dilution, a court may require the adoption of a majority-minority district, in which a sufficient population of a minority group exists to allow the group to elect its candidate of choice. Currently, no court has expressly required Ohio to

⁵ Ohio Const., art. XI, sec. 6 and art. XIX, sec. 1(C)(3)(a) and (F)(3)(a) (effective January 1, 2021).

⁶ 52 United States Code 10301; *Thornburg v. Gingles*, 478 U.S. 30, 50 (1986); and *Village of Arlington Heights v. Metropolitan Housing Development Corp.*, 429 U.S. 252, 264 (1977).

create majority-minority congressional or General Assembly districts. A state may draw majority-minority districts voluntarily in order to remedy past discrimination. However, in some circumstances, the courts have overturned plans that included voluntarily created majority-minority districts because creating those districts amounted to unconstitutional racial gerrymandering.⁷

Other common concepts

The Ohio Redistricting Commission and the General Assembly might consider other district-drawing concepts in creating district maps, so long as the constitutional requirements are met. For example, some states use criteria such as preserving communities of interest in a single district or maintaining previous district lines to the extent feasible. The National Conference of State Legislatures offers several useful references on these topics, including a 50-state survey of redistricting criteria and *The Redistricting Glossary*.⁸

Selected U.S. Supreme Court cases

The following cases represent a sample of the landmark U.S. Supreme Court rulings on congressional and state legislative redistricting. This list is intended to provide a basic foundation for understanding some of the legal discussions surrounding redistricting. However, the list is not exhaustive, and it does not include later rulings that have added nuance to these decisions.

Population equality

- *Wesberry v. Sanders*, 376 U.S. 1 (1964) – Held that the population of congressional districts in the same state must be as nearly equal as practicable.
- *Reynolds v. Sims*, 377 U.S. 533 (1964) – Specified that the Equal Protection Clause of the 14th Amendment requires states to draw legislative districts that are substantially equal in population.
- *Karcher v. Daggett*, 462 U.S. 725 (1983) – Held that congressional districts must be mathematically equal in population, except as necessary to achieve a legitimate state objective.

Racial and language minorities

- *Thornburg v. Gingles*, 478 U.S. 30 (1986) – Held that the VRA requires that a majority-minority district be drawn to remedy minority vote dilution if (1) the racial or language minority group is “sufficiently numerous and compact to form a majority in a single-member district,” (2) the minority group is “politically cohesive,” meaning its members tend to vote similarly, and (3) the “majority votes sufficiently as a bloc to enable it . . . usually to defeat the minority’s preferred candidate.”

⁷ *Voinovich v. Quilter*, 507 U.S. 146 (1993); *Bush v. Vera*, 517 U.S. 952 (1996); *Shaw v. Hunt*, 517 U.S. 899 (1996); and *Alabama Legislative Black Caucus v. Alabama*, 135 S.Ct. 1257 (2015).

⁸ National Conference of State Legislatures, *NCSL’s Redistricting Webpages*.

- *Shaw v. Reno*, 509 U.S. 630 (1993) – Held that districts violate the Equal Protection Clause if they cannot be explained on grounds other than race.
- *Miller v. Johnson*, 515 U.S. 900 (1995) – Specified that a district is unconstitutionally racially gerrymandered if race is the “predominant” factor in drawing its lines.
- *Bush v. Vera*, 517 U.S. 952 (1996) – Found that if race was the predominant factor in drawing a district, the district cannot be justified by the VRA unless there is a strong basis in evidence that drawing the district was reasonably necessary to avoid denying or abridging equal voting rights.

Partisan gerrymandering

- *Rucho v. Common Cause*, 139 S.Ct. 2484 (2019) – Found that partisan gerrymandering represents a political question on which the federal courts cannot rule because there is no credible way to define and measure fairness in the political context.



MEMORANDUM

RE: Redistricting timelines

This memo explains the basic timeline for Congressional and state redistricting under Ohio Const. Art. 11 and federal law.

U.S. Census Bureau Operational Timeline¹

Date	Event
July 16 – September 30, 2020	Non-response follow-up by Census Bureau
September 30, 2020	Last day for households to self-response online, by phone, or by mail
December 31, 2020	Statutory deadline by which the Census Bureau must deliver apportionment count to President of the United States. Leading up to this day, after collection activities are complete, Census Bureau experts run and review output from programs to unduplicate responses, determine final housing unit status, populate any missing housing unit data on household size and finalize the universe to be included in the apportionment count file.
March 31, 2021	Statutory deadline by which the Census Bureau must provide redistricting data to the states.
September 30, 2021	The U.S. Census Bureau announced on Feb. 12, 2021 that deliver the Public Law 94-171 redistricting data to all states by Sept. 30, 2021. COVID-19-related delays and prioritizing the delivery of the apportionment results delayed the Census Bureau's original plan to deliver the redistricting data to the states by March 31, 2021, the date by which data to be used by the states for redistricting legislative and congressional seats is due under current law (13 U.S.C. § 141). In previous decades, this data has been provided to the states on a rolling basis, starting at least six weeks prior to the deadline. ²

¹ <https://2020census.gov/en/news-events/operational-adjustments-covid-19.html>

² <https://www.census.gov/newsroom/press-releases/2021/statement-redistricting-data-timeline.html>

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Congressional & State Redistricting Timelines³

Date	State Redistricting Timeline	Congressional Redistricting Timeline
September 1, 2021	Deadline by which the Ohio Redistricting Commission (ORC) must adopt a state redistricting plan by a bipartisan majority vote (4 of 7 members of the Commission, including at least 2 members who represent each of the 2 largest political parties in the GA) in order to have a 10-year map.	
September 15, 2021	Date by which the deadline is extended if impasse procedure kicks in, and by which ORC must adopt a state redistricting plan by a simple majority vote, which must be replaced after four years.	
September 30, 2021		Deadline by which GA must adopt a congressional redistricting plan by a bipartisan majority vote (2/3 of the members of each chamber of the GA, including at least 1/2 of the members of each of the 2 in the chamber)
October 31, 2021		Deadline by which ORC must adopt a congressional redistricting plan by a bipartisan majority vote (if GA fails to do so by 9/30/21).
November 30, 2021		Deadline by which the GA must adopt a congressional redistricting plan (if the ORC fails to do so by 10/31/21). If the GA adopts the congressional redistricting plan only by a simple majority, the plan must adhere to additional district standards and the plan must be replaced after 4 years.
February 2, 2022	Petition filing deadline for state and Congressional candidates under a 4 year map (90 days before May 5 th primary)	
September 1, 2025	State redistricting process starts again (if existing map adopted only by a simple majority vote).	
September 30, 2025		Congressional redistricting process begins again (if existing map was adopted only by a simple majority vote).
February 4, 2026	Petition filing deadline for state and Congressional candidates under a 4 year map (90 days before May 5 th primary)	

3

<https://www.lsc.ohio.gov/documents/reference/current/membersonlybriefs/133%20Redistricting%20in%20Ohio.pdf>

2

From: Ginter, Tim
Sent: Monday, May 3, 2021 8:51 PM
To: Blessing, Heather
CC: Bob Cupp; Morrison, Christine; Disantis, Paul; Crum, Dwight; Manchester, Susan
Subject: Re: 5 Ways to Handle Census Delays and Redistricting Deadlines

Thank you Heather

Tim Ginter
State Representative, Ohio's 5th House District
77 S. High Street | Columbus, Ohio 43215
614-466-8022 | rep05@ohiohouse.gov

Sent from my iPhone

On May 3, 2021, at 4:44 PM, Blessing, Heather <Heather.Blessing@ohiohouse.gov> wrote:

All:

Here is the NCSL overview of what other states are doing:
<https://www.ncsl.org/research/redistricting/2020-census-delays-and-the-impact-on-redistricting-637261879.aspx>

On July 17, 2020, the California Supreme Court ordered that the constitutional and statutory deadlines for congressional, state legislative, and Board of Equalization redistricting be extended by **at least four months** to account for anticipated delays in receiving data from the U.S. Census Bureau as a result of the 2020 COVID-19 outbreak. The court directed the California Citizens Redistricting Commission to release draft district plans by November 1, 2021, and final district plans by December 15, 2021. The original deadlines were July 1, 2021, and August 15, 2021, respectively. The court provided for further extensions if the federal government did not transmit the necessary data by July 31, 2021. The court was unanimous in its decision (<https://www.horvitzlevy.com/R5FD3S351/assets/files/Documents/S262530.PDF>).

Key Excerpts from the NCSL page:

In all states, a delay in the release of data compresses the timeline for redistricting. For some states, the requested delays would be uncomfortable; for others, delays would mean deadlines that are established in state constitutions or statutes would be impossible to meet. States that would have the most difficulty with delays include:

- Two states that have legislative elections scheduled in November 2021 (New Jersey and Virginia).
- Seven states with constitutional redistricting deadlines in 2021 (California, Colorado, Maine, Missouri, Ohio, South Dakota and Washington).
- Five states with statutory redistricting deadlines in 2021 (Delaware, Indiana, Iowa, Vermont and Washington).
- Thirteen states with constitutions calling for redistricting in the year after the census, effectively meaning in 2021 (Alabama, Arkansas, Connecticut, Illinois, Louisiana, Massachusetts, Michigan, Nevada, New Hampshire, North Dakota, Oklahoma, Oregon and Wisconsin).

Two states, New Jersey (N.J. Const., Art. IV, Sec. III, Para. 1) and Virginia (Va. Const., Art. II, Sec. 6), have legislative elections scheduled for November 2021. In previous decades, any states with November

legislative elections have received their data earlier than other states so they could complete legislative redistricting in time for candidate filing.

On Nov. 3, 2020, New Jersey voters approved a constitution amendment to set a deadline of Feb. 15 to receive the federal census data in order to redistrict in advance of the regularly scheduled legislative elections in 2021. If the census data arrives after Feb. 15, redistricting could be delayed and the new maps could be adopted not later than March 1, 2022. The previous maps would be used until the new maps are in effect for the 2023 elections.

Even if census data is provided to Virginia by the statutory deadline of April 1, preparing for a November election would be difficult. Virginia might ask a court for relief, as it did in the 1981 case of *Cosner v. Dalton*. Under this scenario, the state would hold elections under current maps in 2021 and use the newly redrawn maps in a special election in 2022 and again during its regularly scheduled legislative elections in 2023.

In California, Maine and Ohio, which have relatively early constitutional deadlines, census delays would present a challenge. These states could amend their constitutions to account for the delay or seek a remedy in court, as California did. On July 17, 2020, the California Supreme Court granted the legislature's emergency petition and issued a peremptory writ of mandate for a four-month extension to state redistricting deadlines. The California Citizens Redistricting Commission is directed to approve and certify the final statewide maps to the secretary of state no later than Dec. 15, 2021. Ohio has specific requirements for seeking an amendment, if that is the route the state chooses to follow.

Colorado's constitution provides that "the commissions may adjust the deadlines specified in this section if conditions outside of the commission's control require such an adjustment to ensure adopting a final plan." (Colo. Const., Art. V, §§ 44.4(1), 48.2(1)). The constitution (Art. V, §§ 44.5 and 48.3) further provides deadlines of November 1 and November 15 for the Colorado Supreme Court to either approve the plans submitted or return the plans to the commission. In addition, the Colorado Supreme Court must approve final plans no later than December 15 and December 29 of the redistricting year.

South Dakota, with a Dec. 1 constitutional deadline, would likely consider a special session to undertake redistricting since its regularly scheduled legislative session is set to end in March 2021; it used a special session last decade.

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From: Bob Cupp <rcupp@bright.net>
Sent: Monday, May 03, 2021 3:39 PM
To: Blessing, Heather <Heather.Blessing@ohiohouse.gov>
Subject: 5 Ways to Handle Census Delays and Redistricting Deadlines

<https://www.ncsl.org/research/redistricting/5-ways-to-handle-census-delays-and-redistricting-deadlines-magazine2021.aspx>

From: Bob Cupp
Sent: Monday, May 3, 2021 3:39 PM
To: Blessing, Heather
Subject: 5 Ways to Handle Census Delays and Redistricting Deadlines

<https://www.ncsl.org/research/redistricting/5-ways-to-handle-census-delays-and-redistricting-deadlines-magazine2021.aspx>

From: Bob Cupp
Sent: Friday, April 30, 2021 5:45 PM
To: Crum, Dwight; Blessing, Heather
CC: Morrison, Christine
Subject: Draft Jt Stmt Rev
Attachments: DRAFT Jt Statement Districting Revised 4-30-21.docx

Recently, we have had a number of meetings and conversations with the democratic leaders in the House and the Senate to discuss the federal government's delayed delivery of key census data for our state, and offered some initial ideas. Candidly, we are utterly bewildered by some of the responses so we thought it would be helpful to clarify the problem.

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Ohio's Constitution expressly requires the Ohio Redistricting Commission to approve a bipartisan, 10-year map for General Assembly districts by September 1 of this year. If the Commission fails to do that, the Commission has an additional 14 days to try again, and if they still cannot, then they have to approve a 4-year map by a simple majority. In either case, the Commission must approve of a map by September 15. The Commission cannot be relieved of this constitutional requirement, including asking the Ohio Supreme Court to magically allow the Commission to disregard its constitutionally mandated deadline. The Supreme Court has no more authority than the legislature to move a constitutional deadline.

Normally, the two deadlines would not be a problem if the Census Bureau provided Ohio with the necessary data by the federal law deadline of March 31. Unfortunately, the Census Bureau was unable to provide Ohio with that data by March 31, but instead notified all states that they will receive their respective census data by August 16 – approximately 4 ½ months later than the federal law deadline.

If Ohio actually receives the census data on August 16 as promised, it will take a couple extra weeks to prepare it so that the Commission can begin to create a new map. The problem is that, at that point, it will be September 1, and the Commission will already have been unable to do any of the following constitutionally mandated tasks: (1) introduce a proposed new map, (2) have at least 3 required public hearings on the proposed map, and/or (3) vote on a map. Instead, they will be rushing to draw a last-minute map to comply with the September 15 deadline, further limiting any bipartisan discussions amongst the members of the Commission, and most importantly, any public input.

For these reasons, we sought mutual consensus with leadership on how to fix the problem. Specifically, we proposed a simple amendment to the Ohio Constitution on the August 3 ballot, which Ohioans would need to approve. The four of us met in person to discuss this issue, we had a follow up phone call a couple days later, and our staff has submitted a couple different proposals to the democratic leaders' staff, asking for suggestions that they may have to our proposed ideas. To date, we have not received a single counter-suggestion, but instead, have only heard their thoughts through the media.

We are asking the democrats in good faith to help us ensure their input in the upcoming redistricting process, and the input of all Ohioans. Nothing more, nothing less. We believe a simple one-time extension of two deadlines in the Constitution – again, which voters must approve – will accomplish those objectives. If the democrats do not wish to help us do that, all we ask them to do is directly tell us that directly because we are not interested in proceeding without their support. What we are not interested in doing is either injecting politics so early into this process or do seek is to avoid is impairing, in any way, this process for – which we all so many worked so tirelessly on to achieve over the last 10 years.

ORC REGIONAL HEARINGS SCRIPT

I. Welcome Statement

Co-Chair: Before we begin our official business, we would like to thank [HOST SITE] for hosting us today and give [HOST REPRESENTATIVE] an opportunity to speak.

II. Call to Order & Attendance

Co-Chair: We now call to order the [City] regional hearing of the Ohio Redistricting Commission.

As people arrive who would like to testify, we would ask that you please fill out a witness slip on the table and provide them our staff [*indicate staff*].

Will the staff please call the roll, and during this attendance roll call would each attendee please state their name and which office they represent, if they are present as a designee.

[*Staff calls the roll*]

III. Overview

Overview of Commission

Co-Chair: In November 2015, Ohio voters approved a constitutional amendment implementing a new General Assembly redistricting process and establishing the Ohio Redistricting Commission.

The commission consists of the Governor, State Auditor, Secretary of State, and one commissioner appointed by each the legislative leaders of the two largest political parties of the Ohio House and Senate (4 total, one from each caucus).

The commission has until Sept. 1, 2021, to pass a plan with the votes of at least two members affiliated with each major party; if that fails, the commission has until Sept. 15, 2021, to pass a plan by majority vote (4 members). Maps that are passed with the votes of two members affiliated with each major party are valid for ten years; maps passed by majority vote are valid for two general elections (4 years).

District Requirements

Ohio, as in all states, legislative reapportionment occurs in the years ending in "1", which are also the years in which the federal census figures are released by the U.S. Department of Commerce. The census figures released this year indicate that Ohio has a population of 11,799,448 people, a growth of 2.3% from 2010. Under Article XI of the Ohio Constitution, each of the 99 House districts

should contain 119,186 people, and each of the 33 Senate districts should contain 357,559 people, with a 5% deviation up or down.

Anyone who has researched, or undertaken the actual drawing of legislative districts, knows that this process involves far more than putting roughly the same number of people in each district. Article XI contains specific rules governing the construction of these districts, including several layers of sometimes complex requirements, including:

- District populations requirements and permissible population deviations
- Rules on how to prioritize splits of political subdivisions (counties, municipalities, and townships) where necessary
- Additional district standards regarding favoring or disfavoring political parties and compactness of districts

In addition to the Ohio Constitution, the Board must also comply with all applicable federal laws, including the Voting Rights Act.

Because these hearings are being held for the purpose of receiving your input in the process, we are not going to go over the details of the law. However, we encourage you to visit the Commission website at [URL], which provides additional information on the redistricting process under Art. XI.

Regional Hearings

The purpose of today's hearing is to gather information, comments, and input regarding the upcoming reconfiguration of the House and Senate district lines.

Under a new Congressional redistricting process adopted by the voters in 2018, the Ohio legislature has the first opportunity to draw congressional lines through enactment of a bill signed by the Governor. If it cannot, the process falls to the Ohio Redistricting Commission. We would ask all of the witnesses to limit their comments and testimony to the most immediate task of the Ohio Redistricting Commission - that being the adoption of Ohio House and Ohio Senate districts.

We're here to listen today. We're not here to debate you; we're not here to debate one another. We're here to get input from Ohioans on the state legislative redistricting process and how it impacts your communities and your representation in the Ohio General Assembly.

Today, we have a limited amount of time for the hearing and we want to give everyone an opportunity to offer their input. We are scheduled here for three hours, and we may ask witnesses to limit their testimony in the interest of time and out of courtesy for other persons who wish to address the panel.

A few other items before we begin: these proceedings will be recorded by the Ohio Channel so that the Board in its deliberations may consider things that are said here today – so please speak clearly and loud enough for the panel and the audience members to hear.

If you have written testimony, please submit a copy to our staff so that it may be included in the official record of the proceeding. Members of the public who cannot attend in person may submit testimony on the Commission website as well.

IV. Public Testimony

Co-Chair: We will now begin with our first witness here today, *[name]*. Please state and spell your name for the record.

[Witness offers testimony]

Co-Chair: Thank you for your testimony. Are there any questions for the witness? Seeing none, I will now call *[name]* to offer testimony.

[Witness offers testimony, etc.]

V. Adjourn

Co-Chair: Are there any other witnesses present to offer testimony? Seeing none, is there any further business to come before this regional hearing of the 2021 Ohio Redistricting Commission? Seeing none, we stand adjourned.

From: Blessing, Heather
Sent: Friday, April 30, 2021 1:56 PM
To: Disantis, Paul
Subject: FW: Redistricting information
Attachments: LSC Analysis- ReApportionment.pdf; 2020-04-29 LSC Members Brief.pdf; Redistricting Timelines Summary 4-30-21.doc

Importance: High

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From: Bob Cupp <rcupp@bright.net>
Sent: Friday, April 30, 2021 11:51 AM
To: timothy.ginter@gmail.com; Ginter, Tim <Tim.Ginter@ohiohouse.gov>; Manchester, Susan <Susan.Manchester@ohiohouse.gov>
Cc: Crum, Dwight <Dwight.Crum@ohiohouse.gov>; Blessing, Heather <Heather.Blessing@ohiohouse.gov>; Morrison, Christine <Christine.Morrison@ohiohouse.gov>
Subject: Redistricting information
Importance: High

Tim and Susan,

Thank you for being joint sponsors. Attached is some background information on redistricting prepared by LSC that may be useful for you.



Ohio Legislative Service Commission

Final Analysis

Emily E. Wendel

Am. Sub. H.J.R. 12 130th General Assembly (As Adopted by the General Assembly)

Reps. Huffman and Sykes, Amstutz, Anielski, Ashford, Baker, Brown, Burkley, Clyde, Duffey, Grossman, Hackett, C. Hagan, Hayes, Kunze, Letson, McClain, McGregor, Patmon, Scherer, Schuring, Stebelton, Wachtmann, Batchelder

Sens. Faber, Coley, Bacon, Balderson, Beagle, Burke, Eklund, Gardner, Gentile, Hite, LaRose, Lehner, Peterson, Sawyer, Schiavoni, Turner, Widener

Adopted: December 17, 2014; approved by the voters on November 3, 2015; effective January 1, 2021

RESOLUTION SUMMARY

Ohio Redistricting Commission

- Replaces the Apportionment Board with the Ohio Redistricting Commission, and makes the Commission responsible for redistricting the state for the General Assembly.
- Specifies that the Commission consists of the Governor, the Auditor of State, the Secretary of State, and four persons appointed by majority and minority leaders in the General Assembly.
- Requires the legislative leaders in the Senate and the House of Representatives of each of the two largest political parties represented in the General Assembly, acting jointly by political party, to appoint a co-chairperson of the Commission.
- Requires the Governor to convene the Commission only in years ending in the numeral one, unless the Commission is convened by a court to draw judicially invalidated districts or the Commission must draw new districts following the expiration of a plan adopted under the proposal's impasse procedure.
- Prescribes procedural requirements for meetings of the Commission.

* This update notes the approval by voters and the effective date.

- Requires the General Assembly to make the appropriations it determines are necessary in order for the Commission to perform its duties.

Method of selecting a district plan

- Requires the Commission to adopt a district plan by a specified bipartisan vote of four members.
- Specifies that, if the Commission fails to adopt a final district plan not later than September 1, the Commission must introduce a district plan by a simple majority vote and must hold a public hearing on the plan.
- Requires the Commission, not later than September 15, to adopt a final district plan, either by the bipartisan vote described above or by a simple majority vote.
- Specifies that if the Commission adopts a plan by that bipartisan vote, the plan remains effective until the next year ending in the numeral one, unless a court convenes the Commission to redraw judicially invalidated districts.
- Provides generally that if the Commission adopts a plan by a simple majority vote, the plan remains effective until two general elections for the House of Representatives have occurred under the plan.
- Specifies that if, before a year ending in the numeral one, the Commission adopts another plan by a simple majority vote to replace a plan adopted under the impasse procedure, the newly adopted plan remains effective until a year ending in the numeral one, unless the Commission is reconstituted and convened by a court to draw judicially invalidated districts.
- Requires a plan adopted by a simple majority vote to include a statement explaining what the Commission determined to be the statewide preferences of the voters of Ohio and the manner in which the statewide proportion of districts in the plan whose voters, based on statewide state and federal partisan general election results during the last ten years, favor each political party corresponds closely to those preferences.
- Allows a member of the Commission who does not vote in favor of the plan to submit a declaration of the member's opinion concerning that statement.
- Requires, after a plan adopted by a simple majority vote ceases to be effective after two general elections for the House of Representatives, that the Commission convene not earlier than July 1 of the following year to adopt a new General



Assembly district plan using the same population and political subdivision boundary data as were used to draw the previous plan.

District standards

- Establishes new constitutional standards for the drawing of General Assembly districts.

Legal challenges

- Specifies that, if any section of the Constitution relating to redistricting, any General Assembly district plan, or any district is determined to be invalid by an unappealed final order of a court of competent jurisdiction, then the Commission must be reconstituted and convene to adopt a district plan that conforms with the provisions of the Constitution that are then valid.
- Prohibits a court, in any circumstance, from ordering the implementation or enforcement of any plan that has not been approved by the Commission.
- Prohibits a court from ordering the Commission to adopt a particular General Assembly district plan or to draw a particular district.
- Prescribes the available remedies in the event that the Ohio Supreme Court determines that a General Assembly district plan adopted by the Commission does not comply with the constitutional district standards.

Miscellaneous

- Repeals the current constitutional provision describing the district plans in effect until January 1, 1973.

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CONTENT AND OPERATION

Ohio Redistricting Commission

The joint resolution proposes an amendment to the Ohio Constitution to create the Ohio Redistricting Commission to replace the Apportionment Board as the body responsible for drawing General Assembly districts.

Composition

Under the resolution, the Ohio Redistricting Commission consists of the following seven members:ⁱ

- The Governor;
- The Auditor of State;
- The Secretary of State;
- One person appointed by the Speaker of the House of Representatives;
- One person appointed by the President of the Senate;
- One person appointed by the Minority Leader of the House;
- One person appointed by the Minority Leader of the Senate.

The legislative leaders in the Senate and the House of each of the two largest political parties represented in the General Assembly, acting jointly by political party, must appoint one member of the Commission to serve as a co-chairperson.

Currently, the Apportionment Board is responsible for drawing General Assembly districts. The Apportionment Board consists of the Governor, the Auditor of State, the Secretary of State, one person chosen by the Speaker of the House and the leader in the Senate of the political party of which the Speaker is a member, and one person chosen by the legislative leaders in the two houses of the political party of which the Speaker is not a member.ⁱⁱ

Organizational procedures

The resolution requires the Governor to convene the Ohio Redistricting Commission only in a year ending in the numeral one, unless the Commission is convened by a court to draw judicially invalidated districts or the Commission must draw new districts following the expiration of a plan adopted under the proposal's



impasse procedure (see "**Method of selecting a district plan**," below). Under the resolution, district boundaries must not be changed at any other time.

The Constitution currently requires the Governor to convene the Apportionment Board between August 1 and October 1 of a year ending in the numeral one, and to give the Board two weeks advance notice of the date, time, and place of the meeting.

At the Commission's first meeting, the proposal requires the Commission to set a schedule for the adoption of procedural rules for the operation of the Commission.

Under the resolution, a simple majority of the Commission generally is required for any organizational action by the Commission. A majority vote of the Commission, including at least one member of the Commission who is a member of each of the two largest political parties represented in the General Assembly, is required to adopt rules of the Commission, to hire staff for the Commission, or to expend funds. However, if the Commission is unable to agree by that vote on the manner in which funds should be expended, each co-chairperson of the Commission has the authority to expend ½ of the funds that have been appropriated to the Commission. Finally, a specified bipartisan vote generally is required to adopt a district plan (see "**Method of selecting a district plan**," below).

The Commission must release a proposed district plan to the public. The proposed plan must be drafted according to the constitutional requirements. After introducing a General Assembly district plan but before adopting a final plan, the Commission must conduct a minimum of three public hearings across the state to present the proposed plan and to seek public input regarding the proposed plan. All meetings of the Ohio Redistricting Commission must be open to the public. Meetings must be broadcast by electronic means of transmission using a medium readily accessible to the general public.

Four weeks after the adoption of a General Assembly district plan, the Commission is automatically dissolved.

Finally, under the resolution, the General Assembly must make the appropriations it determines are necessary in order for the Commission to perform its duties.ⁱⁱⁱ

Method of selecting a district plan

In order to adopt a final district plan, the resolution requires the affirmative vote of four members of the Commission, including at least two members of the Commission who represent each of the two largest political parties represented in the General Assembly. A member of the Commission is considered to represent a political party if



the member was appointed to the Commission by a member of that party or if, in the case of the Governor, the Auditor, or the Secretary of State, the person is a member of that party.

The Commission must adopt a final General Assembly district plan not later than September 1 of a year ending in the numeral one. The plan becomes effective upon filing with the Secretary of State, which the Commission must do promptly.¹⁰

If the Commission fails to adopt a final district plan by that deadline, the Commission must introduce a district plan by a simple majority vote of the Commission. Then, the Commission must hold a public hearing concerning the introduced plan. Members of the Commission should attend the hearing; however, only a quorum of the members of the Commission is required to conduct the hearing. At the hearing, the public may offer testimony, and the Commission may adopt amendments to the introduced plan.

After that hearing is held, and not later than September 15 of that year, the Commission must adopt a final district plan, either by the bipartisan vote described above or by a simple majority vote. If the Commission adopts a plan by that bipartisan vote, the plan remains effective until the next year ending in the numeral one, unless a court convenes the Commission to redraw judicially invalidated districts.

If the Commission adopts a plan by a simple majority vote, the plan remains effective until two general elections for the House of Representatives have occurred under the plan. However, if, before a year ending in the numeral one, the Commission adopts another plan by a simple majority vote to replace a plan adopted under the impasse procedure, the newly adopted plan remains effective until a year ending in the numeral one, unless the Commission is reconstituted and convened by a court to draw judicially invalidated districts.

A plan adopted by a simple majority vote must include a statement explaining what the Commission determined to be the statewide preferences of the voters of Ohio and the manner in which the statewide proportion of districts in the plan whose voters, based on statewide state and federal partisan general election results during the last ten years, favor each political party corresponds closely to those preferences, as described in the procedure for drawing districts (see "**District standards**," below). At the time the plan is adopted, a member of the Commission who does not vote in favor of the plan may submit a declaration of the member's opinion concerning that statement.

When a plan adopted by a simple majority vote ceases to be effective before a year ending in the numeral one, not earlier than July 1 of the year following the year in which the plan ceased to be effective, the Commission must be reconstituted, convene,



and adopt a new General Assembly district plan. The Commission must draw the new plan using the same population and political subdivision boundary data as were used to draw the previous plan.^v

Existing law requires a majority vote of the Apportionment Board to adopt a district plan, and requires the Governor to cause a district plan to be published no later than October 5 of the year in which it is made.^{vi}

District standards

The table below compares the Ohio Constitution's current requirements for drawing General Assembly districts with the requirements proposed by the resolution.

Topic	Article XI, Ohio Constitution	Am. Sub. H.J.R. 12
<p>District population requirements</p>	<p>Permits the General Assembly to designate a method for determining the population of the state for purposes of calculating the ratios of representation in the General Assembly, if the federal decennial census is unavailable.</p> <p>Requires the population of each House of Representatives district to be substantially equal to the ratio of representation in the House of Representatives, and generally prohibits a House of Representatives district from containing a population of less than 95% nor more than 105% of the ratio of representation.</p> <p>Specifies that a reasonable effort must be made to draw a county that has between 90% and 95% or 105% and 110% of the ratio of representation in the House of Representatives as a single district.^{vii}</p> <p>Requires the population of each Senate district to be substantially equal to the ratio of representation in the Senate, and prohibits any Senate district from containing a population of less than 95% nor more than 105% of the ratio of representation.^{viii}</p>	<p>Same as the current Constitution, but eliminates the option to draw a county that has a population of between 90% and 95% or 105% and 110% of the ratio of representation in the House of Representatives as a single district.^x</p>



Topic	Article XI, Ohio Constitution	Am. Sub. H.J.R. 12
	Specifies that each House of Representatives district is entitled to a single representative in each General Assembly and that each Senate district is entitled to a single senator in each General Assembly. ^{ix}	
Legal requirements for districts	No provision.	Requires any plan adopted by the Commission to comply with all applicable provisions of the constitutions of Ohio and the United States and of federal law. ^{xi}
General requirements for House districts	Requires every House of Representatives district to be compact and composed of contiguous territory, and the boundary of each district to be a single nonintersecting continuous line. ^{xii}	Requires every House of Representatives district to be composed of contiguous territory, and the boundary of each district to be a single nonintersecting continuous line. ^{xiii}
Procedure for drawing House districts	<p>Specifies that, to the extent consistent with population requirements, the boundary lines of districts must be so drawn so as to delineate an area containing one or more whole counties.</p> <p>Specifies that, where population requirements cannot feasibly be attained by forming a district from a whole county or counties, the district must be formed by combining the areas of governmental units giving preference, in the order named, to counties, townships, municipalities, and city wards.</p> <p>Specifies that, where governmental units must be divided to meet population requirements, only one such unit may be divided between two districts, giving preference in the selection of a unit for division to a township, a city ward, a city, and a village in the order named.^{xiv}</p> <p>Requires a county having at least one House of Representatives ratio of</p>	<p>Requires House of Representatives districts to be created and numbered in the following order of priority, to the extent that such order is consistent with the foregoing standards:^{xix}</p> <p>(1) Proceeding in succession from the largest to the smallest, each county containing population greater than 105% of the ratio of representation in the House must be divided into as many House districts as it has whole ratios of representation. Any fraction of the population in excess of a whole ratio must be a part of only one adjoining House district.</p> <p>(2) Each county containing population of not less than 95% nor more than 105% of the ratio of representation in the House must be designated a House district.</p> <p>(3) The remaining territory of the state must be divided into House districts by combining the areas of</p>



Topic	Article XI, Ohio Constitution	Am. Sub. H.J.R. 12
	<p>representation to have as many House of Representatives districts wholly within the boundaries of the county as it has whole ratios of representation, and requires any fraction of the population in excess of a whole ratio to be a part of only one adjoining House of Representatives district.^{xv}</p> <p>Requires each county containing population substantially equal to one ratio of representation in the House of Representatives, but in no event less than 95% of the ratio nor more than 105% of the ratio to be designated a representative district.^{xvi}</p> <p>Requires a reasonable effort to be made to create a House of Representatives district consisting of a whole county, when the county has a population of between 90% and 110% of the ratio of representation.^{xvii}</p> <p>Proceeding in succession from the largest to the smallest, requires each remaining county containing more than one whole ratio of representation to be divided into House of Representatives districts, with the remaining territory within such county containing a fraction of one whole ratio of representation included in one representative district by combining it with adjoining territory outside the county.^{xviii}</p>	<p>counties, municipal corporations, and townships. Where feasible, no county may be split more than once.</p> <p>Provides that in general, a county, municipal corporation, or township is considered to be split if any contiguous portion of its territory is not contained entirely within one district.</p> <p>Specifies that if a municipal corporation or township has territory in more than one county, the contiguous portion of that municipal corporation or township that lies in each county must be considered to be a separate municipal corporation or township for the purposes of drawing House districts.</p> <p>Provides that if a municipal corporation or township that is located in a county that contains a municipal corporation or township that has a population of more than one ratio of representation is split because it is not possible for the Commission to comply with all of the requirements for drawing House districts, the municipal corporation or township must be considered to be a separate municipal corporation or township for the purposes of drawing House districts.</p> <p>Requires House districts to be drawn so as to split the smallest possible number of municipal corporations and townships whose contiguous portions contain a population of more than 50%, but less than 100%, of one ratio of representation.</p> <p>Specifies that where the above requirements cannot feasibly be attained by forming a House district</p>



Topic	Article XI, Ohio Constitution	Am. Sub. H.J.R. 12
		<p>from whole municipal corporations and townships, not more than one municipal corporation or township may be split per House district.^{xx}</p> <p>Requires the Commission, if it is not possible for the Commission to comply with all of the requirements for drawing House districts in drawing a particular district, to take the first action listed below that makes it possible for the Commission to draw that district:</p> <p>(1) The Commission must create the district by splitting two municipal corporations or townships whose contiguous portions do not contain a population of more than 50%, but less than 100%, of one ratio of representation.</p> <p>(2) The Commission must create the district by splitting a municipal corporation or township whose contiguous portions contain a population of more than 50%, but less than 100%, of one ratio of representation.</p> <p>(3) The Commission must create the district by splitting, once, a single county that contains a population of not less than 95%, but not more than 105%, of the ratio of representation.</p> <p>(4) The Commission must create the district by including in two districts portions of the territory that remains after a county that contains a population of more than 105% of the ratio of representation has been divided into as many House districts as it has whole ratios of representation.</p>



Topic	Article XI, Ohio Constitution	Am. Sub. H.J.R. 12
		<p>Specifies that if the Commission takes an action listed immediately above, the Commission must include in the district plan a statement explaining which action the Commission took and the reason the Commission took that action.</p> <p>Specifies that if the Commission takes an action listed immediately above in drawing a district and includes the required statement in the district plan, the Commission must not be considered to have violated the applicable requirement for that district, for the purpose of a court's analysis.^{xxi}</p> <p>Requires the Commission to attempt to draw a General Assembly district plan that meets all of the following standards:</p> <ul style="list-style-type: none"> • No district plan shall be drawn primarily to favor or disfavor a political party. • The statewide proportion of districts whose voters, based on statewide state and federal partisan general election results during the last ten years, favor each political party must correspond closely to the statewide preferences of the voters of Ohio. • General Assembly districts must be compact. <p>Specifies that nothing in those provisions permits the Commission to violate the other General Assembly district standards described in the resolution.^{xxii}</p>



Topic	Article XI, Ohio Constitution	Am. Sub. H.J.R. 12
General requirements for Senate districts	Requires Senate districts to be composed of three contiguous House of Representatives districts. ^{xxiii}	Requires Senate districts to be composed of three contiguous House of Representatives districts. ^{xxiv} Requires every Senate district to be composed of contiguous territory, and the boundary of each district to be a single nonintersecting continuous line. ^{xxv}
Procedure for drawing Senate districts	Requires a county having at least one whole Senate ratio of representation to have as many Senate districts wholly within the boundaries of the county as it has whole Senate ratios of representation, and requires any fraction of the population in excess of a whole ratio to be a part of only one adjoining Senate district. Specifies that counties having less than one Senate ratio of representation, but at least one House of Representatives ratio of representation, must be part of only one Senate district. ^{xxvi}	Same as the current Constitution, but specifies that if it is not possible for the Commission to draw House districts that comply with all of the requirements of Article XI and that make it possible for the Commission to comply with those requirements, the Commission must draw Senate districts so as to commit the fewest possible violations of those requirements. Specifies that if the Commission complies with the above procedure in drawing Senate districts, the Commission must not be considered to have violated the applicable requirement in drawing those districts, for the purpose of a court's analysis. ^{xxvii}
Senators whose terms will not expire	Specifies that, when district boundaries are changed, a senator whose term will not expire within two years of the time the plan of apportionment is made must represent, for the remainder of the term for which the senator was elected, the Senate district that contains the largest portion of the population of the district from which the senator was elected, and requires the district to be given the number of the district from which the senator was elected.	Generally retains the current constitutional provision for numbering a Senate district when the term of the senator who represents the district does not immediately expire. Requires the district plan itself to designate which senator will represent a district if more than one senator would represent that district. ^{xxix}



Topic	Article XI, Ohio Constitution	Am. Sub. H.J.R. 12
	Specifies that, if more than one senator whose term will not so expire would represent the same district by following these provisions, the persons responsible for apportionment, by a majority vote, must designate which senator will represent the district and designate which district the other senator or senators will represent for the balance of their term or terms. ^{xxviii}	
Preservation of previous district boundaries	Requires district boundaries established by the preceding apportionment to be adopted to the extent reasonably consistent with the population requirements. ^{xxx}	No provision.
Political subdivision boundaries to be used	Notwithstanding the fact that the boundaries of political subdivisions within a district may be changed, requires the Commission to create district boundaries by using the boundaries of political subdivisions as they exist at the time of the federal decennial census on which the redistricting is based, or if the census is unavailable, on a basis the General Assembly specifies. ^{xxxi}	Same as the current Constitution. ^{xxxi}

Legal challenges

Under the resolution, if any section of the Constitution relating to redistricting, any General Assembly district plan, or any district is determined to be invalid by an unappealed final order of a court of competent jurisdiction, then the Commission must be reconstituted and convene to adopt a district plan that conforms with the provisions of the Constitution that are then valid. Currently, the Constitution requires new districts to be drawn if provisions of the Constitution or a district plan are determined to be invalid by either the Ohio Supreme Court or the U.S. Supreme Court.

The proposal prohibits a court, in any circumstance, from ordering the implementation or enforcement of any plan that has not been approved by the Commission. And, the resolution prohibits a court from ordering the Commission to adopt a particular General Assembly district plan or to draw a particular district.



The resolution also prescribes the available remedies in the event that the Ohio Supreme Court determines that a General Assembly district plan adopted by the Commission does not comply with the constitutional district standards, other than the standards concerning political parties, party preferences, and compactness.

First, if the Court determines that a district plan contains one or more isolated violations of those standards, the court must order the Commission to amend the plan to correct the violations.

Further, the proposal specifies that if the court finds that it is necessary to amend not fewer than six House districts to correct violations of those requirements, to amend not fewer than two Senate districts to correct violations of those requirements, or both, the court must declare the plan invalid and order the Commission to adopt a new plan.

Third, if, in considering a district plan adopted by a simple majority of the Commission under the proposal's impasse procedure (see "**Method of selecting district plans,**" above), the Court determines that both of the following are true, the Court must order the Commission to adopt a new district plan:^{xxxiii}

- The plan significantly violates those standards in a manner that materially affects the ability of the plan to contain districts whose voters favor political parties in an overall proportion that corresponds closely to the statewide political party preferences of the voters of Ohio, as described in the procedure for drawing districts (see "**District standards,**" above).
- The statewide proportion of districts in the plan whose voters, based on statewide state and federal partisan general election results during the last ten years, favor each political party does not correspond closely to the statewide preferences of the voters of Ohio.

The resolution relocates but otherwise retains provisions specifying that the Ohio Supreme Court has exclusive, original jurisdiction in all cases arising under Article XI and that a new redistricting plan made as a result of a legal challenge must allow 30 days for persons to change residence in order to be eligible for election. Relocated but otherwise continuing law also specifies that the various provisions of Article XI are intended to be severable, and that the invalidity of one or more of the provisions does not affect the validity of the remaining provisions.^{xxxiv}

Finally, the resolution eliminates a requirement that the Governor give the Apportionment Board two weeks advance written notice of the date, time, and place of any meeting held pursuant to a court order invalidating a district plan.^{xxxv}



Miscellaneous

The resolution repeals the current constitutional provision that describes the district plans that were in effect until January 1, 1973.^{xxvi}

Effective date

The resolution places the proposal on the ballot on November 3, 2015. If adopted by a majority of electors voting on it, the proposal takes effect January 1, 2021.

HISTORY

ACTION	DATE
Introduced	11-13-14
Reported, H. Policy & Legislative Oversight	12-04-14
Adopted House (80-4)	12-04-14
Reported, S. Rules	12-11-14
Adopted Senate (28-1)	12-11-14
House concurred in Senate amendments (82-8)	12-17-14
House concurred in Senate amendments upon reconsideration (81-7)	12-17-14

14-HJR12-UPDATED-130.docx/ks

ⁱ Ohio Const. Art. XI, Sec. 1(A).

ⁱⁱ Ohio Const. Art. XI, Sec. 1(A).

ⁱⁱⁱ Ohio Const. Art. XI, Sec. 1.

^{iv} Ohio Const. Art. XI, Sec. 1.

^v Ohio Const. Art. XI, Sec. 8.

^{vi} Ohio Const. Art. XI, Sec. 1.

^{vii} Ohio Const. Art. XI, Sec. 3 and 9.

^{viii} Ohio Const. Art. XI, Sec. 4.

^{ix} Ohio Const. Art. XI, Sec. 5.

^x Ohio Const. Art. XI, Sec. 3(A) and (B).

^{xi} Ohio Const. Art. XI, Sec. 3(B).

^{xii} Ohio Const. Art. XI, Sec. 7.

^{xiii} Ohio Const. Art. XI, Sec. 3(B).

^{xiv} Ohio Const. Art. XI, Sec. 7.

^{xv} Ohio Const. Art. XI, Sec. 8.

^{xvi} Ohio Const. Art. XI, Sec. 10.

^{xvii} Ohio Const. Art. XI, Sec. 9.

^{xviii} Ohio Const. Art. XI, Sec. 10.

^{xix} Ohio Const. Art. XI, Sec. 3(C).

^{xx} Ohio Const. Art. XI, Sec. 3(D).



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- xxi Ohio Const. Art. XI, Sec. 3(E).
 - xxii Ohio Const. Art. XI, Sec. 6.
 - xxiii Ohio Const. Art. XI, Sec. 11.
 - xxiv Ohio Const. Art. XI, Sec. 4.
 - xxv Ohio Const. Art. XI, Sec. 3.
 - xxvi Ohio Const. Art. XI, Sec. 11.
 - xxvii Ohio Const. Art. XI, Sec. 4(B)(3).
 - xxviii Ohio Const. Art. XI, Sec. 12.
 - xxix Ohio Const. Art. XI, Sec. 5.
 - xxx Ohio Const. Art. XI, Sec. 7.
 - xxxi Ohio Const. Art. XI, Sec. 6.
 - xxxii Ohio Const. Art. XI, Sec. 7.
 - xxxiii Ohio Const. Art. XI, Sec. 9.
 - xxxiv Ohio Const. Art. XI, Secs. 9 and 10. (Relocated from Secs. 13 and 15.)
 - xxxv Ohio Const. Art. XI, Sec. 14.
 - xxxvi Repeal of existing Ohio Const. Art. XI, Sec. 14.





Members Brief

An informational brief prepared by the LSC staff for members and staff of the Ohio General Assembly

Author: Emily E. Wendel, Attorney
Reviewer: Amber Hardesty, Division Chief

Volume 133 Issue 15
April 29, 2020

Redistricting in Ohio

Every ten years, Ohio must adopt new district maps for the purpose of electing members of the U.S. House of Representatives, the Ohio Senate, and the Ohio House of Representatives. This brief provides an overview of redistricting in Ohio, compares the separate constitutional processes for General Assembly and congressional redistricting, explains some essential district-drawing concepts, and summarizes several landmark U.S. Supreme Court rulings concerning redistricting.

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Redistricting basics

Ohio elects its members of the U.S. House of Representatives, its state senators, and its state representatives from districts with roughly equal populations, giving each person's vote the same amount of influence. Every ten years, Ohio must redraw its congressional and General Assembly districts based on the latest population data from the U.S. Census in order to maintain population equality between districts and, in some cases, to change the number of congressional districts to match the new number of representatives to which Ohio is entitled.



Congressional Districts
2011-2021

The Census Bureau releases new population data for redistricting purposes by April 1 of each year ending in 1 (such as 2021), and the Ohio Constitution provides deadlines in the fall of that year to adopt new district maps based on the data. The new maps must be in place in time to nominate congressional and General Assembly candidates in the primary election held the next year. When that year is a

presidential election year, candidates must file their papers based on the new district map as early as mid-December of the year ending in 1.¹

Redistricting processes at a glance

The state uses two separate processes for General Assembly and congressional redistricting. The voters approved a constitutional amendment implementing a new General Assembly redistricting process in November 2015, and a separate constitutional amendment prescribing a new congressional redistricting process in May 2018. The following table compares several major aspects of the processes. For detailed explanations of the General Assembly and congressional redistricting procedures, please see LSC's final analyses of H.J.R. 12 of the 130th General Assembly and S.J.R. 5 of the 132nd General Assembly, respectively.

General Assembly Districts	Congressional Districts
Who draws the districts	
Ohio Redistricting Commission	General Assembly
Required bipartisan vote	
Four of seven members of the Commission, including at least two members who represent each of the two largest political parties represented in the General Assembly	$\frac{3}{4}$ of the members of each chamber of the General Assembly, including at least $\frac{1}{2}$ of the members of each of the two largest political parties represented in the chamber
Deadline to adopt a plan	
September 1 of a year ending in 1	September 30 of a year ending in 1
Impasse procedure	
<ul style="list-style-type: none"> The deadline is extended to September 15. If the Commission adopts the plan only by a simple majority vote, the plan must be replaced after four years. 	<ul style="list-style-type: none"> The Ohio Redistricting Commission must adopt a plan by a bipartisan vote by October 31. If the Commission fails to do so, the General Assembly must adopt a plan by November 30. If the General Assembly adopts the plan only by a simple majority vote, it must follow

¹ 13 U.S.C. 141(c); Ohio Constitution, Articles XI and XIX (effective January 1, 2021); and R.C. 3513.05. Ohio's current district maps are available from the Ohio Secretary of State here. The Bureau has asked Congress to extend the redistricting data delivery deadline to July 31, 2021, because of the COVID-19 pandemic. U.S. Census Bureau, *U.S. Department of Commerce Secretary Wilbur Ross and U.S. Census Bureau Director Steven Dillingham Statement on 2020 Census Operational Adjustments Due to COVID-19* (April 13, 2020).

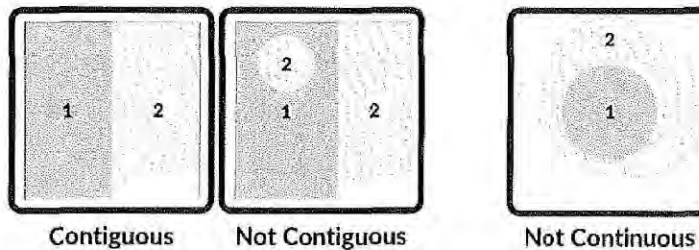
General Assembly Districts	Congressional Districts
	<p>additional district standards, described below, and the plan must be replaced after four years.</p>
<p>Population equality between districts</p>	
<ul style="list-style-type: none"> ▪ District populations must be substantially equal. ▪ No district may contain a population of less than 95% or more than 105% of the ideal district population. 	<p>Not specified (see "Selected U.S. Supreme Court cases," below)</p>
<p>District standards considered</p>	
<p>Mandatory standards:</p>	<p>General standards:</p>
<ul style="list-style-type: none"> ▪ Contiguity ▪ Boundary must be a single nonintersecting continuous line ▪ Keep counties, municipal corporations, and townships whole, based on a specified procedure ▪ Each Senate district must consist of three contiguous House districts 	<ul style="list-style-type: none"> ▪ Contiguity ▪ Boundary must be a single nonintersecting continuous line ▪ Compactness ▪ Keep counties, municipal corporations, and townships whole, based on a specified procedure
<p>Standards the Commission must attempt to follow:</p>	<p>Standards the General Assembly must follow if it does not pass the plan by the required bipartisan vote:</p>
<ul style="list-style-type: none"> ▪ No plan shall be drawn primarily to favor or disfavor a political party. ▪ The statewide proportion of districts whose voters, based on statewide state and federal partisan general election results during the last ten years, favor each political party must correspond closely to the statewide preferences of the voters of Ohio. ▪ Districts must be compact. 	<ul style="list-style-type: none"> ▪ The plan must not unduly favor or disfavor a political party or its incumbents. ▪ The plan must not unduly split governmental units, giving preference to keeping whole, in the order named, counties, then townships and municipal corporations. ▪ The General Assembly must attempt, but is not required, to draw districts that are compact.
<p>Legal challenges</p>	
<ul style="list-style-type: none"> ▪ States that the Ohio Supreme Court has exclusive, original jurisdiction in any challenge. ▪ Requires the Ohio Redistricting Commission to amend the plan or adopt a new plan, as 	<ul style="list-style-type: none"> ▪ States that the Ohio Supreme Court has exclusive, original jurisdiction in any challenge. ▪ Requires that, if a plan, district, or group of districts is ruled unconstitutional, the General

General Assembly Districts	Congressional Districts
<p>applicable, if a plan, district, or group of districts is ruled unconstitutional.</p> <ul style="list-style-type: none"> ▪ Prohibits a court from ordering the implementation of a plan not approved by the Commission. ▪ Prohibits a court from ordering the Commission to adopt a particular plan or to draw a particular district. ▪ Prescribes the available remedies in the event that the Court determines that a General Assembly district plan adopted by the Commission does not comply with the constitutional district standards. 	<p>Assembly must adopt a new plan within 30 days after the appeal deadline expires or after the order is issued, if it is not appealable.</p> <ul style="list-style-type: none"> ▪ Requires the Ohio Redistricting Commission to adopt a plan not later than 30 days after the General Assembly’s deadline, if the General Assembly misses the deadline. ▪ Requires the new plan to remedy any legal defects, but to include no other changes.

District-drawing concepts

Contiguity and continuous boundary lines

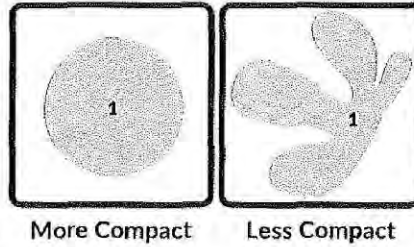
Every congressional and General Assembly district in Ohio must be contiguous, meaning that it is a single, unbroken shape, with no “islands” of territory that do not touch the rest of the district. Each district’s boundary also must be a single nonintersecting continuous line. This standard prevents, for example, the creation of “donut” districts, with one district entirely surrounding another.²



² Ohio Const., art. XI, sec. 3(B)(3) and art. XIX, sec. 2(B)(3) (effective January 1, 2021).

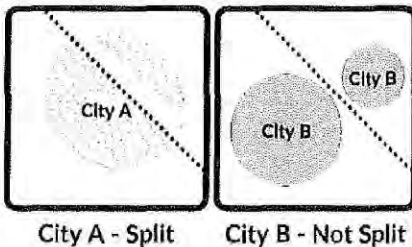
Compactness

A district is considered compact if it has a minimal distance between all parts of its territory. Multiple methods exist to measure a district’s compactness, such as calculating the total length of its perimeter (a shorter perimeter meaning a more compact district), or calculating the average distance between locations on the outer edges of the district and the center of the district (a shorter average distance meaning a more compact district).



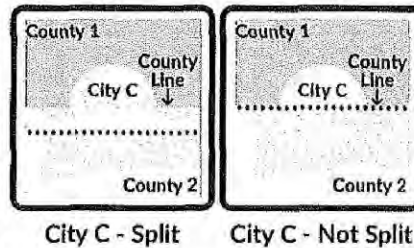
Under the Ohio Constitution, the Ohio Redistricting Commission must attempt to draw compact General Assembly districts, but it is not explicitly required to do so. On the other hand, congressional districts must be compact, except that under the modified district standards that apply if the General Assembly fails to pass a district plan by the required bipartisan vote, the legislature must attempt to draw compact districts, but is not required to.³

Keeping political subdivisions whole



Ohio’s congressional and General Assembly redistricting processes both place a priority on keeping counties, cities, villages, and townships together within one district. Splitting a political subdivision is necessary when, for example, its population exceeds the ideal district population. But, the Ohio Constitution includes procedures to minimize any unnecessary splitting.

Under both redistricting processes, a political subdivision is considered to be split if any contiguous portion of its territory is not contained entirely within one district. If a political subdivision has an island of territory that does not touch the rest of the subdivision, putting the island in a different district is not considered splitting the political subdivision (see above). Further, if a city, village, or township has territory in more than one county, drawing the district line along the county line is not considered splitting the city, village, or township.⁴

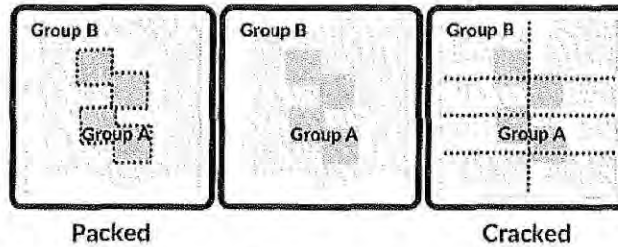


³ Ohio Const., art. XI, sec. 6 and art. XIX, secs. 1(F)(3)(c) and 2(B)(2) (effective January 1, 2021).

⁴ Ohio Const., art. XI, sec. 3(D) and art. XIX, sec. 2(C) (effective January 1, 2021).

Packing and cracking

Two district-drawing practices, commonly called packing and cracking, can give one group less influence than another. At one extreme, when a group is “packed” into a single district, it makes up a supermajority within the district, but is less able to influence the outcome of elections outside that



district. Conversely, when a group is “cracked” among many districts, it makes up only a minority of the vote in each district, and is less able to influence the outcome of elections in any district. In some redistricting cases, packing and cracking have given rise to claims of unlawful gerrymandering (see “**Selected U.S. Supreme Court cases,**” below).

Political considerations

The Ohio Constitution includes two separate standards for the inclusion of political considerations in the drawing of district maps. For a General Assembly district plan, the Ohio Redistricting Commission must attempt to adopt a plan (1) that is not drawn primarily to favor or disfavor a political party, and (2) in which the statewide proportion of districts whose voters, based on statewide state and federal partisan general election results during the last ten years, favor each political party corresponds closely to the statewide preferences of the voters of Ohio.

For a congressional district map, the Ohio Constitution specifies that if, under the impasse procedure, the General Assembly passes a redistricting plan by a simple majority vote instead of by the required bipartisan vote, the plan must not unduly favor or disfavor a political party or its incumbents.⁵

Majority-minority districts

The Equal Protection Clause of the 14th Amendment and the federal Voting Rights Act of 1965 (VRA) prohibit any district plan from denying or abridging citizens’ right to vote on account of race, color, or status as a member of a language minority group. The U.S. Supreme Court has developed a test to determine whether a district map dilutes minority voting strength in violation of the VRA by cracking a minority population among multiple districts, as described above. Essentially, the test examines whether (1) the minority group is “sufficiently numerous and compact to form a majority in a single-member district,” (2) the minority group is “politically cohesive,” meaning its members tend to vote similarly, and (3) “the majority votes sufficiently as a bloc to enable it . . . usually to defeat the minority’s preferred candidate.”⁶

In order to remedy a case of minority vote dilution, a court may require the adoption of a majority-minority district, in which a sufficient population of a minority group exists to allow the group to elect its candidate of choice. Currently, no court has expressly required Ohio to

⁵ Ohio Const., art. XI, sec. 6 and art. XIX, sec. 1(C)(3)(a) and (F)(3)(a) (effective January 1, 2021).

⁶ 52 United States Code 10301; *Thornburg v. Gingles*, 478 U.S. 30, 50 (1986); and *Village of Arlington Heights v. Metropolitan Housing Development Corp.*, 429 U.S. 252, 264 (1977).

create majority-minority congressional or General Assembly districts. A state may draw majority-minority districts voluntarily in order to remedy past discrimination. However, in some circumstances, the courts have overturned plans that included voluntarily created majority-minority districts because creating those districts amounted to unconstitutional racial gerrymandering.⁷

Other common concepts

The Ohio Redistricting Commission and the General Assembly might consider other district-drawing concepts in creating district maps, so long as the constitutional requirements are met. For example, some states use criteria such as preserving communities of interest in a single district or maintaining previous district lines to the extent feasible. The National Conference of State Legislatures offers several useful references on these topics, including a 50-state survey of redistricting criteria and *The Redistricting Glossary*.⁸

Selected U.S. Supreme Court cases

The following cases represent a sample of the landmark U.S. Supreme Court rulings on congressional and state legislative redistricting. This list is intended to provide a basic foundation for understanding some of the legal discussions surrounding redistricting. However, the list is not exhaustive, and it does not include later rulings that have added nuance to these decisions.

Population equality

- *Wesberry v. Sanders*, 376 U.S. 1 (1964) – Held that the population of congressional districts in the same state must be as nearly equal as practicable.
- *Reynolds v. Sims*, 377 U.S. 533 (1964) – Specified that the Equal Protection Clause of the 14th Amendment requires states to draw legislative districts that are substantially equal in population.
- *Karcher v. Daggett*, 462 U.S. 725 (1983) – Held that congressional districts must be mathematically equal in population, except as necessary to achieve a legitimate state objective.

Racial and language minorities

- *Thornburg v. Gingles*, 478 U.S. 30 (1986) – Held that the VRA requires that a majority-minority district be drawn to remedy minority vote dilution if (1) the racial or language minority group is “sufficiently numerous and compact to form a majority in a single-member district,” (2) the minority group is “politically cohesive,” meaning its members tend to vote similarly, and (3) the “majority votes sufficiently as a bloc to enable it . . . usually to defeat the minority’s preferred candidate.”

⁷ *Voinovich v. Quilter*, 507 U.S. 146 (1993); *Bush v. Vera*, 517 U.S. 952 (1996); *Shaw v. Hunt*, 517 U.S. 899 (1996); and *Alabama Legislative Black Caucus v. Alabama*, 135 S.Ct. 1257 (2015).

⁸ National Conference of State Legislatures, *NCSL’s Redistricting Webpages*.

- *Shaw v. Reno*, 509 U.S. 630 (1993) – Held that districts violate the Equal Protection Clause if they cannot be explained on grounds other than race.
- *Miller v. Johnson*, 515 U.S. 900 (1995) – Specified that a district is unconstitutionally racially gerrymandered if race is the “predominant” factor in drawing its lines.
- *Bush v. Vera*, 517 U.S. 952 (1996) – Found that if race was the predominant factor in drawing a district, the district cannot be justified by the VRA unless there is a strong basis in evidence that drawing the district was reasonably necessary to avoid denying or abridging equal voting rights.

Partisan gerrymandering

- *Rucho v. Common Cause*, 139 S.Ct. 2484 (2019) – Found that partisan gerrymandering represents a political question on which the federal courts cannot rule because there is no credible way to define and measure fairness in the political context.



MEMORANDUM

RE: Redistricting timelines

This memo explains the basic timeline for Congressional and state redistricting under Ohio Const. Art. 11 and federal law.

U.S. Census Bureau Operational Timeline¹

Date	Event
July 16 -- September 30, 2020	Non-response follow-up by Census Bureau
September 30, 2020	Last day for households to self-response online, by phone, or by mail
December 31, 2020	Statutory deadline by which the Census Bureau must deliver apportionment count to President of the United States. Leading up to this day, after collection activities are complete, Census Bureau experts run and review output from programs to unduplicate responses, determine final housing unit status, populate any missing housing unit data on household size and finalize the universe to be included in the apportionment count file.
March 31, 2021	Statutory deadline by which the Census Bureau must provide redistricting data to the states.
September 30, 2021	The U.S. Census Bureau announced on Feb. 12, 2021 that deliver the Public Law 94-171 redistricting data to all states by Sept. 30, 2021. COVID-19-related delays and prioritizing the delivery of the apportionment results delayed the Census Bureau's original plan to deliver the redistricting data to the states by March 31, 2021, the date by which data to be used by the states for redistricting legislative and congressional seats is due under current law (13 U.S.C. § 141). In previous decades, this data has been provided to the states on a rolling basis, starting at least six weeks prior to the deadline. ²

¹ <https://2020census.gov/en/news-events/operational-adjustments-covid-19.html>

² <https://www.census.gov/newsroom/press-releases/2021/statement-redistricting-data-timeline.html>

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Ohio House of Representatives · 77 South High Street, 14th Floor · Columbus, OH 43215-6111
Office: (614) 466-9194 · Cell (614) 352-5819 · Fax: (614) 719-3594 · heather.blessing@ohiohouse.gov

Congressional & State Redistricting Timelines³

Date	State Redistricting Timeline	Congressional Redistricting Timeline
September 1, 2021	Deadline by which the Ohio Redistricting Commission (ORC) must adopt a state redistricting plan by a bipartisan majority vote (4 of 7 members of the Commission, including at least 2 members who represent each of the 2 largest political parties in the GA) in order to have a 10-year map.	
September 15, 2021	Date by which the deadline is extended if impasse procedure kicks in, and by which ORC must adopt a state redistricting plan by a simple majority vote, which must be replaced after four years.	
September 30, 2021		Deadline by which GA must adopt a congressional redistricting plan by a bipartisan majority vote (2/3 of the members of each chamber of the GA, including at least 1/2 of the members of each of the 2 in the chamber)
October 31, 2021		Deadline by which ORC must adopt a congressional redistricting plan by a bipartisan majority vote (if GA fails to do so by 9/30/21).
November 30, 2021		Deadline by which the GA must adopt a congressional redistricting plan (if the ORC fails to do so by 10/31/21). If the GA adopts the congressional redistricting plan only by a simple majority, the plan must adhere to additional district standards and the plan must be replaced after 4 years.
February 2, 2022	Petition filing deadline for state and Congressional candidates under a 4 year map (90 days before May 5 th primary)	
September 1, 2025	State redistricting process starts again (if existing map adopted only by a simple majority vote).	
September 30, 2025		Congressional redistricting process begins again (if existing map was adopted only by a simple majority vote).
February 4, 2026	Petition filing deadline for state and Congressional candidates under a 4 year map (90 days before May 5 th primary)	

³

<https://www.lsc.ohio.gov/documents/reference/current/membersonlybriefs/133%20Redistricting%20in%20Ohio.pdf>

From: Crum, Dwight
Sent: Thursday, April 29, 2021 9:39 AM
To: Blessing, Heather
Subject: Fwd: let me know your thoughts

Begin forwarded message:

From: "Disantis, Paul" <Paul.Disantis@ohiohouse.gov>
Date: April 28, 2021 at 4:34:27 PM EDT
To: "Crum, Dwight" <Dwight.Crum@ohiohouse.gov>
Subject: RE: let me know your thoughts

This works for me

From: Crum, Dwight <Dwight.Crum@ohiohouse.gov>
Sent: Wednesday, April 28, 2021 4:14 PM
To: Disantis, Paul <Paul.Disantis@ohiohouse.gov>
Subject: let me know your thoughts

I will soon be introducing a proposal constitutional amendment to help the new Ohio Redistricting Commission fulfill its mission of drawing Ohio General Assembly district lines using Ohio's new voter-approved redistricting process.

By way of background, in 2015, Ohio voters approved a bipartisan plan to reform redistricting. This constitutional amendment was the result of extensive work, and it was endorsed by Ohio's leading newspapers as well as leaders from across the political spectrum. Most importantly, it earned nearly 71 percent of the vote.

Among the details of the plan was a requirement that maps for Ohio General Assembly districts be approved by September 15.

Typically, the data necessary to draw the maps is released by the federal government in April. Recently, however, we learned that due to the impact of COVID-19, redistricting data from the 2020 Census will not arrive until mid-August, leaving the commission with only a few weeks to craft and approve new General Assembly district maps.

Clearly, this presents significant challenges.

In order to allow the Ohio Redistricting Commission to fulfill its responsibilities in a fair, transparent manner, I will soon be introducing a proposed constitutional amendment that, if approved by the legislature, would appear on the August 3 ballot. This proposal would seek voter approval for two changes to the timeline for this upcoming round of redistricting.

First, the deadline by which Ohio General Assembly maps need to be approved would be changed from September 15 to November 17.

Second, the proposal would make a corresponding change to candidate residency requirements, giving candidates for the Ohio General Assembly 90 days following the approval of the maps to establish residency in the new districts.

Again, these changes would only apply to 2021.

Let me be clear: This proposal does not in any way undermine or alter the intent of the proposal approved by voters. It doesn't change the criteria for drawing the maps. It also does not change the process to be used. It only changes the date by which the maps must be complete and makes an accompanying change to ensure Ohioans wishing to run for the legislature have ample opportunity to do so.

These two non-controversial changes are important to ensure Ohio's new voter-approved redistricting reform plan for Ohio General Assembly districts is implemented smoothly.

In short, this proposal protects the will of the voters and ensures maps are drawn using accurate data.

From: Blessing, Heather
Sent: Thursday, April 29, 2021 10:05 AM
To: Crum, Dwight
Subject: RE: let me know your thoughts

No changes except for the date, which is TBD, and changing "I" to "we" depending on how many primary joint sponsors.

Heather N. Blessing, Esq.
Deputy Chief Legal Counsel, Office of the Speaker
Ohio House of Representatives
77 S. High Street Columbus,
14th Floor, Ohio 43215
Office: 614.466.9194
Mobile: 614.352.5819
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From: Crum, Dwight <Dwight.Crum@ohiohouse.gov>
Sent: Thursday, April 29, 2021 9:39 AM
To: Blessing, Heather <Heather.Blessing@ohiohouse.gov>
Subject: Fwd: let me know your thoughts

Begin forwarded message:

From: "Disantis, Paul" <Paul.Disantis@ohiohouse.gov>
Date: April 28, 2021 at 4:34:27 PM EDT
To: "Crum, Dwight" <Dwight.Crum@ohiohouse.gov>
Subject: RE: let me know your thoughts

This works for me

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Again, these changes would only apply to 2021.

Let me be clear: This proposal does not in any way undermine or alter the intent of the proposal approved by voters. It doesn't change the criteria for drawing the maps. It also does not change the process to be used. It only changes the date by which the maps must be complete and makes an accompanying change to ensure Ohioans wishing to run for the legislature have ample opportunity to do so.

These two non-controversial changes are important to ensure Ohio's new voter-approved redistricting reform plan for Ohio General Assembly districts is implemented smoothly.

In short, this proposal protects the will of the voters and ensures maps are drawn using accurate data.

From: Crum, Dwight
Sent: Thursday, April 29, 2021 7:09 PM
To: Robert Cupp
CC: Morrison, Christine; Blessing, Heather
Subject: Re: let me know your thoughts

Yes and I had meant to include Heather on the prior email so adding her here
Thanks!

On Apr 29, 2021, at 6:57 PM, Robert Cupp <rcupp@bright.net> wrote:

I've made a few clarifying changes to the draft. Shall I forward to you?

----- Original message -----

From: Dwight.Crum@ohiohouse.gov
Date: 4/29/21 5:00 PM (GMT-05:00)
To: rcupp@bright.net, Christine.Morrison@ohiohouse.gov
Subject: Fwd: let me know your thoughts

Begin forwarded message:

From: "Blessing, Heather" <Heather.Blessing@ohiohouse.gov>
Date: April 29, 2021 at 10:05:55 AM EDT
To: "Crum, Dwight" <Dwight.Crum@ohiohouse.gov>
Subject: RE: let me know your thoughts

No changes except for the date, which is TBD, and changing "I" to "we" depending on how many primary joint sponsors.

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From: Crum, Dwight <Dwight.Crum@ohiohouse.gov>
Sent: Thursday, April 29, 2021 9:39 AM
To: Blessing, Heather <Heather.Blessing@ohiohouse.gov>
Subject: Fwd: let me know your thoughts

Begin forwarded message:

From: "Disantis, Paul" <Paul.Disantis@ohiohouse.gov>
Date: April 28, 2021 at 4:34:27 PM EDT
To: "Crum, Dwight" <Dwight.Crum@ohiohouse.gov>
Subject: RE: let me know your thoughts

This works for me

From: Crum, Dwight <Dwight.Crum@ohiohouse.gov>
Sent: Wednesday, April 28, 2021 4:14 PM
To: Disantis, Paul <Paul.Disantis@ohiohouse.gov>
Subject: let me know your thoughts

I will soon be introducing a proposal constitutional amendment to help the new Ohio Redistricting Commission fulfill its mission of drawing Ohio General Assembly district lines using Ohio's new voter-approved redistricting process.

By way of background, in 2015, Ohio voters approved a bipartisan plan to reform redistricting. This constitutional amendment was the result of extensive work, and it was endorsed by Ohio's leading newspapers as well as leaders from across the political spectrum. Most importantly, it earned nearly 71 percent of the vote.

Among the details of the plan was a requirement that maps for Ohio General Assembly districts be approved by September 15.

Typically, the data necessary to draw the maps is released by the federal government in April. Recently, however, we learned that due to the impact of COVID-19, redistricting data from the 2020

Census will not arrive until mid-August, leaving the commission with only a few weeks to craft and approve new General Assembly district maps.

Clearly, this presents significant challenges.

In order to allow the Ohio Redistricting Commission to fulfill its responsibilities in a fair, transparent manner, I will soon be introducing a proposed constitutional amendment that, if approved by the legislature, would appear on the August 3 ballot. This proposal would seek voter approval for two changes to the timeline for this upcoming round of redistricting.

First, the deadline by which Ohio General Assembly maps need to be approved would be changed from September 15 to November 17.

Second, the proposal would make a corresponding change to candidate residency requirements, giving candidates for the Ohio General Assembly 90 days following the approval of the maps to establish residency in the new districts.

Again, these changes would only apply to 2021.

Let me be clear: This proposal does not in any way undermine or alter the intent of the proposal approved by voters. It doesn't change the criteria for drawing the maps. It also does not change the process to be used. It only changes the date by which the maps must be complete and makes an accompanying change to ensure Ohioans wishing to run for the legislature have ample opportunity to do so.

These two non-controversial changes are important to ensure Ohio's new voter-approved redistricting reform plan for Ohio General Assembly districts is implemented smoothly.

In short, this proposal protects the will of the voters and ensures maps are drawn using accurate data.



OHIO REDISTRICTING COMMISSION

MONDAY, AUGUST 23, 2021
REGIONAL HEARING - CLEVELAND STATE UNIVERSITY
AGENDA

- I. Welcome
- II. Call to Order & Attendance
- III. Overview
- IV. Public Testimony
- V. Adjourn

Redistricting in Ohio

Every ten years, Ohio must adopt new district maps for the purpose of electing members of the U.S. House of Representatives, the Ohio Senate, and the Ohio House of Representatives. This brief provides an overview of redistricting in Ohio, compares the separate constitutional processes for General Assembly and congressional redistricting, explains some essential district-drawing concepts, and summarizes several landmark U.S. Supreme Court rulings concerning redistricting.

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Redistricting basics

Ohio elects its members of the U.S. House of Representatives, its state senators, and its state representatives from districts with roughly equal populations, giving each person’s vote the same amount of influence. Every ten years, Ohio must redraw its congressional and General Assembly districts based on the updated population data in order to maintain population equality between districts and, in some cases, to change the number of congressional districts to match the new number of representatives to which Ohio is entitled.



Congressional Districts
 2011-2021

The U.S. Census Bureau releases new population data for redistricting purposes by April 1 of each year ending in 1 (such as 2021), and the Ohio Constitution provides deadlines in the fall of that year to adopt new district maps (but see “**2020 U.S. Census delays**,” on page 8). The new maps must be in place in time to nominate congressional and General Assembly candidates in the primary election held

the next year. When that year is a presidential election year, candidates must file their papers based on the new district map as early as mid-December of the year ending in 1.¹

Redistricting processes at a glance

The state uses two separate processes for General Assembly and congressional redistricting. The voters approved a constitutional amendment implementing a new General Assembly redistricting process in November 2015, and a separate constitutional amendment prescribing a new congressional redistricting process in May 2018. The following table compares several major aspects of the processes. For detailed explanations of the General Assembly and congressional redistricting procedures, please see LSC's final analyses of H.J.R. 12 of the 130th General Assembly and S.J.R. 5 of the 132nd General Assembly, respectively.

General Assembly Districts	Congressional Districts
Who draws the districts	
Ohio Redistricting Commission	General Assembly
Required bipartisan vote	
Four of seven members of the Commission, including at least two members who represent each of the two largest political parties represented in the General Assembly	$\frac{2}{3}$ of the members of each chamber of the General Assembly, including at least $\frac{1}{2}$ of the members of each of the two largest political parties represented in the chamber
Deadline to adopt a plan – see “2020 U.S. Census delays,” below	
September 1 of a year ending in 1	September 30 of a year ending in 1
Impasse procedure	
<ul style="list-style-type: none"> ▪ The deadline is extended to September 15. ▪ If the Commission adopts the plan only by a simple majority vote, the plan must be replaced after four years. 	<ul style="list-style-type: none"> ▪ The Ohio Redistricting Commission must adopt a plan by a bipartisan vote by October 31. ▪ If the Commission fails to do so, the General Assembly must adopt a plan by November 30. ▪ If the General Assembly adopts the plan only by a simple majority vote, it must follow additional district standards, described below, and the plan must be replaced after four years.

¹ 13 United States Code (U.S.C.) 141(c); Ohio Constitution, Articles XI and XIX; and R.C. 3513.05. Ohio's current district maps are available from the Ohio Secretary of State [here](#).

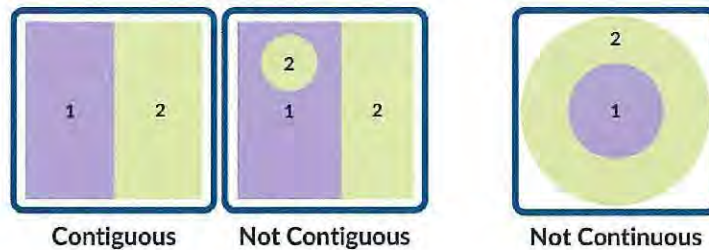
General Assembly Districts	Congressional Districts
Population equality between districts	
<ul style="list-style-type: none"> ▪ District populations must be substantially equal. ▪ No district may contain a population of less than 95% or more than 105% of the ideal district population. 	<p>Not specified (see “Selected U.S. Supreme Court cases,” below)</p>
District standards considered	
<p>Mandatory standards:</p> <ul style="list-style-type: none"> ▪ Contiguity ▪ Boundary must be a single nonintersecting continuous line ▪ Keep counties, municipal corporations, and townships whole, based on a specified procedure ▪ Each Senate district must consist of three contiguous House districts <p>Standards the Commission must attempt to follow:</p> <ul style="list-style-type: none"> ▪ No plan shall be drawn primarily to favor or disfavor a political party. ▪ The statewide proportion of districts whose voters, based on statewide state and federal partisan general election results during the last ten years, favor each political party must correspond closely to the statewide preferences of the voters of Ohio. ▪ Districts must be compact. 	<p>General standards:</p> <ul style="list-style-type: none"> ▪ Contiguity ▪ Boundary must be a single nonintersecting continuous line ▪ Compactness ▪ Keep counties, municipal corporations, and townships whole, based on a specified procedure <p>Standards the General Assembly must follow if it does not pass the plan by the required bipartisan vote:</p> <ul style="list-style-type: none"> ▪ The plan must not unduly favor or disfavor a political party or its incumbents. ▪ The plan must not unduly split governmental units, giving preference to keeping whole, in the order named, counties, then townships and municipal corporations. ▪ The General Assembly must attempt, but is not required, to draw districts that are compact.
Legal challenges	
<ul style="list-style-type: none"> ▪ States that the Ohio Supreme Court has exclusive, original jurisdiction in any challenge. ▪ Requires the Ohio Redistricting Commission to amend the plan or adopt a new plan, as applicable, if a plan, district, or group of districts is ruled unconstitutional. 	<ul style="list-style-type: none"> ▪ States that the Ohio Supreme Court has exclusive, original jurisdiction in any challenge. ▪ Requires that, if a plan, district, or group of districts is ruled unconstitutional, the General Assembly must adopt a new plan within 30 days after the appeal deadline expires or

General Assembly Districts	Congressional Districts
<ul style="list-style-type: none"> Prohibits a court from ordering the implementation of a plan not approved by the Commission. Prohibits a court from ordering the Commission to adopt a particular plan or to draw a particular district. Prescribes the available remedies in the event that the Court determines that a General Assembly district plan adopted by the Commission does not comply with the constitutional district standards. 	<p>after the order is issued, if it is not appealable.</p> <ul style="list-style-type: none"> Requires the Ohio Redistricting Commission to adopt a plan not later than 30 days after the General Assembly’s deadline, if the General Assembly misses the deadline. Requires the new plan to remedy any legal defects, but to include no other changes.

District-drawing concepts

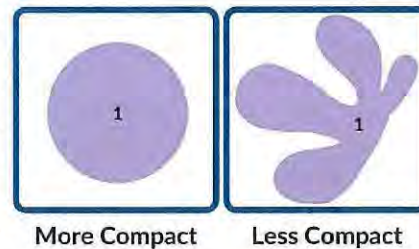
Contiguity and continuous boundary lines

Every congressional and General Assembly district in Ohio must be contiguous, meaning that it is a single, unbroken shape, with no “islands” of territory that do not touch the rest of the district. Each district’s boundary also must be a single nonintersecting continuous line. This standard prevents, for example, the creation of “donut” districts, with one district entirely surrounding another.²



Compactness

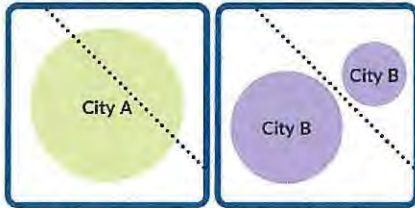
A district is considered compact if it has a minimal distance between all parts of its territory. Multiple methods exist to measure a district’s compactness, such as calculating the total length of its perimeter (a shorter perimeter meaning a more compact district), or calculating the average distance between locations on the outer edges of the district and the center of the district (a shorter average distance meaning a more compact district).



² Ohio Const., art. XI, sec. 3(B)(3) and art. XIX, sec. 2(B)(3).

Under the Ohio Constitution, the Ohio Redistricting Commission must attempt to draw compact General Assembly districts, but it is not explicitly required to do so. On the other hand, congressional districts must be compact, except that under the modified district standards that apply if the General Assembly fails to pass a district plan by the required bipartisan vote, the legislature must attempt to draw compact districts, but is not required to.³

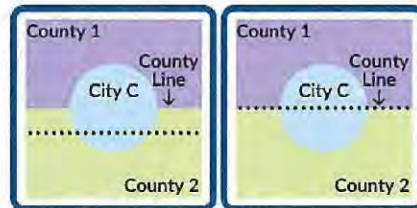
Keeping political subdivisions whole



City A - Split City B - Not Split

Ohio’s congressional and General Assembly redistricting processes both place a priority on keeping counties, cities, villages, and townships together within one district. Splitting a political subdivision is necessary when, for example, its population exceeds the ideal district population. But, the Ohio Constitution includes procedures to minimize any unnecessary splitting.

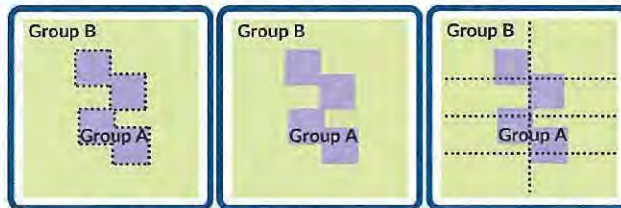
Under both redistricting processes, a political subdivision is considered to be split if any contiguous portion of its territory is not contained entirely within one district. If a political subdivision has an island of territory that does not touch the rest of the subdivision, putting the island in a different district is not considered splitting the political subdivision (see above). Further, if a city, village, or township has territory in more than one county, drawing the district line along the county line is not considered splitting the city, village, or township.⁴



City C - Split City C - Not Split

Packing and cracking

Two district-drawing practices, commonly called packing and cracking, can give one group less influence than another. At one extreme, when a group is “packed” into a single district, it makes up a supermajority within the district, but is less able to influence the outcome of elections outside that district.



Packed Cracked

Conversely, when a group is “cracked” among many districts, it makes up only a minority of the vote in each district, and is less able to influence the outcome of elections in any district. In some redistricting cases, packing and cracking have given rise to claims of unlawful gerrymandering (see “**Selected U.S. Supreme Court cases,**” below).

³ Ohio Const., art. XI, sec. 6 and art. XIX, secs. 1(F)(3)(c) and 2(B)(2).

⁴ Ohio Const., art. XI, sec. 3(D) and art. XIX, sec. 2(C).

Political considerations

The Ohio Constitution includes two separate standards for the inclusion of political considerations in the drawing of district maps. For a General Assembly district plan, the Ohio Redistricting Commission must attempt to adopt a plan (1) that is not drawn primarily to favor or disfavor a political party, and (2) in which the statewide proportion of districts whose voters, based on statewide state and federal partisan general election results during the last ten years, favor each political party corresponds closely to the statewide preferences of the voters of Ohio.

For a congressional district map, the Ohio Constitution specifies that if, under the impasse procedure, the General Assembly passes a redistricting plan by a simple majority vote instead of by the required bipartisan vote, the plan must not unduly favor or disfavor a political party or its incumbents.⁵

Majority-minority districts

The Equal Protection Clause of the 14th Amendment and the federal Voting Rights Act of 1965 (VRA) prohibit any district plan from denying or abridging citizens' right to vote on account of race, color, or status as a member of a language minority group. The U.S. Supreme Court has developed a test to determine whether a district map dilutes minority voting strength in violation of the VRA by cracking a minority population among multiple districts, as described above. Essentially, the test examines whether (1) the minority group is "sufficiently numerous and compact to form a majority in a single-member district," (2) the minority group is "politically cohesive," meaning its members tend to vote similarly, and (3) "the majority votes sufficiently as a bloc to enable it . . . usually to defeat the minority's preferred candidate."⁶

In order to remedy a case of minority vote dilution, a court may require the adoption of a majority-minority district, in which a sufficient population of a minority group exists to allow the group to elect its candidate of choice. Currently, no court has expressly required Ohio to create majority-minority congressional or General Assembly districts. A state may draw majority-minority districts voluntarily in order to remedy past discrimination. However, in some circumstances, the courts have overturned plans that included voluntarily created majority-minority districts because creating those districts amounted to unconstitutional racial gerrymandering.⁷

Other common concepts

The Ohio Redistricting Commission and the General Assembly might consider other district-drawing concepts in creating district maps, so long as the constitutional requirements are met. For example, some states use criteria such as preserving communities of interest in a single district or maintaining previous district lines to the extent feasible. The National Conference of

⁵ Ohio Const., art. XI, sec. 6 and art. XIX, sec. 1(C)(3)(a) and (F)(3)(a).

⁶ 52 U.S.C. 10301; *Thornburg v. Gingles*, 478 U.S. 30, 50 (1986); and *Village of Arlington Heights v. Metropolitan Housing Development Corp.*, 429 U.S. 252, 264 (1977).

⁷ *Voinovich v. Quilter*, 507 U.S. 146 (1993); *Bush v. Vera*, 517 U.S. 952 (1996); *Shaw v. Hunt*, 517 U.S. 899 (1996); and *Alabama Legislative Black Caucus v. Alabama*, 135 S.Ct. 1257 (2015).

State Legislatures offers several useful references on these topics, including a 50-state survey of redistricting criteria and *The Redistricting Glossary*.⁸

Selected U.S. Supreme Court cases

The following cases represent a sample of the landmark U.S. Supreme Court rulings on congressional and state legislative redistricting. This list is intended to provide a basic foundation for understanding some of the legal discussions surrounding redistricting. However, the list is not exhaustive, and it does not include later rulings that have added nuance to these decisions.

Population equality

- *Wesberry v. Sanders*, 376 U.S. 1 (1964) – Held that the population of congressional districts in the same state must be as nearly equal as practicable.
- *Reynolds v. Sims*, 377 U.S. 533 (1964) – Specified that the Equal Protection Clause of the 14th Amendment requires states to draw legislative districts that are substantially equal in population.
- *Karcher v. Daggett*, 462 U.S. 725 (1983) – Held that congressional districts must be mathematically equal in population, except as necessary to achieve a legitimate state objective.

Racial and language minorities

- *Thornburg v. Gingles*, 478 U.S. 30 (1986) – Held that the VRA requires that a majority-minority district be drawn to remedy minority vote dilution if (1) the racial or language minority group is “sufficiently numerous and compact to form a majority in a single-member district,” (2) the minority group is “politically cohesive,” meaning its members tend to vote similarly, and (3) the “majority votes sufficiently as a bloc to enable it . . . usually to defeat the minority’s preferred candidate.”
- *Shaw v. Reno*, 509 U.S. 630 (1993) – Held that districts violate the Equal Protection Clause if they cannot be explained on grounds other than race.
- *Miller v. Johnson*, 515 U.S. 900 (1995) – Specified that a district is unconstitutionally racially gerrymandered if race is the “predominant” factor in drawing its lines.
- *Bush v. Vera*, 517 U.S. 952 (1996) – Found that if race was the predominant factor in drawing a district, the district cannot be justified by the VRA unless there is a strong basis in evidence that drawing the district was reasonably necessary to avoid denying or abridging equal voting rights.

Partisan gerrymandering

- *Rucho v. Common Cause*, 139 S.Ct. 2484 (2019) – Found that partisan gerrymandering represents a political question on which the federal courts cannot rule because there is no credible way to define and measure fairness in the political context.

⁸ National Conference of State Legislatures, *NCSL’s Redistricting Webpages*.

2020 U.S. Census delays

The Ohio Constitution requires Ohio to use population data from the U.S. Census to draw General Assembly and congressional districts, except that if the federal census is unavailable, the General Assembly may designate another data source by law.⁹ Federal law requires the Census Bureau to provide the states with the necessary population data for redistricting by April 1 of a year ending in 1.¹⁰ After receiving the data in April, Ohio's contractors typically are able to incorporate the data into a computerized map drawing database and deliver the database in July, allowing state officials to begin creating proposed district maps.

However, because of delays related to the COVID-19 pandemic, the Census Bureau announced that it could not provide the population data to the states by April 1, 2021. The Bureau promised to provide the data in a legacy format by "mid-to-late August 2021," and in a newer format by September 30, 2021.¹¹ Ohio's contractors are able to use the legacy format data to create the map drawing database, but still will need time after the data arrives to complete and deliver the database. This delay could create significant difficulties in meeting Ohio's constitutional redistricting deadlines in 2021.

⁹ Ohio Const., art. XI, secs. 3(A) and 7 and art. XIX, sec. 2(A).

¹⁰ 13 U.S.C. 141(c).

¹¹ U.S. Census Bureau, *U.S. Census Bureau Statement on Release of Legacy Format Summary Redistricting Data File* (March 15, 2021).

REPEALED. County and township treasuries.

§5 (1851, rep. 1933)

REPEALED. What officers may be removed.

§6 (1851, rep. 1933)

REPEALED. Local taxation.

§7 (1851, rep. 1933)

Article XI: Apportionment

Persons responsible for apportionment of state for members of General Assembly.

§1 (A) The Ohio redistricting commission shall be responsible for the redistricting of this state for the general assembly. The commission shall consist of the following seven members:

- (1) The governor;
- (2) The auditor of state;
- (3) The secretary of state;
- (4) One person appointed by the speaker of the house of representatives;
- (5) One person appointed by the legislative leader of the largest political party in the house of representatives of which the speaker of the house of representatives is not a member;
- (6) One person appointed by the president of the senate; and

(7) One person appointed by the legislative leader of the largest political party in the senate of which the president of the senate is not a member.

The legislative leaders in the senate and the house of representatives of each of the two largest political parties represented in the general assembly, acting jointly by political party, shall appoint a member of the commission to serve as a co-chairperson of the commission.

(B)(1) Unless otherwise specified in this article, a simple majority of the commission members shall be required for any action by the commission.

(2)(a) Except as otherwise provided in division (B)(2)(b) of this section, a majority vote of the members of the commission, including at least one member of the commission who is a member of each of the two largest political parties represented in the general assembly, shall be required to do any of the following:

- (i) Adopt rules of the commission;
 - (ii) Hire staff for the commission;
 - (iii) Expend funds.
- (b) If the commission is unable to agree, by the vote required under division (B)(2)(a) of this section, on the manner in which funds should be expended, each co-chairperson of the commission shall have the authority to expend one-half of the funds that have been appropriated to the commission.
- (3) The affirmative vote of four members of the commission, including at least two members of the commission

who represent each of the two largest political parties represented in the general assembly shall be required to adopt any general assembly district plan. For the purpose of this division, a member of the commission shall be considered to represent a political party if the member was appointed to the commission by a member of that political party or if, in the case of the governor, the auditor of state, or the secretary of state, the member is a member of that political party.

(C) At the first meeting of the commission, which the governor shall convene only in a year ending in the numeral one, except as provided in Sections 8 and 9 of this article, the commission shall set a schedule for the adoption of procedural rules for the operation of the commission.

The commission shall release to the public a proposed general assembly district plan for the boundaries for each of the ninety-nine house of representatives districts and the thirty-three senate districts. The commission shall draft the proposed plan in the manner prescribed in this article. Before adopting, but after introducing, a proposed plan, the commission shall conduct a minimum of three public hearings across the state to present the proposed plan and shall seek public input regarding the proposed plan. All meetings of the commission shall be open to the public. Meetings shall be broadcast by electronic means of transmission using a medium readily accessible by the general public.

The commission shall adopt a final general assembly district plan not later than the first day of September of a

year ending in the numeral one. After the commission adopts a final plan, the commission shall promptly file the plan with the secretary of state. Upon filing with the secretary of state, the plan shall become effective.

Four weeks after the adoption of a general assembly district plan, the commission shall be automatically dissolved.

(D) The general assembly shall be responsible for making the appropriations it determines necessary in order for the commission to perform its duties under this article. (1967, am. 2015)

Ratio of representation in house and senate.

§2 Each house of representatives district shall be entitled to a single representative in each general assembly. Each senate district shall be entitled to a single senator in each general assembly. (1967, am. 2015)

Population of each House of Representatives district.

§3 (A) The whole population of the state, as determined by the federal decennial census or, if such is unavailable, such other basis as the general assembly may direct, shall be divided by the number "ninety-nine" and by the number "thirty-three" and the quotients shall be the ratio of representation in the house of representatives and in the senate, respectively, for ten years next succeeding such redistricting.

(B) A general assembly district plan shall comply with all of the requirements

of division (B) of this section.

(1) The population of each house of representatives district shall be substantially equal to the ratio of representation in the house of representatives, and the population of each senate district shall be substantially equal to the ratio of representation in the senate, as provided in division (A) of this section. In no event shall any district contain a population of less than ninety-five per cent nor more than one hundred five per cent of the applicable ratio of representation.

(2) Any general assembly district plan adopted by the commission shall comply with all applicable provisions of the constitutions of Ohio and the United States and of federal law.

(3) Every general assembly district shall be composed of contiguous territory, and the boundary of each district shall be a single nonintersecting continuous line.

(C) House of representatives districts shall be created and numbered in the following order of priority, to the extent that such order is consistent with the foregoing standards:

(1) Proceeding in succession from the largest to the smallest, each county containing population greater than one hundred five per cent of the ratio of representation in the house of representatives shall be divided into as many house of representatives districts as it has whole ratios of representation. Any fraction of the population in excess of a whole ratio shall be a part of only one adjoining house of representatives district.

(2) Each county containing population of not less than ninety-five per cent of the ratio of representation in the house of representatives nor more than one hundred five per cent of the ratio shall be designated a representative district.

(3) The remaining territory of the state shall be divided into representative districts by combining the areas of counties, municipal corporations, and townships. Where feasible, no county shall be split more than once.

(D)(1)(a) Except as otherwise provided in divisions (D)(1)(b) and (c) of this section, a county, municipal corporation, or township is considered to be split if any contiguous portion of its territory is not contained entirely within one district.

(b) If a municipal corporation or township has territory in more than one county, the contiguous portion of that municipal corporation or township that lies in each county shall be considered to be a separate municipal corporation or township for the purposes of this section.

(c) If a municipal corporation or township that is located in a county that contains a municipal corporation or township that has a population of more than one ratio of representation is split for the purpose of complying with division (E)(1)(a) or (b) of this section, each portion of that municipal corporation or township shall be considered to be a separate municipal corporation or township for the purposes of this section.

(2) Representative districts shall be drawn so as to split the smallest possible

number of municipal corporations and townships whose contiguous portions contain a population of more than fifty per cent, but less than one hundred per cent, of one ratio of representation.

(3) Where the requirements of divisions (B), (C), and (D) of this section cannot feasibly be attained by forming a representative district from whole municipal corporations and townships, not more than one municipal corporation or township may be split per representative district.

(E)(1) If it is not possible for the commission to comply with all of the requirements of divisions (B), (C), and (D) of this section in drawing a particular representative district, the commission shall take the first action listed below that makes it possible for the commission to draw that district:

(a) Notwithstanding division (D)(3) of this section, the commission shall create the district by splitting two municipal corporations or townships whose contiguous portions do not contain a population of more than fifty per cent, but less than one hundred per cent, of one ratio of representation.

(b) Notwithstanding division (D)(2) of this section, the commission shall create the district by splitting a municipal corporation or township whose contiguous portions contain a population of more than fifty per cent, but less than one hundred per cent, of one ratio of representation.

(c) Notwithstanding division (C)(2) of this section, the commission shall create the district by splitting, once, a single county that contains a population

of not less than ninety-five per cent of the ratio of representation, but not more than one hundred five per cent of the ratio of representation.

(d) Notwithstanding division (C)(1) of this section, the commission shall create the district by including in two districts portions of the territory that remains after a county that contains a population of more than one hundred five per cent of the ratio of representation has been divided into as many house of representatives districts as it has whole ratios of representation.

(2) If the commission takes an action under division (E)(1) of this section, the commission shall include in the general assembly district plan a statement explaining which action the commission took under that division and the reason the commission took that action.

(3) If the commission complies with divisions (E)(1) and (2) of this section in drawing a district, the commission shall not be considered to have violated division (C)(1), (C)(2), (D)(2), or (D)(3) of this section, as applicable, in drawing that district, for the purpose of an analysis under division (D) of Section 9 of this article.
(1967, am. 2015)

Population of each Senate district.

§4 (A) Senate districts shall be composed of three contiguous house of representatives districts.

(B)(1) A county having at least one whole senate ratio of representation shall have as many senate districts wholly within the boundaries of the

county as it has whole senate ratios of representation. Any fraction of the population in excess of a whole ratio shall be a part of only one adjoining senate district.

(2) Counties having less than one senate ratio of representation, but at least one house of representatives ratio of representation, shall be part of only one senate district.

(3) If it is not possible for the commission to draw representative districts that comply with all of the requirements of this article and that make it possible for the commission to comply with all of the requirements of divisions (B)(1) and (2) of this section, the commission shall draw senate districts so as to commit the fewest possible violations of those divisions. If the commission complies with this division in drawing senate districts, the commission shall not be considered to have violated division (B)(1) or (2) of this section, as applicable, in drawing those districts, for the purpose of an analysis under division (D) of Section 9 of this article.

(C) The number of whole ratios of representation for a county shall be determined by dividing the population of the county by the ratio of representation in the senate determined under division (A) of Section 3 of this article.

(D) Senate districts shall be numbered from one through thirty-three and as provided in Section 5 of this article. (1967, am. 2015)

Representation for each house and senate district.

§5 At any time the boundaries of senate districts are changed in any general assembly district plan made pursuant to any provision of this article, a senator whose term will not expire within two years of the time the plan becomes effective shall represent, for the remainder of the term for which the senator was elected, the senate district that contains the largest portion of the population of the district from which the senator was elected, and the district shall be given the number of the district from which the senator was elected. If more than one senator whose term will not so expire would represent the same district by following the provisions of this section, the plan shall designate which senator shall represent the district and shall designate which district the other senator or senators shall represent for the balance of their term or terms. (1967, am. 2015)

Creation of district boundaries; change at end of decennial period.

§6 The Ohio redistricting commission shall attempt to draw a general assembly district plan that meets all of the following standards:

(A) No general assembly district plan shall be drawn primarily to favor or disfavor a political party.

(B) The statewide proportion of districts whose voters, based on statewide state and federal partisan general election results during the last ten years, favor each political party shall correspond closely to the statewide preferences of the voters of Ohio.

(C) General assembly districts shall be compact.

Nothing in this section permits the commission to violate the district standards described in Section 2, 3, 4, 5, or 7 of this article. (1967, am. 2015)

REPEALED. Provided additional senators for districts with a ratio of representation greater than one.

§6a (1956, rep. 1967)

Boundary lines of House of Representatives districts.

§7 Notwithstanding the fact that boundaries of counties, municipal corporations, and townships within a district may be changed, district boundaries shall be created by using the boundaries of counties, municipal corporations, and townships as they exist at the time of the federal decennial census on which the redistricting is based, or, if unavailable, on such other basis as the general assembly has directed. (1967, am. 2015)

Determination of number of House of Representatives districts within each county.

§8 (A)(1) If the Ohio redistricting commission fails to adopt a final general assembly district plan not later than the first day of September of a year ending in the numeral one, in accordance with Section 1 of this article, the commission shall introduce a proposed general assembly district plan by a simple majority vote of the

commission. (2) After introducing a proposed general assembly district plan under division (A)(1) of this section, the commission shall hold a public hearing concerning the proposed plan, at which the public may offer testimony and at which the commission may adopt amendments to the proposed plan. Members of the commission should attend the hearing; however, only a quorum of the members of the commission is required to conduct the hearing.

(3) After the hearing described in division (A)(2) of this section is held, and not later than the fifteenth day of September of a year ending in the numeral one, the commission shall adopt a final general assembly district plan, either by the vote required to adopt a plan under division (B)(3) of Section 1 of this article or by a simple majority vote of the commission.

(B) If the commission adopts a final general assembly district plan in accordance with division (A)(3) of this section by the vote required to adopt a plan under division (B)(3) of Section 1 of this article, the plan shall take effect upon filing with the secretary of state and shall remain effective until the next year ending in the numeral one, except as provided in Section 9 of this article.

(C)(1)(a) Except as otherwise provided in division (C)(1)(b) of this section, if the commission adopts a final general assembly district plan in accordance with division (A)(3) of this section by a simple majority vote of the commission, and not by the vote required to adopt a plan under division (B)(3) of Section 1 of this article, the plan shall take

effect upon filing with the secretary of state and shall remain effective until two general elections for the house of representatives have occurred under the plan.

(b) If the commission adopts a final general assembly district plan in accordance with division (A)(3) of this section by a simple majority vote of the commission, and not by the vote required to adopt a plan under division (B) of Section 1 of this article, and that plan is adopted to replace a plan that ceased to be effective under division (C)(1)(a) of this section before a year ending in the numeral one, the plan adopted under this division shall take effect upon filing with the secretary of state and shall remain effective until a year ending in the numeral one, except as provided in Section 9 of this article.

(2) A final general assembly district plan adopted under division (C)(1)(a) or (b) of this section shall include a statement explaining what the commission determined to be the statewide preferences of the voters of Ohio and the manner in which the statewide proportion of districts in the plan whose voters, based on statewide state and federal partisan general election results during the last ten years, favor each political party corresponds closely to those preferences, as described in division (B) of Section 6 of this article. At the time the plan is adopted, a member of the commission who does not vote in favor of the plan may submit a declaration of the member's opinion concerning the statement included with the plan.

(D) After a general assembly district plan adopted under division (C)(1)(a)

of this section ceases to be effective, and not earlier than the first day of July of the year following the year in which the plan ceased to be effective, the commission shall be reconstituted as provided in Section 1 of this article, convene, and adopt a new general assembly district plan in accordance with this article, to be used until the next time for redistricting under this article. The commission shall draw the new general assembly district plan using the same population and county, municipal corporation, and township boundary data as were used to draw the previous plan adopted under division (C) of this section.

(1967, am. 2015)

When population of county is fraction of ratio of representation.

§9 (A) The supreme court of Ohio shall have exclusive, original jurisdiction in all cases arising under this article.

(B) In the event that any section of this constitution relating to redistricting, any general assembly district plan made by the Ohio redistricting commission, or any district is determined to be invalid by an unappealed final order of a court of competent jurisdiction then, notwithstanding any other provisions of this constitution, the commission shall be reconstituted as provided in Section 1 of this article, convene, and ascertain and determine a general assembly district plan in conformity with such provisions of this constitution as are then valid, including establishing terms of office and election of members of the general assembly from districts designated in the plan, to be used until the next time for redistricting under

this article in conformity with such provisions of this constitution as are then valid.

(C) Notwithstanding any provision of this constitution or any law regarding the residence of senators and representatives, a general assembly district plan made pursuant to this section shall allow thirty days for persons to change residence in order to be eligible for election.

(D)(1) No court shall order, in any circumstance, the implementation or enforcement of any general assembly district plan that has not been approved by the commission in the manner prescribed by this article.

(2) No court shall order the commission to adopt a particular general assembly district plan or to draw a particular district.

(3) If the supreme court of Ohio determines that a general assembly district plan adopted by the commission does not comply with the requirements of Section 2, 3, 4, 5, or 7 of this article, the available remedies shall be as follows:

(a) If the court finds that the plan contains one or more isolated violations of those requirements, the court shall order the commission to amend the plan to correct the violation.

(b) If the court finds that it is necessary to amend not fewer than six house of representatives districts to correct violations of those requirements, to amend not fewer than two senate districts to correct violations of those requirements, or both, the court shall

declare the plan invalid and shall order the commission to adopt a new general assembly district plan in accordance with this article.

(c) If, in considering a plan adopted under division (C) of Section 8 of this article, the court determines that both of the following are true, the court shall order the commission to adopt a new general assembly district plan in accordance with this article:

(i) The plan significantly violates those requirements in a manner that materially affects the ability of the plan to contain districts whose voters favor political parties in an overall proportion that corresponds closely to the statewide political party preferences of the voters of Ohio, as described in division (B) of Section 6 of this article.

(ii) The statewide proportion of districts in the plan whose voters, based on statewide state and federal partisan general election results during the last ten years, favor each political party does not correspond closely to the statewide preferences of the voters of Ohio.

(1967, am. 2015)

Severability provision.

§10 The various provisions of this article are intended to be severable, and the invalidity of one or more of such provisions shall not affect the validity of the remaining provisions.

(1967, am. 2015)

REPEALED. Senate districts.

§11

(1967, rep. 2015)

REPEALED. Change of district boundaries of senate districts.

§12 (1967, rep. 2015)

REPEALED. Jurisdiction of Supreme Court, effect of determination of unconstitutionality; apportionment.

§13 (1967, rep. 2015)

REPEALED. District boundaries until January 1, 1973.

§14 (1967, rep. 2015)

REPEALED. Severability provision.

§15 (1967, rep. 2015)

Article XII: Finance and Taxation

Poll taxes prohibited.

§1 No poll tax shall ever be levied in this state, or service required, which may be commuted in money or other thing of value.

(1851, am. 1912)

Limitation on tax rate; exemption.

§2 No property, taxed according to value, shall be so taxed in excess of one per cent of its true value in money for all state and local purposes, but laws may be passed authorizing additional taxes to be levied outside of such limitation, either when approved by at least a

majority of the electors of the taxing district voting on such proposition, or when provided for by the charter of a municipal corporation. Land and improvements thereon shall be taxed by uniform rule according to value, except that laws may be passed to reduce taxes by providing for a reduction in value of the homestead of permanently and totally disabled residents, residents sixty-five years of age and older, and residents sixty years of age or older who are surviving spouses of deceased residents who were sixty-five years of age or older or permanently and totally disabled and receiving a reduction in the value of their homestead at the time of death, provided the surviving spouse continues to reside in a qualifying homestead, and providing for income and other qualifications to obtain such reduction. Without limiting the general power, subject to the provisions of Article I of this constitution, to determine the subjects and methods of taxation or exemptions therefrom, general laws may be passed to exempt burying grounds, public school houses, houses used exclusively for public worship, institutions used exclusively for charitable purposes, and public property used exclusively for any public purpose, but all such laws shall be subject to alteration or repeal; and the value of all property so exempted shall, from time to time, be ascertained and published as may be directed by law.

(1851, am. 1906, 1912, 1918, 1929, 1933, 1970, 1974, 1990)



**OHIO REDISTRICTING COMMISSION
WITNESS & MEDIA INFORMATION FORM**

Please complete the Witness & Media Information Form before testifying/recording

Date of hearing/location for which testimony is being submitted: _____

Name: _____

Are you representing: Yourself: Organization:

Organization (If Applicable): _____

Position/Title: _____

Address: _____

City: _____ State: _____ Zip: _____

Telephone: () _____ Email: _____

Will you have a written statement, visual aids, or other material to distribute?

Yes: No: (If yes, please provide written or electronic copies to the co-chair)

Please be advised that witnesses may be asked to limit their testimony in the interest of other witnesses and time constraints of the Commission.

Media Only

If you are present on behalf of a media organization, please indicate your request to record:

Audio record: Video record: Broadcast/Streaming:

Please be advised that this form and any materials (written or otherwise) submitted or presented to this Commission are records that may be requested by the public and may be published online.

CERTIFICATE OF SERVICE

I, Freda J. Levenson, hereby certify that on October 22, 2021, I caused a true and correct copy of the following documents to be served by email upon the counsel listed below:

- 1. Affidavit of Collin J. Marozzi**
- 2. Public Records Requests, Appendix of Exhibits, Volume 1 of 6 (pages 1 - 289)**
- 3. Public Records Requests, Appendix of Exhibits, Volume 2 of 6 (pages 290 - 557)**
- 4. Public Records Requests, Appendix of Exhibits, Volume 3 of 6 (pages 558 - 834)**
- 5. Public Records Requests, Appendix of Exhibits, Volume 4 of 6 (pages 835 - 998)**
- 6. Public Records Requests, Appendix of Exhibits, Volume 5 of 6 (pages 999 - 1226)**
- 7. Public Records Requests, Appendix of Exhibits, Volume 6 of 6 (pages 1227 - 1462)**

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