

Michigan Independent Citizens Redistricting Commission (MICRC)

Mapping Process and Procedures

V11.6

Adopted, as amended, November 8, 2021

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Key Terms and Definitions

Communities of Interest (COI): “Communities of interest may include, but shall not be limited to, populations that share cultural or historical characteristics or economic interests. Communities of interest do not include relationships with political parties, incumbents, or political candidates.”

Racially Polarized Voting (RPV): In states with significant minority populations, a Racially Polarized Voting analysis should be conducted to ensure proposed redistricting plans do not fragment, submerge, or unnecessarily pack a geographically concentrated minority population in violation of Section 2 of the VRA (illegal vote dilution).

Voting Rights Act (VRA): The Voting Rights Act of 1965 aimed to overcome legal barriers at the state and local levels that prevented historically marginalized groups from exercising their right to vote as guaranteed under the 15th Amendment to the U.S. Constitution. It applies to redistricting to prevent states and localities from drawing districts that deny underrepresented minority groups a chance to elect a candidate of their choice. Protected groups, by federal law, include African Americans, Hispanic, Native American and Alaskan Natives. All district maps must comply with the Voting Rights Act. Protected groups may also encompass minority language and national origin.

District Maps: Maps of individual electoral districts that, when assembled, comprise a complete Redistricting Plan for each of the types of districts the MICRC is required to draw state Senate (38 districts), state House (110 districts), and U.S. Congressional (13 districts).

Draft Maps: (Aug 20 – Sep 30) Initial maps drafted by the Commission prior to public hearings.

Alternate Draft: (Aug 20 – Sep 30) A draft map put forth for consideration by an individual Commissioner during the draft map period.

Draft Proposed Maps: (Sep 30 – Nov 5) Maps approved for display and feedback during the Public Hearings.

Proposed Maps: (Nov 5 – Dec 30) Maps that have been approved and published to begin the 45-day public comment period. These maps will be voted on for final approval after the 45-day period ends. Any changes to Proposed Maps would require publication and initiate another 45-day public comment period.

Final Maps: (Dec 30) Maps that are approved by a final vote with at least two Commissioners from each affiliation and become law 60 days after publication.

CONSTITUTIONAL MAPPING CRITERIA (IN RANK ORDER)

1. Districts shall be of equal population as mandated by the United States constitution, and shall comply with the voting rights act and other federal laws.
2. Districts shall be geographically contiguous. Island areas are considered to be contiguous by land to the county of which they are a part.
3. Districts shall reflect the state's diverse population and communities of interest. Communities of interest may include, but shall not be limited to, populations that share cultural or historical characteristics or economic interests. Communities of interest do not include relationships with political parties, incumbents, or political candidates.
4. Districts shall not provide a disproportionate advantage to any political party. A disproportionate advantage to a political party shall be determined using accepted measures of partisan fairness.
5. Districts shall not favor or disfavor an incumbent elected official or a candidate.
6. Districts shall reflect consideration of county, city, and township boundaries.
7. Districts shall be reasonably compact.

DISTRICT DETAILS

District Type	District Count	Ideal District Size	District Size w/ Deviations
*State Senate	38 districts	265,193 people	251,933 - 278,453 people (-5.0% to 5.0% deviation)
*State House	110 districts	91,612 people	87,031 - 96,193 people (-5.0% to 5.0%)
Congressional	13 districts	775,179 people	771,303 - 779,055 people (-0.5% to 0.5% deviation)

*District Count Set by Michigan Constitution

MICRC MAPPING SCHEDULE

(Locations in all caps indicate travel meetings)

Draft Maps

Date	District Type	Area of Mapping
Friday, August 20	State Senate	Southeast and South Central
Monday, August 23	State House/Senate	Southeast
Tuesday, August 24	State House/Senate	Southeast and South Central
Thursday, August 26 – TRAVERSE CITY	State House/Senate	Upper Peninsula, Northeast, & Northwest
Monday, August 30	State House/Senate	Southwest
Tuesday, August 31	State House/Senate	West
Wednesday, September 1	Congressional	Southeast and South Central
Thursday, September 2 – ANN ARBOR *RPV and VRA Presentation*	State Senate	COI Review
Tuesday, September 7	State Senate	Reconcile previously drafted districts
Wednesday September 8	State Senate	Reconcile previously drafted areas, Map East Central/ Thumb
Thursday, September 9 - BIG RAPIDS	State Senate	Map Detroit, Saginaw, Flint *Finalize Draft State Senate Maps*
Monday, September 13	Congressional	Map statewide except Detroit/Flint/Saginaw
Tuesday, September 14	Congressional	Map Detroit/Flint/Saginaw
Wednesday September 15	Congressional/ State House	*Finalize Draft Congressional Maps* Reconcile previously drafted districts
Thursday, September 16 – ALLENDALE *Chair and Vice-Chair reconsideration*	State House	Reconcile previously drafted districts, Thumb and East Central
Monday, September 20	State House	Detroit, Saginaw, Flint
Tuesday, September 21	State House	Detroit, Saginaw, Flint
Wednesday, September 22 *Final date of Draft Proposed mapping*	State House	Detroit, Saginaw, Flint *Finalize Draft State House Maps*

Note: Any districts not drafted on the scheduled day will be continued during a subsequent meeting.

Partisan Fairness Review & Deliberations

Thursday, September 23 – MT. PLEASANT

Friday, September 24 – MT. PLEASANT

Monday September 27 - Cadillac Place

Tuesday September 28 – Cadillac Place

Wednesday September 29 – Cadillac Place

Thursday, September 30 – ROCHESTER HILLS

Friday, October 1 – Troy

Monday, October 4-Friday, October 8 – East Lansing

Monday, October 11 – East Lansing

October 11-15– Election Data Services (EDS) to develop maps and data, and Center for Shared Solutions (CSS) to develop legal plans for publishing Draft Proposed Maps.

Draft Proposed Maps Publication

October 12-18 - Publish Draft Proposed Maps for public viewing, comment, and public hearings

Public Hearings – Commission Meetings will be held on public hearing days from 1-2:30 p.m. with public hearings taking place from 2:30 to 8 p.m. with a 3:30-5:00 recess.

Wednesday, October 20 – TCF Center, Detroit
Thursday, October 21 - Lansing Center, Lansing
Friday, October 22 – DeVos Place, Grand Rapids
Monday, October 25 – Treetops Resort, Gaylord
Tuesday, October 26 – The Dort Center, Flint

Note: Commission meetings will be held from 1-2:30 on public hearing days. Commissioners will hold a debrief from each public hearing at the subsequent Commission meeting. For example, the Commission would hold its debrief for the Detroit Public Hearing on Thursday, October 21 in Lansing.

Regular Meetings Resume

Deliberations –Wednesday-Friday, October 27-29—East Lansing
Saturday, October 30 – Location and Time TBD
Monday-Friday, November 1-5 – East Lansing

Friday, November 5 – **Vote on proposed maps**

November 6 -13 - EDS produces maps and data, and CSS produces legal descriptions

Sunday, November 14 – Maps, legal descriptions, and documentation through census data published; upon publication the **45-day public comment period begins.**

Meetings scheduled during the 45-day public comment period on Thursdays from 10 a.m.-2 p.m.:

November 18
December 2
December 16
December 30

December 29- Final day of public comment period

December 30 – First day Commission may vote on adoption of final maps (46th day after maps published November 14th)

- Either by majority vote with votes to adopt from at least 2 commissioners from each affiliation pool, or the alternative procedure if no plan satisfies those requirements, as outlined in the Constitution.

January 3 – January 31, 2022 – Draft Commission Report

February 2, 2022 – Commission report due 30-days after adoption.

March 3, 2022 – **Maps become law** 60-days after publication of redistricting plan.

April 19, 2022 – Deadline for candidate filings and the deadline for Bureau of Elections (BOE) update to Qualified Voter File (QVF).

Draft Proposed Map Session Process (August 20th – October 11th)

PRIOR TO SCHEDULED MAPPING SESSION

1. **Research and Review:** Commissioners to review, research and take notes on public comment regarding the scheduled mapping area.
 - a. **Considerations for preparation:**
 - i. Review the constitutional ranked criteria for redistricting.
 - ii. COIs from public comment (see COI considerations document on page 21 for types of public comment, where to locate and additional considerations).
 - iii. Review any ACS data, ESRI data, etc.
 1. Are there any additional COIs that should be considered not mentioned in public comment?
 - iv. Familiarize yourself w/ landmarks, regional boundaries, geographic or topographic details (some may be overlap with COI commentary).
 1. County, city, town, township boundaries, school district boundaries etc.
 2. Rivers, water-basins, parks, or conservation areas.
 3. Economic zones (airports, power plants, manufacturing, hospitality etc.)
2. **(OPTIONAL) Draft Maps:** Commissioners may, **but are not required**, to draft maps individually for sharing during the public mapping meeting. Individual maps are not required from Commissioners. Collaborative mapping among the entire Commission during a public meeting is required.
 - a. To maintain public transparency and trust, Commissioners **should not** share individually drafted district maps with other Commissioners, or collaboratively draft district maps prior to the public meeting. The Commission is constitutionally required to draw district maps during public meetings.
 - b. Commissioners who have produced individual maps they intend to share with the Commission should notify Commission staff, EDS and the Secretary at least one day prior to the scheduled mapping session for that area so that it may be incorporated into data layer and publicly posted.

DRAFT MAPPING SESSION

The below work process outlines draft mapping session procedure for the time-period of August 20th through October 11th. During this time-period, Commissioners are working to create multiple draft map options and will review the options to decide by majority vote which draft maps to publish prior to the second round of public hearings.

Due to the delayed receipt of Census data, Racially Polarized Voting (RPV) analysis and corresponding Voting Rights Act (VRA) analysis is expected after the Commission has begun mapping. The Mapping Schedule reflected on page 4 has been structured in recognition of this delay. All draft districts shall be reviewed and re-visited when this information becomes available for assessment and adjustment of district lines in compliance with federal law, as needed.

1. **Announce Area(s):** Commission Chairperson to announce the area(s) and district type(s) being discussed at the mapping session for the public record.
 - a. EDS to open and display mapping software and show the area(s) being discussed..
 - b. Chairperson to repeat the announcement after resuming from breaks.

Note: Regional lines serve as guidelines for initial mapping sessions and the Commission is not required to map strictly within regional lines. A draft district may extend across regional lines.

2. **Collaborative Line Drawing Session:** The Commission will choose an area of the state to begin collectively drawing district lines.
 - a. **Considerations of where to begin and proceed drawing within the state:**
 - i. Densely populated areas vs less densely populated areas
 - ii. Barriers (shoreline, Stateline)
 - b. **Collaborative Mapping:**
 - i. A Commissioner, selected in alphabetical order (following roll-call vote procedure) will begin the drawing of a district in the scheduled area.
 1. The selected Commissioner is encouraged not to pass.
 2. The selected Commissioner may elect to choose one of the pre-created alternative district maps presented by individual commissioners as a starting point.
 - ii. Chairperson/Vice-Chairperson facilitates the discussion between Commissioners regarding placement or adjustment of proposed lines. Chairperson/ Vice-Chairperson instructs EDS to make proposed adjustments based on the discussion of the full Commission.
 1. **Considerations when drawing or adjusting lines:**
 - a. Rank criteria from the constitution
 - b. Input from RPV, VRA and Line Drawing Consultants
 - c. After the initial district line is drawn, subsequent district line drawing may require the Commission to adjust or reconsider lines in previously completed districts.
 - iii. **Review of Proposed COIs:** Commissioners to review COIs and public comment prior to the meeting and discuss and consider Communities of Interest and diverse populations within the area being mapped.
 - iv. **COI Consultation with RPV and VRA Consultants:** Request input from RPV consultant and VRA legal counsel on COI boundaries, things of note and items to consider when line drawing. Commission may make modifications as needed based on consultant feedback.

- c. **Record Keeping:** All major decisions and rationale catalogued by MICRC staff and MDOS and entered into the repository.

- d. **Alternate Drafts:** An Alternate Draft of a single district, grouping of districts or area that may be produced at the request of any Commissioner for consideration by the full body during deliberations on Draft Proposed Maps (taking place on October 8th). These alternate drafts may be considered for integration into the collaborative map as a starting point for mapping or an alternative to it.
 - i. During the collaborative mapping process, any Commissioner may indicate they would like to create an Alternate Draft. Commissioners may create an Alternate Draft in one of two ways.
 - 1. Request EDS to draw the Alternate Draft during the public meeting.
 - a. After the Commission finalizes that single district, upon recognition by the Chairperson or Vice-Chairperson, the individual who requested an Alternate Map may direct EDS on how to draw their Alternative Draft of the district. Drawing of the Alternate Draft maps will not occur simultaneously with the collaborative mapping but will take place after the previous map's draft district is completed.
 - b. If more than one Commissioner requests to create an Alternate Draft for that district, a que will form in the order of request.
 - 2. Individual Commissioners may choose to draw their Alternative Draft map independently prior to or after the public meeting using the mapping software, and submit the Alternate Draft to EDS, MICRC Staff and the Secretary for public posting.
 - a. Commissioners creating a map prior to the collaborative mapping session for consideration should notify Commission staff, EDS and the Secretary at least one day prior to the scheduled deliberation session so the map may be posted online for public viewing.
 - b. Commissioners submitting a map after the collaborative mapping session may present their map to the Commission at the subsequent meeting as an Unfinished Business agenda item. Commissioners creating alternative maps after the collaborative mapping session should notify Commission staff, EDS and the Secretary at least one day prior to the scheduled deliberation session.
 - c. Commissioners submitting a plan should utilize the following naming convention (note underlines between each section):
Date_ Version Type of District_ Initials
Sample: 10-05-21_v1_CD_ABC

- e. **Follow the process above until all districts in the scheduled areas are completed to the Commission's satisfaction.** The Commission will have compiled Draft Maps and Alternate Draft Maps for formal consideration during its deliberations.
 - f. **Record Keeping:** Explanation and rationale will be catalogued by MICRC staff and MDOS and entered into the repository.
- 3. **Consultation with RPV and VRA on Districts:** Request input from Racial Polarized Voting analyst and Voting Rights Act legal counsel on district boundaries, things of note and items to adjust. Commission may make modifications as needed based on feedback.

Deliberations of Draft Proposed Maps for Public Hearings (October 8th-11th)

PRIOR TO DELIBERATION SESSIONS

1. **Research and Review:** Commissioners to independently review, research and take notes on:
 - a. Collaborative maps produced by the Commission and Alternative Maps submitted by individual Commissioners for consideration.
 - b. Additional public comment received during the Draft Map drawing sessions.
2. **Additional Alternative Maps:** Commissioners who produce additional Alternative Maps for consideration should notify Commission staff, EDS and the Secretary at least one day prior to the scheduled deliberation session.
 - a. Any Commissioner wishing to withdraw their Alternative Maps from consideration may also do so at this time by notifying Commission Staff, EDS and the Secretary.

DELIBERATIONS OF DRAFT PROPOSED MAPS FOR PUBLIC HEARINGS

1. **Map Adjustments:** Using the collaborative mapping format, the Commission may adjust draft maps based on updated public comment and additional analysis from consultants, such as partisan fairness analysis. Alternative maps may also be adjusted and submitted as described in section 2 above.
 - a. **Record Keeping:** All major decisions, including explanation and rationale, will be catalogued by MICRC staff and MDOS and entered into the repository.
 2. **Determine Number of Draft Proposed Maps:** Commission to deliberate and determine the number of complete, collaborative redistricting maps, for State House, State Senate and Congressional, that should be displayed for public comment during the second round of public hearings. (**Recommendation:** *No more than three draft proposed per each type of district*)
 3. **Review Draft Collaborative Maps:** Commissioners to review all collaborative maps produced by the Commission.
 - a. The Commission may discuss maps as they are presented. Chairperson and Vice-Chairperson will facilitate discussion and present collaborative maps.
 - i. Discussion order of maps by type of district will be by order of mapping schedule (first State Senate maps, proceeding to State House maps, and finally Congressional maps)
 - b. Commissioners may take personal notes at this time on preference of maps, for reference during the subsequent voting sessions.
Note: All personal notes are public records and may be subject to FOIA.
- **Voting:** Commissioners will choose their most preferred maps by vote for each draft collaborative map up for consideration.

- a. Round I Voting:** The number of preferred maps selected by each Commissioner will be equivalent to two more than the agreed upon Proposed Draft Maps number. For example, if the agreed upon proposed draft maps number is three, Commissioners must vote for their five most preferred maps.

 - i. The number of votes for each plan will be tallied by the Secretary, and the Draft Maps for each type of district with the greatest number of votes will move on to Round II of voting. For each type of district, the number of finalists will be equal to the agreed upon Proposed Draft Maps number plus two.
 - ii. Ties may be resolved through additional rounds of voting, if needed.

 - b. Round II Voting:** Commissioners will choose their most preferred maps by vote for each collaborative draft map up for consideration. The number of preferred maps selected by each Commissioner will be equal to the agreed upon Proposed Draft Maps number. For example, if the agreed upon proposed draft maps number is three, Commissioners must vote for their three most preferred draft maps.

 - i. The number of votes for each plan will be tallied by the Secretary. The draft maps receiving the greatest number of votes will be designated as the Draft Proposed Maps to be displayed for public consideration during the second round of public hearings.
- 4. Alternative maps:** Each Commissioner may only propose one plan for each type of district for publishing prior to the second round of public hearings. Commissioners are asked to complete the Compliance Analysis Tracking Form or supply a copy of the data matrix display, partisan fairness analysis and compactness scores.
- a. Commissioners may present their individual maps to the Commission utilizing the mapping schedule order (first State Senate maps, then State House maps, and finally Congressional maps), as facilitated by the Chair.

Public Hearings and Debriefing Sessions (October 20th – October 26th)

Public Hearings

Wednesday, October 20 – TCF Center, Detroit
Thursday, October 21 - Lansing Center, Lansing
Friday, October 22 – DeVos Place, Grand Rapids
Monday, October 25 - Treetops Resort, Gaylord
Tuesday, October 26 - The Dort Center, Flint

PUBLIC HEARINGS

1. **Research and Review:** Prior to each public hearing, Commissioners shall independently review each Draft Proposed Map's districts for the public hearing area.
2. **Listen and Note:** During each public hearing, Commissioners shall participate in active listening, take notes as needed, and consider feedback from the public.
Note: All personal notes are public records and may be subject to FOIA.
3. **Public Comment Map Display:** Public comment participants wishing to share their map located in the Public Comment Portal with the Commission during their 90-second public comment must indicate the Map ID number on their public comment sign-up card. The Map ID number will be provided to EDS to display their map during the participant's public comment. The time clock for the public comment will not start until the map is displayed. Following their public comment, the Commission may ask follow-up questions, as needed for clarification.
 - a. Members of the public may only provide one Map ID number and present on one map during their 90 seconds of public comment. All comments on additional maps may be provided in writing through the Commission's Public Comment Portal.
4. **Follow-up Questions:** Concluding a public comment participant's 90-second allotment, a Commissioner may ask follow-up or clarifying questions to the participant during the public meeting.
 - a. Questions may only be asked through the Chairperson or Vice-Chairperson if additional information retrieved from the public comment participant would assist the Commission in determining or refining boundaries of Communities of Interest or mapping boundaries. Commissioners will refrain from making remarks or engaging in discussion in the public forum to dispute or contest a public comment participant's statement.
 - i. The Chairperson or Vice-Chairperson may declare a Commissioner's follow-up question or remark to be non-germane and decline to ask the question.
 - b. Any follow-up question to a member of the public may only occur during the public hearing or public meeting and **may not** occur during breaks or outside of a MICRC public meeting or hearing.
 - i. If a member of the public approaches a Commissioner to provide follow-up information during a break or outside of an MICRC public meeting or hearing, the Commissioner must immediately dis-engage from the conversation.

DEBRIEFING SESSION(S)

The Commission will hold one or more public meetings for the purpose of conducting debriefing sessions on feedback received during the public hearings.

- 1. Research and Review:** Prior to each debriefing session, Commissioners shall independently review each Draft Proposed Map and public comment provided during the previous public hearing.
- 2. Discussion:** Commissioners will review and discuss substantive feedback and themes received during each of the public hearings.
 - a. Considerations for debriefing discussion:**
 - i. Suggested changes to COI boundaries
 - ii. Additional COIs for consideration
 - iii. Suggested changes to draft proposed maps for each type
 - iv. Input from RPV, VRA and Line Drawing Consultants
 - b.** No map or COI changes or adjustments will occur during public hearings or debriefing sessions. Commissioners will note or log suggested mapping edits. Noted changes will take place during post-hearing deliberations (Oct. 27 – Nov. 5)

Deliberations of Proposed Maps for 45-Day Public Comment Period (October 27th – November 5th)

DELIBERATIONS

1. **Review of Draft Proposed Collaborative Maps:** Commissioners to review all Draft Proposed Maps.
 - a. The Commission may discuss maps as they are presented. Chairperson and Vice-Chairperson will facilitate discussion and present collaborative maps by district type.
 - b. Commissioners may take personal notes at this time on preference of maps, for reference during a subsequent voting session.

Note: All personal notes are public records and may be subject to FOIA.
2. **Vote on Collaborative Maps Advancing to Deliberations:** Commissioners will choose which maps to advance to deliberations out of the Draft Proposed Collaborative Maps.
3. **Review of COIs:** Commissioners to review Communities of Interest and diverse populations to consider within each area while making any additional adjustments.
 - a. Commission may vote by majority if consensus cannot be reached on COI adjustments or additions.
4. **Draft Proposed Map Adjustments:** Commission Chairperson or Vice-Chairperson to announce the map name, district type and area being discussed at the mapping session for the public record.
 - a. EDS to open and display mapping software and show the area being discussed, with COI overlays, as requested by Commissioners.
 - b. Chairperson or Vice-Chairperson to repeat the announcement after resuming from breaks.
 - c. **Collaborative Mapping:**
 - i. For each mapping session, Commissioners will collaboratively work in areas, while addressing public comment received.
 - ii. Chairperson/Vice-Chairperson facilitates the discussion between Commissioners regarding placement or adjustment of districts. Chairperson/Vice-Chairperson or a Commissioner shall instruct EDS to make proposed adjustments based on the discussion of the full Commission.
 - iii. Commission will deliberate the suggested district adjustment and may vote by majority if consensus cannot be reached on modifications.
 1. **Considerations when drawing or adjusting lines:**
 - a. Rank criteria from the constitution
 - b. Input from RPV, VRA and Line Drawing Consultants
 - c. District's interaction with COIs (does it split any COI boundaries?)
 - d. After the initial district is drawn, subsequent district line modifications may require the Commission to adjust or reconsider lines in previously completed districts.
 - d. **Record Keeping:** All major decisions and rationale catalogued by MICRC staff and MDOS and entered into the repository.

- 5. Vote on Proposed Maps:** The Commission, by majority vote conducted by roll call, will approve the Draft Proposed Collaborative Maps for publishing and initiation of the 45-day public comment period. Once approved by majority vote of the Commission, Draft Proposed Maps will be known as Proposed Maps.

Adoption of Final Maps

(December 30th)

Pursuant to subsection 14 of the Constitution, the following procedure shall be used to adopt final maps for each type of district.

(14) The commission shall follow the following procedure in adopting a plan:

(a) Before voting to adopt a plan, the commission shall ensure that the plan is tested, using appropriate technology, for compliance with the criteria described above.

(b) Before voting to adopt a plan, the commission shall provide public notice of each plan that will be voted on and provide at least 45 days for public comment on the proposed plan or plans. Each plan that will be voted on shall include such census data as is necessary to accurately describe the plan and verify the population of each district and shall include the map and legal description required in part (9) of this section.

(c) A final decision of the commission to adopt a redistricting plan requires a majority vote of the commission, including at least two commissioners who affiliate with each major party, and at least two commissioners who do not affiliate with either major party. If no plan satisfies this requirement for a type of district, the commission shall use the following procedure to adopt a plan for that type of district:

(i) Each commissioner may submit one proposed plan for each type of district to the full commission for consideration.

(ii) Each commissioner shall rank the plans submitted according to preference. Each plan shall be assigned a point value inverse to its ranking among the number of choices, giving the lowest ranked plan one point and the highest ranked plan a point value equal to the number of plans submitted.

(iii) The commission shall adopt the plan receiving the highest total points, that is also ranked among the top half of plans by at least two commissioners not affiliated with the party of the commissioner submitting the plan, or in the case of a plan submitted by non-affiliated commissioners, is ranked among the top half of plans by at least two commissioners affiliated with a major party. If plans are tied for the highest point total, the secretary of state shall randomly select the final plan from those plans. If no plan meets the requirements of this subparagraph, the secretary of state shall randomly select the final plan from among all submitted plans pursuant to part (14)(c)(i).