



**OFFICE OF THE CITY COUNCIL  
RESEARCH DIVISION**

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**SPECIAL COMMITTEE ON REDISTRICTING**

**Meeting minutes - Amended**

**November 3, 2022  
12:00 p.m.**

**Location:** City Council Chamber

**In attendance:** Council Members Terrance Freeman (Chair), Aaron Bowman, Rory Diamond, Nick Howland, Sam Newby, Ju'Coby Pittman, Randy White

**Also:** Council Members Reggie Gaffney, Al Ferraro, Ron Salem, Randy DeFoor, Tyrona Clark-Murray, LeAnna Cumber; School Board Member Daryl Willie; Jason Teal, Mary Margaret Giannini, Helen Roberson, Paige Johnston, Mary Staffopoulos – Office of General Counsel; Merriane Lahmeur, Sharonda Davis - Legislative Services Division; Jeff Clements – Council Research Division; Steve Cassada – Public Information Division; Kim Taylor – Council Auditor's Office; Bill Killingsworth – Planning and Development Department

**Meeting Convened:** 12:00 p.m.

President Freeman convened the meeting and the attendees introduced themselves for the record. Mr. Freeman thanked the staff for their good work and quick turnaround on meeting materials thus far. He also thanked the council members for their participation and commitment and the many citizens participating both in person and electronically.

General Counsel Jason Teal talked about the expectations of the Committee today, which is to recommend a map to the City Council for consideration at tomorrow's Special Council Meeting. Amendments will be processed as in any committee meeting and will be consolidated into a final amended map for a recommendation to the Council. That map will also determine how the School Board districts are laid out. Mr. Teal said Dr. Doug Johnson, the Council's redistricting consultant, will discuss the Plaintiff's Voting Rights Act (VRA) analysis and how it applies to the proposed maps. It appears that all of the proposed maps will meet the VRA test using the Plaintiffs' data.

Dr. Johnson said he has reviewed the Plaintiffs' VRA analysis and he agrees with Mr. Teal's statement that all of the maps meet the required standard under that analysis. He said he just received the Property Appraiser's map of neighborhoods and noted that many of the areas listed are just Census tracts, not neighborhoods that residents of those areas would recognize. He doesn't know when or how that map was created and doesn't have shapefiles for listed neighborhoods. The Riverside/Avondale area consists of 29 listed neighborhoods, and there are numerous areas in the county that don't show as being incorporated into any neighborhood, so the map is of limited use for purposes of redistricting. The detailed demographic data (age, educational attainment, income, etc.) requested by Council Member Priestly Jackson is not readily available without requesting details from the Census Bureau and that will take some time to accomplish.

#### Map discussion

Dr. Johnson addressed the requests made by the Committee at the previous meeting. He stated that the Pablo Creek Reserve area at San Pablo Road and J. Turner Butler Boulevard cited by Council Member Bowman only contains 642 people and so can be easily shifted from District 11 to Districts 3 or 13, most likely District 3. That could be done but would mean changing a district not contested in the court filing or addressed by the judge.

Council Member Pittman's request to alter District 8 was accommodated by shifting the northwest corner of the district south to Moncrief Road and Edgewood Avenue and extending the northeast side northward east of Norwood Avenue to Dunn Avenue along I-295 and east along Busch Drive to the Broward River. District 9's projecting neck to the north is removed and Districts 9 and 7 swap numbers.

The Maroon IIA map puts all of Riverside, Avondale and Murray Hill into District 14 and pulls District 14 north and mostly, but not entirely, out of the Argyle area. The combination of Riverside/Avondale with Murray Hill contains a population of almost 25,000 (15,000 in RAP, 9,500 in Murray Hill), so it is a very large area to have to accommodate. There is very little wiggle room because the populations of the districts are so closely balanced, and the District 7/14 boundary has to include some territory for District 14 west of Blanding Boulevard, either in the Argyle area or elsewhere.

The Maroon IIB map places all of Riverside and Avondale in District 14 and Murray Hill in District 9. District 14 doesn't have to go as far northwest to get Murray Hill so almost all of Argyle and Chimney Lakes can be in District 14. A tradeoff that splits some neighborhood somewhere is required to make this work, either with a small portion of the Chimney Lakes area being in District 7 or some portion of District 14 crossing west of Blanding Boulevard further north of Argyle.

The Maroon IIC map puts all of Riverside, Avondale and Murray Hill into District 9 and shifts the northern boundary of District 14 south to Park Street. The boundary between Districts 9 and 10 also adjusts slightly along Martin Luther King Parkway, New Kings Road and 12<sup>th</sup> Street to stay safe on the Voting Rights Act.

Dr. Johnson said he explored an option as requested for putting Riverside, Avondale and Murray Hill into District 8, but the boundary through Springfield and Downtown was very convoluted and did not make sense.

#### Public Comment

Ramona Rood said she doesn't like how San Mateo is being treated – in District 7 it would be surrounded by water and an industrial area. Map changes have been made for other areas, why not for San Mateo as Council Member Ferraro requested?

John Draper said the minority access districts have always been based on race and still are even if you call it partisan-based. That's against the law, you're just faking it.

Jeremiah Johnson said the Council Members have forgotten that they're public servants and are drawing maps to protect themselves. The Plaintiffs will continue to challenge these maps.

Gerard Sullivan praised the changes made to keep historic districts together – he likes the Maroon IIC map the best for that purpose which keeps historic neighborhoods together and doesn't use race.

Charles Barr said the public input process is a sham. He's a candidate currently running for District 7 and feels like the maps are being drawn to disadvantage him.

Kathleen Murray said she sent an email to the Council today requesting that 5 members of the Special Committee be recused from the committee for conflict of interest. The District 2 council member was silenced yesterday regarding a change to the San Mateo area.

Essey Howard said the Committee obviously doesn't want to hear what the public has to say. Use the Plaintiff's map. Council Members work for the people, not the other way around.

Michelle Matisoo said 45 seconds of comment time is too little time for the public to express itself. Council Members are sharing public money among themselves while shutting the public out.

Mike Gay advocated for San Mateo community. Their Council Member was shut out yesterday when he tried to protect the neighborhood. Evidently the Committee is politically targeting him to remove him from the district for which he is currently running.

Joanna Lumb spoke on behalf of San Mateo staying in District 2.

Annie Glynn spoke on behalf of San Mateo in District 2 and urged that Mike Gay be drawn back into District 2.

Brandi Matthews said she favors any map that keeps RAP and Murray Hill together.

Carnell Oliver said the latest maps seem to protect the interests of the African-American community and suggested that the City de-consolidate.

Meleana Gay said the maps affect districts where campaign work has gone on for more than a year. San Mateo is being treated poorly by the maps.

Wayne Wood thanked the committee for listening yesterday and keeping Riverside and Avondale together in the new maps, especially in the Maroon IIA map which connects other historic areas such as Murray Hill, Ortega, Venetia, Lakeshore and Fairfax. Maroon IIA is a very compact and logical map.

Ben Frazier said the whole process is a sham and a scam and a violation of constitutional rights and ethics. He asked the Committee to all resign.

Lanelle Phillman with the League of Women Voters expressed concern about lack of public access to the redistricting process – daytime meetings, no electronic access, no VRA analysis. Yesterday's meeting was all about protecting incumbents.

Mike Ludwick of the Northside Coalition said the Unity map keeps the RAP area together. Don't rely on advice from the Office or General Counsel, which is on a losing streak. The whole process is disingenuous. Adopt the Plaintiffs' map.

Pamela Henry asked that 5 members of the Special Committee with a financial conflict of interest resign. Don't break up District 2, don't treat areas unequally.

Tyra Smude said she likes the Maroon IIA map best but is concerned that incumbency has been the driving force and it keeps us with a plan that a judge has declared illegal.

Joe Ross Sr. said he is very disappointed in 45 seconds for the public speakers. That's no time to hear anything from the public.

Joseph George asked that the Committee consider the Plaintiffs' Unity map. The Council serves the public, not the other way around.

Shannon Blankinship thanked the Committee for putting RAP and other historic areas tougher.

Perry Reynolds, Chair of the RAP board, thanked the committee for putting the historic neighborhoods together.

Dallas Sheeran said she supports whatever the Committee comes up with.

Angela Schifanella thanked the committee for keeping the historic districts together and said she likes Maroon II A the best.

Sally Barnes said neighborhoods are not accurately represented by the Census data because many people don't fill it out. She thinks the Maroon IIB map is best.

Lori Crunden said she opposes all the maps because of the corruption of the system. The 5 Committee members with financial conflicts should recuse themselves from the process.

Melissa Bernhard opposed the treatment of San Mateo and wants it kept in District 2 where it is now. The previous map was fine and should have been defended in court.

Joanne Brooks of the Northside Coalition said incumbent protection can't be the primary criterion for a map; it leads to odd shapes and that's what is being struck down by the court. Listen to the voice of the people.

Daniel Henry said today's maps traded splitting the RAP historic district for splitting the Springfield. The maps were not placed online before the meeting so nobody could form an opinion beforehand.

Nancy Powell thanked the Committee for supporting maps that keep RAP together and for adding Murray Hill in Maroon IIA. She opposes splitting Springfield. Don't focus on incumbents and candidates, and consider the Unity map.

Vanessa Cullins Hopkins urged keeping the King/Soutel Crossing CRA in one district. Northwest Jacksonville needs economic development which is holding the whole city back from being what it could be.

Marcia Winnard said she supports the Maroon IIC map.

Kim Pryor opposed the Springfield area being split, as well as downtown. The maps don't follow obvious geographic boundaries. The Unity map should be considered.

Committee discussion

Jason Teal addressed the issue of Council Members recusing themselves as some speakers suggested. He said there is no conflict with members voting on their own districts or protecting incumbents.

President Freeman announced that there will be a map chat town hall meeting tonight from 5 to 7 p.m.

**Motion** (Diamond/2<sup>nd</sup> Howland) – use map Maroon IIC as the basis for work.

Council Member Diamond said he likes RAP and Murray Hill being kept together and likes the compactness of Districts 9 and 14, and the new District 7 is very compact and representative. There are still some changes needed in the top and bottom of District 3 and he is open to trying to fix the San Mateo issue. Council Member Newby said a conversation needs to be had about why District 7 is so different today than yesterday's maps. Dr. Johnson said the district numbers are moving with the Council Members who are eligible to run again. The new District 7 on the maps occurs because it doesn't have an incumbent eligible for re-election. Mr. Newby said the District 7 member elected in next week's special election should be treated the same as Council Member Clark-Murray – both will serve the same partial term until next year. Council Member Bowman said he likes the fix of the Pablo Creek Reserve area in all the maps. He noted that the Maroon IIA and B maps both split up downtown among multiple districts which is not good. He agrees with Council Member Newby that several districts seem to have had major changes just to try to accommodate incumbents.

Council Member Gaffney said he is being disrespected as a Council member because his district is being substantially redrawn just because he can't run again. The map should respect those constituents who will still be there after he's gone. Decisions are being made by Council Members from other sides of the city. He suggested considering the Unity map over the Maroon II versions because it makes more sense.

Council Member Ferraro asked a committee member to make a motion to put the San Mateo community back into District 2.

**Motion** (Newby/2<sup>nd</sup> Diamond): direct the consultant to explore ways to put San Mateo back into District 2.

Paige Johnston of the Office of General Counsel said the Committee has 2 competing motions on the table which is prohibited by the Council Rules; one of them needs to be withdrawn while the committee debates and resolves one amendment.

Council Member Newby **withdrew his amendment.**

Council Member DeFoor said her preference would be either the Maroon IIA or IIB map to keep RAP in District 14 but is OK with any map that keeps them together. Council Member Clark-Murray said she prefers the Maroon IIC map for its compactness, contiguity and representation of communities. Council Member Cumber said she has serious concerns with Maroon IIC, which seems to have substantially reconstituted numerous districts. She doesn't like the downtown overlay being split among 3 districts. It doesn't make sense to separate RAP from Ortega and splitting Springfield in half is not desirable. It should be possible to address the RAP and San Mateo issues without blowing up all the districts. There will be a new council member elected in District 7 next week whose district will be completely undone by these new maps. Council Member Salem said it is better for Murray Hill to be undivided in one district

than that it be in District 14. Mr. Salem asked if anyone present knows where the two current District 7 candidates live. Council Member Ferraro said both of the current candidates for the current District 7 will be drawn out of the new District 7 by today's maps. Jason Teal said the election that concludes next Tuesday is run on the existing district to fill a vacancy. The election next spring will be run on the new boundaries and the current candidates may not reside in that new district. Mr. Salem opposed splitting Springfield between 2 districts.

Council Member Howland said he was liking the Maroon IIC map because it kept the RAP and Argyle areas together, but now he's thinking maybe the original Maroon I map would be better. Council Member Newby said it is unfair to treat Council Member Clark-Murray as an incumbent whose incumbency needs to be protected differently from the winner of the District 7 race concluding next week. Dr. Johnson said that was because he only considered persons currently in office as incumbents and the election for District 7 won't be determined until it's too late to meet the court's deadline for submitting a map. Mr. Teal said the new maps are in part a result of the request made by the Committee to move Council Member Pittman's district further north – this is a result of that change. Council Member White said he agrees with Mr. Newby's contention that the winner of the District 7 election next week should be treated the same as Council Member Clark-Murray. Council Member Pittman said if her district went straight north rather than as currently configured in the Maroon II versions that might help matters.

President Freeman asked if other active candidates will be affected by these new maps. Director of Planning and Development Bill Killingsworth said the Special Committee's instruction to staff was to craft maps based on current incumbents eligible to run again, not on announced or potential candidates. President Freeman said his intention for today's meeting was that the Special Committee would arrive at a map to recommend to the full Council tomorrow, where it could be perfected to deal with issues that have been raised before a final vote. He asked the General Counsel's Office about the Council's deadline for meeting the court's deadline. Mary Margaret Giannini of the General Counsel's office said an interim remedial plan must be filed with the court by November 8<sup>th</sup>. If that doesn't happen then the City must inform the court and submit a plan by November 18<sup>th</sup> and the Plaintiffs will also present their map by that time and a hearing will be scheduled on both plans. If a plan is submitted by the 8<sup>th</sup> then the Council's plan will be in the hands of the judge; after that date the judge can consider whatever map she prefers. President Freeman said the Council is fully capable of working together and arriving at a final plan by tomorrow.

Council Member Bowman said he has re-thought his position and can't support Maroon IIC after what he's heard about splitting downtown and Springfield and not addressing the San Mateo issue. He preferred yesterday's map over the Maroon II versions. He asked Dr. Johnson about other options that work from Maroon I and deal with the problems identified today. Dr. Johnson said the Maroon II maps dealt with 3 issues: the Pablo Creek Reserve area, Riverside/Avondale, and the rotation of Districts 7 and 8 in the north. The District 7 and 10 numbers could be swapped in IIC if that is an issue. Any one or more of the 3 issues could be dealt with in the Maroon I map with or without the others.

**Council Member Diamond withdrew his motion to adopt Maroon IIC as the baseline map.**

**Motion** (Diamond/2<sup>nd</sup> White) – adopt the Maroon I map as the baseline map and direct the consultant to place Riverside/Avondale in District 10.

Council Member DeFoor said the most important thing is that RAP be all together in some district and she can accept it being District 10 if she can gain some compensating population in the Argyle area to balance the population she's losing. Council Member Ferraro asked if Maroon I kept the District 7 candidates in that district and how it impacted San Mateo. Dr. Johnson said San Mateo is in District 7 in the Maroon I map so an amendment would be needed to make a change. President Freeman reiterated

again that the map the Special Committee adopts today is just a recommendation to the full Council to be subject to debate and amendment by the Council.

Council Member Salem said future meetings, perhaps over the weekend, should be noticed immediately in case they're needed. He would like to have an amendment to put the Springfield area back into one district and asked that any future maps remove the markers for the incumbents who are not eligible to run again and that the remaining markers include incumbents' initials if they can run again for ease of identification.

School Board Chairman Daryl Willie noted that School Board districts are composed of 2 City Council districts. The Maroon II maps appear to shift a number of high schools from one School Board district to another. The number of schools varies from School Board district to district, but the number of students is relatively equalized. Council Member Clark-Murray said she did not like the original Maroon map for the reasons she stated yesterday.

**Motion** (Diamond) – draw a map based on Maroon I map, with the RAP area placed in District 10, and get information on accommodating the San Mateo move back to District 2 – **approved 6-0** (Council Member Pittman not voting).

**Motion** (Bowman/2<sup>nd</sup> Diamond) – put the Pablo Preserve subdivision area in District 3 -

Council Member Pittman said she hoped that the redistricting process would be fair despite the Committee being handcuffed by the map we're working from. She is losing a tremendous amount of the district she has represented for the last 4 years. She wants to see a map developed that would move her current district straight northward (Acree Road, Braddock Road, Capper Road, Soutel area) to analyze the impact.

The Bowman motion was **approved 6-0** (Council Member Pittman not voting)

President Freeman instructed the consultant to explore Council Member Pittman's concerns about Districts 7 and 8.

Paige Johnston noted that there are several technical amendments that need to be made to the pending ordinance dealing with revised exhibits (maps and district boundaries to replace placeholder exhibits, census tract information, School District map, narrative boundary descriptions, and authorization to the Office of General Counsel and Planning and Development Department to make technical amendments as necessary to carry out the Council's intent, amending the bill title). Jason Teal said the process for adopting the ordinance will be the same as any ordinance with a committee report, amendments, debate and adoption, etc. He said that it has become practically impossible with the time remaining to make wholesale changes and create a completely new map with all the data analysis that is required.

CM Gaffney said that he would support a plan that moved District 8 further north as requested by Council Member Pittman.

Council Secretary/Director Margaret Sidman said she needs to check on the current seated Council Members whose addresses are exempt from public disclosure before their residences are plotted on the maps. She asked for clarification from the Committee about whether they also intended that review to extend to candidates currently filed to run for Council seats in the spring elections. President Freeman said that Ms. Sidman could have sufficient time to at least check on the exempt status of the two candidates running in next week's election. Council Member Salem said the Committee has made a map

change to accommodate one candidate for office who came and asked for that – the committee needs to treat all candidates equally in that regard.

Council Member Clark-Murray asked for advice on what the Ordinance Code or other laws say about consideration of incumbents in the redistricting process. Mr. Teal said there is no legal requirement to consider the residence of incumbents or candidates. It was a policy decision made by this Special Committee for this redistricting process to give direction to the map makers.

**Motion** (Diamond) – declare an emergency on Ordinance 2022-800 – **approved unanimously.**

**Motion** (Diamond ) - utilize the Maroon I map as the baseline; moving the Riverside Avondale area into District 10; the consultant to look into moving San Mateo back to District 2; moving the Pablo Creek Reserve area to District 3; authorizing staff to make technical amendments to documents and maps to implement the Council’s intent) – **approved unanimously.**

**Motion** (Diamond) – move Ordinance 2022-800 as an emergency as amended – **approved 7-0.**

**Meeting adjourned:** 2:25 p.m.

Minutes: Jeff Clements, Research Division  
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11.9.22 Posted 4:30 p.m.