



Boston City Council

LIZ BREADON

Councilor – District 9

May 12, 2023

The Honorable Alex Geourntas
Office of the City Clerk
One City Hall Square, Room 601
Boston, MA 02201

Re: Minutes of the Committee on Redistricting and messages of disapproval

Dear Clerk Geourntas:

As the Boston City Council continues its legislative duty to redraw electoral district boundaries under the authority of chapter 605 of the Acts of 1982, while maintaining public trust and ensuring community engagement in the deliberative process, I believe it is in the best interest of the Council and the public that the following items be entered into the record. I am submitting compilations of minutes of the Committee on Redistricting from municipal years 2021-2022 and 2011-2012 along with Mayor Menino's two messages of disapproval. I will request that this communication be referred to the appropriate committee.

- Exhibit A.** 2021-2022 minutes of the Committee on Redistricting and relevant proceedings of the Boston City Council; Dated between September 28, 2021 and November 2, 2022 (pg. 2 of this communication; 62 pgs.);
- Exhibit B.** 2011-2012 minutes of the Committee on Census and Redistricting; Dated between May 10, 2011 and October 29, 2012 (pg. 65 of this communication; 38 pgs.);
- Exhibit C.** Message of Mayor Menino disapproving the City Council's passage of Docket no. 0985; Filed as Docket no. 1211; Dated September 6, 2012 (pg. 104 of this communication; 2 pgs.)
- Exhibit D.** Message of Mayor Menino disapproving the City Council's passage of Docket no. 0498; Filed as Docket no. 1329; Dated September 24, 2012 (pg. 107 of this communication; 1 pg.).

Respectfully submitted,

Liz Breadon

Chair, Committee on Redistricting
Boston City Councilor, District 9

EXHIBIT A



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HEARING MINUTES

COMMITTEE: Census & Redistricting

DATE: September 28, 2021

LOCATION: Virtual via Zoom

TIME: 10:30AM (10:36PM – 12:10PM)

SUBJECT: Docket #0860, order for a hearing to discuss the redistricting process in the City of Boston

MEMBERS PRESENT:

VOTING MEMBERS: Councilors Ricardo Arroyo (Chair), Ed Flynn, Liz Breadon, Michael Flaherty, Julia Mejia, Frank Baker, Kenzie Bok

NON VOTING MEMBERS: Councilors Lydia Edwards

ISSUES DISCUSSED:

The Chair convened the hearing and read the docket into the record. The Chair deferred to councilors for opening remarks regarding the census and redistricting, noting also the interplay of the reprecincting process. Councilors highlighted possible inaccuracies of census counts and how that will impact the process, equitable representation, improving voter accessibility, respecting community input, and the general importance of the process.

Assistant Chief Thomas Morton of the Redistricting & Voting Rights Data Office of the United States Census Bureau testified before the Committee regarding census fundamentals and the 2020 redistricting data program. He explained that the census is mandated by the U.S. Constitution, with data used to determine representation in Congress, state congressional and legislative districts, certain federal funding and grant supports, and city districts and precincts. He stated that the goal of the census is to count every living person in the U.S., once, and in the right place. He reported that for the 2020 Census, 67% of households self-responded, mostly via the internet, and 32.9% of households were counted as part of non-response follow-up; in total 99.9% of households were counted. Mr. Morton shared a chart displaying the hierarchy of census geography, that begins at the smallest level with census blocks, and aggregates to higher levels of geography. The middle of the chart displays the census backbone of census blocks - block groups - census tracts - counties - states - divisions - regions - nation; off-spine geographies include things like voting districts and legislative districts. Mr. Morton reviewed the two types of data released by the Census Bureau for 2020: apportionment and redistricting. Apportionment data was released April 26, and covers total state population; redistricting data was released to the data.census.gov website on September 16 (legacy format, August 12), and covers geography down to census block for resident population and additional data for various characteristics. Mr. Morton explained that the 2020 redistricting data program was operated under Public Law 94-171, the mission of which is to provide states an opportunity to identify the geographic areas for which they would like to receive tabulations in order to perform their legislative redistricting. He stated that the program is conducted in a non-partisan manner; at the beginning of the 2020 program cycle the Census Bureau reached out to the majority and minority legislative leadership in each state and requested that they designate a staff person to serve as the nonpartisan point of contact between the state and the Bureau. He noted that typically data is delivered to states no later than one year after census day, but 2020 experienced delays due to the pandemic. He recalled that the 2020 program had five phases: (1) block boundary suggestion project; (2) voting district project; (3) data delivery; (4) collection of post-2020



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census redistricting plans; and (5) evaluation of the 2020 redistricting data program. At the culmination of the 2020 program the Bureau will release a document summarizing the program evaluations and best practices learned. Mr. Morton explained that within phase 3, the Bureau delivers various products, including geographic support (to help states prepare for receipt of tabulations, including shapefiles, reference maps, block assignment files, name lookup tables, and block to block relationship files); and data tabulations (variables including race and housing occupancy status, and new to this year, group quarters population by group quarters type). Mr. Morton also reviewed the various formats and dates associated with 2020's data delivery. He clarified that the August and September deliveries were identical and are both considered to be official and fit for use. Mr. Morton stated that additional tools available on the Census Bureau's website include a demographic data map viewer, tableau visualizations, and data. Mr. Morton concluded with a few notes about the top down algorithm and disclosure avoidance methodology used.

Councilors expressed concerns about outstanding issues with the City's reprecincting plan, which would need to be resolved prior to the Council's redistricting and concerns about undercounting in certain neighborhoods and among certain populations; asked questions about the noise introduced at the block level; and discussed preliminary trends and predictions for redistricting based on the available data.

The Chair then presented a PowerPoint broadly overviewing the City Council's role in and timeline for the redistricting process. He explained that redistricting is the decennial process of redrawing district lines that determine elected representation, with the goal of reflecting population changes and racial diversity, based on the census. Boston's redistricting process and map drawing requirements are dictated by the City Charter; it clarifies that districts should contain as close to an equal number of inhabitants as possible, and also exempts the City from making new divisions of its territory into wards as required elsewhere in State law. He explained that, through the Committee on Census and Redistricting, the City Council will use 2020 census data to redraw City districts with equal populations, while attempting to preserve communities of interest, make compact and contiguous districts, respect natural boundaries, and avoid discriminatory maps. The Chair noted that districts are composed of precincts at the smallest unit level. The Chair explained that the Committee's redistricting process will involve the development of maps, community input and participation, the introduction of a redistricting ordinance, a City Council vote on the ordinance, and mayoral approval of the ordinance, culminating with new district maps that would impact the municipal elections of 2023. Noting the Election Commission's anticipated finalization of reprecincting in December 2021, the Chair stated that the Committee would likely begin hearings and working sessions in early 2022, to ensure the City is able to meet the deadline of October/November 2022. The Chair acknowledged the importance of transparency and accessibility throughout the process, noting that hearings and working sessions will be held virtually until further notice, the committee will hold several hearings dedicated to public testimony and make all necessary accommodations for language and communications access, and all Committee maps will be posted publicly for review and comment.

The Committee discussed polling location accessibility and engagement of undocumented populations. The Committee discussed the special importance of transparency through the redistricting process, recognizing that redistricting is often about tradeoffs, and can be geographically and demographically nuanced.

DOCUMENTS PRESENTED: Chair PowerPoint, Census Bureau PowerPoint



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INFORMATION REQUESTED: N/A

NEXT MEETING: TBD

Prepared By
STAFF LIAISON:

Michelle A. Goldberg

Reviewed and Approved By
CHAIR:

Ricardo Arroyo

DATE: October 8, 2021

NOTE: These minutes are to be considered draft unless signed by the Committee Chair and Liaison.



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MEETING MINUTES

COMMITTEE: Redistricting

DATE: March 24, 2022

LOCATION: Virtual via Zoom

TIME: 6:30PM (6:34PM – 7:34PM)

SUBJECT: *A meeting to hear public testimony regarding redistricting from residents of District 3, District 7, and District 8*

MEMBERS PRESENT:

VOTING MEMBERS: Councilors Ricardo Arroyo (Chair), Liz Breadon (Vice Chair)

NON VOTING MEMBERS: Councilors Kenzie Bok, Tania Fernandes Anderson, Frank Baker

ISSUES DISCUSSED:

The Chair convened the meeting, explaining that it is meant to be an opportunity to hear public testimony from residents of District 3, District 7, and District 8 regarding their concerns and priorities for redistricting in the City. Other councilors provided opening remarks about the importance of the redistricting process and hopes to keep communities whole.

The Chair presented a PowerPoint overviewing basics of the Council's redistricting process. He explained that tonight's meeting would be the first of three district-centered public listening sessions on 2022 redistricting, tonight focusing on public testimony from Districts 3, 7, and 8; March 31 focusing on Districts 4, 5, and 6; and April 7 focusing on Districts 1, 2, and 9. He noted that while divided by district, members of the public are welcome to attend any session to testify for their district and/or submit testimony in writing. He explained that following these listening sessions, the Committee will begin holding hearings on redistricting this summer, which will include additional opportunities for public testimony. He explained that the new legislative district map that will come out of the Committee's process will go into effect in November of 2023.

The Chair explained that redistricting is the process of drawing lines of districts from which public officials are elected, and the Boston City Council is responsible for this process at the municipal level. Districts are redrawn according to 2020 Census data and remain in place for 10 years, until the next Census is conducted. The goal of redistricting is to reflect population changes and racial diversity. The Chair explained that districts are composed with precincts as the smallest unit, and using the 2020 Census data, the Committee will work to redraw districts with as equal as possible populations. The Chair shared a chart of population changes from 2010 to 2020, which can be found on the Census website.

Regarding the process, the Chair stated that the Committee will be hosting all its sessions virtually until further notice. He stated that all maps and materials the Committee works on will be posted online for review and comment by the public. He shared the URL for the Committee's Redistricting



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2022 website (www.boston.gov/departments/city-council/2022-redistricting-boston), which includes dates and times for future public listening sessions and other resources, and will be updated throughout the process and as future sessions are scheduled.

The floor was opened for public testimony. Testimony was heard regarding historical dilution of the LGBTQ+ vote and of packing of the Black vote into certain districts. It was noted that while the City Council is more representative today than ever before, it may still not be a true reflection of district or City population.

Respecting existing neighborhoods and communities of interest was stressed heavily. Testimony was heard about district lines in Dorchester, with considerations raised around holistic considerations for equitable representations in all Dorchester inclusive districts, respecting natural contours, and anticipating residential changes over the next ten years. It was noted that in analyzing data, reviewers should be cognizant of the aggregation into “Asian-American” of the long-standing Vietnamese working class community and other Asian residents newly moving into the area as it gentrifies. Establishment of a community commission was suggested as a way to engage the community in co-governance and independent analysis and proposal of new district lines. Testimony was also heard about district lines in Mission Hill, which can get confused between District 6 and 8.

The Chair recessed to allow additional time for individuals to sign up for testimony. The meeting was reconvened.

Councilor Baker shared his experience with the redistricting process ten years ago. He stated that his desire for the upcoming cycle would include keeping Ward 16 whole, maintaining all of the current precincts in District 3, and regaining 16-1 and 16-3 if possible. Councilor Baker expressed concern about undercounting in District 3, and about waiting to dig into maps until summer, noting that in 2012 the process was intense and contentious.

The Chair shared that the Committee would resume redistricting hearings in June following the budget season since there won't be much availability on the calendar. He stated that the Council's deadline for creating new districts is a year before the next election. It was noted that Elections is currently in the process of concluding a reprecincting process, which doesn't impact the census numbers, but does impact the building blocks the Council will use to draw districts.

Councilors offered closing remarks highlighting the night's testimony.

DOCUMENTS PRESENTED: Chair's Redistricting Overview PowerPoint

INFORMATION REQUESTED: N/A



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NEXT MEETING: March 31 at 6:30PM (Districts 4, 5, 6); April 7 at 6:30PM (Districts 1, 2, 9)

Prepared By
STAFF LIAISON:

Michelle A. Goldberg

Reviewed and Approved By
CHAIR:

Ricardo Arroyo

DATE: March 24, 2022

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MEETING MINUTES

COMMITTEE: Redistricting

DATE: March 31, 2022

LOCATION: Virtual via Zoom

TIME: 6:30PM (6:35PM – 7:00PM)

SUBJECT: *A meeting to hear public testimony regarding redistricting from residents of District 4, District 5, and District 6*

MEMBERS PRESENT:

VOTING MEMBERS: Councilors Ricardo Arroyo (Chair), Liz Breadon (Vice Chair), Brian Worrell, Michael Flaherty, Ruthzee Louijeune

NON VOTING MEMBERS: Councilors Kendra Lara, Tania Fernandes Anderson, Erin Murphy

ISSUES DISCUSSED:

The Chair convened the meeting, explaining that it is meant to be an opportunity to hear public testimony from residents of District 4, District 5, and District 6 regarding their concerns and priorities for redistricting in the City. Other councilors provided opening remarks about the importance of the redistricting process and hopes to keep communities whole.

The Chair presented a PowerPoint overviewing basics of the Council's redistricting process. He explained that tonight's meeting would be the first of three district-centered public listening sessions on 2022 redistricting, tonight focusing on public testimony from Districts 3, 7, and 8; March 31 focusing on Districts 4, 5, and 6; and April 7 focusing on Districts 1, 2, and 9. He noted that while divided by district, members of the public are welcome to attend any session to testify for their district and/or submit testimony in writing. He explained that following these listening sessions, the Committee will begin holding hearings on redistricting this summer, which will include additional opportunities for public testimony. He explained that the new legislative district map that will come out of the Committee's process will go into effect in November of 2023.

The Chair explained that redistricting is the process of drawing lines of districts from which public officials are elected, and the Boston City Council is responsible for this process at the municipal level. Districts are redrawn according to 2020 Census data and remain in place for 10 years, until the next Census is conducted. The goal of redistricting is to reflect population changes and racial diversity. The Chair explained that districts are composed with precincts as the smallest unit, and using the 2020 Census data, the Committee will work to redraw districts with as equal as possible populations. The Chair shared a chart of population changes from 2010 to 2020, which can be found on the Census website.

Regarding the process, the Chair stated that the Committee will be hosting all its sessions virtually until further notice. He stated that all maps and materials the Committee works on will be posted online for review and comment by the public. He shared the URL for the Committee's Redistricting 2022 website (www.boston.gov/departments/city-council/2022-redistricting-boston), which includes



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dates and times for future public listening sessions and other resources, and will be updated throughout the process and as future sessions are scheduled.

The floor was opened for public testimony. Questions were received about the process and expectations for the data.

The Chair recessed to allow additional time for members of the public to sign up for testimony. The meeting reconvened before adjourning with no additional testimony.

DOCUMENTS PRESENTED: Chair’s Redistricting Overview PowerPoint

INFORMATION REQUESTED: N/A

NEXT MEETING: April 7 at 6:30PM (Districts 1, 2, 9)

Prepared By
STAFF LIAISON:

Michelle A. Goldberg

Reviewed and Approved By
CHAIR:

Ricardo Arroyo

DATE: March 31, 2022

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MEETING MINUTES

COMMITTEE: Redistricting

DATE: April 7, 2022

LOCATION: Virtual via Zoom

TIME: 6:30PM (6:36PM – 7:29PM)

SUBJECT: *A meeting to hear public testimony regarding redistricting from residents of District 1, District 2, and District 9*

MEMBERS PRESENT:

VOTING MEMBERS: Councilors Ricardo Arroyo (Chair), Liz Breadon (Vice Chair), Ruthzee Louijeune, Julia Mejia

NON VOTING MEMBERS: Councilor Ed Flynn

ISSUES DISCUSSED:

The Chair convened the meeting, explaining that it is meant to be an opportunity to hear public testimony from residents of District 1, District 2, and District 9 regarding their concerns and priorities for redistricting in the City. Other councilors provided opening remarks about the importance of the redistricting process and hopes to keep communities whole. Councilors remarked on the importance of civic engagement and language access through the process. The Chair introduced the Spanish, Mandarin, and Cantonese interpreters present for the meeting.

The Chair presented a PowerPoint overviewing basics of the Council's redistricting process. He explained that tonight's meeting would be the first of three district-centered public listening sessions on 2022 redistricting, tonight focusing on public testimony from Districts 3, 7, and 8; March 31 focusing on Districts 4, 5, and 6; and April 7 focusing on Districts 1, 2, and 9. He noted that while divided by district, members of the public are welcome to attend any session to testify for their district and/or submit testimony in writing. He explained that following these listening sessions, the Committee will begin holding hearings on redistricting this summer, which will include additional opportunities for public testimony. He explained that the new legislative district map that will come out of the Committee's process will go into effect in November of 2023.

The Chair explained that redistricting is the process of drawing lines of districts from which public officials are elected, and the Boston City Council is responsible for this process at the municipal level. Districts are redrawn according to 2020 Census data and remain in place for 10 years, until the next Census is conducted. The goal of redistricting is to reflect population changes and racial diversity. The Chair explained that districts are composed with precincts as the smallest unit, and using the 2020 Census data, the Committee will work to redraw districts with as equal as possible populations. The Chair shared a chart of population changes from 2010 to 2020, which can be found on the Census website.

Regarding the process, the Chair stated that the Committee will be hosting all its sessions virtually until further notice. He stated that all maps and materials the Committee works on will be posted



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online for review and comment by the public. He shared the URL for the Committee's Redistricting 2022 website (www.boston.gov/departments/city-council/2022-redistricting-boston), which includes dates and times for future public listening sessions and other resources, and will be updated throughout the process and as future sessions are scheduled.

The floor was opened for public testimony. Testimony was heard regarding the importance of outreach and public education on the process, and on making resources for data and maps accessible and easy to read. The creation of a community commission was suggested. Procedural recommendations included adding in person hearings and not concentrating the bulk of work during the summer when many people are away. Concerns were shared about undercounted data.

Testimony was heard about the history of underrepresentation of Asian Americans as well as the surging growth of the Asian American population in Boston. Keeping together core concentrations of Asian Americans and immigrant populations (3-8, 5-1), as well as other racially diverse neighborhoods (6-1, 8-1, 9-1) was stressed as important. It was shared that courts have recognized that race, cultural background, common language, and common countries of origin can be reasons to keep a community whole. Other considerations were raised about sea-level rise, district-wide climate solutions, and keeping shorelines together.

The Chair recessed to allow additional time for members of the public to sign up for testimony. The meeting reconvened before adjourning with no additional testimony.

DOCUMENTS PRESENTED: Chair's Redistricting Overview PowerPoint

INFORMATION REQUESTED: N/A

NEXT MEETING: June 2022

Prepared By
STAFF LIAISON:

Michelle A. Goldberg

Reviewed and Approved By
CHAIR:

Ricardo Arroyo

DATE: April 7, 2022

NOTE: These minutes are to be considered draft unless signed by the Committee Chair and Liaison.



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HEARING MINUTES

COMMITTEE: Redistricting

DATE: August 4, 2022

LOCATION: Ianella Chamber, Fifth Floor, Boston City Hall

TIME: 10:58AM – 11:55AM

SUBJECT: *Dockets #0881, Order for a hearing to discuss the results of the 2020 census and redistricting process for the City of Boston.*

MEMBERS PRESENT:

VOTING MEMBERS: Councilors Ricardo Arroyo (Chair), Liz Breadon (Vice-Chair), Ruthzee Louijuene, Erin Murphy, Michael Flaherty, and Brian Worrell

NON VOTING MEMBERS: Councilors Ed Flynn, Frank Baker, Kenzie Bok, and Gabriela Coletta

ISSUES DISCUSSED:

The Chair convened the hearing and stated that the purpose of the hearing was to discuss the results of the 2020 census and the redistricting process for the City of Boston. The Chair allowed Councilors to provide opening statements and then introduced the panelists which included Sabino Piemonte, Head Assistant Registrar of Registered Voters for the City of Boston's Election Department, and Eneida Tavares, Commissioner of the City of Boston Election Department.

The Chair presented a slideshow providing an overview of the redistricting process. The Chair stated that the Committee held three public listening sessions highlighting each Council district. On March 24, 2022, the Committee heard community input from Districts 3, 7, and 8; on March 31, 2022, the Committee heard community input from Districts 4, 5, and 6; and on April 7, 2022, the Committee heard from the community on Districts 1, 2, and 9.

The Chair stated that redistricting is the process of drawing lines of districts from which public officials are elected and that districts are redrawn according to 2020 Census data. Districts will remain in place for ten years and should reflect changes in population and demographics. Districts are redrawn with precincts as the smallest unit. He discussed what constitutes discriminatory maps which include unequal population, violating the Voting Rights Act, and "cracking" and "packing".

The Chair stated that the Committee will eventually introduce an ordinance for a new district map. The Council will vote on the new map as an ordinance, and the Mayor can sign or veto the ordinance. If vetoed, the Council will return to make changes to this map. The deadline for this new map is November 7, 2022.

Commissioner Tavares stated that the 2020 Census showed that there was a 9.4 percent increase in population over the past ten years resulting in a total population of 675,637. Due to this increase, City Council districts have to be above or below the 5 percent population deviation of 75,000 people. After receiving this new Census data, the City of Boston moved to create new precinct lines. In 2021, the Election Department completed a review of the City's precincts that were overpopulated and posed challenges in administering elections. The Election Department proposed changes to the precinct lines to the State Legislature for consideration during their redistricting process which were then approved. As a result, the City now has 20 new voting precincts for a total of 275 precincts.



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Commissioner Tavares discussed the 2020 Census data stating that any challenge to the validity of this data would have to be made to the Federal government and that the Election Department doesn't have any say in changing these numbers to better reflect undercounted communities.

Councilors discussed various issues including concern about residents in public housing, Boston's immigrant community, and student dormitories not responding to the census; access to demographic information for each district; ensuring that Councilors do not violate open meeting law when creating a map; the importance of keeping Mission Hill united into one district; using forecasted growth for the creation of new precincts; and creating a more defined and clearer boundary for District 4.

The Chair encouraged each Councilor to create a redistricting map by working with the Central Staff redistricting liaison who will utilize redistricting software to develop the map. These maps will then be presented to the Committee where they will be discussed.

DOCUMENTS PRESENTED: Chair Arroyo's Presentation

INFORMATION REQUESTED:

Councilor Michael Flaherty requested the following information:

A list of neighborhoods and precincts that responded the most and least to the 2020 Census count.

NEXT MEETING: N/A

Prepared By
STAFF LIAISON:

Shane Pac

Reviewed and Approved By
CHAIR:

Ricardo Arroyo

DATE: October 13, 2022

NOTE: These minutes are to be considered draft unless signed by the Committee Chair and Liaison.



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WORKING SESSION MINUTES

COMMITTEE: Redistricting

DATE: September 16, 2022

LOCATION: Virtual via Zoom

TIME: 10:00AM (10:06AM – 11:09AM)

SUBJECT: Docket #1098, order for the adoption of City Council redistricting principles

MEMBERS PRESENT:

VOTING MEMBERS: Councilors Liz Breadon (Chair), Brian Worrell (Vice Chair), Ricardo Arroyo, Michael Flaherty, Julia Mejia, Erin Murphy

NON-VOTING MEMBERS: Councilors Ed Flynn (President), Frank Baker, Kenzie Bok, Gabriela Coletta, Kendra Lara

ISSUES DISCUSSED:

The Chair opened the working session with remarks and stated that the purpose of this session was to discuss the adoption of City Council redistricting principles. The Chair gave a presentation to provide an overview of the redistricting process to date, the Committee process and commitments moving forward, the Committee timeline, factors for consideration in redistricting, community engagement and outreach, and current resources available.

The Chair shared presentation slides and discussed background information. The Chair stated that the U.S. Census Bureau released the 2020 Census Redistricting Summary File Data (P.L. 94-171) in August and September 2021, and the Committee on Redistricting held a hearing on September 28, 2021. Due to COVID-19 pandemic-related delays impacting the release of census data, the Massachusetts Legislature enacted a special law to shift the order of state congressional and legislative redistricting to occur prior to local reprecincting. The Boston Board of Election Commissioners began to adjust select voting precinct boundaries. Precinct adjustments were adopted by the Election Commissioners on October 20, 2021, and further amended on April 6, 2022. The Committee on Redistricting held virtual public hearings by Council district on March 24, March 31, and April 7, 2022. The Committee then held a hearing on August 4, 2022. The present Committee Chair assumed the role on August 29, 2022.

The Chair discussed the anticipated Committee process and intended process commitments, including ensuring a fair and democratic process. Chair Breadon stated that she and Vice Chair Worrell recently met with representatives of the Drawing Democracy Coalition, consisting of community organizations, voting rights advocacy groups, researchers, and civil rights attorneys. She stated that the Coalition seeks to work with the Committee to ensure an equitable and transparent redistricting process with community voice, and has made requests which include: convening a community advisory group of leaders in communities of color and voting rights advocates; releasing a proposed map at least seven days before a public hearing to ensure adequate time for review; that the Committee, the Election Department, and the Boston Planning and Development Agency consolidate and publicize public data in a centralized location; that the Committee hold three public hearings on the Committee's proposed map, including outside of Downtown and on a weeknight or weekend with at least 7 days notice; translation of all materials, provide interpretation at hearings, and consider establishing a portal for public comment; and to conduct robust outreach to community organizations for input.

The Chair stated that the Committee seeks to facilitate a redistricting process that engages community voice, is transparent, and yields a final map that is fair, uplifts marginalized communities, and reflects the City that the Council represents. Chair Breadon stated that she and the Vice Chair are committed to leading a process



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grounded in shared principles which include convening a community advisory board for the Chair and Vice Chair to consult on redistricting principles and process; prioritizing robust citywide community engagement and accessible opportunities for participation, seeking the input of Communities of Interest (COI) currently or historically split among districts; to centralize data and resources used in an accessible place; to draw districts that ensure minority communities have fair opportunities to elect candidates of their choice, thoroughly reviewing scenarios to maintain, strengthen, or add majority-minority districts; to analyze proposed maps using multiple data sources for insight on impact: total population, Voting Age Population (VAP), Citizen Voting Age Population (CVAP); to consider precinct-level voter registration and turnout data; and to confer with demographers and use population data in order to look ahead over the next ten years to identify citywide and neighborhood trends, changes over time, present conditions, and produce future population and residential development projections.

The Chair discussed the Committee's anticipated redistricting timeline and stated that from September 19th through September 30th, the Committee anticipates holding working sessions, hearings, and meetings focused on identifying further information and tools that Councilors need prior to specific map proposals. Then, the Committee anticipates proposing an initial map between October 3rd and October 7th which incorporates community and Councilor input. From October 11th through October 25th, the Committee intends to review the map through hearings, working sessions, citywide publicity, and targeted community outreach and engagement. The Chair stated that she intends to recommend possible action on a redistricting plan at the regular Council meeting scheduled for Wednesday, October 26, 2022, with Wednesday, November 2, 2022 as a back-up date.

The Chair asked Councilors to discuss what further data, information, resources, or tools they feel are needed, and what factors to consider, in order to make informed decisions on redistricting. The Chair stated she will invite administration officials, subject matter experts, and community advocates to future meetings. So far, further information the Chair hopes to obtain include more detailed demographic analysis: historic population trends, change over time, shifts in majority-minority districts, future projections, and the residential development pipeline; to identify Communities of Interest split or on the edges of districts; obtain legal guidance on Voting Rights Act compliance and requirements, Boston's redistricting enabling legislation and deadline, how to assign the 16 adjusted precincts that cross current district boundaries, and the relation of existing and proposed districts to new congressional and state legislative districts, in order to avoid further splitting neighborhoods.

The Chair stated that it is the Committee's goal to engage constituents across the city to hear their thoughts and ideas on the changes they would like to see, as well as their feedback on proposed maps. Given the anticipated timeline, the Chair requested the assistance of all Councilors to commit to a large-scale, all-hands-on-deck outreach plan to educate, inform, and engage residents across the City. She stated that Councilors will receive a toolkit, created with the assistance of the office of Vice Chair Worrell, for all Councilors to help disseminate information on upcoming opportunities for the public to engage and testify in the redistricting process. The Chair's goal is to widely circulate scheduled dates for Committee events by next Tuesday, September 20.

Councilors asked questions and discussed various issues including the importance of uniting various neighborhoods such as Roslindale, Grove Hall, Mattapan, Fields Corner, Beacon Hill, and Mission Hill; the process of how Councilors can submit possible changes to districts; how the Committee will use working sessions to create and share possible maps; how the Committee will determine where precincts which are currently split among multiple Council districts will be moved to; the target population and deviation for each district; utilizing population forecasts for the City of Boston; the accuracy of the 2020 Census data; the



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neighborhoods where there has been the most growth; keeping Chinatown with neighboring South End precincts; and ensuring accessible voting locations within the new districts.

DOCUMENTS PRESENTED: Chair’s presentation slide deck

DOCUMENTS RECEIVED: Letter from Councilor Ruthzee Louijuene

INFORMATION REQUESTED: N/A

NEXT MEETING: See the publicly posted notices.

Prepared By
STAFF LIAISON:

Shane Pac

Reviewed and Approved By
CHAIR:

Liz Breadon

DATE: January 18, 2023

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WORKING SESSION MINUTES

COMMITTEE: Redistricting

DATE: September 20, 2022

LOCATION: *Piemonte Room, Fifth Floor, Boston City Hall*

TIME: 2:00PM (2:10PM – 3:46PM)

SUBJECT: *Docket #1098, order for the adoption of City Council redistricting principles*

MEMBERS PRESENT:

VOTING MEMBERS: Councilors Liz Breadon (Chair), Brian Worrell (Vice Chair), Michael Flaherty, Ruthzee Louijeune, Julia Mejia, Erin Murphy

NON VOTING MEMBERS: Councilors Ed Flynn (President), Frank Baker, Kenzie Bok, Gabriela Coletta, Tania Fernandes Anderson, Kendra Lara

ISSUES DISCUSSED:

The Chair gave a brief opening statement, read the docket into the record, and explained that the focus of the working session is to review and discuss the sixteen redrawn precincts that now overlap a number of existing districts. The Chair explained that the Board of Elections Commissioners adjusted select voting precincts in 2021 in conjunction with the State congressional and legislative redistricting process. She explained that the Board completed the reprecincting process in April of 2022, increasing the total number of precincts in the City from 255 to 275. The Chair read the guidelines used by the Board of Election Commissioners, which states that wards with precincts containing more than 3,000 voters were considered for review, census block groups within each Ward were used to create precincts, and the aim was to keep population within a margin of $\pm 10\%$ from 2,000 total voters. Adjustments were made to certain precincts in order to eliminate sub-precincts caused by state legislative redistricting. In addition, precinct boundaries were determined using linear features such as roadways, railroads, and/or easily identifiable features, and the use of projected residential growth was also taken into consideration. The Chair further explained that due to reprecincting causing 16 “split precincts” which cross into 2 or 3 current Council districts, each must be moved as a whole during 2022 City Council redistricting. The precincts are in Wards 3, 4, 8, and 9, and in current Districts 1, 2, 3, 7, and 8, with a total population of 50,226. The map will reflect the new borders of the districts according to the boundaries of the precincts on the edge of a district. The new districts will be effective for municipal elections from 2023-2031.

The Chair explained the goal of the working session is to reconcile split precincts by Councilor consensus, taking into consideration the input of Councilors whose districts contain split precincts. Further factors to weigh include projected population growth, housing development, polling locations in neighborhoods, communities of interest, reference points, and more. The Chair emphasized that the outcome of today’s working session is a preliminary conversation for the remainder of the redistricting process, and is not a final product of the map.

The Chair invited Councilors to share brief opening remarks. A slide deck of the wards and precincts was presented and reviewed. Questions and concerns were raised relative to the 2020 Census population count for the City of Boston. The Chair explained that the Council has to use the reported decennial census numbers regardless of the possibility of dispute. Councilor Baker presented an enlarged printed map of the existing districts so that the Councilors can have a better visual of the areas impacted.

The Chair reviewed each of the split precincts relative to the impacted current districts and asked Councilors for their input on whether to keep or move precincts out of a particular district, including consideration of the



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factors listed above, where applicable, in order to come to a consensus and begin the process toward drafting a map that makes the precincts whole and the district contiguous.

The Chair recognized Councilor Worrell for final closing remarks. Councilor Worrell reviewed Councilor suggestions, including tentatively assigning each split precinct to the following districts:

- | | | |
|-----|---------------------|---------------|
| 1. | Ward 3, Precinct 6 | to District 1 |
| 2. | Ward 3, Precinct 10 | to District 8 |
| 3. | Ward 4, Precinct 2 | to District 2 |
| 4. | Ward 4, Precinct 4 | to District 7 |
| 5. | Ward 4, Precinct 6 | to District 8 |
| 6. | Ward 4, Precinct 7 | to District 8 |
| 7. | Ward 4, Precinct 8 | to District 7 |
| 8. | Ward 4, Precinct 9 | to District 7 |
| 9. | Ward 4, Precinct 10 | to District 8 |
| 10. | Ward 4, Precinct 12 | to District 8 |
| 11. | Ward 8, Precinct 1 | to District 3 |
| 12. | Ward 8, Precinct 2 | to District 3 |
| 13. | Ward 8, Precinct 4 | to District 7 |
| 14. | Ward 8, Precinct 5 | to District 7 |
| 15. | Ward 8, Precinct 6 | to District 3 |
| 16. | Ward 9, Precinct 1 | to District 7 |

Councilors further discussed the suggestions and remarked on demographics, communities of interest, population growth, and geographic reference points.

The Chair thanked attendees for their participation, requested each Councilor's assistance publicizing and disseminating information to residents, and reviewed the tentative schedule for the upcoming Committee events in order to meet an intended November 2 deadline for possible final Council action on this matter.

DOCUMENTS PRESENTED: Chair's presentation slide deck; Map of districts, and wards and precincts.

DOCUMENTS RECEIVED: Compilation of 2011-2012 Committee on Redistricting minutes;
Communications Toolkit Google Folder shared

INFORMATION REQUESTED: N/A

NEXT MEETING: See the publicly posted notices.

Prepared By
STAFF LIAISON:

CM

Cora Montrond

Reviewed and Approved By
CHAIR:

Liz Breadon

DATE: January 18, 2023

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WORKING SESSION MINUTES

COMMITTEE: Redistricting

DATE: September 23, 2022

LOCATION: Virtual via Zoom

TIME: 1:00PM (1:05PM – 2:00PM)

SUBJECT: Docket #1098, order for the adoption of City Council redistricting principles

MEMBERS PRESENT:

VOTING MEMBERS: Councilors Liz Breadon (Chair), Brian Worrell (Vice Chair), Ricardo Arroyo, Michael Flaherty, Ruthzee Louijeune, Julia Mejia, Erin Murphy

NON-VOTING MEMBERS: Councilors Ed Flynn (President), Kenzie Bok, Tania Fernandes Anderson, Kendra Lara

ISSUES DISCUSSED:

The Chair gave a brief opening statement, explaining that the Committee held a productive virtual working session on Friday, September 16, followed by a working session on September 20 where Councilors reviewed and discussed the 16 precincts split across multiple current districts, coming to consensus to reconcile the splits by assigning each to a single district. She emphasized that these “baseline” districts are a starting point for the discussion today and are open for further consideration at the next working session on Monday, September 26. She indicated that there will be a series of working sessions and meetings, including an off-site hearing, where members of the public and other interested parties are invited to provide input on redistricting. Given the short timeframe, the Chair requested the assistance of all Councilors to disseminate information on the redistricting process to residents across the city. She indicated that the Council can then take the feedback and incorporate it into an initial map, with the goal of filing an initial proposed map by October 3, 2022.

The Chair recognized Vice Chair Councilor Worrell for opening remarks. Councilor Worrell said that he is looking forward to discussing the population counts resulting from the “baseline” districts, toward creating an equitable map which increases the opportunities for minority voters to elect their candidates of choice.

In a slide presentation, the Chair reviewed demographic data of the 16 split precincts which were reconciled to a “baseline” map at the previous working session of September 20, 2022. She presented past redistricting plans dating back from 1983 to 2012, stating that the 2012 map reflects the district boundaries as currently in force. The Chair discussed population growth and shifts over time since 2010. Councilors then discussed the need to reconcile population in districts most needing to change, while taking into consideration projected population and anticipated housing unit growth, particularly in District 2 which represents significant population growth.

The Chair reviewed the change in population totals from the actual to the reconciled “baseline” district boundaries, reporting that District 1 increased by 1,066 people, an increase of +1.4% from the current district; District 2 decreased by 11,847 people, a -13.4% reduction in total population; District 3 increased by 1,077 people, a +1.6% increase; District 7 increased by 4,954 people, a +6.8% increase; and District 8 increased by 4,750 residents, or a +6.3% increase. The Chair reviewed the resulting population reallocation among District 1, District 2, District 7, and District 8, based on considerations of neighborhood cohesion and keeping District 2 contiguous.

Councilor Flynn highlighted the potential Asian population shift and its impact on the residents in Chinatown, the South End, and Bay Village. He emphasized that the Chinese community would like to remain unified in a



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district and have their voices heard. The Chair agreed that consideration of communities of interest is an important part in the process.

Councilor Flaherty expressed concern for residents in District 2 and District 3, asking about residents in the Cathedral and the Villa Victoria housing developments as well as the Vietnamese community in Fields Corner. He emphasized that the respective communities would like to be unified in their respective districts. The Chair responded that identifying these communities is part of the process, so that all Councilors can be aware to keep them in mind. Councilor Worrell announced that a Google Form was sent to Councilors to provide input on their communities of interest which should inform the ongoing redistricting process. He suggested that Councilors reach out to residents in their communities for feedback and to be mindful of the outreach and engagement process when filling out the form. The Chair reminded the Councilors to direct any legal questions to the Law Department before the map is drawn so that the Council can produce a legally defensible map. Councilor Worrell reiterated the importance of outreach and community engagement across all districts, and again asked all Councilors to help disseminate information to the public about the ongoing redistricting process. The Chair indicated that the next working session on Monday, September 26 will focus on discussing communities of interest identified by Councilors.

Councilor Mejia inquired about the timeline of the redistricting process moving forward. The Chair again reviewed the timeline and tentative target of having a draft map submitted by October 3rd. The Chair stated that all of the Committee's materials are posted on the City's website at <http://boston.gov/redistricting>. She requested that Councilors come prepared to discuss the community of interest issues within their respective districts at the next working session on Monday, September 26, 2022 at 2PM.

The Chair thanked everyone for their participation and briefly reviewed the Council's tentative schedule for the upcoming meetings, public hearings, and working sessions in order to meet an intended November 2 target date for possible final Council action on this matter.

DOCUMENTS PRESENTED: Chair's presentation slide deck

DOCUMENTS RECEIVED: Map of baseline districts; Baseline districts Esri Summary Report; Baseline districts demographic data by precinct; 2012 Opinion of Corporation Counsel on splitting precincts; Baseline districts interactive GIS web map; Committee input Google Form; Demographic data spreadsheet shared

INFORMATION REQUESTED: N/A

NEXT MEETING: See the publicly posted notices.

Prepared By
STAFF LIAISON:

CM

Cora Montrond

Reviewed and Approved By
CHAIR:

Liz Breadon

DATE: January 18, 2023

NOTE: These minutes are to be considered draft unless signed by the Committee Chair and Liaison.



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WORKING SESSION MINUTES

COMMITTEE: Redistricting

DATE: September 26, 2022

LOCATION: *Piemonte Room, Fifth Floor, Boston City Hall*

TIME: 2:00PM (2:10PM – 3:19PM)

SUBJECT: *Docket #1098, order for the adoption of City Council redistricting principles*

MEMBERS PRESENT

VOTING MEMBERS: Councilors Liz Breadon (Chair), Brian Worrell (Vice Chair), Ricardo Arroyo, Michael Flaherty, Ruthzee Louijeune, Julia Mejia, Erin Murphy

NON-VOTING MEMBERS: Councilors Ed Flynn (President), Frank Baker, Kenzie Bok, Tania Fernandes Anderson, Kendra Lara

ISSUES DISCUSSED

The Chair read the docket into the record and reviewed recent hearings and working sessions, explaining that the working session would focus on communities of interest in each “baseline” district, now that reconciling split precincts lessened population deviation. Councilors stressed the importance of considering micro-communities within larger neighborhoods without over-concentrating macro-communities. It was suggested that the LGBTQ+ community be considered, with heavy presence in the South End, as well as Savin Hill and Melville Park in Dorchester. It was noted that the voting age population should be reported for each proposed district.

The Chair stated that the Committee would discuss each district and hear suggestions of each respective district councilor. Due to Councilor Coletta’s absence, the Chair moved to discuss District 2. The Chair addressed that in the last session, Councilors moved Ward 3, Precinct 6 from District 2 to District 1. Turning to Council President Ed Flynn of District 2, the Chair acknowledged the increased population within the precinct and questioned what they could do to keep communities of interest together, like the Asian community in Chinatown and their growing community in South Boston. Council President Flynn stated that other communities of interest include communities of color, residents in public housing, residents with disabilities, and LGBTQ+ residents.

Moving forward to District 3, the Chair turned the floor to Councilor Baker to discuss his communities of interest. Councilor Baker discussed uniting the Vietnamese community in his district by moving Ward 16, Precinct 1 to District 3, in order to encompass Little Saigon in a single district. Councilor Baker also discussed the transportation benefits of uniting Fields Corner to better coordinate planning of biking and walking routes.

The Chair turned to District 4, and Councilor Worrell discussed a desire to unite Ward 14, Precincts 5 and 14 in District 4, connecting more of Rosindale in the district through Ward 14, Precincts 6, 12, 13, and 14, along with Ward 18, Precincts 1 and 4, and Ward 17, Precinct 14. Councilors questioned the boundary lines of Mattapan. It was stated that Councilors considered Ward 14, Precincts 8 and 14, along with Ward 18, Precincts 1, 2, and 4, as Mattapan. It was suggested that District 4 absorb Ward 14, Precinct 5 and Ward 18, Precinct 2 to unify Mattapan, maintaining everything west of Blue Hill Avenue in District 5 and everything east in District 4. Councilor Worrell stated that the Committee should consider that District 4 is experiencing the most gentrification. Councilor Arroyo disagreed, stating that while he agreed District 4 is next to be gentrified, currently, 89% of the district population consists of residents of color. While acknowledging the demographics, Councilor Worrell stated that District 4 is experiencing the quickest rise in gentrification.



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The Chair moved to discuss District 5. Councilor Arroyo suggested that Ward 19, Precincts 7 and 12, and Ward 14, Precincts 8 and 14 stay where they are or move to District 5, and if moved to District 5, swap Ward 14, Precinct 5 and Ward 18, Precinct 2 out and into District 4 to make up for the population loss. Councilor Arroyo stated that the District 5 population would total 75,000, with a $\pm 2.5\%$ deviation for all districts. One last change suggested was to move Ward 20, Precinct 21 out of District 6 into District 5, and swap it by moving Ward 20, Precinct 8 out of District 5 and into District 6. Councilor Worrell suggested unifying Ward 14, Precincts 5 and 14 along with Ward 18, Precinct 2 to unite the large Caribbean community amongst those precincts.

Councilor Lara discussed District 6, stating that, for the most part, the boundaries of communities of interest are already tightly defined. However, as Councilor Arroyo suggested, Councilor Lara agreed that moving Ward 20, Precinct 8 into District 6 would complete the neighborhood by encompassing all of the Holy Name Rotary.

The Chair moved to discuss District 7. Councilor Fernandes Anderson suggested unifying parts of the South End with the districts north or south. It was stated that the South End is split between Districts 2, 3, and 7, and Councilor Fernandes Anderson felt the neighborhood could be moved into District 3. Councilor Fernandes Anderson also raised the importance of preserving Roxbury, uniting Grove Hall, and retaining Franklin Park. Councilors noted state senate district boundaries to highlight how the South End and Roxbury are respectively unified. The Chair stated that the Committee could further reference state legislative district boundaries.

Finally, the Chair moved to District 8. Councilor Bok acknowledged difficulties in combining neighborhoods in District 8 due to high populations in neighborhoods wishing to be united. Councilor Bok stated that seniors in Ward 9, Precinct 7 and Ward 4, Precinct 9 wish to be united with Mission Hill in District 8. Further, moving Ward 4, Precinct 8 would unite the Fenway, as well. Lastly, Councilor Bok stated that while Ward 3, Precinct 10 could be in District 1, consensus of residents seems to favor keeping the West End and Beacon Hill whole.

The Chair reviewed the upcoming schedule, stating the Committee will hold a hearing in City Hall and will look into holding more in the community. Councilor Fernandes Anderson announced she is holding a listening session for District 7 on Saturday. With no other comments, the Chair gavelled and adjourned the meeting.

DOCUMENTS PRESENTED: N/A

DOCUMENTS RECEIVED: Demographic data Excel workbooks received from the BPDA in response to Section 17F Order passed by the Council on September 14, 2022 (Docket #1107), 2020 Census population data by current district, baseline district, and precinct

INFORMATION REQUESTED: N/A

NEXT MEETING: See the publicly posted notices.

Prepared By
STAFF LIAISON:

Meghan Kavanagh

Reviewed and Approved By
CHAIR:

Liz Breadon

DATE: January 18, 2023

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WORKING SESSION MINUTES

COMMITTEE: Redistricting

DATE: September 27, 2022

LOCATION: *Piemonte Room, Fifth Floor, Boston City Hall*

TIME: 3:00 (3:12PM – 5:21PM)

SUBJECT: *Docket #1098, order for the adoption of City Council redistricting principles*

MEMBERS PRESENT

VOTING MEMBERS: Councilors Liz Breadon (Chair), Brian Worrell (Vice Chair), Ricardo Arroyo, Michael Flaherty, Ruthzee Louijeune, Julia Mejia, Erin Murphy

NON-VOTING MEMBERS: Councilors Ed Flynn (President), Frank Baker, Kenzie Bok, Gabriela Coletta, Tania Fernandes Anderson

ISSUES DISCUSSED

The Chair opened the working session describing the redistricting process thus far, including dates of recent working sessions and issues discussed. The Chair explained that this working session would focus on precincts identified as communities of interest, and discussion of potential precinct shifts. In reference to a chart handed out at the meeting, the Chair began discussing Ward 4, Precincts 4 and 5, along with Ward 9, Precinct 2.

Councilors raised issues with demographic percentages as reported on the handout and discussed whether there was an error or whether the numbers present the demographic data reported by the Census Bureau. It was stated that there are varying methods of collecting and reporting demographic data for persons identifying with two or more races, sometimes making data appear inconsistent. Councilor Arroyo pointed out that the percentage of Hispanic individuals in a particular precinct as reported on the handout appears lower than it should be, given the actual population count. Councilor Arroyo pointed out that the percentage of Asians is higher than Hispanics, despite the population totals presenting the opposite case. Council President Flynn noted there is a significant Asian population in public housing adjacent to Villa Victoria. The Chair recognized representatives of the BPDA in attendance, and it was determined that there was a clerical error in the handout as presented. Therefore, for demographic percentages, Councilors referred to the handout from the prior working session.

The Chair brought attention to Ward 8, Precinct 1 and Ward 9, Precinct 1, noting they are currently in District 2, and that the question is whether to move each into Districts 3 and 7, or if kept together, which district they should be in. Council President Flynn stated that they are both wonderful communities, and that if it were up to him, he'd love to keep both precincts in District 2. There was a general consensus among Councilors that regardless of where the precincts are moved, if at all, they should remain together. Councilor Baker stated that District 3 would no longer be geographically compact if it gained those precincts. Councilors discussed whether to move the South End into District 3. Councilor Baker expressed that he would not get rid of Dorchester to gain Downtown precincts when he represents a Dorchester-based district. Councilors contemplated shifting precincts along the boundary of District 2 into District 3, but tabled the discussion on the grounds of it splitting District 2.

The Committee moved to Ward 4, Precincts 4 and 5 and Ward 9, Precinct 2. Council President Flynn stated he certainly has an opinion, but would first defer to the District 7 Councilor currently representing those precincts. Councilor Fernandes Anderson stated the precincts should stay together and be moved to District 3, as suggested in the map she recently filed with Councilor Arroyo (Docket #1186). Councilors expressed dismay with consideration of a map which not all Councilors provided input on. Councilor Fernandes Anderson stated she was offering suggestions and that there had not been any backdoor processes. Councilors questioned whether



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multiple maps are in existence. Councilor Bok stated she would like more demographic data, because she thinks there is a significant connection between the Asian communities in Ward 8, Precinct 1 and Ward 9, Precinct 1.

Councilor Flaherty expressed the opinion that Councilors should focus on shifting boundaries where it is known that population growth is coming, such as in Districts 1, 2, and 3. Given the growing population in the northern areas of Boston, Councilor Flaherty stated that the southern districts need to absorb more precincts now, or else they are going to have to shift more drastically when redistricted again in ten years. Councilor Murphy offered a printed map as a visual aid presenting the population demographics, and suggested formally filing the proposal.

The Committee discussed the potential undercount in the 2020 Census and how that might impact redistricting. Councilors noted the time constraint the Council faces in redistricting, questioning the Chair on how to move forward, and asked for clarification of which members were on the Committee. It was clarified that the Committee on Redistricting is composed of Chair Councilor Breadon, Vice Chair Councilor Worrell, and Councilors Arroyo, Flaherty, Louijeune, Mejia, and Murphy as voting members. Councilors expressed a desire to reach consensus on a map that is right for the city as a whole, not just district-by-district. Councilors expressed that neighborhoods within districts should be kept as whole as possible. The Chair expressed that the Committee should focus on shifting precincts on the margins of existing districts to best keep them compact.

The Chair turned to Councilor Coletta of District 1, who stated that if she could advocate for any precinct to be in District 1, it would be Ward 3, Precinct 6. Further, Councilor Coletta expressed her opinion that Councilors who propose maps should be responsible for explaining their rationale for changes and population deviations.

Councilors then moved forward to discuss the unification of and identification of precincts comprising Grove Hall. Councilor Fernandes Anderson suggested moving Ward 13, Precincts 1 and 4, along with Ward 14, Precinct 1 to District 7, stating that residents have historically recognized Grove Hall as a part of Roxbury, and moving the stated precincts would unify Grove Hall. Councilor Worrell disagreed, stating that Grove Hall has always been Dorchester to him. Other councilors were split on the question and concurred with both Councilors Fernandes Anderson and Worrell. Councilor Worrell raised that District 4 is one of the few districts needing to gain population; therefore, in his opinion, Councilors should not consider moving precincts from the district. Councilor Worrell further stated that he resides in one of the precincts raised by Councilor Fernandes Anderson.

Moving forward to District 5, Councilor Arroyo expressed that he would prefer not to have any precincts removed from District 5 which unify Rosindale, such as Ward 14, Precinct 14. Rather, he would like for District 5 to gain some precincts to further unify Rosindale, such as Ward 14, Precinct 8, Ward 18, Precinct 7, and Ward 19, Precinct 12. Councilor Arroyo suggested moving Ward 14, Precinct 5 and Ward 18, Precinct 2 to District 4.

The Committee then discussed precincts in Districts 3 and 4 with populations predominantly identifying as Cape Verdean, which Councilors agreed consisted of Ward 15, Precincts 1 through 9 and that this community of interest should be maintained. Considering District 3, Councilor Baker stated he would like to maintain the existing district as whole as possible, with some additions, and further identified his residence, raising the relationships he has maintained with community residents. Councilor Bok asked the Chair whether the “baseline” districts would be presented on a printed map with demographic data by precinct. The BPDA representatives in attendance stated that maps would be prepared. Speaking to precincts on the boundaries of Districts 3 and 4, Councilor Worrell agreed with uniting Fields Corner through Ward 16, Precincts 1 and 3.



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Councilors discussed whether to move Ward 18, Precinct 7, from District 4 to District 5. Councilor Arroyo explained that Ward 18, Precinct 7 includes some of Rosindale and some of Mattapan, and that due to the American Legion Highway running through Ward 18, Precinct 7 and Ward 19, Precinct 12, both precincts should be discussed together. Councilors asked what precincts District 5 would then need to shed. Councilor Arroyo suggested moving Ward 14, Precinct 5 and Ward 18, Precinct 2 to District 4, noting the similar precinct demographics. Councilor Arroyo raised that such a shift would create a more cohesive transportation corridor.

The Committee decided that because they have yet to come to a consensus on many precincts, they would wait until after the public hearing on Thursday to make more decisions. The Chair moved to discuss redistricting principles. The Chair read the proposed redistricting principles presented in Docket #1098 and discussed conduct and public participation. The Chair stated that conduct had already been addressed throughout the meeting when Councilors were asked not to speak over colleagues and to respect one another during what can be an strenuous process. The Chair explained that the Committee hopes to hold as many meetings as possible to hear public testimony. The Chair further stated that the redistricting principles discuss requirements under the City Charter and Voting Rights Act, use of existing precincts, data needed for analysis of proposals, and the necessity of assessing population change from 2010 to 2020.

Councilors expressed that Committee working sessions should be held in the Iannella Chamber or live-streamed from the Piemonte Room. Council President Flynn expressed that working sessions outside of the Iannella Chamber are not live-streamed or recorded, so as to encourage candidness in Councilor discussions. It was further stated that due to technological limitations, live-streaming outside of the Iannella Chamber would make recording audio difficult. Each Councilor would need to be called on individually to speak into a microphone from across the room, rather than sitting together around a map on a table. The Chair expressed that given the time constraints, they are doing the best with what they can and making a good-faith effort. Finally, Councilors questioned how maps would be presented before the public and, when voting on maps filed, how many would be presented. The Chair stated that at the upcoming public hearing, the “baseline” map would be presented and the Committee progress thus far would be summarized. There was no consensus among Councilors on whether the Chair should present a single proposed map or whether there should be multiple proposals. The Chair expressed a preference for obtaining more public comment, then gaveled and adjourned the meeting.

DOCUMENTS PRESENTED: Council District Demographic Data

DOCUMENTS RECEIVED: Interactive GIS web map with state legislative and congressional district boundaries; Digital flier and graphics to publicize September 29, 2022 public hearing

INFORMATION REQUESTED: N/A

NEXT MEETING: See the publicly posted notices.

Prepared By
STAFF LIAISON:

Meghan Kavanagh

Reviewed and Approved By
CHAIR:

Liz Breadon

DATE: January 18, 2023

NOTE: These minutes are to be considered draft unless signed by the Committee Chair and Liaison.



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HEARING MINUTES
COMMITTEE: Redistricting
DATE: September 29, 2022

LOCATION: Iannella Chamber, Fifth Floor, Boston City Hall

TIME: 3:00PM (3:14PM – 6:13PM)

SUBJECT: Docket #1098, order for the adoption of City Council redistricting principles

MEMBERS PRESENT:

VOTING MEMBERS: Councilors Liz Breadon (Chair), Brian Worrell (Vice Chair), Ricardo Arroyo, Ruthzee Louijeune, Julia Mejia, Erin Murphy

NON-VOTING MEMBERS: Councilors Ed Flynn (President), Kenzie Bok, Gabriela Coletta, Tania Fernandes Anderson, Kendra Lara

ISSUES DISCUSSED:

The Chair convened the hearing, read the dockets into the record, and explained that the purpose of the hearing was to receive public testimony on the redistricting process and redistricting principles. The Chair began by giving an overview of the redistricting process. She stated that the Council had asked the City of Boston and the Boston Planning and Development Agency to make available reports and data sets on the 2020 Census population data for the current Council districts. She stated that the City is working on the request and will make these resources available soon. She emphasized the importance of demographic data and consequences of an undercount. She noted that the Council previously submitted a request for the City to submit a challenge to the Census Bureau, which the Mayor has recently done. The Chair reviewed that following the census, under the leadership of Chair Arroyo, the Committee held three preliminary virtual public listening sessions in March and April of 2022 prior to the City Council budget review process, followed by a public hearing held on August 4th.

The Chair stated that the Boston Board of Election Commissioners adjusted select voting precincts in 2021 in conjunction with state congressional and legislative redistricting. She explained that the precincting process was completed in April of 2022, increasing the number of precincts in the city from 255 to 275. This process resulted in 16 split precincts, which crossed into up to three current Council districts. Councilors reviewed the adjusted precincts and tentatively assigned each to an adjacent district based on general consensus, such that all 275 precincts of the City are wholly within a single district. The reconciled districts became a baseline map for further consideration of potential precinct shifts through the redistricting process. This exercise of uniting the split precincts adjusted the population deviation across districts, such that District 2's deviation was +1,634 residents (+2.2%) above the average, District 3's deviation was -5,434 residents (-7.2%) below the average, and District 8's deviation was +4,688 residents (+6.2%) above the average. The Chair explained that this is the "baseline" map and population deviation from which the redistricting process is progressing at present, emphasizing that the Committee will continue to solicit resident input. After a brief statement from Councilor Worrell about information available on the Committee website, the Chair invited public testimony, noting that she would alternate between public comment and Councilor remarks.

Residents testifying generally expressed their sentiments as follows: that redistricting should not separate the South End from Chinatown in District 2; that each proposal should adhere to at least one of the Esri Redistricting software's eight measures of compactness to avoid sprawling districts, which can cause Councilors to be spread too thin to serve their constituents well. The Chair then recognized Councilor Fernandes Anderson, who spoke to the difficulties many residents experience in attending redistricting working sessions held



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in-person but not live-streamed. She requested that all future working sessions be held in the Chamber so that they can be televised for transparency. The Chair then turned the floor over for further public testimony.

Residents testifying generally expressed their sentiments as follows: that all future working sessions be live-streamed and the recordings accessible online; that Councilor Arroyo be reinstated as Committee Chair; that the “majority-minority” districts consisting of a majority of residents of color (Districts 3, 4, 5, and 7) be maintained; and the unification of neighborhoods split between current districts, such as Fields Corner, Upham’s Corner, and Mattapan. The Chair recognized Councilor Murphy, who stated the importance of transparency in redistricting and yielded the floor. Residents further testified that the redistricting process must continue to adhere to the requirements of the Voting Rights Act. The Chair then recognized Councilor Mejia, who emphasized that in the interest of transparency, all future working sessions and hearings should be live-streamed.

Further public testimony expressed that there should be sufficient Committee hearings such that all residents have the opportunity to sufficiently review and comment on the proposed district maps; that Councilor Arroyo be reinstated as the Committee Chair; and that the population balance between South Boston and the rest of District 2 be reevaluated. The Chair recognized Councilor Bok, who stated that her constituents are concerned about the splitting of Mission Hill and their desire for it to stay as whole as possible; West End residents would like to stay together; and that Beacon Hill would like to be reunited with the portion of a precinct that has long been outside of the district.

Residents providing further public testimony expressed that all redistricting must adhere to principles of the Voting Rights Act; that working sessions and hearings be translated in multiple languages; that Councilor Arroyo be reinstated as Chair; that the deadline to redraw Council districts be extended; that population variance between districts be balanced; that the Voting Rights Act be followed strictly such so that communities of color are fairly represented; that all districts should be altered equitably. Support was expressed for the proposal submitted by Councilors Arroyo and Fernandes Anderson, as well as for the predominantly Cape Verdean neighborhoods around Dudley Street to be unified in a district with Roxbury. The Chair recognized Councilor Lara, who emphasized that marginalized communities be represented in the redistricting process.

Residents testifying further expressed that the Vietnamese community be united, particularly that the Fields Corner neighborhood be united in one district, namely Ward 16, Precincts 1 and 3. The Chair recognized Councilor Louijeune, who emphasized that redistricting must adhere to the Voting Rights Act and that the Council not engage in any standard or practice which infringes on communities of color. She further stated that the redistricting process must not engage in “cracking” or “packing,” and refrain from the dilution of the voice and vote of any particular community.

A resident testified expressing concern with the result of the re-precincting process and its impact in Charlestown, dividing the Navy Yard from a precinct consisting of a Boston Housing Authority development. The Chair explained that the re-precincting process is not under the Council’s jurisdiction, but is the responsibility of the Boston Election Commission. The Chair recognized Councilor Flynn, who emphasized the need for transparency in redistricting.

Further testimony critiqued the lack of community outreach and multilingual communication, as well as the tight timeline of the redistricting process. Further critique was raised regarding the removal of Councilor Arroyo as Chair of the Committee. Requests were made for summaries of meetings to be disseminated; that future meetings be live-streamed; that proposed maps be made widely available to the public with their justification;



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and that all proposed district changes adhere to the Voting Rights Act. A resident expressed an opinion that it is within the power of the City Council to adjust district boundaries at any time, not solely on a decennial basis. A request was made for the South End to be unified in a single district. The Chair recognized Councilor Coletta, who stated that the Council should exceed requirements of the Voting Rights Act to work with communities and organizations advocating for more electoral power.

Testimony further critiqued insufficient public awareness of Committee events, and requested that additional communication with neighborhood associations be made to publicize the process, as well as notification by mail. A proposal was made to increase the number of districts to eleven. The Chair recognized Councilor Baker, who expressed support for adding an additional Council district. A resident further testified, emphasizing that it is critical that South Boston remain a part of District 2. The Chair then recognized Councilor Arroyo, who stated that he hopes to further present his proposal (Docket #1186) to the Committee and the public. Councilor Arroyo further stated that multiple hearings had been held regarding the redistricting process, including three community listening sessions in March and April 2022. The Chair then recognized Vice Chair Worrell, who thanked the public for their participation and stated that their issues and concerns, including increased community engagement, compliance with protections under the Voting Rights Act, inclusiveness and transparency, and drawing equitable maps were heard and taken under advisement of the Committee.

DOCUMENTS PREPARED: N/A

DOCUMENTS RECEIVED: Public Testimony

INFORMATION REQUESTED: N/A

NEXT MEETING: See the publicly posted notices.

Prepared By
STAFF LIAISON:

Anna Huang

Anna Huang

Reviewed and Approved By
CHAIR:

Elizabeth Breadon

Liz Breadon

DATE: January 18, 2023

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WORKING SESSION MINUTES

COMMITTEE: Redistricting

DATE: September 30, 2022

LOCATION: Iannella Chamber, Fifth Floor, Boston City Hall

TIME: 10:00AM (10:18AM – 12:53PM)

SUBJECT: Docket #1098, order for the adoption of City Council redistricting principles

MEMBERS PRESENT:

VOTING MEMBERS: Councilors Liz Breadon (Chair), Brian Worrell (Vice Chair), Ricardo Arroyo, Michael Flaherty, Julia Mejia, Erin Murphy

NON-VOTING MEMBERS: Councilors Ed Flynn (President), Frank Baker, Kenzie Bok, Tania Fernandes Anderson, Kendra Lara

ISSUES DISCUSSED:

The Chair convened the working session and gave a review of previous deliberations on this topic in the past three working sessions. She stated that when the City was re-precincted, twenty new precincts were added, increasing the number of precincts from 255 to 275. To reconcile the 16 precincts split between existing Council districts, Councilors established a “baseline” map as a starting point by tentatively assigning each to a district.

The Chair stated that the Committee intends to solicit as much community input as possible before filing an initial map proposal. The Chair mentioned that the Committee held a well-attended public hearing on September 29 and has been reaching out to advocates as well as attending community meetings. She further stated that the consensus of the community input thus far is that it is necessary to increase community engagement and ensure a transparent and inclusive process. The Chair stated that there will be additional working sessions and hearings, and all will be open and accessible to the public. The Chair then asked Councilors to provide their comments on the process thus far and their impressions of the testimony received at the public hearing.

Questions and discussions were raised regarding clarification of the Open Meeting Law, and suggestions were made that the Council review open meeting requirements and the details of any potential violations alleged. It was emphasized that at the public hearing, the residents of the Chinese community stated their strong desire to maintain the Chinatown and South End residents together in their present district, and residents of Roxbury likewise testified that they did not want their neighborhood split amongst multiple districts. It was also noted that some South End residents wish for the neighborhood to be unified within a single district.

Questions and discussions were raised regarding the high rate of residential development in and around the Downtown neighborhood, resulting in population growth in District 2. It was also noted that the South Boston Waterfront has substantially grown in population. It was noted that these population increases have put pressure on the Council to redistrict such as to provide for equally populous districts.

Councilor Arroyo presented a proposed map co-sponsored with Councilor Fernandes Anderson (Docket #1186), which was referred to the Committee on September 28. He stated that the proposal was driven by population growth, particularly in the Downtown and South End neighborhoods. He further noted that this proposal unifies the South End, while expressing that any alternative would further split the neighborhood. He concluded that the population deviation per district is $\pm 2.5\%$ from the ideal average and distributed copies of the proposed map.



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Questions and discussions were raised regarding neighborhoods presently split across existing Council districts and how state legislative district boundaries compare. It was further discussed that residents of the Chinatown community have stated their opposition to any proposal that would separate them from the South End.

Councilor Murphy presented a proposed map with most districts having a roughly $\pm 2.0\%$ deviation from the ideal average population. She stated that this proposed map unites the Vietnamese community and Little Saigon within District 3. She shared accompanying demographic data for the proposed districts.

Questions and discussions were raised about the two proposals presently raised, including their advantages, disadvantages, and legal basis. Issues of how redistricting would affect the Cape Verdean and Black and brown communities, including the implications of uniting or separating particular communities, were discussed. Further discussion included racial and ethnic demographic data, racial diversity, and risks of “packing.” Councilors contemplated the necessity for certain districts to shed residents due to exceeding the allowable population. The necessity of strengthening “opportunity districts” and compliance with the Voting Rights Act were further discussed. The complexity of maintaining cohesive communities and increasing diversity, while complying with the Voting Rights Act, were discussed. The issue of “packing” and any associated legal liabilities were discussed. It was also raised that a substantial number of students residing in a district may skew the demographic and population totals, particularly the voting population. Issues of avoiding gerrymandering and the perception thereof were discussed. The complexity of adjusting district boundaries to equalize population, while considering racial composition without adversely impacting an adjacent district, were discussed. It was noted that drawing a map containing less than a $\pm 3.0\%$ population deviation across the districts is an ideal goal, yet, the mandate of the Voting Rights Act relative to maintaining or enhancing the electoral strength of racial minorities must be upheld. It was stated that although it is desirable to keep communities together, that is secondary to fulfilling the law and the spirit of the Voting Rights Act. It was raised that the vast majority of potential changes likely need to occur in District 2 due to significant population growth.

The Chair noted that a scheduled Council staff training would commence in fifteen minutes, prompting the conclusion of the working session. The Chair stated that dates of future working sessions and hearings would be finalized shortly.


DOCUMENTS PRESENTED: Arroyo/Anderson proposal, Murphy proposal

DOCUMENTS RECEIVED: N/A

INFORMATION REQUESTED: N/A

NEXT MEETING: See the publicly posted notices.

Prepared By
STAFF LIAISON:


Anna Huang

Reviewed and Approved By
CHAIR:



Liz Breadon

DATE: January 18, 2023

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WORKING SESSION MINUTES

COMMITTEE: Redistricting

DATE: October 7, 2022

LOCATION: *Piemonte Room, Fifth Floor, Boston City Hall*

TIME: 11:00AM (11:31AM – 2:00 PM)

SUBJECT: *Dockets #1098, #1186, #1215, and #1216, order for the adoption of City Council redistricting principles, and ordinances amending City Council electoral districts*

MEMBERS PRESENT:

VOTING MEMBERS: Councilors Liz Breadon (Chair), Brian Worrell (Vice Chair), Ricardo Arroyo, Michael Flaherty, Ruthzee Louijeune, Julia Mejia, Erin Murphy

NON-VOTING MEMBERS: Councilors Ed Flynn (President), Frank Baker, Kenzie Bok, Tania Fernandes Anderson

ISSUES DISCUSSED:

The Chair convened the working session, stating that the purpose of the session was to discuss adoption of City Council redistricting principles, and expressed her intention to bring the docket before the Council for a vote on October 19, 2022. She stated that the Committee requested Corporation Counsel's opinion on redistricting requirements and protections under the Voting Rights Act, and will update on any information received.

Councilor Murphy discussed her proposal (Docket #1215), stating it preserves neighborhoods historically in each district, and that she used criteria ensuring fairness and equity, equal population, and compact and contiguous boundaries.. She stated her map unites various communities, including Fields Corner in Dorchester, Mattapan, and Catholic parishes in Dorchester. Councilor Murphy addressed concerns of potential “packing” of Black residents in District 4, stating that the district has historically had a larger Black population than other districts. She mentioned Ward 19, Precinct 7 could be moved to District 4 to increase the White population.

Councilor Arroyo and Fernandes Anderson discussed their proposed map (Docket #1186). Councilor Arroyo stated their goal of addressing population growth in District 2 and deficits in District 3, while attempting to maintain neighborhood boundaries. He stated that the map unifies Mattapan, Roslindale, the South End, LGBTQ+ communities, the Vietnamese community in Dorchester, and the Cape Verdean community in their respective districts, while attempting to maintain the demographics of present districts. He explained that the West End would be in District 1, areas around the Prudential Center would be in District 8, and that District 3 would stretch to Copley Square. Councilor Arroyo referenced similarities to state legislative district boundaries.

Chair Breadon discussed her proposed map filed with and Vice Chair Worrell (Docket #1216), which includes approximately 18 precinct reassignments compared to the “baseline” map, explaining that the map addresses excess population in District 2 while both uniting and retaining Ward 8, Precinct 1 and Ward 9, Precinct 1 in the district, as at present. The Chair stated that the most significant change is shifting eight precincts along the boundaries of Districts 3 and 4 on the basis of population balance, while contemplating the necessity of increasing opportunities for minority groups to elect their candidates of choice in District 3. She explained that the present boundaries of District 3 had a 62.3% minority population and 58.3% minority voting age population in 2010, and a minority population of 61.8% and minority voting age population of 58.5% in 2020. As proposed, District 3 would have 64.9% minority residents and 61.5% minority voting age population, strengthening District 3 as an existing “opportunity district.” The Chair reviewed precinct changes from the “baseline” map: moving Ward 3, Precinct 10 to District 1; moving Ward 2, Precinct 2 to District 8; Ward 8, Precinct 1 and Ward



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9, Precinct 1 returning to District 2; District 3 gaining Ward 7, Precinct 6, Ward 16, Precincts 1 and 3, and Ward 17, Precincts 2, 9, and 11; District 4 gaining Ward 14, Precincts 5 and 14, Ward 16, Precincts 8 and 11, and Ward 17, Precinct 13; Ward 19, Precinct 12 and Ward 20, Precinct 1 moving to District 5; and Ward 20, Precinct 8 moving to District 6. The Chair reviewed the demographic data of the current and proposed districts.

The Chair read from a document released by the U.S. Department of Justice titled “Guidance under Section 2 of the Voting Rights Act, 52 U.S.C. 10301, for Redistricting and Methods of Electing Government Bodies,” published September 1, 2021, highlighting the prohibition of electoral practices or procedures which minimize or cancel out the voting strength of members of racial or language minority groups in the voting population.

Councilors discussed issues including maintaining Chinatown and adjacent Asian communities within District 2, as well as South Boston. Discussion involved a call to reduce the total precinct changes across proposals, as well as regarding historic district boundaries and a desire to keep current districts intact. There was both support and opposition to the recognition or prioritization of Catholic parish boundaries. Displeasure was expressed in regard to major proposed changes in District 3, while a call was made to further diversify the racial and ethnic composition of the district. The necessity of future comprehensive re-precincting was raised, and it was reiterated that population projections would not be considered. Concern was raised regarding the proposed splitting of Adams Corner in Dorchester into two districts. Topics further discussed included analysis of voter turnout and trends, geographical and cultural cores of neighborhoods, and limitations of which adjacent districts could gain precincts from District 2. Limitations of increasing the population of District 4 without potential “packing” were raised. Consideration of District 3 gaining precincts from District 2 in South Boston garnered both support and opposition. Committee rules and decorum were discussed, as well as various advantages and disadvantages of proposed maps relative to demographic composition, particularly in Districts 3 and 4.

DOCUMENTS PRESENTED: Maps and Presentations of Arroyo and Fernandes Anderson Proposal (Docket #1186), Murphy Proposal (Docket #1215), and Breadon and Worrell Proposal (Docket #1216); U.S. Department of Justice Redistricting Guidance Under the Voting Rights Act.

DOCUMENTS RECEIVED: N/A

INFORMATION REQUESTED: Councilor Kendra Lara requested the following information:

- The legal definition of “political cohesiveness” according to the U.S.D.O.J under the Voting Rights Act.
- The voter turnout data for Ward 7, Precinct 6; Ward 16, Precincts 1 and 3; Ward 17, Precincts 2, 9, and 11, Ward 14, Precincts 5 and 14; Ward 16, Precincts 8 and 11; Ward 17, Precinct 13; Ward 19, Precinct 12; and Ward 20, Precinct 1.

NEXT MEETING: See the publicly posted notices.

Prepared By
STAFF LIAISON:

Shane Pac

Reviewed and Approved By
CHAIR:

Liz Breadon

DATE: January 18, 2023

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MEETING MINUTES
COMMITTEE: Redistricting
DATE: October 11, 2022

LOCATION: Iannella Chamber, Fifth Floor, Boston City Hall

TIME: 5:00PM (5:12PM – 7:02PM)

SUBJECT: Public Testimony on Redistricting

MEMBERS PRESENT:

VOTING MEMBERS: Councilors Liz Breadon (Chair), Brian Worrell (Vice Chair), Ricardo Arroyo, Michael Flaherty, Julia Mejia, Erin Murphy

NON-VOTING MEMBERS: Councilors Ed Flynn (President), Frank Baker, Kenzie Bok, Tania Fernandes Anderson, Kendra Lara

ISSUES DISCUSSED:

The Chair convened the meeting and read an absence letter from Councilor Bok. The Chair again summarized the process and stated that redistricting materials are continuously being updated on the Committee website, including links to recordings of all past meetings. She further noted that, at the Committee's request, Attorney Jeffrey M. Wice, an Adjunct Professor and Senior Fellow at the New York School of Law, had delivered a memorandum outlining the basic principles of redistricting criteria. The memorandum was transmitted through Corporation Counsel, as the Law Department has retained Attorney Wice as outside counsel on redistricting. The Chair then read the letter attached to the memorandum into the record and recognized Attorney Wice, who appeared virtually, to offer remarks before the Committee.

Attorney Wice's letter states that his memorandum sets forth the basic principles of the criteria which the City Council should consider when redrawing district boundaries. The letter further states that the memorandum was written at the Chair's request, so the Committee would have a concise list of guideposts to be cognizant of during the redistricting process. The Chair stated that Attorney Wice is a recognized specialist in legislative redistricting and is the co-author and co-editor of the National Conference of State Legislatures' 2020 Redistricting Handbook. The Chair stated that her office would utilize Mr. Wice's expertise to help respond to additional inquiries from the Committee and from Councilors. The Chair stated that Councilors' questions for Attorney Wice would be collected through the Chair and submitted to him through Corporation Counsel. She further noted that she has submitted a set of questions to him, and the response is being prepared.

She then recognized Attorney Wice for his presentation. Attorney Wice stated that federal law and City Charter provisions guide the process of redrawing Council districts. The Boston City Charter includes enabling legislation establishing requirements and factors which may be considered when drawing electoral district boundaries [*St. 1982, c. 605, § 3*]. The legislation requires that districts be compact and shall contain, as nearly as possible, an equal number of inhabitants as determined by the most recent State Decennial Census [sic], shall be composed of contiguous existing precincts, and shall be drawn to preserve the integrity of existing neighborhoods. However, Massachusetts no longer conducts a state census, and redistricting must be based on population data from the last federal decennial census.

Attorney Wice further explained the several criteria for redistricting. The first is population equality, derived from U.S. Supreme Court precedent which established a maximum 10% deviation from the total population of the largest district to the smallest district. Thus, based on the 2020 Census, the ideal district size is 75,071 residents. This requirement allows for a ±5% deviation above or below the average of 75,071 residents per



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district. Any deviation from 75,071 residents outside of the range would need to be based on balancing the additional criteria covered. The overriding factor of population equality is “one person, one vote,” which emanates from the U.S. Constitution, requiring that districts be reasonably equal in population.

The second consideration falls under the 14th Amendment of the U.S. Constitution and the federal Voting Rights Act. The Voting Rights Act states that the process must consider the ability of minority voters to elect their candidates of choice when drawing electoral districts. The Voting Rights Act prohibits any voting qualification, practice, or procedure resulting in the denial or abridgment of any citizen’s right to vote based on race, color, or status as a member of a language minority group. The Voting Rights Act considers race, including Black, Hispanic, Asian, Native American, and Pacific Islander. In the Voting Rights Act, there is a prohibition of vote dilution dispersing, or “cracking,” minority voters among multiple districts, thereby creating ineffective voting blocs overly dispersed in such a way that does not effectively enable them to elect their preferred candidate.

In addition, there can be overly concentrated, or “packed,” districts creating excessive majorities of minority voters within a district, preventing them from electing additional candidates in neighboring districts. Therefore, it is important to avoid “packing” too many minority voters into few districts or “cracking” minority voters across several districts. The Voting Rights Act requires the creation of “effective minority districts,” where a single minority group comprises at least 50% of a district’s population, where the minority voters of different groups vote cohesively for the same candidates of choice, and if there is racially polarized voting such that the majority-White voters vote as a block to prevent minority voters from electing their candidates of choice.

Additionally, redistricting must be mindful of the U.S. Constitution’s 14th Amendment, which prevents racial gerrymandering. Racial gerrymandering is where districts are drawn predominantly on the basis of race without justification, which creates excessive populations of minority voters beyond what is needed to elect the minority communities’ preferred candidates. The City Council may comply with the 14th Amendment and the Voting Rights Act requirements by avoiding any discriminatory intent and discriminatory effect of minimizing or canceling the voting strength of members of a racial or language minority group. A particular racial voting analysis is utilized to demonstrate whether or not the minority vote is diluted, whether there is racially polarized voting, and whether race is being used in violation of the 14th Amendment to avoid racial gerrymandering.

Mr. Wice stated that it is essential to remember that districts must be evaluated based on local voting patterns and population data on a district-by-district basis. There are two federal requirements with respect to minority voting rights which include avoiding minority vote dilution in areas of very high racially polarized voting as required by the Voting Rights Act, and also to prevent excessive use of race without basis, where it is possible to end up with districts that “pack” too many minority voters into a district.

He stated that under the Boston City Charter the Council must analyze compactness, meaning that districts should have a minimum distance between all parts of a district subject to the other standards. Political scientists have developed several mathematical models to measure compactness, so it is possible to tell whether a plan is compact. It also allows comparing competing plans to see which method is most compact. The next criteria is that districts be contiguous, meaning that all parts of the district should be connected geographically at some point with the rest of the district. All districts must also contain contiguous election precincts. The final requirement is the consideration toward the preservation of neighborhoods. When creating districts, the boundaries of Boston’s recognized neighborhoods must be considered.



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Mr. Wice stated that there are other non-required criteria. The courts generally refer to these as the traditional redistricting criteria that are not required by federal, state, or local law, but may be considered. A “community of interest” includes neighborhoods with similar geographical areas and residents with common demographic interests, whether they be socioeconomic, religious, academic, business, medical, or other recognizable characteristics that people identify with. Communities of interest might not follow actual political subdivision boundaries. It's important to note that in balancing criteria, if the City Council chooses to consider communities of interest, Boston's Charter places consideration of recognized neighborhoods as a higher priority. Therefore, if the Council draws districts based on communities, it must prioritize consideration of established neighborhoods.

Another criteria often used is a ban on partisanship, which is not to favor or disfavor a political party, a candidate, or an incumbent. The last criterion often employed is to maintain the cores of existing districts using current boundaries as a determinant for helping make a change.

Questions and discussions were raised among Councilors regarding compactness, the preservation of core historic districts, the importance of adhering to the spirit of the Voting Rights Act, and continued public input in this process. The desire to keep the historic districts of Boston whole as much as possible was discussed.

The Chair opened the floor for public testimony periodically throughout the hearing. Members of the public advocated for various issues including that East Boston, Charlestown, and the North End remain in District 1; that the West End be united under one district; that the neighborhood of Fields Corner in Dorchester be unified in District 3 and that all of Dorchester Avenue be placed into one district; that Chinatown and the South End be kept together in one district; that parts of Roslindale not be moved from District 4 to District 5; and that the Cedar Grove neighborhood of Dorchester remain in District 3. Support for various proposed maps were expressed, such as for Docket #1275, and support for a number of precincts within Ward 16 remain in District 3, including those comprising the neighborhoods of Neponset, Pope's Hill, and Port Norfolk. Testimony was received calling for the process to be delayed. A representative of the NAACP Boston branch stated that the organization continues to refine a proposed map and would submit it to the Council shortly.

DOCUMENTS PREPARED: N/A

DOCUMENTS RECEIVED: Councilor Bok absence letter, Public Testimony, and Memo from Attorney Wice

INFORMATION REQUESTED: Answers of Corporation Counsel to questions submitted by the Chair

NEXT MEETING: See the publicly posted notices.

Prepared By
STAFF LIAISON:

Shane Pac

Reviewed and Approved By
CHAIR:

Liz Breadon

DATE: January 18, 2023

NOTE: These minutes are to be considered draft unless signed by the Committee Chair and Liaison.



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WORKING SESSION MINUTES

COMMITTEE: Redistricting

DATE: October 17, 2022

LOCATION: *Iannella Chamber, Fifth Floor, Boston City Hall*

TIME: 3:00PM (3:10 PM – 5:14 PM)

SUBJECT: *Docket #1098, order for the adoption of City Council redistricting principles*

MEMBERS PRESENT:

VOTING MEMBERS: Councilors Liz Breadon (Chair), Brian Worrell (Vice Chair), Ricardo Arroyo, Michael Flaherty, Ruthzee Louijeune, Julia Mejia, Erin Murphy

NON-VOTING MEMBERS: Councilors Ed Flynn (President), Frank Baker, Kenzie Bok, Gabriela Coletta

ISSUES DISCUSSED:

The Chair convened the working session and stated that it would be the final working session for the consideration of Docket #1098, order for the adoption of City Council redistricting principles. The Chair noted that she intends to report Docket #1098 out of the Committee and to a vote of the Council on October 19, 2022. She referred Councilors to printed copies of the docket and suggested that the Committee go through it to see if there are any final questions or concerns.

The Chair stated that Docket #1098 was referred to the Committee on August 31, 2022 and was sponsored by the Chair. She noted that the Committee held a virtual working session on September 16, 2022, a working session on September 20, 2022, a virtual working session on September 23, 2022, working sessions on September 26, 2022 and September 27, 2022, a public hearing on September 29, 2022, and working sessions on September 30, 2022 and October 7, 2022. She stated that the Committee held a meeting to receive public testimony on October 11, 2022. She noted that Docket #1098 was amended by a vote of the Council on September 28, 2022 and that following this working session, she intends to report it out of Committee for a vote on October 19, 2022. The Chair stated that she requested Central Staff to distribute several documents regarding redistricting in each Councilor's packets. She then asked if Councilors would like a brief ten-minute recess to study the packets or if Councilors were prepared to start the discussion immediately.

Councilors posed questions and discussed whether proposed maps and potential precinct adjustments would be discussed at the working session, or if it would solely be on the principles. The Chair stated that the discussion would begin on the principles in preparation of reporting the docket out of Committee. Councilors discussed whether enough future working sessions are scheduled to discuss further potential precinct changes prior to Council action.

The Open Meeting Law was mentioned and discussed. Councilors questioned whether support for a proposed map was discussed and solicited by Councilors outside of publicly-noticed meetings. The Chair noted that Councilors discussing potential precinct or boundary changes with their constituents is not a violation of the Open Meeting Law, given that a quorum of the body's members are not present and do not deliberate.

Councilors posed questions and discussed answers to questions and information that the City Law Department is working on for the Committee. The Chair stated that they are still gathering data and working on responses and that the information is expected to be delivered to the Council soon.

Councilors discussed precincts moving in and out of particular districts and the impact of splitting public housing developments across districts. Councilors opined that it was desirable to keep precinct movement to a



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minimum and that, if possible, public housing developments should not be divided into more than one district. Councilors supporting these opinions stated that many community leaders have also expressed their concerns about these possible district changes in their neighborhoods.

Councilors discussed the maps proposed filed by some Councilors which other Councilors had signed onto, and whether co-sponsorship of a docket implied support for the content thereof. It was expressed that signing onto another Councilor's proposal should not imply agreement with its content, but rather is solely an expression of support for the Councilor's efforts. There was further discussion of moving precincts, changing district boundaries, and splitting neighborhoods. Councilors questioned whether having several different and competing maps was the best way to approach the redistricting issue. It was opined that instead of having multiple maps in a state of discussion and negotiation, combining all the maps into one common proposed map might be more efficient by determining areas of agreement and then working on the areas of disagreement from a single map.

Councilors posed questions and discussed proposed changes to District 2, including the possibility of those changes dividing public housing developments and residents of color across multiple districts. The Chair pointed out that, from the total population on the present boundaries, District 2 needed to reallocate roughly 13,000 of its residents to adjacent districts, and although significant changes may be difficult and drastic, such changes are inevitable due to significant population growth.

Councilors discussed the optimal way to run future redistricting working sessions. Some Councilors opined that returning to holding working sessions in the Piemonte Room would allow for all proposed maps to be printed such that Councilors may work side-by-side to determine areas of agreement and differences. Other Councilors stated that keeping the sessions in the Iannella Chamber was preferable for public transparency and that displaying multiple maps could be accommodated with technology. A Councilor opined that working on redistricting maps in the Piemonte Room could have been more optimal and that working in the Chamber felt more like a hearing than a working session. The Chair stated that there would be another working session on October 21, 2022 and adjourned the working session.

DOCUMENTS PREPARED: Proposed maps with demographic information

DOCUMENTS RECEIVED: 2002 and 2011 Opinions of Redistricting Special Counsel; U.S. Department of Justice Redistricting Guidance Under the Voting Rights Act

INFORMATION REQUESTED: N/A

NEXT MEETING: See the publicly posted notices.

Prepared By
STAFF LIAISON:

Shane Pac

Reviewed and Approved By
CHAIR:

Liz Breadon

DATE: January 18, 2023

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MEETING MINUTES
COMMITTEE: Redistricting
DATE: October 20, 2022

LOCATION: *Community Academy of Science and Health, 11 Charles St., Dorchester, MA 02122*

TIME: 5:00PM (5:11PM – 7:15PM)

SUBJECT: Public Testimony on Redistricting

MEMBERS PRESENT:

VOTING MEMBERS: Councilors Liz Breadon (Chair), Brian Worrell (Vice Chair), Ricardo Arroyo, Michael Flaherty, Ruthzee Louijeune, Julia Mejia, Erin Murphy

NON-VOTING MEMBERS: Councilors Frank Baker, Kenzie Bok, Tania Fernandes Anderson

ISSUES DISCUSSED:

The Chair convened the meeting and stated that the purpose of this meeting was to hear public testimony from residents regarding redistricting. She requested that speakers adhere to a two-minute time limit, stay on the topic of redistricting, and refer to any proposed map by its docket number. She stated that there would be further redistricting working sessions on October 21 and 25, 2022. The Chair then yielded the floor to public testimony.

Residents giving public testimony gave their opinions as follows: support for the proposed map endorsed by the NAACP - Docket #1275; support for proposed map Docket #1273; support for proposed map Docket #1275; acknowledgement that residents of color were undercounted in the 2020 federal decennial census; calls for District 4 to remain a majority Black district and to not lower the percentage of the Black population; that Ward 16 be kept united within one Council district; support for proposed maps in Dockets #1215 and #1273; that Ward 16, and Ward 17, Precinct 13 remain intact; that District 5 remain united; that Precincts 14-5 and 18-1 be added to District 5; support for proposed map Docket #1245; to keep the Vietnamese community united in District 3; that Precincts 17-13, 16-8, 16-9, 16-10, 16-11, and 16-12 remain in District 3. The Chair then turned the floor over to the Councilors for remarks.

Councilors commented that when initial Council district boundaries were drawn in 1983, District 4 was created as a historically Black-majority district, ensuring Black representation on the Council. It was cautioned that any proposed changes to the existing boundaries of District 4 may harmfully dilute Black voters' ability to elect the candidates of their choice.

The proposed map in Docket #1273 was discussed, and it was noted that this map keeps Precincts 8-1 and 9-1 together in the South End. Councilors noted that this map also unites Fields Corner and the Little Saigon Cultural District, brings Ward 16 entirely into District 3, and moves the Bay Village precinct from District 2 to District 8. Councilors also proposed extending the deadline for a final map to allow for more data collection and public comment.

Councilors then discussed the proposed map in Docket #1275, noting that it also combines Precincts 16-1 and 16-3 to unite Dorchester's Vietnamese community in District 3. It was stated that this proposed map makes minimal changes to the share of the Black population within District 4, while making the neighborhood of Roslindale more whole within a single Council district than any of the other proposed maps.



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Councilors spent some time explaining to attendees some of the overall requirements and goals of the redistricting process. The Voting Rights Act as well as concepts of contiguity, compactness, minimizing disruption to residents, and communities of interest were reviewed. The Chair then adjourned the meeting.

DOCUMENTS PREPARED: N/A

DOCUMENTS RECEIVED: N/A

INFORMATION REQUESTED: N/A

NEXT MEETING: See the publicly posted notices.

Prepared By
STAFF LIAISON:

Anna Huang

Anna Huang

Reviewed and Approved By
CHAIR:

Elizabeth Breadon

Liz Breadon

DATE: January 18, 2023

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WORKING SESSION MINUTES

COMMITTEE: Redistricting

DATE: October 21, 2022

LOCATION: Curley Room, Fifth Floor, Boston City Hall

TIME: 10:00AM (10:13AM – 1:10PM)

SUBJECT: Dockets #1186, #1215, #1216, #1273, and #1275,
ordinances amending City Council electoral districts

MEMBERS PRESENT:

VOTING MEMBERS: Councilors Liz Breadon (Chair), Brian Worrell (Vice Chair), Ricardo Arroyo, Michael Flaherty, Ruthzee Louijeune, Julia Mejia, Erin Murphy

NON-VOTING MEMBERS: Councilors Ed Flynn (President), Frank Baker, Kenzie Bok, Tania Fernandes Anderson, Kendra Lara

ISSUES DISCUSSED:

The Chair convened the working session and stated that the topics of discussion would be Dockets #1186, #1215, #1216, #1273, and #1275, ordinances amending City Council electoral districts. She then read an absence letter from Councilor Coletta into the record. Councilor Coletta's letter expressed general support for the map proposed in Docket #1275 as it relates to the lines drawn for District 1, and that she is enthusiastic about the potential to add precincts 3-6 and 3-13 to District 1. Councilor Coletta further stated that she understands there are concerns being expressed regarding proposed boundaries pertaining to Districts 2, 3, and 4, and is hopeful that the Council can come to a resolution that keeps the public housing developments whole.

The Chair introduced Professor Moon Duchin, founder of the MGGG Redistricting Lab at Tufts University, which grew out of an informal collective called the Metric Geometry and Gerrymandering Group. Dr. Duchin is based at the Tisch College of Civic Life at Tufts University and her team includes experts in geometry, modeling, computation, graph algorithms, geography, policy, law, and civics. The Chair stated that Dr. Duchin would be making a presentation on the best practices for local redistricting and insights on several of the proposals presently referred to the Committee.

Dr. Duchin opened her presentation by expressing that redistricting priorities might differ from cycle to cycle depending on population demographics and electoral results specific to each individual district. She gave a brief introduction of her professional background and her extensive expertise in the field of redistricting. Dr. Duchin stated that her presentation would focus on single-member districts and plurality elections, although many local elective bodies, such as the Boston City Council, mix a combination of district and at-large members. Dr. Duchin further cautioned the importance of being aware of how various factors which may or may not be taken into consideration in the redistricting process could lead to "locked-in" and nonrepresentational outcomes, also known as gerrymandering.

Dr. Duchin displayed a graphic which illustrated how, taking into consideration the electoral results and population demographics of voters in particular precincts, it is possible to infer how district lines may have altered past electoral outcomes and representation. She discussed core traditional districting principles (TDPs) grounded in legal precedent, contrasted with contested districting principles. Core TDPs include equal population, compliance with the Voting Rights Act, equal protection, contiguity, compactness, recognition of jurisdictional boundaries, and "communities of interest" (COIs). Contested districting principles include partisan consideration, incumbency, and core retention of residents of prior districts. Dr. Duchin emphasized that while



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certain contested principles may be essential to consider, they generally cannot supersede TDPs. She discussed metrics, methods, and mathematical models which may be employed to analyze how well a given redistricting proposal complies with TDPs. Metrics for measuring TDPs include: population deviation, contiguity, statistical methods to measure compactness, and use of existing political boundaries such as precincts.

Dr. Duchin discussed analysis of the five proposals presently referred to the Committee, stating that all five proposals were more alike than they were different, and that each plan features contiguous districts and none pair incumbents into a single district. She further noted that all five proposals were similar in the metric measurements of population deviation, displacement of residents from prior districts, past electoral outcomes, and voter turnout. She discussed implications which race and ethnicity have on redistricting considerations, noting that consideration of race is particularly delicate and the case law is in flux. The current legal standard for redistricting is guided by the Voting Rights Act of 1965 (VRA), which requires districts that allow qualifying minorities an effective opportunity to elect their candidates of choice. However, the legal precedence does not strictly require majority-minority districts except as a demonstration in the early stages of litigation. Dr. Duchin explained that while the VRA is federal law, it applies equally to local and state redistricting. However, remedial maps must also meet the other traditional principles which cannot be sacrificed to achieve race-conscious objectives. She noted that 50 percent minority representation is not strictly necessary for districts considered electorally effective, and that overconcentration may dilute relative voting strength, referred to as “packing”. Dr. Duchin stated that depending on the particular district’s electoral history, a 30 to 40 percent Black voting age population may prove effective in a given district to allow Black voters the opportunity to elect their candidates of choice. She reviewed that effective districts for Latino and Asian voters often require districts with higher population concentrations. Dr. Duchin emphasized that relying on demographic targets alone may be a mistake, and that district-specific effectiveness analyses are much more granular, informative, and legally defensible.

Dr. Duchin then discussed analyses pursuant to requirements of the Voting Rights Act which are usually conducted for a single racial, ethnic, or language minority group. She stated that coalition claims, the combination of several minority groups for effectiveness analysis, have had success in some parts of the country. For example, the city of Lowell, Massachusetts recently came under a consent decree based on a coalition claim of Latino and Asian residents. Dr. Duchin stated that these claims hinge on showing cohesion for the minority groups in the particular geographic locality, and that the groups must usually share the same preferred candidates, especially in partisan primaries.

Dr. Duchin concluded her presentation by stating that while the Council has not formally procured her services for professional guidance in its presently ongoing redistricting process, she would be willing to make herself and her organization available for informal guidance and consultation. The Chair then recessed the working session.

The Chair reconvened the working session and proposed that Councilors review the proposed maps to determine where there is consensus and which precincts proposals are in contention. It was clarified that the City’s Law Department had engaged in a similar electoral analysis to that presented by Dr. Duchin, and that the Chair hopes to receive the Law Department’s findings to share with the Council.

Discussions turned toward whether the deadline to pass a final map should be extended. Councilors expressed varied opinions on the subject, with some suggesting that an extension would give time for more public input and others opining that it is essential to keep to the intended schedule. The Chair encouraged the Committee to continue its work as intended. She requested that discussion focus on analysis of proposed redistricting plans.



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The map proposed in Docket #1216, sponsored by Councilors Breadon and Worrell, was projected on the screen for review. The Chair suggested that the Council focus on proposed configurations for the boundaries of Districts 2, 3, and 4. Questions and discussions were raised regarding what Councilors viewed as the positives and negatives of the proposed map. Councilors opined that the positives of this map include precincts 9-1 and 8-1 being kept together, the West End and Beacon Hill respectively being kept intact, and precincts 16-1 and 16-3 being moved to District 3. It was noted that the demographic composition of District 4 may present a complex challenge toward meeting VRA requirements as it has a White population share which may be interpreted as too low. It was suggested that in order to balance the population demographics, the District's boundary could shift westward to Roslindale or eastward to Cedar Grove. Concerns were raised that this map split precincts 7-5 and 7-6, cutting through a neighborhood predominantly composed of residents of color.

Questions and discussions were raised regarding changes needing to be made in District 2. It was proposed that precincts 4-2 and 4-6 (generally the Hynes, Prudential, Copley, St. Botolph areas) be moved out of District 2. In Docket #1216, these precincts would be moved to District 8. Other precincts proposed to be moved out of District 2 included 3-10 (Bulfinch Triangle), 3-17 (Beacon Hill), 3-6 (adjacent to City Hall), 4-3 (including Tent City Apartments), 3-12 (Downtown), 4-1 (Appleton Street), 5-14 (near Benjamin Franklin Institute of Technology), 3-7 (near Union Park), 3-15 (near Herald Street), and 3-16 (Ink Block). Councilors also raised the issue of individual district Councilors who in the past have attained capital funding for projects located within their present district boundaries, some as the result of years of advocacy, potentially losing those projects if they were moved. Councilors also discussed neighborhoods sharing Councilors across multiple districts. It was noted that some neighborhoods share up to four Councilors. It was further observed that the South Boston neighborhood appears to be the only neighborhood which is not split amongst districts in such a way.

Discussion turned toward Precinct 3-12, encompassing a significantly large Chinese population in housing developments located downtown and that this precinct should be kept in a district with the rest of Chinatown. It was raised that District 4 could increase its share of White population by shifting its boundary toward Savin Hill, which is not currently suggested on current proposals. The Chair stated that the next working session would continue analyzing the remaining proposed maps and subsequently adjourned the working session.

DOCUMENTS PREPARED: N/A

DOCUMENTS RECEIVED: Councilor Coletta Absence Letter, Curriculum vitae of Dr. Moon Duchin; Dr. Moon Duchin's presentation slide deck; Response of Corporation Counsel to questions submitted by the Chair

INFORMATION REQUESTED: N/A

NEXT MEETING: See the publicly posted notices.

Prepared By
STAFF LIAISON:

Anna Huang
Anna Huang

Reviewed and Approved By
CHAIR:

Elizabeth Breadon

Liz Breadon

DATE: January 18, 2023

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WORKING SESSION MINUTES

COMMITTEE: Redistricting

DATE: October 24, 2022

LOCATION: *Piemonte Room, Fifth Floor, Boston City Hall*

TIME: 10:00AM (10:15AM – 2:33PM)

SUBJECT: *Dockets #1186, #1215, #1216, #1273, and #1275, ordinances amending City Council electoral districts*

MEMBERS PRESENT:

VOTING MEMBERS: Councilors Liz Breadon (Chair), Brian Worrell (Vice Chair), Ricardo Arroyo, Michael Flaherty, Ruthzee Louijeune, Julia Mejia, Erin Murphy

NON-VOTING MEMBERS: Councilors Ed Flynn (President), Frank Baker, Kenzie Bok, Tania Fernandes Anderson

ISSUES DISCUSSED:

The Chair convened the working session and stated that the working session would be on Dockets #1186, #1215, #1216, #1273, and #1275, ordinances amending the City Council electoral districts. She noted that Docket #1186 was sponsored by Councilors Arroyo and Fernandes Anderson, and was referred to the Committee on September 28, 2022. Docket #1215 was sponsored by Councilor Murphy and referred to the Committee on October 5, 2022. Docket #1216 was sponsored by Councilors Breadon and Worrell and referred to the Committee on October 5, 2022. Docket #1273 was sponsored by Councilor Baker and referred to the Committee on October 19, 2022. Docket #1275 was sponsored by Councilors Breadon and Arroyo and referred to the Committee on October 19, 2022.

The Chair stated that a meeting to receive public testimony was held on October 11, a working session on October 17, an off-site meeting to receive public testimony in Fields Corner in Dorchester on October 20, and a working session on October 21. Following the present working session, there is a public hearing in the Iannella Chamber, and a final working session is scheduled on October 25 in the Iannella Chamber. She reiterated that, as Committee Chair, she intends to submit a Committee Report at the October 26, 2022 Council meeting under the “Matters Recently Heard” portion of the agenda. The Chair informed Councilors of her intention to recommend passage in a new draft of one of the dockets presently before the Committee. She stated that working sessions are to discuss potential language which may appear in an amended draft presented in the Chair’s report.

The Chair read into the record feedback received in regard to Docket #1275: that moving Ward 6, Precinct 2 from District 2 to District 3 would split the West Broadway public housing development; moving both Ward 7, Precincts 5 and 6 from District 2 to District 3 would split the Anne Lynch Homes public housing development, which spans three precincts; and that the Neponset/Port Norfolk precincts of Ward 16, Precincts 9 and 10 not be split between Districts 3 and 4. The Chair stated that the Committee should explore alternatives to splitting the public housing developments, while recognizing limitations of moving other precincts from District 2 due to both adjacent Districts 1 and 8 nearing the maximum population. The Chair asked Councilors to consider further alternatives to moving precincts containing portions of public housing developments from their present districts. Councilor discussion raised questions regarding how precincts were identified to be moved out of District 2. It was noted that the majority of the public housing developments in District 2 contain significant populations of residents of color, and that it is critical to keep these communities together in District 2.



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Councilor Bok related how in previous years' iterations of the redistricting processes, questions and discussions were raised about whether the Dorchester neighborhood should be split as two northern-southern districts or two eastern-western sections, with the initial districts being established as eastern-western districts. She stated that how Districts 3 and 4 should most effectively be redistricted revolved around whether there are potential Voting Rights Act concerns regarding how Dorchester is currently divided between districts. Councilor Bok offered a presentation of her analysis which focused on Wards 13 through 17, stating that these five wards make up 128,528 of the total population of Boston, per the 2020 census. Although this total is less than the population necessary for two Council districts, and additional population for Districts 3 and 4 must be added from adjacent neighborhoods and districts, these five wards represent the core area at issue. Councilor Bok stated that what precincts to add to each respective district is contingent on how the core neighborhood of Dorchester is geographically divided, opining that analysis by whole wards simplifies the electoral analysis given the time constraint. She stated that the overall racial demographics are 77% non-White, 20% White, and 3% Other.

Councilor Bok then projected graphs which displayed the 2021 municipal election final results for Mayoral candidate performance in Districts 3 and 4, comprising the Dorchester neighborhood. She stated that the results demonstrate that the electoral results in Dorchester were split, such that if the race had been for a district office, Candidate Wu would have won District 4 and Candidate Essaibi George would have won District 3, despite Candidate Wu having won the most votes of both districts in aggregate by a sizable margin. Councilor Bok further stated that determining whether this skew frustrated the effective ability of minority residents to elect candidates of their choice must depend on whether voting is racially polarized in that area. She then displayed charts presenting data from the past municipal election which suggest that voting may be racially polarized in the area, and also presented similar data comparisons from the Councilor at large race, identifying Candidates Halbert and Murphy as examples, which suggest that the electoral results may appear to be racially polarized.

Councilor Bok then displayed additional charts which suggest that a map based on the proposal in Docket #1275 with some modifications, could serve to create two more efficient, effective districts aligned with the objectives of the Voting Rights Act. Changes to Docket #1275 proposed by Councilor Bok are as follows: 1.) Based on considerations of strengthening District 3 as an "opportunity district" and avoiding the division of South Boston public housing developments in District 2, return Ward 6, Precinct 3 and Ward 7, Precincts 5 and 6 to District 2, and, to further reduce population in District 2, return Ward 4, Precinct 5 to District 7 and move Ward 3, Precinct 15 to District 3; 2.) Since the redrawn District 4 may possibly become more tenuous of a majority-minority district in non-mayoral years in terms of voter turnout propensity, return Ward 16, Precinct 9 to District 3 and return Ward 17, Precincts 2 and 6 to District 4; 3.) Since District 3 needs additional population gained from precincts in adjacent districts, move Ward 13, Precinct 4 and Ward 17, Precinct 9 to District 3. Councilor Bok concluded her presentation by proposing that the opportunity to unite the Roslindale neighborhood should finally be realized by moving Ward 20, Precincts 1 and 8 to District 5 and Ward 19, Precinct 12 to District 6.

Discussion turned toward whether there has been sufficient community involvement and whether enough meetings have been held in neighborhoods. The Chair stated that the given timeline constrains the Committee and that much more material is available on the Committee website than in previous redistricting cycles. She encourages residents to watch recordings of the Committee's sessions and provide public testimony.

After discussion of the proposed maps, the Chair read into the record a statement regarding the demographic data reported by the Esri Redistricting software and the "Districtr" browser-based interactive tool for drawing electoral districts. Districtr's methodology for grouping multiple-race data is similar to that conventionally used by demographers, but different from that of the Esri Redistricting software, which follows guidance of the



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Department of Justice for civil rights monitoring and enforcement. The D.O.J. groups those reporting two races, such as one White and one non-White, as being members of the non-White race, such that a resident identifying as both White and Black would be counted as Black. Additionally, all residents of Hispanic or Latino origin, regardless of reported race, are grouped together. The Chair emphasized that due to these differences in methodology while drawing districts using the same 2020 Census population data, the statistical demographic data may vary depending on the platform used. As a result, the Committee's official analysis of demographic data for consideration of redistricting plans is to rely on Esri products using the Department of Justice criteria, and data presented on Districtr should be referred to only as rough estimates.

Discussions turned toward the public housing developments in South Boston. It was stated that the South Boston Neighborhood Association, in conjunction with other neighborhood organizations, submitted a joint letter asking that public housing developments in South Boston remain part of the present District 2. Councilor Flynn iterated that the developments remaining in District 2 was essential to maintaining diversity, and stated that the letter was signed by the Andrew Square Civic Association, the City Side Neighborhood Association, the City Point Neighborhood Association, the Fort Point Neighborhood Association, the Gate of Heaven Neighborhood Association, the West Broadway Neighborhood Association, and South Boston en Acción.

Discussion then turned to proposed changes to the present District 3. It was stated that three of the four proposed maps move a significant number of precincts within Dorchester, and that the proposal in Docket #1273 moves the least number of Dorchester precincts from District 3. It was opined that it was not necessary to move so many precincts out of District 3 to be compliant with the Voting Rights Act, and that such an opinion was a matter of debate and discussion. It was also noted that the Law Department was still compiling electoral redistricting data for the Council's consideration. Concern was expressed about whether there would be sufficient time to consider the data after it arrived due to the pending deadline and anticipated Council action.

Councilors inquired whether the Committee should solicit additional outside research and data analysis. The Chair explained that the Law Department had been engaged to support research and electoral analysis of racially polarized voting on behalf of the Committee, including procurement of nationally renown external experts on redistricting. She indicated that a public hearing would follow and subsequently adjourned the working session.

DOCUMENTS PREPARED: N/A

DOCUMENTS RECEIVED: Councilor Bok's presentation slide deck.

INFORMATION REQUESTED: N/A

NEXT MEETING: See the publicly posted notices.

Prepared By
STAFF LIAISON:

Anna Huang
Anna Huang

Reviewed and Approved By
CHAIR:

Elizabeth Breadon

Liz Breadon

DATE: January 18, 2023

NOTE: These minutes are to be considered draft unless signed by the Committee Chair and Liaison.



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HEARING MINUTES
COMMITTEE: Redistricting
DATE: October 24, 2022

LOCATION: Iannella Chamber, Fifth Floor, Boston City Hall

TIME: 4:00PM (4:16PM – 5:36 PM)

**SUBJECT: Dockets #1186, #1215, #1216, #1273, and #1275,
 ordinances amending City Council electoral districts**

MEMBERS PRESENT:

VOTING MEMBERS: Councilors Liz Breadon (Chair), Brian Worrell (Vice Chair), Ricardo Arroyo, Michael Flaherty, Ruthzee Louijeune, Julia Mejia, Erin Murphy

NON-VOTING MEMBERS: Councilors Ed Flynn (President), Frank Baker, Kenzie Bok, Gabriela Coletta, Tania Fernandes Anderson

ISSUES DISCUSSED:

The Chair convened the hearing and stated that the purpose of the hearing was to receive public testimony on Dockets #1186, #1215, #1216, #1273, and #1275, ordinances amending City Council electoral districts. The Chair made an opening statement providing general background information on the objective of redistricting and on the Committee's progress thus far. The Chair informed the public that the hearing is being recorded and live-streamed, and comments submitted to the Committee will be made a part of the record. The Chair stated that the Committee's remaining working session scheduled for the next day is for Councilors to discuss potential language which may appear in a new draft of an ordinance. The Chair reiterated that she intends to submit a Committee Report at the following regular meeting of the City Council scheduled on October 26, 2022, and will recommend for passage one of the proposed maps in a new draft.

The Chair read into the record a statement also made at the earlier working session regarding the demographic data reported by the Esri Redistricting software and the "Districtr" browser-based interactive tool for drawing electoral districts. Districtr's methodology for coding and grouping race and ethnicity demographic data is similar to that conventionally used by demographers, but different from that of the Esri Redistricting software, which follows guidance of the Department of Justice for civil rights monitoring and enforcement. The D.O.J. groups those reporting two races, such as one White and one non-White, as being members of the non-White race, such that a resident identifying as both White and Black would be counted as Black. Additionally, all residents of Hispanic or Latino origin, regardless of reported race, are grouped together. The Chair emphasized that due to these differences in methodology while drawing districts using the same 2020 Census population data, the statistical demographic data may vary depending on the platform used. As a result, the Committee's official analysis of demographic data for consideration of redistricting plans is to rely on Esri products using the Department of Justice criteria, and data presented on Districtr should be referred to only as rough estimates.

The Chair read into the record a memorandum addressed to Adam Cederbaum, Corporation Counsel for the City of Boston, prepared by Jeffrey M. Wice, Esq., Adjunct Professor/Senior Fellow of New York Law School, received on October 9, 2022, titled "Key Redistricting Principles for the Boston City Council". This memorandum outlines the criteria that the City Council should consider in the redrawing of Council districts. The memo stated that the required criteria includes that Council districts are required to be equally substantial in population; that the voting rights of minority voters must be respected when developing a new map; that districts should have a minimum distance between all parts of a district; that all parts of a district should be connected geographically at some point with the rest of the district; and that consideration must be given to drawing



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districts which respect the boundaries of Boston’s recognized neighborhoods. Other non-required criteria which may be considered, but are not required by federal or local law, include uniting “Communities of Interest” which encompass geographical areas where residents have common demographic interests that can include socio-economic, religious, academic, business, medical, or other recognizable characteristics; a ban on partisanship, meaning that maps should not favor or disfavor political parties or candidates; and maintaining existing district boundaries as a determinant for making the least changes necessary.

City Councilors posed questions and discussed various issues including inquiries on why funding was not appropriated for the City Council to retain its own legal counsel to assist in the redistricting process. Councilors further the need to preserve neighborhoods in redistricting, expressing concern about the relocation of the Neponset neighborhood from District 3 to District 4. Additional discussion raised the need to unite the neighborhood of Codman Square within one district. A point was raised for the Committee to initiate individual precinct considerations based on the “baseline” map rather than the map presented in Docket #1275. A call was made for the Chair to postpone the stated intention of voting on a map at the upcoming Council meeting and to instead extend the redistricting process, while others called upon the Chair to move forward to a vote.

The Chair alternated between recognizing Councilors for remarks and opening the floor to receive public testimony throughout the hearing. Members of the public advocated for various issues, including uniting the West End neighborhood under one district, strengthening District 3 as an “Opportunity District,” expressions of support and opposition for the map proposed in Docket #1275, and uniting the Chinatown neighborhood with neighboring South End precincts into one district. Comments also called for the West Broadway and Old Colony public housing developments to remain in the present boundaries of District 2. Support was expressed for the neighborhood of Charlestown to be moved from District 1 to District 8. The necessity was raised of establishing the role of an independent and impartial advisor in future redistricting processes. Further testimony called for the Chair to move forward with a vote on a proposed map at the upcoming Council meeting.

The Chair then offered closing remarks and adjourned the hearing.

DOCUMENTS PREPARED: N/A

DOCUMENTS RECEIVED: N/A

INFORMATION REQUESTED: N/A

NEXT MEETING: See the publicly posted notices.

Prepared By
STAFF LIAISON:

Anna Huang

Anna Huang

Reviewed and Approved By
CHAIR:

Liz Breadon

Liz Breadon

Liz Breadon

DATE: January 18, 2023

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WORKING SESSION MINUTES

COMMITTEE: Redistricting

DATE: October 25, 2022

LOCATION: Iannella Chamber, Fifth Floor, Boston City Hall

TIME: 10:00AM (10:44AM – 5:44PM)

**SUBJECT: Dockets #1186, #1215, #1216, #1273, and #1275,
 ordinances amending City Council electoral districts**

MEMBERS PRESENT:

VOTING MEMBERS: Councilors Liz Breadon (Chair), Brian Worrell (Vice Chair), Ricardo Arroyo, Michael Flaherty, Ruthzee Louijeune, Julia Mejia, Erin Murphy

NON-VOTING MEMBERS: Councilors Ed Flynn (President), Frank Baker, Kenzie Bok, Tania Fernandes Anderson

ISSUES DISCUSSED:

The Chair convened the working session and stated that the purpose of the working session was to discuss several dockets which are ordinances proposing the amendment of City Council electoral districts. The Chair provided an opening statement detailing the Committee's redistricting process thus far, listing dates and locations of fourteen prior meetings, working sessions, and public hearings from September 16, 2022 to present. The Chair then informed Councilors of her intention to offer a Committee Report at the regular meeting of the City Council scheduled for Wednesday, October 26, 2022 under the "Matters Recently Heard – For Possible Action" portion of the agenda. The Report of the Chair would recommend the Council take action on one of the dockets presently before the Committee, to be presented in a new draft at the discretion of the Chair. The Chair expressed that this final working session is for Councilors to review data analysis presented, as well as discuss potential language which may appear in a new draft presented by the Chair for recommended action.

The Chair then reiterated a note on demographic data coding methodology reported by the Esri Redistricting software and the "Districtr" browser-based interactive tool for drawing electoral districts, which were also read into the record at the preceding working session and public hearing of October 24, 2022. Districtr's methodology for coding and grouping race and ethnicity demographic data is similar to that conventionally used by demographers, but different from that of the Esri Redistricting software which follows guidance of the Department of Justice for civil rights monitoring and enforcement. The D.O.J. groups those reporting two races, such as one White and one non-White, as being members of the non-White race, such that a resident identifying as both White and Black would be counted as Black. Additionally, all residents of Hispanic or Latino origin, regardless of reported race, are grouped together. The Chair emphasized that due to these differences in methodology while drawing districts using the same 2020 Census population data, the statistical demographic data may vary depending on the platform used. As a result, the Committee's official analysis of demographic data for consideration of redistricting plans is to rely on Esri products using the Department of Justice criteria, and data presented on Districtr should be referred to only as rough estimates. Official demographic breakdowns for redistricting purposes should rely on the data presented through Esri Redistricting using D.O.J. criteria.

The Chair informed Councilors that prior to the start of the working session, the Committee received a memorandum prepared by Dr. Moon Duchin of the MGGG Redistricting Lab at Tisch College of Tufts University. Dr. Duchin previously presented before the Committee at the working session of October 21, 2022. The Chair stated that the memorandum has been electronically transmitted to all Councilors, and that it summarizes the findings of Dr. Duchin's statistical analyses of proposed plans. The Chair read into the record



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the Executive Summary of the memorandum, stating that the MGGG Redistricting Lab reviewed electoral data provided to them and identified three prior elections which clearly demonstrated candidates of choice supported by residents of color citywide. MGGG built an “effectiveness score” for districts by measuring the performance of those candidates in the district boundaries as presented. They found that all five proposed maps as filed score quite low for the effectiveness score, compared to other computer-drawn configurations to maximize effectiveness, noting that Docket #1273 is slightly less effective. The memorandum suggests there is not much variance across the proposed plans from the effectiveness point of view. The memorandum presented four alternatives as examples to configure selected districts while significantly increasing effectiveness. Dr. Duchin then stated in the memorandum that respect for incumbents somewhat reduces the prospects of increasing effectiveness. The Chair briefly reviewed the standard statistical test employed by Dr. Duchin for racially polarized voting, called ecological inference (EI), which is used to estimate the rates of cohesion at which different demographic groups support various candidates. The memorandum stated that based on a review of 2021 municipal election results, it is not clear to a high level of certainty whether there is cohesion among Black, Latino, and AAPI voters. Rather, there is more likely to be geographic cohesion within neighborhoods than is seen citywide, although citywide patterns for Latino and AAPI voters in particular are uncertain.

The Chair proceeded to introduce Attorney Jeffrey M. Wice, Adjunct Professor/Senior Fellow at New York Law School and a specialist in legislative redistricting, and Dr. Lisa Handley, a voting rights and redistricting expert, who joined the working session remotely. Attorney Wice provided an overview of several redistricting requirements pertaining to the United States Constitution, the federal Voting Rights Act, and the Boston City Charter, which were also summarized in a memorandum he submitted to the Committee through Corporation Counsel on October 9, 2022. Attorney Wice summarized statutorily required criteria of population equality, minority voting rights under the Voting Rights Act, compactness and contiguity, as well as consideration toward neighborhood boundaries as required by the City Charter. Attorney Wice also discussed other non-binding, non-required principles which may be considered but are not required by federal or local law, which include “communities of interest,” bans on partisanship, and maintaining existing district boundaries.

Attorney Wice turned to Dr. Handley, who provided a presentation focused on analyses of voting patterns for the purposes of drawing districts complying with the Voting Rights Act. Dr. Handley discussed Section 2 of the Voting Rights Act which prohibits any voting standard, practice or procedure, including a redistricting plan, that results in the denial or dilution of minority voting strength. All state and local jurisdictions are covered by Section 2 of the Voting Rights Act. Section 2 was amended in 1982 to make clear that intention to discriminate need not be demonstrated (as is the case with violations of the 15th Amendment of the U.S. Constitution); it is only relevant that the standard, practice, or procedure has the effect of denying or diluting minority voting strength. Dr. Handley stated that redistricting plans cannot “crack” or “pack” a geographically concentrated minority community across districts, or within a district, in a manner which dilutes their voting strength.

Dr. Handley then discussed the U.S. Supreme Court case *Thornburg v. Gingles*, which found that plaintiffs must satisfy three preconditions to qualify for relief under Section 2 of the Voting Rights Act. First, the minority group must be sufficiently large and geographically compact to form a majority in a single-member district. Second, the minority group must be politically cohesive. Third, White residents must vote as a bloc to usually defeat the minority-preferred candidates. Dr. Handley further explained that a racial bloc voting analysis is employed to ascertain whether minority voters are politically cohesive and if White voters bloc vote to usually defeat minority-preferred candidates.



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Dr. Handley stated that a database combining demographic information and election returns is required to conduct racial bloc voting (RBV) analysis. RBV would include precinct election returns, being the votes cast for each candidate competing in the election, and the demographic composition of precincts, being the voting age population by race and ethnicity. The analysis looks for patterns across precincts, using the patterns to estimate White, Black, Hispanic, and Asian voter support for each of the candidates competing in an election contest. Dr. Handley then reviewed two standard statistical techniques for estimating voting patterns for minority and White voters, ecological regression analysis (ER) and ecological inference analysis (EI). She noted that an additional technique of homogeneous precinct analysis would be difficult to employ in Boston given the lack of Black, Latino, or Asian homogeneous precincts. ER analysis is conducted by plotting points to ascertain the relationship between voter turnout and vote share of support for a given candidate in a given precinct. EI employs a tomographic plot of proportion demonstrating turnout and proportion of vote share of support, while demonstrating all possible combinations that could have produced a certain result. Dr. Handley stated that she employs both ER and EI together, with ER as a check on EI.

Dr. Handley analyzed Boston municipal elections from 2015 to 2021 for district councilor and mayoral races. She stated that racially polarized voting was found in Boston, but varies district by district. In a summary of her findings, Dr. Handley pointed out the limited municipal elections analyzed, with many recent elections remaining uncontested, particularly the fact that there were no challengers in over 44 percent of district general elections since 2015. Polarization was found between Boston's White and Black populations and the White and Hispanic populations, which were comparable, however less polarization was demonstrated between White and Asian populations. Further, in the six general elections in which voting is polarized, the candidate preferred by Black or Hispanic voters loses four contests. Dr. Handley stated that when voting is polarized, Black, Hispanic, and Asian minority voters are not necessarily cohesive, especially in preliminary rounds. In conclusion, Dr. Handley stated that because voting is often polarized, districts that offer minority voters an opportunity to elect their candidates of choice must be drawn. If such districts already exist, as in Boston, they must be maintained in a manner that continues to provide minority voters an opportunity to elect their preferred candidates. Dr. Handley added that caution should be exercised if combining Black, Hispanic, and Asian voters to create a "minority" district, because these three groups of voters are not always cohesive in their voting patterns. As such, the courts have found that a district-specific, functional analysis is required to determine if a proposed district will provide minority voters with the ability to elect their candidates of choice.

Councilors offered several questions to Attorney Wise and Dr. Handley. Asked whether any present districts, particularly District 4, pose a potential Voting Rights Act violation, Attorney Wise stated he is not aware of a current violation, but that analysis for legally significant polarized voting is required. However, given that the current district boundaries must change, legal analysis must be conducted on the proposed districts. Dr. Handley added that District 4, as currently configured, provides Black voters an opportunity to elect a candidate of choice and that the district should be drawn to continue allowing that opportunity, otherwise it would cause a violation.

Attorney Wise reviewed the terms "cracking" and "packing" as they relate to racial and ethnic demographics of neighborhoods under the Voting Rights Act. He emphasized that the key issue is to not dilute minority voting strength and not to excessively pack minority voting strength. Upon further questioning regarding the "splitting" of a predominantly White neighborhood, Attorney Wise responded that "You would split a 'White neighborhood' to avoid a Voting Rights Act or 14th Amendment violation, otherwise you can keep a 'White neighborhood' together ... If you are keeping a 'White community' or 'White neighborhood' intact, and by doing so, a neighboring district or a part of that district would violate the Voting Rights Act because it dilutes minority voting strength or excessively packs minority voters unnecessarily, then you would have a problem."



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Dr. Handley responded to a prior question regarding racial identities of individual candidates while conducting a racial polarization analysis, stating that the race of the candidate does not matter when analyzing voting patterns. Upon further questioning, Dr. Handley clarified that a minority-preferred candidate is a candidate supported by minority voters as statistically evidenced by electoral returns, without consideration of factors such as the candidate's demographics, policy positions, campaign tactics, or fundraising capacity. She discussed elections that are helpful for analysis, such as partisan primaries for statewide races compared to nonpartisan municipal preliminary and general elections. In response to a question regarding "opportunity districts," Dr. Handley stated that an opportunity district is a district which provides minority voters an opportunity to elect their candidate of choice, and that there is no target percentage threshold to attain. Rather, the threshold to ascertain opportunity for minority voters to elect their candidate of choice must be determined through a district-specific functional analysis using the district's demographic data and historic electoral results.

Councilors requested that Attorney Wice and Dr. Handley analyze all five proposed district maps to identify potential legal violations. Attorney Wice stated they will not be able to analyze all five proposed maps, but will analyze a single map if received as soon as possible. The Chair stated that the Committee will submit one map for Attorney Wice and Dr. Handley to review. Attorney Wice provided that, to his knowledge, there are no instances of non-contiguous or non-compact districts in the five present proposals. The only issues are possible Voting Rights Act violations through "cracking" or "packing," which is why district-specific functional analyses are required. The Chair reiterated that, at her discretion as Chair of the Committee on Redistricting, she intends to solicit discussion at the working session on precinct-level modifications for a new draft of Docket #1275, which she will submit to Attorney Wice and Dr. Handley for analysis that afternoon, as well as the recommendation she will make in the Committee Report presented to the full Council the following day.

Discussion shifted toward specific precinct-level changes which were proposed to Docket #1275 as originally filed. Various precinct changes discussed include the following:

- Moving precincts 17-2 and 17-6 from the proposed District 3 back to their present location in District 4, moving precinct 16-9 from the proposed District 4 back to its present location in District 3, maintaining precincts 16-8, 16-9, 16-11, and 16-12 in their present location in District 3; discussion pertained to the issue of separating precinct 16-9 from precincts 16-8, 16-11, and 16-12, which would split the Adams Corner neighborhood of Dorchester; concern was expressed that if all of those precincts were moved back to District 3, there could be increased potential for a violation of "packing" in District 4;
- Moving precinct 3-15 from District 2 to District 3, in order to return precinct 6-3 from the proposed District 3 back to its present location in District 2; this would prevent splitting the West Broadway (D Street) public housing development between two Council districts, as the development spans from precinct 6-3 across the adjacent precinct 6-2;
- Moving precincts 16-8, 16-9, 16-11, 16-12, and 17-13 from the proposed District 4 back to their present location in District 3, moving precincts 16-1, 16-3, and 17-6, from the proposed District 3 back to their present location in District 4, and moving precinct 19-7 from District 6 to District 4; concern was raised regarding the resulting demographic composition of the several districts;
- Moving precincts 17-2 and 17-6 from the proposed District 3 back to their present location in District 4, moving precincts 6-3, 7-5, and 7-6 from the proposed District 3 back to their present location in District



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2, moving precinct 3-15 from District 2 to District 3, moving precinct 4-5 from District 2 back to its present location in District 7, and moving precinct 6-10 from District 2 to District 3; concern was raised regarding the removal of precinct 4-5 from the proposed District 2, as it would separate the precinct's sizable Asian population from the community of interest in adjacent precincts; concern was raised regarding the resulting demographic composition from returning precincts 7-5 and 7-6 to District 2, while moving precinct 6-10 to District 3;

- Moving precincts 3-16, 7-1, 7-2, and 7-3 from District 2 to District 3, and returning precincts 6-3, 7-5, and 7-6 from the proposed District 3 back to their present location in District 2; concern was raised regarding the geographic location of the South Boston neighborhood which this change would impact;
- Moving precincts 3-15, 8-1, and 9-1 from District 2 to District 3, moving precincts 6-1, 6-3, 7-5, and 7-6 from the proposed District 3 back to their present location in District 2, moving precincts 16-3, 17-2, and 17-6 from the proposed District 3 back to their present location in District 4, and moving precincts 16-8, 16-9, 16-11, and 16-12 from the proposed District 4 back to their present location in District 3; concern was raised regarding population deviation and demographic composition of the several districts;

The Chair called a recess at 1:36 PM and reconvened the working session at 4:10 PM. The Chair distributed draft documents for discussion purposes which reflected two versions of hypothetical precinct changes to the map presented in Docket #1275 as filed, based on precinct changes posed earlier in the working session. The Chair also distributed a visual reference of the South Boston public housing developments to demonstrate their location across district and precinct boundaries. The precinct changes in the two versions were as follows:

- Version 1: Moving precincts 3-15 and 6-10 from District 2 to District 3, moving precincts 6-3, 7-5, and 7-6 from the proposed District 3 back to their present location in District 2, moving precincts 17-2 and 17-6 from the proposed District 3 back to their present location in District 4, moving precinct 16-9 from the proposed District 4 back to District 3, and moving precinct 4-5 from District 2 back to its present location in District 7;
- Version 2: Moving precinct 6-3 from the proposed District 3 back to its present location in District 2, moving precincts 17-2 and 17-6 from the proposed District 3 back to their present location in District 4, moving precinct 16-9 from the proposed District 4 back to its present location in District 3, and moving precinct 4-5 from District 2 back to its present location in District 7;

The Chair reiterated her intention to proceed to offer a Committee Report recommending passage of a docket in a new draft at the regular meeting of the City Council scheduled for the next day. Some Councilors expressed concern about taking final action on a docket, desiring more working sessions for further deliberation and a public hearings held in precincts moving between districts.

A third version was raised through discussion, reflecting changes suggested earlier in the working session which would move precincts 3-16, 7-1, 7-2, and 7-3 from District 2 to District 3, and return precincts 6-3, 7-5, and 7-6 from the proposed District 3 back to their present location in District 2. In response to this third version posed, Concern was again raised regarding the geographic location of the South Boston precincts which this change pertains to. Councilors noted that the additional precinct changes were substantive, yet were not previously proposed in one of the five proposed maps publicly noticed for discussion at the several public hearings held throughout the redistricting process. Further concerns were raised regarding public housing developments



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spanning several precincts which were proposed to be split between Council districts. A point was raised regarding the intended deadline for Council action on passing a redistricting plan, and whether or not there is in fact a legal deadline to complete the redistricting process by.

A question was raised regarding the Chair's decision to present two versions to advance for discussion, rather than all proposals made during the course of the working session. Other Councilors stated that it was the prerogative and discretion of the Chair to present any version of a map for collaborative deliberation during the working session, if at all.

Discussion turned toward the two proposed amendments to Docket #1275 presented by the Chair. A concern was raised that the unnatural "T" shape of District 3 created in Version 1 may draw claims of gerrymandering. A further amendment to Version 1 was presented, by returning precinct 6-10 back to its present location in District 2, moving precinct 15-2 from District 4 to District 3, and moving either precinct 4-3 or precinct 5-13 from District 2 to District 8. Another suggestion was made to return precinct 7-5 back to its present location in District 2 and maintain moving precinct 7-6 from District 2 to District 3, as proposed in Docket #1275.

Certain Councilors expressed concern about alleged Open Meeting Law violations which may have occurred at community meetings regarding the redistricting process which were not meetings of the Boston City Council but were attended by members of the body. The Chair indicated that deliberation amongst Councilors did not occur.

The Chair stated she would take the several proposed precinct adjustments offered during the working session under advisement, reiterating an intention to offer a report recommending passage of a docket in a new draft during the Council meeting the next day. The Chair offered closing remarks and adjourned the working session.

DOCUMENTS PRESENTED: Duchin and Richardson Memorandum; Dr. Handley's presentation slide deck; Versions of Docket #1275 with Demographic Report; Map of South Boston public housing developments.

DOCUMENTS RECEIVED: N/A

INFORMATION REQUESTED: N/A

NEXT MEETING: N/A

Prepared By
STAFF LIAISON:

Anna Huang

Anna Huang

Reviewed and Approved By
CHAIR:

Elizabeth Breadon

Liz Breadon

Liz Breadon

DATE: January 18, 2023

NOTE: These minutes are to be considered draft unless signed by the Committee Chair and Liaison.



October 26, 2022

A regular meeting of the City Council of the City of Boston was held in the Christopher A. Iannella Chamber, City Hall on Wednesday, October 26, 2022 at 12:17 P.M.

President Flynn in the Chair. All Councilors Present.

Bishop Raymond G. Hall delivered the invocation and the meeting was opened with the pledge of allegiance to the flag.

President Flynn moved to adopt the minutes from the October 19, 2022 meeting.
Motion prevailed.

1320 Message and order authorizing the City of Boston to accept and expend the amount of One Hundred Six Thousand Dollars (\$106,000.00) in the form of a grant, for the FY22 Community Mitigation, awarded by the Massachusetts Gaming Commission to be administered by the Police Department. The grant will fund investigations that are coordinated between the BPD Human Trafficking Unit and other law enforcement entities, along with traffic safety patrols and accident reconstruction.
The rules were suspended; the order was passed.

1321 Message and order authorizing the City of Boston to accept and expend the amount of Fifty Nine Thousand Dollars Four Hundred Five Dollars and Thirty Cents (\$59,405.30) in the form of a grant, for the COPS FY22 Law Enforcement Mental Health and Wellness Act Program, awarded by the United States Department of Justice to be administered by the Police Department. The grant will fund peer support services for Boston Police Department sworn and civilian personnel, particularly civilians working in 911 Operations and Forensics.
The rules were suspended; the order was passed.

1322 Notice was received from the Mayor of the reappointment of Beyazmin Jimenez, as a Member of the Boston Fair Housing Committee for a term expiring July 1, 2024.
Placed on file.

1323 Notice was received from the Mayor of the appointment of Bianca Tosado, as a Member of the Residency Compliance Commission for a term expiring January 3, 2026.
Placed on file.

On motion of Councilor Flynn, the first Late File was taken out of order.

1341 Councilor Flynn offered the following: Order that the Law Department for the City of Boston address the Open Meeting Law complaint and respond accordingly on behalf of the Boston City Council.
Councilor Breadon in the Chair.
Placed on file.

Councilor Breadon, on behalf of the Committee on Redistricting submitted the following:

1186 An Ordinance Amending City Council Electoral Districts.
Remains in the Committee on Redistricting.

- [1215](#) An Ordinance Amending City Council Electoral Districts. Remains in the Committee on Redistricting.
- [1216](#) An Ordinance Amending City Council Electoral Districts. Remains in the Committee on Redistricting.
- [1273](#) An Ordinance Amending City Council Electoral Districts. Remains in the Committee on Redistricting.
- [1275](#) An Ordinance Amending City Council Electoral Districts. Remains in the Committee on Redistricting.

Councilor Bok, on behalf of the Committee on City Services and Innovation Technology submitted the following:

- [1244](#) On the message and order, referred on October 19, 2022 Docket #1244, to reduce the FY23 appropriation for the Reserves for Collective Bargaining by Thirty One Million, Seventy Two Thousand, Twenty Nine Dollars (\$31,072,029.00) to provide funding for the Boston Public Schools for the FY23 cost contained within the collective bargaining agreements between the Boston School Committee and the Boston Teachers Union (BTU), Local 66, AFT Massachusetts, the Committee submitted a report recommending the order ought to pass.
The report was accepted; the order was passed.
- [1245](#) On the message and order, referred on October 19, 2022 Docket #1245, for the Boston Public Schools for FY23 in the amount of Thirty Seven Million Six Hundred Seventy Four Thousand Three Hundred Thirty Seven Dollars (\$37,674,337.00) to cover the FY23 cost items contained within the collective bargaining agreements between the Boston School Committee and the Boston Teachers Union (BTU), Local 66, AFT- Massachusetts. The terms of the contracts are September 1, 2021 through August 31, 2024. The major provisions of the contracts include base wage increases of 2.5% in September 2022, September 2023, as well as other cost items including inclusion reform implementation, the Committee submitted a report recommending the order ought to pass.
The report was accepted; the order was passed.

On motion of Councilor Flynn, Docket No.1340 was taken out of order.

- [1340](#) **Councilor Fernandes Anderson offered the following:** Resolution recognizing the Civic Leaders of District 7.
The rules were suspended. The resolution was adopted.
- [1324](#) **Councilor Baker, Arroyo, Bok, Breadon, Coletta, Fernandes Anderson, Flaherty, Flynn, Louijeune, Murphy and Worrell offered the following:** Petition for a Special Law RE: An Act Directing the City of Boston Police Department to Waive the Maximum Age Requirement for Police Officers for Wan Pierre-Louis.
Referred to the Committee on Government Operations.
- [1325](#) WITHDRAWN
- [1326](#) **Councilor Coletta, Arroyo, Bok, Breadon, Fernandes Anderson, Flaherty, Flynn, Lara, Louijeune, Mejia, Murphy and Worrell offered the following:** Order for a Hearing on the Review of the Zoning Board of Appeal Executive Order.
Referred to the Committee on Planning, Development & Transportation.

1327 Councilor Lara, Coletta, Arroyo, Bok, Breadon, Fernandes Anderson, Flynn, Louijeune, Mejia and Worrell offered the following: Order for a Hearing Assessing the Need for a Text Amendment for the Boston Zoning Code Relative to Special Protection Zones.
Referred to the Committee on Housing and Community Development.

1328 Councilor Bok, Louijeune, Flynn, Arroyo, Baker, Breadon, Coletta, Fernandes Anderson, Flaherty, Lara, Mejia, Murphy and Worrell offered the following: Order for a Hearing to discuss trash containerization in Boston.
On motion of Councilor Bok, Rule 12 was invoked to include Councilors Louijeune and Flynn as co-sponsors.
Referred to the Committee on City Services and Innovation Technology.

1329 Councilor Lara, Arroyo, Baker, Bok, Breadon, Coletta, Fernandes Anderson, Flaherty, Flynn, Louijeune, Mejia, Murphy and Worrell offered the following: Resolution recognizing November as Youth and Young Adult Homelessness Awareness Month.
On motion of Councilor Lara, the rules were suspended; the resolution was adopted.

The Chair stated that in absence of objection, one late filed matter would be added to the Agenda.
No objection being heard, the following matter was added:

1342 Councilor Fernandes Anderson, Arroyo, Bok, Breadon, Coletta, Flaherty, Flynn, Lara, Louijeune, Mejia and Worrell offered the following: Resolution Calling for Mahsa Amini's Birthday, September 22nd, as the Day of "Women, Life, Freedom".
On motion of Councilor Fernandes Anderson the rules were suspended; the resolution was adopted.

/26/22 Legislative Calendar for October 26, 2022.

The Chair moved adoption of a Consent Agenda containing the following matters.

1330 Councilor Baker offered the following: Resolution recognizing the 27th Annual Boston Turkish Arts and Culture Festival.

1331 Councilor Louijeune offered the following: Resolution in recognition of Psi Omega Chapter of Alpha Kappa Alpha, Sorority, Inc.

1332 Councilor Louijeune offered the following: Resolution in recognition of Carmelle Bonhometre.

1333 Councilor Flynn and Flaherty offered the following: Resolution recognizing October 16th as El Grito de Yara Heritage Day.

1334 Councilor Flynn offered the following: Resolution recognizing the 41st Anniversary of Polish American Heritage Month.

1335 Councilor Flynn, Louijeune, Baker, Murphy and Coletta offered the following: Resolution recognizing eleven recipients of the Pilar de la Hispanidad 2022 Award.

1336 Councilor Lara offered the following: Resolution in recognizing Darra Slagle.

1337 Councilor Lara offered the following: Resolution Honoring Nathan Louis Johnson.

1338 Councilor Fernandes Anderson offered the following: Resolution in memory of Edna Greene Willis Murrell.

1339 Councilor Fernandes Anderson offered the following: Resolution
recognizing Sekondi-Takoradi, Ghana.

The matters contained within the Consent Agenda were severally adopted.

Adjourned at 2:02 p.m. on motion of President Flynn, in memory of Christine E. Chris Ward, Sheila Butler, Kenny Gregorio and Michael Brussar to meet again on Wednesday, November 2, 2022 at 12:00 p.m.

Attested:

Alex Geourntas
City Clerk



November 02, 2022

A regular meeting of the City Council of the City of Boston was held in the Christopher A. Iannella Chamber, City Hall on Wednesday, November 2, 2022 at 12:17 P.M.

President Flynn in the Chair. All Councilors Present.

Reverend Mariama White-Hammond and Reverend Gloria White Hammond, delivered the invocation and the meeting was opened with the pledge of allegiance to the flag.

President Flynn moved to adopt the minutes from the October 26, 2022 meeting.
Motion prevailed.

-
- 1343** Message and order authorizing the City of Boston to accept and expend the amount of One Million Four Hundred Three Thousand Eight Hundred Fifty Six Dollars (\$1,403,856.00) in the form of a grant, for the State FY23 Council on the Aging formula allocation, awarded by the MA Executive Office of Elder Affairs to be administered by the Age Strong Commission. The grant will fund services for 116,988 older adults in the City of Boston at \$12 per person, according to 2020 Census data from UMass Boston Donahue Institute.
Referred to the Committee on Strong Women, Families, and Communities.
- 1344** Message and order authorizing the City of Boston for an appropriation in the amount of One Million Five Hundred Fifteen Thousand Dollars (\$1,515,000.00) for the purpose of paying cost of a feasibility study and schematic design work associated with roof, boiler and window and door replacement projects at the following schools: the Jeremiah E. Burke High School, English High School, the Dr. William Henderson Upper School, the Dennis C. Haley Elementary School and the Curley K-8 School.
Referred to the Committee on Ways and Means.
- 1345** Message and order authorizing the City of Boston to accept and expend a grant in an amount not to exceed Four Hundred Thousand Dollars (\$400,000.00) from the Commonwealth of Massachusetts Executive Office of Environmental Affairs (EOEEA), Division of Conservation Services' Parkland Acquisitions and Renovations for Communities (PARC) Program. This grant is awarded to the City of Boston through the Parks and Recreation Department for renovations to O'Day Playground located in the South End Neighborhood.
Referred to the Committee on Environmental Justice, Resiliency, and Parks.
- 1346** Message and order authorizing the City of Boston Public Works Department ("PWD") to accept and expend the amount of Fifty Thousand Dollars (\$50,000.00) from the Boston Planning and Development Agency ("BPDA"), pursuant to the 267 Old Colony cooperation agreement by and between the BPDA and PWD.
The rules were suspended; the order was passed.

- [1347](#) Communication was received from the City Clerk of the filing by the Boston Residency Compliance Commission regarding the Annual Report (January thru December 2020).
Placed on file.
- [1348](#) Communication was received from the City Clerk of the filing by the Boston Residency Compliance Commission regarding the Annual Report (January thru December 2021).
Placed on file.
- [1349](#) Notice was received from the Mayor of the appointment of Rachel Skerritt, as a Member of the Boston School Committee Nominating Panel, for a term expiring October 28, 2024.
Placed on file.
- [1350](#) Notice was received from the City Clerk in accordance with Chapter 6 of the Ordinances of 1979 re: action taken by the Mayor on papers acted upon by the City Council at its meeting of October 19, 2022
Placed on file.
- [0241](#) Order for a hearing regarding a supplemental sidewalk clearance program during snowstorms in Boston.
Remains in the Committee on City Services and Innovation Technology.
On motion of Councilor Flynn, Dockets #1352, #1353, #1355, #1356, #1357 were taken out of order.
- [1352](#) **Councilor Flaherty, Arroyo, Bok, Coletta, Fernandes Anderson, Lara, Louijeune, Mejia, Murphy, Worrell and Flynn offered the following:** Order for a hearing regarding diversion services for trash at large Boston venues.
Referred to the Committee on City Services and Innovation Technology.
- [1353](#) **Councilor Worrell, Arroyo, Baker, Bok, Breadon, Coletta, Fernandes Anderson, Flaherty, Flynn, Lara, Louijeune, Mejia and Murphy offered the following:** Order for a hearing to address gun violence.
Referred to the Committee on Public Safety & Criminal Justice.
- [1355](#) Councilor Flynn for Councilor Bok offered the following: Order for the appointment of temporary employees Anthony Baez and Jacob Werner in City Council.
Passed under suspension of the rules.
- [1356](#) Councilor Flynn offered the following: Order for the appointment of temporary employee Ethan Vara in City Council.
Passed under suspension of the rules.
- [1357](#) Councilor Flynn for Councilor Fernandes Anderson offered the following: Order for the appointment of temporary employee James Lambert III in City Council.
Passed under suspension of the rules.
- The Chair stated that in absence of objection, three late filed matters would be added to the Agenda. No objection being heard, the following matters were added:
- [1386](#) **Councilor Fernandes Anderson, Bok, Coletta, Flaherty, Flynn, Lara and Mejia offered the following:** Order relative to the adoption of classification in the City of Boston in Fiscal Year 2023.
Referred to the Committee on Ways and Means.
- [1387](#) Communication was received from Mayor Wu Recommendations regarding Surveillance Oversight & Information Sharing.
Placed on file.

- 1388** Communication from Councilor Flynn to address the Open Meeting Law complaint and respond accordingly on behalf of the Boston City Council. Placed on file.
- 1210** Councilor Fernandes Anderson called Docket #1210, message and order for an appropriation order in the amount of Thirty Million Three Hundred Thousand Dollars (\$30,300,000.00) to cover the cost designing, constructing, equipping and furnishing a new building for the Josiah Quincy Upper School, from the Assignment Sheet.
Hearing no objection, the matter was before the body.
On motion of Councilor Fernandes Anderson, the order was read a second time and again passed; yeas 12; nays 0; not present 1 (Worrell).
- 1264** Councilor Baker called Docket #1264, Communication was received from the City Clerk transmitting a communication from the Boston Landmarks Commission for City Council action on the designation of the Petition #266.19, The Tileston House, Dorchester, MA., from the Committee on Planning, Development and Transportation.
Hearing no objection, the matter was before the body.
On motion of Councilor Baker, the order was passed.
- 1351** **Councilor Flaherty, Baker, Flynn and Murphy offered the following:**
An ordinance amending City Council Electoral Districts.
Councilor Flaherty moved to substitute language to Docket #1351.
Motion prevailed.
Referred to the Committee on Redistricting.
- 1354** **Councilor Murphy, Baker, Flaherty and Flynn offered the following:**
Order for the adoption of City Council Redistricting Protocols.
On motion of Councilor Murphy, the order did not pass; yeas 4 (Baker, Flaherty, Flynn and Murphy) nays 9.

Councilor Breadon, on behalf of the Committee on Redistricting submitted the following:

[1275](#) The Committee on Redistricting, to which was referred on October 19, 2022, Docket #1275, An Ordinance Amending City Council Electoral Districts, the Committee submitted a report recommending the order ought to pass in a new draft.

Councilor Breadon moved to substitute Docket #1275 in a new draft.

Motion prevailed

Recess

Councilor Bok offered an amendment

On motion of Councilor Bok, amendment did not pass; yeas 3, (Bok, Coletta and Flynn), nays 10.

Councilor Flaherty moved that Docket #1351 be substitute for Docket #1275.

On motion of Councilor Flaherty, the amendment to substitute Docket#1351 for Docket #1275 did not pass; yeas 4, (Baker, Flaherty, Flynn and Murphy) nays 9.

Councilor Arroyo in the Chair.

Councilor Flynn offered three amendments.

On motion of Councilor Flynn, first amendment did not pass; yeas 3, (Flaherty, Flynn and Murphy) nays 10.

On motion of Councilor Flynn, second amendment did not pass; yeas 4, (Baker, Flaherty, Flynn and Murphy) nays 9.

On motion of Councilor Flynn, third amendment did not pass; yeas 4 (Baker, Flaherty, Flynn and Murphy) nays 9.

On motion of Councilor Breadon; the report was accepted; the ordinance was passed in a new draft; yeas 9, nays: 4, (Baker, Flaherty, Flynn and Murphy).

President Flynn in the Chair.

Recess

The report was accepted; the ordinance was passed in a new draft.

President Flynn in the Chair

[1242](#) Councilor Louijeune called Docket #1242, message disapproving an ordinance amending City of Boston Code, Ordinances V, Section 5-5.10 regarding Salary Categories for Certain Offices, and City of Boston Code, Ordinances, Chapter II, Section 2-8.1, Salary of City Councilors, and Section 2-7.11, Salary of the Mayor, (Docket #0920), passed by the City Council October 5, 2022, from the Assignment List.

Hearing no objection, the matter was before the body.

A roll call vote was taken to override the Mayor's veto.

The ordinance was passed notwithstanding the Disapproval of the Mayor, yeas 9, nays 4, (Baker, Flaherty, Flynn and Murphy).

[1243](#) Councilor Louijeune called Docket #1243, message and order for your approval an Order amending City of Boston Code, Ordinances V, Section 5-5.10 regarding Salary Categories for Certain Offices, and City of Boston Code, Ordinances, Chapter II, Section 2-8.1, Salary of City Councilors, and Section 2-7.11, Salary of the Mayor, from the Assignment List

Hearing no objection, the matter was before the body.

Councilor Louijeune offered an amendment.

Motion prevailed roll call yeas 9; nays 4; (Baker, Flaherty, Flynn and Murphy).

The ordinance as amended was passed; yeas 9, nays 4 (Baker, Flaherty, Flynn and Murphy).

- 1358** **Councilor Flaherty offered the following:** Resolution recognizing John Linehan.
- 1359** **Councilor Louijeune offered the following:** Resolution recognizing Pasteur Bob Deschamps.
- 1360** **Councilor Louijeune offered the following:** Resolution recognizing Greg Larson.
- 1361** **Councilor Flaherty offered the following:** Resolution recognizing Candace Morales.
- 1362** **Councilor Flaherty offered the following:** Resolution recognizing Winston Lloyd.
- 1363** **Councilor Flaherty offered the following:** Resolution in memory of Isabel Domeniconi.
- 1364** **Councilor Flaherty offered the following:** Resolution in memory of Darryl Alphonso Rowell.
- 1365** **Councilor Flaherty offered the following:** Resolution in memory of Frank L. Skelton.
- 1366** **Councilor Flaherty offered the following:** Resolution recognizing Maria Theodore.
- 1367** **Councilor Flaherty offered the following:** Resolution recognizing Lauren Shurtleff.
- 1368** **Councilor Flaherty offered the following:** Resolution recognizing George Papadopoulos.
- 1369** **Councilor Flaherty offered the following:** Resolution recognizing Kenny Gregorio Jr.
- 1370** **Councilor Flaherty offered the following:** Resolution recognizing Willie E. Hicks Sr.
- 1371** **Councilor Flaherty offered the following:** Resolution recognizing Stratos Efthymiou.
- 1372** **Councilor Flaherty offered the following:** Resolution recognizing Bonnie McGilpin.
- 1373** **Councilor Flaherty offered the following:** Resolution recognizing Heather Campisano.
- 1374** **Councilor Flaherty offered the following:** Resolution recognizing Nicholas Muldowney.
- 1375** **Councilor Arroyo offered the following:** Resolution recognizing The Switch Co-Op in Hyde Park.
- 1376** **Councilor Arroyo offered the following:** Resolution recognizing Leah Arteaga.
- 1377** **Councilor Worrell offered the following:** Resolution recognizing The Codman Academy Charter Public School.
- 1378** **Councilor Murphy offered the following:** Resolution recognizing Boston Collegiate Charter School.

- 1379** Councilor Murphy offered the following: Resolution recognizing Jeff Hampton.
- 1380** Councilor Murphy offered the following: Resolution recognizing Dennis McLaughlin.
- 1381** Councilor Murphy offered the following: Resolution recognizing Coleman Nee.
- 1382** Councilor Murphy offered the following: Resolution recognizing Jerry York.
- 1383** Councilor Murphy offered the following: Resolution recognizing Mary Swanton.
- 1384** Councilor Murphy offered the following: Resolution recognizing Jon Cronin.
- 1385** Councilor Flynn offered the following: Resolution recognizing November 6-12 as Childhood Cancer Awareness Week.

The matters contained within the Consent Agenda were severally adopted.

Adjourned at 6:02 p.m. on motion of President Flynn, in memory of Elizabeth Ann Cornell to meet again on Wednesday, November 9, 2022 at 12:00 p.m.

Attested:

Alex Geourtas
City Clerk

EXHIBIT B



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MINUTES

EVENT: *Committee on Census & Redistricting- Hearing*

MEETING DATE: *May 10, 2011*

MEETING LOCATION: *Council Chamber, Boston City Hall, 5th Floor*

MEETING TIME: *Start: 4:00 PM (Actual Start: 4:14 PM, End: 6:35 PM)*

SUBJECT: *Docket #0511, An Order for a Hearing Regarding the Results of the 2010 Census and Redistricting in the City of Boston*

MEMBERS PRESENT:

Committee: Chair, Councilor Bill Linehan; Councilor Maureen Feeney; Councilor Ayanna Pressley;
Councilor Charles Yancey
Council: Councilor Tito Jackson; Councilor Matt O'Malley; Councilor Michael Ross

ISSUES DISCUSSED:

- Discussed the BRA's presentation of City Council Districts, including a general discussion about the results of the 2010 Census and the racial and ethnic distribution in wards.
- Discussed the BRA's efforts in creating a web-based tool to draw different shapes onto the map of the City of Boston to extract Census information. This project should be available at some time during the summer.
- Discussed the creation of the City Council Districts by Referendum in 1981.
- Discussed whether, under the law, the City is required to reprecinct as part of the redistricting process and how the two may interplay.
- Discussed the need to re-ward as part of the need to reprecinct.
- Discussed the disparity in the costs of running elections at different locations throughout the city.
- Received public testimony which discussed whether redistricting and reprecincting can be addressed independent of one another, the issue of fair representation especially in communities of color.

DECISIONS/NEXT STEPS/VOTES:

- It was requested by the public that when maps are redrawn for the redistricting of the City, that they be posted and made available to the public for at least 3 weeks so that the public can offer input.

NOTE: These minutes are to be considered draft unless signed by the Committee Chair and Liaison.



BOSTON CITY COUNCIL

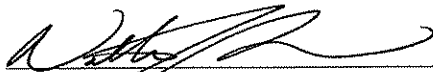
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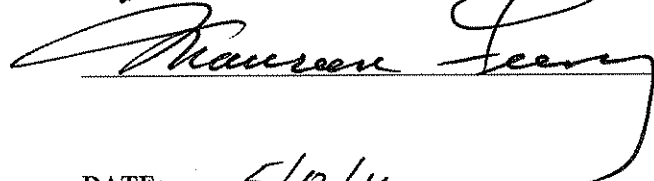
DOCUMENT LIST:

- Powerpoint Presentation "2010 Census, Council Districts, Wards and Precincts" from the BRA
- Letter from Sullivan and McDermott, Attorney's at Law dated May 10, 2011
- Boston Election Department – 2010 Federal Census Figures (spreadsheet)
- Testimony in Support of an Order for Reprecincting in the City of Boston – Common Cause

Prepared By
STAFF LIAISON:


Narhan Pham

Reviewed By
CHAIR:.



DATE: 5/12/11

NOTE: These minutes are to be considered draft unless signed by the Committee Chair and Liaison.



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HEARING MINUTES

COMMITTEE: Census & Redistricting

DATE: *Thursday, September 8, 2011*

LOCATION: *Suffolk Law School, 120 Tremont Street, Boston*

TIME: *6:00PM(start 6:19PM, end 6:46 PM)*

SUBJECT: *0511 Order for a Hearing Regarding the Results of the 2010 Census and Redistricting the City of Boston*

MEMBERS PRESENT:

Committee: Chair Bill Linehan, Councillor Maureen E. Feeney

Councillors: None

ISSUES DISCUSSED:

The Chair discussed the 2010 Census and its impact on the City Council districts and the process of redistricting. The Chair reviewed the results of the 2010 Census that determined the total population for the City of Boston to be 617,594. In discussing the process of redistricting, the Chair explained that based upon the total population figure, divided by nine council districts, each district is required to contain 68, 621 per district within + or – 5%. The Chair explained that the districts must meet the following requirements: the districts are equal within + or – 5%; the districts are contiguous; and the smallest breakdown is a precinct. The Chair also addressed certain criteria to be considered in defining districts and specifically referred to communities of interest, minority representation and maintaining the integrity of the neighborhoods. The Chair explained the hearing process, gathering of public testimony, voting procedures and the effective date.

There was no public comment.

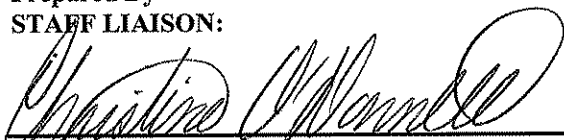
DECISIONS/NEXT STEPS/VOTES:

The chair announced the locations and dates of the next four hearings and adjourned the hearing.

DOCUMENT LIST:

Boston City Council District Demographic Profile 2010 Census handout

Prepared By
STAFF LIAISON:


Christine O'Donnell

Reviewed and Approved By
CHAIR:



DATE:

9/9/11

NOTE: These minutes are to be considered draft unless signed by the Committee Chair and Liaison.



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HEARING MINUTES

COMMITTEE: Census & Redistricting

DATE: Tuesday, September 20, 2011

LOCATION: George Wright Golf Course, 420 West Street, Boston

TIME: 6:00PM (start 6:04PM, end 7:01PM)

SUBJECT: 0511 Order for a Hearing Regarding the Results of the 2010 Census and Redistricting the City of Boston

MEMBERS PRESENT:

Committee: Chair Bill Linehan

Councillors: Matt O'Malley, Rob Consalvo, Council President Stephen J. Murphy

ISSUES DISCUSSED:

The Chair discussed the 2010 Census, its impact on the City Council districts and the process of redistricting. The Chair explained the population growth in the City of Boston and the population disparity that exists in some council districts; therefore, creating a need to redraw council districts. By referring to a map, the Chair discussed current district lines and reviewed the population shift. The Chair emphasized the importance of gathering information from residents and opened up the hearing to questions and testimony. The Chair stated that the following requirements must be met when redrawing the council districts: the districts are equal within + or - 5%; the districts must be contiguous; and the smallest breakdown is a precinct. In addition to the requirements, the Chair addressed certain factors that will be taken into consideration, including physical neighborhood boundaries, perceived neighborhood boundaries, and communities of interest. The common themes with the public testimony focused on maintaining the demographics of the neighborhood and communities with shared interests.

DECISIONS/NEXT STEPS/VOTES:

The Chair announced the locations of the next hearings and adjourned the hearing.

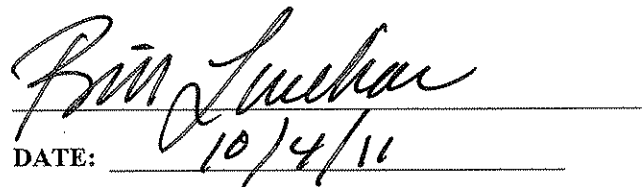
DOCUMENT LIST:

Boston City Council District Demographic Profile 2010 Census Handout

Prepared By
STAFF LIAISON:


Christine O'Donnell

Reviewed and Approved By
CHAIR:


DATE: 10/4/11

NOTE: These minutes are to be considered draft unless signed by the Committee Chair and Liaison.



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HEARING MINUTES

COMMITTEE: Census & Redistricting

DATE: Thursday, October 13, 2011

LOCATION: Franklin Park Golf Course, 1 Circuit Drive, Boston

TIME: 6:00PM(start 6:23PM, end 7:50PM)

SUBJECT: 0511 Order for a Hearing Regarding the Results of the 2010 Census and Redistricting the City of Boston

MEMBERS PRESENT:

Committee: Chair Bill Linehan, Councillor Charles Yancey
Councillors: Tito Jackson, Matt O'Malley

ISSUES DISCUSSED:

The Chair discussed the 2010 Census, its impact on the City Council districts and the process of redistricting. The Chair explained the population growth in the City of Boston and the population disparity that exists in some council districts; therefore, creating a need to redraw council districts. By referring to a map, the Chair discussed current district lines and reviewed the population shift. The Chair emphasized the importance of gathering information from residents and opened up the hearing to questions and testimony. The Chair stated that the following requirements must be met when redrawing the council districts: the districts are equal within + or - 5%; the districts must be contiguous; and the smallest breakdown is a precinct. In addition to the requirements, the Chair addressed certain factors that will be taken into consideration, including physical neighborhood boundaries, perceived neighborhood boundaries, and communities of interest. The common themes with the public testimony focused on maintaining the demographics of the neighborhood and communities with shared interests. The public testimony also suggested having more hearings in the neighborhoods.


DECISIONS/NEXT STEPS/VOTES:

The Chair announced the locations of the next hearings and adjourned the hearing.


DOCUMENT LIST:

Boston City Council District Demographic Profile 2010 Census Handout

Prepared By
STAFF LIAISON:


Christine O'Donnell

Reviewed and Approved By
CHAIR:


DATE: 10/17/11

NOTE: These minutes are to be considered draft unless signed by the Committee Chair and Liaison.



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HEARING MINUTES

COMMITTEE: Census & Redistricting

DATE: Tuesday, October 18, 2011

LOCATION: Reggie Lewis Center, 1350 Tremont Street, Boston

TIME: 6:00PM (start 6:10PM, end 7:41PM)

SUBJECT: 0511 Order for a Hearing Regarding the Results of the 2010 Census and Redistricting the City of Boston

MEMBERS PRESENT:

Committee: Chair Bill Linehan, Councilor Charles Yancey

Councillors: Matt O'Malley, Tito Jackson, Michael Ross

ISSUES DISCUSSED:

The Chair discussed the 2010 Census, its impact on the City Council districts and the process of redistricting. The Chair explained the population growth in the City of Boston and the population disparity that exists in some council districts; therefore, creating a need to redraw council districts. By referring to a map, the Chair discussed current district lines and reviewed the population shift. The Chair emphasized the importance of gathering information from residents and opened up the hearing to questions and testimony. The Chair stated that the following requirements must be met when redrawing the council districts: the districts are equal within + or - 5%; the districts must be contiguous; and the smallest breakdown is a precinct. In addition to the requirements, the Chair addressed certain factors that will be taken into consideration, including physical neighborhood boundaries, perceived neighborhood boundaries, and communities of interest. The common themes with the public testimony focused on maintaining the demographics of the neighborhood and communities with shared interests. The public testimony also suggested having more hearings in the neighborhoods.

DECISIONS/NEXT STEPS/VOTES:

The Chair announced the locations of the next hearing, delineated a timeframe for the redistricting process and adjourned the hearing.

DOCUMENT LIST:

Boston City Council District Demographic Profile 2010 Census Handout

Redistricting process handout

Written Testimony

Prepared By
STAFF LIAISON:


Christine O'Donnell

Reviewed and Approved By
CHAIR:


DATE: 10/19/11

NOTE: These minutes are to be considered draft unless signed by the Committee Chair and Liaison.



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HEARING MINUTES

COMMITTEE: Census & Redistricting

DATE: *Wednesday, October 26, 2011*

LOCATION: *New England Carpenter's Hall, 750 Dorchester Avenue, Boston*

TIME: *6:00PM (start 6:13PM, end 7:27PM)*

SUBJECT: *0511 Order for a Hearing Regarding the Results of the 2010 Census and Redistricting the City of Boston*

MEMBERS PRESENT:

Committee: Chair Bill Linehan

Councillors: Maureen Feeney

ISSUES DISCUSSED:

The Chair discussed the 2010 Census, its impact on the City Council districts and the process of redistricting. The Chair explained the population growth in the City of Boston and the population disparity that exists in some council districts. By referring to a map, the Chair discussed current district lines and reviewed the population shift. Based upon the Census data, the Chair explained that each district must equal an approximate number of 68,621 inhabitants. The Chair stated that the following requirements must be met when redrawing the council districts: the districts are equal within + or - 5%; the districts must be contiguous; and the smallest breakdown is a precinct. In addition to the requirements, the Chair addressed certain factors that will be taken into consideration, including physical neighborhood boundaries, perceived neighborhood boundaries, and communities of interest. The Chair emphasized the importance of gathering information from residents and opened up the hearing to questions and testimony. The common themes with the public testimony focused on maintaining the demographics of the neighborhood and communities with shared interests and equal representation.


DECISIONS/NEXT STEPS/VOTES:

The Chair announced the following: final hearing will be scheduled in the neighborhoods in November; committee meetings will take place; proposed map will be presented in a public hearing followed by a comment period; proposed map will be available on-line and in libraries and community centers. The Chair adjourned the hearing.


DOCUMENT LIST:

Boston City Council District Demographic Profile 2010 Census Handout
Redistricting process handout

Prepared By
STAFF LIAISON:


Christine O'Donnell

Reviewed and Approved By
CHAIR:


DATE: 10/31/11

NOTE: These minutes are to be considered draft unless signed by the Committee Chair and Liaison.



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MEETING MINUTES

COMMITTEE: Census & Redistricting

DATE: Monday, October 31, 2011

LOCATION: Curley Room, Boston City Hall, Fifth Floor

TIME: 9:30AM (start 9:41AM, end 10:43AM)

SUBJECT: Council District Configuration

MEMBERS PRESENT:

Committee: Chair Bill Linehan

Councilors: Matt O'Malley, Maureen Feeney, Charles Yancey

ISSUES DISCUSSED:

The Chair discussed the previous public hearings in the neighborhoods and reviewed the criteria that the public felt was important for the City Council to consider when redistricting. The Chair explained that the public identified the following issues as relevant: maintaining the demographics of the neighborhood; communities with shared interests; keeping wards together; equal representation and incumbency. The councilors discussed district configuration, population growth and the process of drawing a map. Emphasis was placed on population shift with regard to district configuration. The Chair delineated the next steps and adjourned the hearing.

DECISIONS/NEXT STEPS/VOTES:

Schedule a final public hearing in the neighborhoods

Committee meetings/working sessions with City Councilors

Public Hearing in City Hall to present a proposed map

Comment period

Map presented to Council for vote

DOCUMENT LIST:


Boston City Council District Demographic Profile 2010 Census Handout

Redistricting process handout

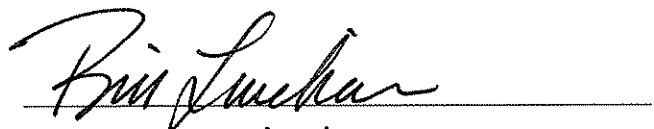
City of Boston Race Distribution by Neighborhood prepared by BRA Research Division

City Council District Map with Precincts

Prepared By
STAFF LIAISON:


Christine O'Donnell

Reviewed and Approved By
CHAIR:


DATE: 11/2/11

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HEARING MINUTES

COMMITTEE: Census & Redistricting

DATE: *Thursday, November 10, 2011*

LOCATION: *Mattapan Branch Library, 1350 Blue Hill Avenue, Boston*

TIME: *6:00PM (start 6:05PM, end 7:47PM)*

SUBJECT: *0511 Order for a Hearing Regarding the Results of the 2010 Census and Redistricting the City of Boston*

MEMBERS PRESENT:

Committee: Chair Bill Linehan, Councilor Charles Yancey

Councilors: Rob Consalvo, Matt O'Malley

ISSUES DISCUSSED:

The Chair discussed the 2010 Census, its impact on the City Council districts and the process of redistricting. The Chair explained the population growth in the City of Boston and the population disparity that exists in some council districts. By referring to a map, the Chair discussed current district lines and reviewed the population shift. Based upon the Census data, the Chair explained that each district must equal an approximate number of 68,621 inhabitants. The Chair stated that the following requirements must be met when redrawing the council districts: the districts are equal within + or - 5%; the districts must be contiguous; and the smallest breakdown is a precinct. In addition to the requirements, the Chair addressed certain factors that will be taken into consideration, including physical neighborhood boundaries, perceived neighborhood boundaries and communities of interest. The Chair emphasized the importance of gathering information from residents and opened up the hearing to questions and testimony. The public testimony identified the following issues as relevant when redrawing district lines: keeping neighborhoods together where possible; communities with shared interests and equal representation.

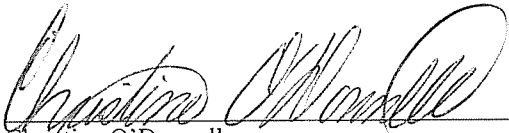
DECISIONS/NEXT STEPS/VOTES:

The Chair announced the following: committee meetings will take place; proposed map will be presented in a public hearing followed by a comment period; proposed map will be available on-line and in libraries and community centers. The Chair adjourned the hearing.


DOCUMENT LIST:

Boston City Council District Demographic Profile 2010 Census Handout
Redistricting process handout

Prepared By
STAFF LIAISON:


Christine O'Donnell

Reviewed and Approved By
CHAIR:


DATE: 11/10/11

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MEETING MINUTES

COMMITTEE: Census & Redistricting

DATE: Wednesday, November 16, 2011

LOCATION: Curley Room, Boston City Hall, Fifth Floor

TIME: 10:00AM (start 10:25AM, end 11:13AM)

SUBJECT: Council District Configuration

MEMBERS PRESENT:

Committee: Chair Bill Linehan, Councilor Mark Ciommo, Councilor Charles Yancey
Councilors: Tito Jackson, Michael Ross, Matt O'Malley, Rob Consalvo

ISSUES DISCUSSED:

The Chair explained that the Committee held six public hearings in the neighborhoods in order to gather information from residents concerning issues of importance to the community regarding district configuration and to explain the redistricting process. The Chair presented maps for review and discussion. The maps presented included a map of the current council districts, a map with 2010 Census population data by precinct and a computer generated map consisting of the redistricting requirements based upon population. A proposed plan that moves district boundaries north from four southern districts and eliminates 4500 from district one was also discussed. Also, the Chair reviewed the requirements that must be followed when redrawing the council districts: the districts are equal within + or - 5%; the districts must be contiguous and the smallest breakdown is a precinct. In addition to the requirements, the Chair reviewed the following criteria that the public identified as relevant for consideration when redrawing district lines: communities of interest; neighborhood boundaries; proportional representation for people of color; keeping wards together where possible and incumbency. The councilors discussed neighborhood designations and requested neighborhood information from the 2002 redistricting process.

Options regarding the availability of redistricting programs were discussed so that the councilors would be able to develop their own proposals to present at public meetings and hearings. Emphasis was placed on the requirement that the councilors cannot share or discuss any proposed plan with each other, unless disclosed at a meeting or hearing that is publicly noticed. The available options that were discussed were each councilor obtaining their own redistricting software subscription, desktop GIS with the redistricting add on, Redistricting Online tool, or having one facilitator who would maintain paper plans submitted by each councilor. If a councilor chooses to utilize the online redistricting tool, the councilor would be required to save their plan locally and not share any proposed plan with other councilors.

DECISIONS/NEXT STEPS/VOTES:

The Chair announced that the Census and Redistricting Committee will hold a committee meeting on Monday, November 28, 2011 to discuss council district configuration, map submissions and proposals concerning council district boundaries. The Chair indicated that once a proposed redistricting plan is filed and presented in a public hearing at a later date, a public comment period will follow and the proposed plan will be available on-line and in libraries and community centers.



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DOCUMENT LIST:

Current City Council District Map

2010 Census Precinct Population Map

Computer generated map of council districts with requirements and population prepared by BRA

Prepared By
STAFF LIAISON:

Christine O'Donnell

Reviewed and Approved By
CHAIR:

Bill Linehan

DATE:

11/18/11

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MEETING MINUTES

COMMITTEE: Census & Redistricting

DATE: Monday, November 28, 2011

LOCATION: Curley Room, Boston City Hall, Fifth Floor

TIME: 10:00AM (start 10:13AM, end 11:35AM)

SUBJECT: Council District Configuration

MEMBERS PRESENT:

Committee: Chair Bill Linehan; Councilors Mark Ciommo, Charles Yancey, Felix Arroyo, John Connolly
Councilors: Matt O'Malley, Michael Ross, Rob Consalvo, Tito Jackson

ISSUES DISCUSSED:

The Chair explained that the Committee held six public hearings in the neighborhoods in order to gather information from residents concerning issues of importance to the community regarding district configuration and to explain the redistricting process. The Chair reviewed the requirements that must be followed when redrawing the council districts: the districts are equal within + or - 5%; the districts must be contiguous and the smallest breakdown is a precinct. In addition to the requirements, the Chair reviewed the following criteria that the public identified as relevant for consideration when redrawing district lines: communities of interest; neighborhood boundaries; proportional representation for people of color; keeping wards together where possible, incumbency and the creation of a fifth non-white majority district.

The councilors discussed their priorities in redrawing the current district lines. The councilors placed emphasis on keeping neighborhoods in tact and communities whole. In particular, the councilors referred to keeping Chinatown, West Roxbury, Roslindale, Jamaica Plain and Mattapan whole. Councilor Ross stated that Mission Hill remain part of District 8. Also, Councilor Yancey requested that the creation of a fifth non-white majority district be considered.

The Chair reviewed the map he presented at the committee meeting on November 16, 2011 and explained his proposed changes. Councilors O'Malley and Councilor Ross proposed maps individually and discussed the changes in their proposals.

DECISIONS/NEXT STEPS/VOTES:

The Chair announced that the Census and Redistricting Committee will hold committee meetings on the following dates: December 5, 2011; December 12, 2011 and December 19, 2011 to discuss council district configuration, map submissions and proposals concerning council district boundaries. The Chair indicated that once a proposed redistricting plan is filed and presented in a public hearing at a later date, a public comment period will follow and the proposed plan will be available on-line and in libraries and community centers.

DOCUMENT LIST:

Map proposed by Councilor Linehan
Map proposed by Councilor O'Malley
Map proposed by Councilor Ross
2010 City of Boston Census Data spreadsheet

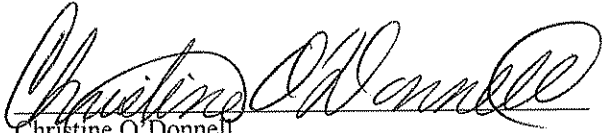


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Prepared By
STAFF LIAISON:


Christine O'Donnell

Reviewed and Approved By
CHAIR:


Bill Linehan

DATE: 12/5/11

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MEETING MINUTES

COMMITTEE: Census & Redistricting

DATE: Monday, December 5, 2011

LOCATION: Curley Room, Boston City Hall, Fifth Floor

TIME: 10:00AM (start 10:04AM, end 10:55AM)

SUBJECT: Council District Configuration

MEMBERS PRESENT:

Committee: Chair Bill Linehan; Councilors Salvatore LaMattina, John Connolly, Mark Ciommo, Felix Arroyo
Councilors: Matt O'Malley, Michael Ross, Rob Consalvo, Tito Jackson, Stephen Murphy

ISSUES DISCUSSED:

The Chair reviewed the process going forward and explained that the Census and Redistricting Committee members may ask to take votes in order to develop a consensus. The Chair explained that the Committee held six public hearings in the neighborhoods in order to gather information from residents concerning issues of importance to the community regarding district configuration and to explain the redistricting process. The Chair reviewed the requirements that must be followed when redrawing the council districts: the districts are equal within + or - 5%; the districts must be contiguous and the smallest breakdown is a precinct. In addition to the requirements, the Chair reviewed the following criteria that the public identified as relevant for consideration when redrawing district lines: communities of interest; neighborhood boundaries; proportional representation for people of color; keeping wards together where possible, incumbency and the creation of a fifth non-white majority district.

The Chair reviewed the maps that have been presented and discussed at the public hearings and meetings. The Chair reviewed the computer generated map that only considered the three requirements without taking into account communities of interest, neighborhood boundaries and other criteria. The Chair also reviewed maps of the current council precincts with population information and explained the impact of the population growth and shift on city council districts. The councilors discussed the criteria of communities of interest and the Chair emphasized that it will be an objective of the Committee to keep as many communities of interest together where possible. The particular communities of interest that were discussed include Chinatown, the South End, Mission Hill, Jamaica Plain, West Roxbury, Roslindale, and Mattapan. The Chair also emphasized the criteria of proportional representation for people of color. The creation of a fifth majority non-white district was also discussed.

Councilor Ross submitted a revised plan from the plan he submitted at the meeting on November 28, 2011. The revised plan submitted by Councilor Ross would return ward three, precinct five to district 2 and would remove ward 10, precinct 8 from district 8 to district 6. Under this plan, district 2 would have a population of 71,316 and district 8 would have a population of 69, 831.

DECISIONS/NEXT STEPS/VOTES:

The Chair announced that the objective of the Committee will be to create a map of consensus and could present such map to the Committee for a vote to move map forward for public comment. The Chair indicated that once a



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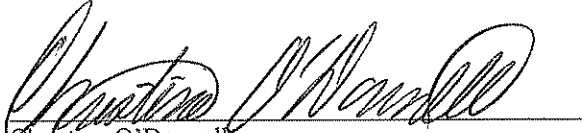
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proposed redistricting plan is filed and presented in a public hearing, a public comment period will follow and the proposed plan will be available on-line and in libraries and community centers.

DOCUMENT LIST:

Computer generated map
Map of current precincts with population
Map proposed by Councilor Ross
2010 City of Boston Census Data spreadsheet
Written testimony

Prepared By
STAFF LIAISON:


Christine O'Donnell

Reviewed and Approved By
CHAIR:


Bill Lynch

DATE: 12/9/11

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MEETING MINUTES

COMMITTEE: Census & Redistricting

DATE: Friday, December 9, 2011

LOCATION: Iannella, Boston City Hall, Fifth Floor

TIME: 1:15PM (start 1:27PM, end 3:23PM)

SUBJECT: Docket #1591, an Ordinance Amending City Council Electoral Districts

MEMBERS PRESENT:

Committee: Chair Bill Linehan; Councilors Charles Yancey, Salvatore LaMattina, Felix Arroyo, John Connolly, Ayanna Pressley

Councilors: Matt O'Malley, Michael Ross, Rob Consalvo, Tito Jackson, Stephen Murphy

ISSUES DISCUSSED:

The Chair explained that the Committee conducted an open and transparent process and held six public hearings in the neighborhoods where the redistricting process was explained and testimony was heard by residents in order to gather information concerning issues of importance to the community regarding district configuration. The Chair reviewed the population growth and shift in the City of Boston as well as the requirements that must be followed when redrawing the council districts. The requirements that must be met when redrawing city council districts are the districts are equal within + or - 5%; the districts must be contiguous and the smallest breakdown is a precinct. In addition to the requirements, the Chair reviewed the following criteria that the public identified as relevant for consideration: communities of interest; neighborhood boundaries; proportional representation for people of color; keeping wards together where possible and incumbency.

The Chair reviewed Docket #1591 and identified the changes by district. The Chair explained that District One, District Two, District Seven and District Eight needed to lose population while District Three, District Four and District Six needed to gain population. The Chair explained that District Five is in compliance with the population requirements and could remain the same, but would lose Ward Eighteen, precinct twenty-one to District Four and would gain Ward Twenty, precinct three from District Six. District Nine would remain the same under Docket #1591.

The councilors emphasized the importance of keeping neighborhoods whole and suggested that changes should be made to the proposal to accomplish this objective. In particular, the councilors referred to keeping West Roxbury, Mission Hill, Roxbury and Mattapan whole where possible. Councilor Yancey also expressed his support for the creation of a fifth majority non-white district. Councilors also suggested slowing the process down in order to allow for more community input and waiting until the District Three councilor is seated. The Chair addressed the issue of slowing the process down and stated that the process has not been rushed, but rather, a deliberate movement to keep the redistricting process moving forward.

The Chair opened up the hearing for public comment. The public testimony focused on keeping neighborhoods together. In particular, the testimony specifically referred to keeping the neighborhoods of Chinatown, West Roxbury and Mission Hill united. In addition, public comment also suggested keeping Chinatown whole and separate from South Boston. Public comment also requested having additional hearings in the neighborhoods to acquire community input and delaying any vote until 2012.



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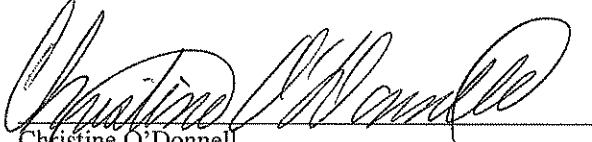
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DECISIONS/NEXT STEPS/VOTES: The Chair announced the previously noticed remaining scheduled Committee meetings on December 12, 2011 and December 19, 2011 that are open to the public. The Chair indicated that the Committee will continue to move forward with the process.

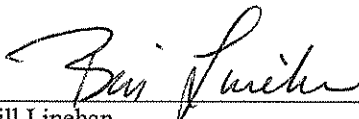
DOCUMENT LIST:

Docket #1591 (ordinance and map)
Written testimony

Prepared By
STAFF LIAISON:


Christine O'Donnell

Reviewed and Approved By
CHAIR:


Bill Linehan

DATE: 12/14/11

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MEETING MINUTES

COMMITTEE: Census & Redistricting

DATE: Monday, December 12, 2011

LOCATION: Curley Room, Boston City Hall, Fifth Floor

TIME: 10:00AM (start 10:05AM, end 11:23AM)

SUBJECT: Council District Configuration

MEMBERS PRESENT:

Committee: Chair Bill Linehan; Councilors John Connolly, Mark Ciommo, Charles Yancey, Salvatore LaMattina, Felix Arroyo, Ayanna Pressley
Councilors: Matt O'Malley, Tito Jackson, Michael Ross

ISSUES DISCUSSED:

The Chair addressed the issue of slowing down the process that was discussed at the public hearing on December 9, 2011. The Chair reiterated that the redistricting process has been open and transparent. Also, the Chair emphasized that the Committee will continue to move the process forward and work to develop a consensus. The Chair reviewed the requirements that must be followed when redrawing the council districts: the districts are equal within + or - 5%; the districts must be contiguous and the smallest breakdown is a precinct. In addition to the requirements, the Chair reviewed the following criteria that the public identified as relevant for consideration when redrawing district lines: communities of interest; neighborhood boundaries; proportional representation for people of color; keeping wards together where possible, incumbency and the creation of a fifth non-white majority district.

The Chair reviewed **Docket #1591, an ordinance amending City Council electoral districts**. The Chair also explained that the text of the ordinance and the map would be available online and hard copies would be distributed in district locations determined by the district councilors. Councilor O'Malley offered amendments to Docket #1591 and reviewed such amendments. The changes to #1591 proposed by Councilor O'Malley include moving Ward Eighteen, precinct twenty-one to District Five from District Four; moving Ward Twenty, precinct three from District Five back to District Six; moving Ward Ten, precinct four from District Six to District Eight; moving Ward Seven, precinct eight to District Three; moving Ward Eleven, precinct five from District Six to District Seven. Councilor Jackson emphasized the importance of representation of minority voters and Councilor Yancey suggested consideration of a fifth non-white majority district. The councilors discussed the amendments proposed by Councilor O'Malley, and the population growth /shift in the City of Boston recognizing the need that four districts need to lose population while three districts need to gain population. The councilors discussed priorities when redrawing district lines placing an emphasis on keeping neighborhoods intact while also recognizing the importance of communities of interest and maintaining or increasing proportional representation of minorities.

DECISIONS/NEXT STEPS/VOTES:

The Chair announced that the Committee will meet on Monday, December 19 at 11:00AM to continue the discussion of and any proposed changes to Docket #1591.



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DOCUMENT LIST:

Docket #1591 - Ordinance and Map


Map proposed by Councilor O'Malley (amendments to #1591)

Written testimony

Prepared By
STAFF LIAISON:


Christine O'Donnell

Reviewed and Approved By
CHAIR:


Bill Linehan

DATE: 12/15/2011

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WORKING SESSION MINUTES

COMMITTEE: Census & Redistricting

DATE: Monday, February 13, 2012

LOCATION: Curley Room, Boston City Hall, Fifth Floor

TIME: 11:00AM (start 11:10AM, end 12:04PM)

SUBJECT: *Docket #0130, an Ordinance Amending City Council Electoral Districts*

MEMBERS PRESENT:

Committee: Chair Bill Linehan; Councilors Felix Arroyo, Frank Baker, Charles Yancey, Salvatore LaMattina
Councilors: Matt O'Malley, Rob Consalvo, Tito Jackson, Michael Ross

ISSUES DISCUSSED:

The Chair began the meeting with opening remarks explaining that the ordinance was placed on the table at the end of 2011. The matter was called from the table on February 1, 2012 and re-assigned to the Census and Redistricting Committee in order to allow the Committee to resume public meetings and hearings regarding Council district configuration, proposed maps and amendments. The Chair announced the appointment of Councilor Frank Baker as Vice Chair to the Committee.

Central staff created a map with five majority non-white districts based solely upon residents and not taking into account neighborhoods or other factors such as voting age per the request of the Committee. The statistics and demographics of the five majority non-white districts map were reviewed and discussed by the Committee. Under the five majority non-white districts map, District Six would become a majority people of color district and District Five would remain a majority people of color district. The Councilors discussed this map and its implications. Councilor Consalvo expressed his objections to this map because it would dilute the non-white majority vote and would split the Roslindale neighborhood in half. Councilor O'Malley agreed that the five majority non-white districts map would weaken the non-white majority power and would also weaken the current four majority-minority districts. All of the councilors emphasized that keeping neighborhoods together where possible is a priority. The Chair noted that the map consisting of five majority non-white districts would sacrifice other priorities including keeping neighborhoods together. Councilor Consalvo commented that the strengthening of the current four majority-minority districts should be a priority and referred to written testimony submitted by the Jamaica Plain Neighborhood Council. Councilor Ross inquired about the possibility of creating ten Council districts because of the population growth and shift. Creating a tenth Council district would require a change in the Boston City Charter by the home rule petition process.

The councilors discussed district configuration and proposed amendments to Docket #0130. Councilor Ross reviewed amendments he proposed to Docket #0130 including placing Ward Four, precinct three back into District Seven. Councilor Jackson stated that Ward Eight, precinct six should be part of District Seven. Councilor Yancey commented that Docket #0130 and the proposed amendments would continue to split the neighborhood of Mattapan. Councilor O'Malley indicated his support for the amendments proposed by Councilor Ross because the amendments strengthen the four majority-minority districts, keep neighborhoods intact and address the population growth in districts. Councilor O'Malley proposed amending Docket #0130 by placing Ward Eight, precinct six back into District Seven and the councilors concurred. Councilor Yancey requested research on the legality of splitting a precinct. The Chair requested that Councilors submit changes for the next working session.



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DECISIONS/NEXT STEPS/VOTES:

The Chair announced the next working session scheduled for Monday, February 27, 2012 at 11:00 AM. The Committee will continue to discuss Docket #0130 and any proposed amendments and priorities in order to develop a consensus regarding district configuration.

DOCUMENT LIST:

Five Majority Non-White Districts Map
Amended map proposed by Councilor Ross
Written testimony

Prepared by
COMMITTEE LIAISON:

Christine O'Donnell

Reviewed by
CHAIR:

Bill Linehan

DATE: 2/15/2012

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WORKING SESSION MINUTES

COMMITTEE: Census & Redistricting

DATE: Monday, February 27, 2012

LOCATION: Curley Room, Boston City Hall, Fifth Floor

TIME: 11:00AM (start 11:10AM, end 12:04PM)

SUBJECT: *Docket #0130, an Ordinance Amending City Council Electoral Districts*

MEMBERS PRESENT:

Committee: Chair Bill Linehan; Councilors Frank Baker, Charles Yancey, Salvatore LaMattina, Ayanna Pressley
Councilors: Matt O'Malley, Tito Jackson

ISSUES DISCUSSED:

Four maps were presented and discussed by the Councilors. Councilor Jackson presented a proposed map that included placing Ward Eight, precinct six and Ward Eight, precinct two into District Seven; placing Ward Four, precinct two into District Two and Ward Three, precinct six into District Two. Councilor Jackson reviewed the demographics and population statistics of his proposal. Also, Councilor Jackson emphasized that his proposed map strengthens and maintains the four majority-minority districts and keeps neighborhoods whole. Councilor Yancey presented a map that would create six majority-minority districts by attempting to link communities of color together. Under his proposal, District One would be a new district of color, Chinatown would become part of District One and Charlestown would become part of District Eight. Councilor Yancey stated that Districts One, Three, Four, Five, Six and Seven would be majority-minority districts under his map. Councilors O'Malley, LaMattina and Baker stated that they could not support Councilor Yancey's proposed map because it splits the neighborhoods of West Roxbury, Hyde Park, Jamaica Plain and Mission Hill. Councilor Linehan presented and reviewed two maps. Councilor Linehan's first proposal would reunite most of the South End in District Two and would come close to creating a fifth majority-minority district. Also, Ward Two would be removed from District One and become part of District Eight; Ward Three, precincts six and eight would become part of District One. Ward Ten, precinct eight would become part of District Six under Councilor Linehan's first proposal in order to address the need for an increase in population in District Six. Councilor Linehan reviewed the statistics of an additional proposal that extends the borders of Districts Three, Four and Six to the north to meet population requirements. Councilor Yancey emphasized the importance of having five districts of color to reflect the demographics of the City.

DECISIONS/NEXT STEPS/VOTES:

The Chair announced that another working session will be scheduled. The Committee will continue to discuss Docket #0130 and any proposed amendments and priorities in order to develop a consensus regarding district configuration.

DOCUMENT LIST:

Map proposed by Councilor Jackson
Map proposed by Councilor Yancey with six majority-minority districts
Two Maps proposed by Councilor Linehan
Written testimony from Ward 15 Democratic Committee



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Prepared by
COMMITTEE LIAISON:

Christine O'Donnell

Reviewed by
CHAIR:

Bill Linehan

DATE: 3/5/12

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WORKING SESSION MINUTES

COMMITTEE: Census & Redistricting

DATE: Tuesday, March 13, 2012

LOCATION: Curley Room, Boston City Hall, Fifth Floor

TIME: 11:00AM (start 11:09AM, end 11:50AM)

SUBJECT: *Docket #0130, an Ordinance Amending City Council Electoral Districts*

MEMBERS PRESENT:

Committee: Chair Bill Linehan; Councilors Charles Yancey, Felix Arroyo, Frank Baker, Salvatore LaMattina
Councilors: Matt O'Malley, Mark Ciommo, Michael Ross

ISSUES DISCUSSED:

The Chair reviewed the process and emphasized the importance of moving forward with the objective of building a consensus and creating a map that meets the requirements of the law. Councilor Yancey raised the issue of splitting a precinct. The Committee explained that a Congressional District, Ward Five, precinct eleven, was split because the population requirement under the federal regulations is based on the individual and does not allow for any deviation. The Committee discussed the process of splitting a precinct for a council district and the issues that may arise including whether state legislation is required and whether the legal authority exists. Councilor Yancey requested a ruling from the Secretary of State's office. The Committee also discussed the feasibility of splitting precincts if allowed, in particular Ward Three, precinct four, in order to address population requirements as well as priorities.

The Chair identified the maps discussed by the Committee. The Chair asked the Councilors to review the maps and consider priorities discussed at the meetings including keeping neighborhoods intact, whether a neighborhood with a larger population should receive priority, representation, and incumbency. The Chair requested that all District Councilors review the maps and draw the best map for the district the councilor represents.

DECISIONS/NEXT STEPS/VOTES:

The Chair announced that the Committee will hold a working session on March 26, 2012 at 11:00AM. District Councilors may propose maps regarding the configuration of the district they represent.

DOCUMENT LIST:

Petition signed by residents to keep Ward Twenty, precinct three in District Six and to keep neighborhoods whole where possible.

Prepared by
COMMITTEE LIAISON:

Christine O'Donnell

Reviewed by
CHAIR,

Bill Linehan

DATE: 3/21/2012

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WORKING SESSION MINUTES

COMMITTEE: Census & Redistricting

DATE: Monday, March 26, 2012

LOCATION: Curley Room, Boston City Hall, Fifth Floor

TIME: 11:00AM (start 11:11AM, end 12:04PM)

SUBJECT: *Docket #0130, an Ordinance Amending City Council Electoral Districts*

MEMBERS PRESENT:

Committee: Chair Bill Linehan; Councilors Salvatore LaMattina, Felix Arroyo, Charles Yancey
Councilors: Matt O'Malley, Rob Consalvo, Tito Jackson, Michael Ross, Mark Ciommo

ISSUES DISCUSSED:

The Chair began the working session by explaining the assignment given to each District Councilor. At the last working session, the Chair requested that each District Councilor draw a map of the district the Councilor represents based upon the requirements and the priorities discussed at hearings. The Councilors reviewed the plans for the districts they represent. Councilor Ross reviewed his proposal for District Eight which would include his current district minus Ward Ten, precinct eight. Councilor Consalvo explained that District Five should stay the same because it is a strong majority non-white district with 66% of its population consisting of people of color. Councilor Jackson reviewed the proposal for his district that would include adding Ward Eight, precinct two. Councilor Jackson explained that the map he proposed for his district would meet the population requirements as well as keep neighborhoods whole. Councilor O'Malley explained that District Six should include the current district configuration plus Ward Ten, precinct eight in order to meet the population requirements while addressing the priorities of keeping neighborhoods whole. Councilor Linehan reviewed the proposal for his district that would move Ward Seven, precinct nine to District Three and would move Ward Four, precinct two to District Seven. Councilor LaMattina offered two proposed maps for District One. The first proposed map would remove Ward Three, precinct six while the second proposal would merge East Boston, Downtown and Chinatown to create a fifth majority nonwhite district. The Councilors discussed the precincts that were identified in several plans or that were not identified in any proposed plan by individual Councilors. Specifically, the Councilors referred to Ward Four, precinct two and Ward Eight, precinct two. Councilor Jackson stated that adding Ward Eight, precinct two to District Seven would make sense because it has common interests with District Seven. Councilor Linehan referred to a plan offered by Councilor Baker that would add Ward Seven, precinct eight to District Three. Councilor Yancey reviewed his proposal that would add Ward Eighteen, precincts three, five, six and twenty-one to District Four.

The Councilors discussed the issue of splitting precincts, particularly precinct six in Ward Three. In order to split a precinct, the City Council would need to proceed by the Home Rule Petition process and the splitting of any precinct for council districts would only apply for municipal elections. The splitting of a precinct for municipal elections could lead to additional administration costs. The Councilors discussed the feasibility of possibly splitting a precinct.

DECISIONS/NEXT STEPS/VOTES:

The Chair announced that the Committee will schedule a meeting to discuss whether to split precincts, specifically Ward Three, precinct six and Ward Five, precinct two.



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DOCUMENT LIST:

Two redistricting composite maps

Prepared by
COMMITTEE LIAISON:

Christine O'Donnell

Reviewed by
CHAIR

Bill Linehan

DATE: 3/28/2012

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MEETING MINUTES

COMMITTEE: Census & Redistricting

DATE: Monday, April 2, 2012

LOCATION: Curley Room, Boston City Hall, Fifth Floor

TIME: 9:00AM (start 9:15AM, end 9:47AM)

SUBJECT: *Process for Dividing Precincts for City Council Districts and the Impact on Election Administration*

MEMBERS PRESENT:

Committee: Chair Bill Linehan; Councilor Felix Arroyo

Councilors: Michael Ross, Tito Jackson

ISSUES DISCUSSED:

The Committee met to discuss the process for dividing precincts for Council districts and the impact on election administration. The Committee specifically addressed the potential splitting of Ward Three, precinct six with the division at Bowdoin Street. The Committee examined the possibility of splitting precincts, the options available and the process for splitting precincts. A representative from the Law Department for the City of Boston referred to Section 18 of the Boston City Charter that provides that Council districts must be composed of contiguous existing precincts. Because of this language in the Boston City Charter requiring that council districts be composed of contiguous existing precincts and the fact that it is impractical to redraw precinct lines without redrawing ward lines, splitting a precinct would require a home rule petition. The Committee also discussed the process for creating sub-precincts. The Board of Election Commissioners ("Board") for the City of Boston has the sole authority and discretion to redraw precinct lines and create sub-precincts when it is necessary for the proper conduct of elections. If the Board created sub-precincts, such sub-precincts would only apply to municipal elections potentially causing confusion issues for voters. According to the Election Department, sub-precincts would lead to increased costs for elections and problems with voting databases. The Committee discussed the contiguous precincts with Ward Three, precinct six for the potential of creating sub-precincts. The precincts discussed included the following: precincts numbered three and four of Ward Five and Ward Three, precinct five.

DECISIONS/NEXT STEPS/VOTES:

The Chair requested information from the Election Department and Law Department regarding the process for splitting precincts and creating sub-precincts and announced that the Committee will schedule a meeting once the information is received.

Prepared by
COMMITTEE LIAISON:

Christine O'Donnell

Reviewed by
CHAIR

Bill Linehan

DATE: 4/17/2012

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MEETING MINUTES

COMMITTEE: Census & Redistricting

DATE: Tuesday, April 17, 2012

LOCATION: Piemonte Room, Boston City Hall, Fifth Floor

TIME: 1:00PM (start 1:10PM, end 2:05PM)

SUBJECT: *Docket #0130 and Docket #0498, ordinances amending City Council Electoral Districts; Process for Dividing Precincts for City Council Districts and the Impact on Election Administration*

MEMBERS PRESENT:

Voting Members: Chair Bill Linehan; Councilor Charles Yancey

Non-Voting Members: Councilors Matt O'Malley, Tito Jackson, Stephen J. Murphy, Michael Ross

ISSUES DISCUSSED:

The Committee met to discuss the process for dividing precincts for Council districts, its impact on election administration and ordinances regarding configuration of City Council Districts. The Chair reviewed the legal opinion of the Law Department for the City of Boston requested by the Chair of the Committee pursuant to Section 5-8.1 of the City of Boston Municipal Code. The legal opinion addressed the creation of sub-precincts for City Council redistricting purposes, the legality of splitting precincts and the process by which the City could create sub-precincts. The Committee discussed the findings in the legal opinion that the Board of Election Commissioners ("Board") has the sole authority to divide precincts without touching ward lines if the Board determines that such division is necessary for the proper conduct of primaries and elections. If the Board voted to sub-divide a precinct, the City Council could redraw district lines using the newly created precincts in compliance with Section 18 of the City Charter; however, the newly created precincts would be in effect only for municipal elections. The Committee specifically discussed the potential splitting of Ward Three, precinct six with the division at Bowdoin Street and the additional costs to the Election Department. The Chair discussed amendments to Docket #0130 that would place Ward Three, precinct six in District Eight and Ward Nineteen, precinct twelve in District Five. Councilor O'Malley expressed concerns of the move of Ward Nineteen, precinct twelve to District Five because it would split neighborhoods. Councilors Jackson and O'Malley reviewed Docket #0498 and explained that this proposal keeps neighborhoods together where possible while maintaining four strong majority-minority districts of voting age population.

DECISIONS/NEXT STEPS/VOTES:

The Committee will request information from the Election Department regarding a financial breakdown of the additional costs the Department would incur by the creation of sub-precincts, the additional costs associated with the creation of a sub-precinct in Ward three, precinct six and the status of the precinct split for the state representative district in Ward five, precinct two and its impact on the operation of municipal elections.

DOCUMENT LIST:

Legal Opinion, City of Boston Law Department

Map with amendments to Docket #0130

Docket #0498 Map

Prepared by

COMMITTEE LIAISON:

Christine O'Donnell

Reviewed by

CHAIR

Bill Linehan

DATE: 4/30/2012

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MEETING MINUTES

COMMITTEE: *Census & Redistricting*

DATE: *Wednesday, May 16, 2012*

LOCATION: *Curley Room*

TIME: *10:00AM (10:10AM-11:31AM)*

SUBJECT: *Docket #0656 – City Council Redistricting*

VOTING MEMBERS PRESENT:

Committee: Linehan, Arroyo, Pressley, Yancey

NON VOTING MEMBERS PRESENT:

Councillors: O'Malley, Jackson, Murphy, Baker, Ross

ISSUES DISCUSSED:

Councillor Linehan outlined the components of his latest submission, explaining that the changes made from earlier submissions are reflections of the discussions and public comment received. He explained that Ward Three Precinct Six (3:6) can only impact Districts 2 and 8. It had never been in District 2 but had been in District 8 in 1983. He stated that due to the population changes, the southern districts needed to move north, and his plan does that. The precincts that change are 4:2 to District 8 and 8:2 to District 7, 8:6 to District 3, 13:2, 17:12 and 17:14 to District 4. Councillors expressed concern on keeping neighborhoods together where possible and not making new splits in neighborhoods or communities of interest. There was discussion on changes to District 2 and District 7 regarding 4:2. Councillor Yancey presented his option for redistricting, including creating a new majority non white voting age district in District 1 by removing Charlestown and the North End from District 1 and placing it in District 8, with District 1 including East Boston and Chinatown. The plan would split Jamaica Plain, Allston, Roxbury, would unify Mattapan, keep Lower Mills together and the plan would have a smaller deviation from the mean than the other plans. Councillor Ross would no longer live in the district he currently represents. There was a discussion around how the changes from 2002 to proposals went back to some district representation in 1983. Some councillors stated the "best map" splits fewer neighborhoods. Discussion followed on what issues are included in particular precincts at issue. Councillors expressed concern to get to a decision.

Councillor Linehan stated that the Committee and Councillors would work together to put forward a consensus map for further discussion and public comment before any vote would be taken.

DECISIONS/NEXT STEPS/VOTES:

Decisions – N/A

Next Steps – further public meetings and hearing to be determined.

Votes taken – none.

DOCUMENT LIST:

Documents prepared – map of Docket 0656

Documents received - map of Councillor Yancey's proposed districts

Next meeting – if applicable

Prepared By
STAFF LIAISON:



Reviewed and Approved By
CHAIR:



DATE: 5/22/12



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MEETING MINUTES

COMMITTEE: Census & Redistricting

DATE: Tuesday, June 12, 2012

LOCATION: Curley Room, Boston City Hall, Fifth Floor

TIME: 3:00PM (start 3:15PM, end 4:10PM)

SUBJECT: *Dockets #0498, #0656, #0757, #0758, ordinances amending City Council Electoral Districts*

MEMBERS PRESENT:

Voting Members: Chair Bill Linehan; Councilors Charles Yancey, Felix Arroyo, Ayanna Pressley, Frank Baker, Salvatore LaMattina

Non-Voting Members: Councilors Matt O'Malley, Stephen J. Murphy, Michael Ross

ISSUES DISCUSSED:

The Chair explained the purpose of the meeting to review the four dockets with the objective of holding a public hearing on a single map. Councilor O'Malley reviewed Docket #0498 explaining that this proposal keeps neighborhoods whole and maintains four strong majority-minority districts. Councilor Yancey reviewed Docket #0757. Councilor Yancey explained that under this proposal Charlestown would be added to District Eight; Chinatown would be moved to District One; Mission Hill would be split between District Six and District Seven; Ward Twenty-One, precinct three would be added to District Eight; Ward Eighteen, precincts three and twenty-one would move from District Five to District Four; and Ward Seven, precincts eight, nine and ten would become part of District Three. Councilor Yancey explained that docket #0757 would create five majority-minority districts. Council President Stephen J. Murphy reviewed Docket #0758 and the population changes in the City. Council President Murphy explained that docket #0758 reunites the neighborhoods of Mission Hill, Mattapan and Lower Mills. Councilor O'Malley stated that Docket #0758 would severely split neighborhoods, including the neighborhood of Jamaica Plain. Councilor Linehan reviewed Docket #0656.

The Councilors discussed amending certain plans. Councilor O'Malley discussed amendments to Docket #0498; in particular, Councilor O'Malley proposed removing Ward Four, precinct three from District Two to District Seven, adding Ward Eight, precinct six to District Three from District Seven and adding Ward Thirteen, precinct two to District Four from District Seven. Councilor Linehan also suggested moving Ward Seven, precinct seven to District Three and placing Ward Seven, precinct eight and Ward Eight, precinct six in District Two. The Committee discussed procedural processes regarding amendments.

DECISIONS/NEXT STEPS/VOTES: N/A

DOCUMENT LIST: Written testimony; map proposals

Prepared by
COMMITTEE LIAISON:

Christine O'Donnell

Reviewed by
CHAIR

Bill Linehan

DATE: 6/20/2012

NOTE: These minutes are to be considered draft unless signed by the Committee Chair and Liaison.



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HEARING MINUTES

EVENT: *Committee on Census and Redistricting*

MEETING DATE: *July 18, 2012*

MEETING LOCATION: *Boston City Hall, 5th Floor, Iannella Chamber*

MEETING TIME: *3:00PM (start 3:09PM, end 4:53PM)*

SUBJECT: *Docket #0985, an ordinance amending City Council Districts*

MEMBERS PRESENT:

Voting Members: Bill Linehan, Chair; Councilors Charles Yancey, Ayanna Pressley, Felix Arroyo, Salvatore LaMattina

Non-voting Members: Councilors Rob Consalvo, Tito Jackson, Matt O'Malley, Michael Ross

ISSUES DISCUSSED:

The Chair convened the hearing and provided a review of the redistricting process. The Chair explained that the Committee held a total of nine public hearings since May of 2011, including six public hearings held in the neighborhoods of the City of Boston. The Committee also held meetings and working sessions where priorities and map proposals were discussed by the members. The Chair addressed the requirements of redistricting stating that the law mandates that the Council districts be equal in population and must be contiguous. The Chair stated that the City of Boston experienced a 5% growth in population with the growth occurring in the northern portion of the City. The Chair explained that the four districts in the north must lose population while three southern districts must gain population. The Chair also discussed issues identified by residents as priorities for consideration by the members. The Chair explained that the priorities included keeping neighborhoods whole, keeping communities of interest together and the Voting Rights Act.

The Chair reviewed *Docket #0985* explaining that the map reflects population requirements and the priorities of maintaining neighborhoods and communities of interest where possible. The Chair emphasized that *Docket #0985* is a fair representation of the requirements and priorities. Further, the Chair reiterated that every part of the City is impacted. The Chair explained that *Docket #0985* moves the borders and population from the northern districts of the City to the southern districts. In particular, the Chair explained the following changes: District One would lose approximately 5,000 residents by moving Ward Three, precinct six to District Two; District Two would lose precincts seven, eight and nine of Ward Seven to District Three and Ward Nine, precinct one and Ward Four, precinct three to District Seven; Ward Thirteen, precinct four would move to District Four from District Seven; Ward Ten, precinct eight would move to District Six; precincts twelve and fourteen of Ward Seventeen would move from District Three to District Four; and, Ward Seven, precinct ten and Ward Thirteen, precinct five would move from District Seven to District Three.

Councilors expressed support for the docket because it addresses population requirements, keeps neighborhoods whole where possible and is a combination of other proposals. Concerns that were raised included exploring the possibility of having an additional majority-minority district unifying more neighborhoods. Public comment included testimony from advocacy groups addressing concerns of changing demographics in the City. Public testimony discussed ensuring equal representation for all residents, increased opportunities for historically underrepresented groups, unpacking District Four and keeping Ward nine, precinct one together with Chinatown as a shared community of interest.



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DECISIONS/NEXT STEPS/VOTES:

There will be a public comment period until July, 27, 2012. The Committee will schedule a Committee meeting.

DOCUMENT LIST:

Docket #0985; written testimony

Prepared By
STAFF LIAISON:

Christine O'Donnell

Approved By
CHAIR:

Bill Linehan

DATE: 7/19/2012

NOTE: These minutes are to be considered draft unless signed by the Committee Chair and Liaison.



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MEETING MINUTES

COMMITTEE: Census & Redistricting

DATE: Friday, September 28, 2012

LOCATION: Iannella Chamber, Boston City Hall, Fifth Floor

TIME: 11:00AM (start 11:15AM, end 2:03PM)

SUBJECT: to receive additional information on issues impacting redistricting, a discussion of redistricting options and next steps in the process.

MEMBERS PRESENT:

Voting Members: Chair Bill Linehan; Councilors Frank Baker, Charles Yancey, Felix Arroyo, Ayanna Pressley
Non-Voting Members: Councilors Matt O'Malley, Tito Jackson, Rob Consalvo, Stephen J. Murphy, Michael Ross, Mark Ciommo

ISSUES DISCUSSED:

The chair convened the meeting and explained that the Committee will discuss redistricting options and legal components of redistricting. Corporation Counsel and outside counsel for the city, Attorney Perlmutter, discussed legal requirements and issues concerning redistricting including the federal Voting Rights Act and packing/cracking. Attorney Perlmutter explained that "packing" is an overconcentration of a protected group in one district and that "packing" differs from jurisdiction to jurisdiction. Attorney Perlmutter explained that an overconcentration of a protected group in one district does not on its own constitute a violation of the Voting Rights Act. Attorney Perlmutter explained that the court will look at the totality of the circumstances in deciding whether a redistricting plan meets legal requirements or is in violation of the Voting Rights Act. In determining whether a plan violates the Voting Rights Act, a court will employ a three-prong test, known as the Gingles test. Under Gingles, in order to show a violation of the Voting Rights Act a group needs to show the following: the group is large enough to constitute a majority; if a group constitutes a majority in a political district, such group must show cohesiveness; and, showing of racial bloc voting where the protected group is denied the opportunity to participate equally in the political process. Councilors asked questions about the definition of "cracking"; specifically, if cracking existed in the two vetoed maps. Attorney Perlmutter explained that "cracking" exists when a protected group constitutes a majority of the voting age population ("VAP") in a district and that protected group is fragmented into another district in a proposed plan. Attorney Perlmutter stated that "cracking" did not exist in the two vetoed maps and that lawful versus unlawful cracking is determined under the totality of the circumstances test. Attorney Perlmutter explained that the Voting Rights Act does not provide a right to elect a minority candidate, but requires an equal opportunity for protected classes to elect a candidate of their choice. The committee also discussed the appropriate population numbers to use when drawing districts. Legal counsel stated that when looking at the one person, one vote requirement under the Voting Rights Act, the total population number is used; and, when looking at Section Two of the Voting Rights Act requirement, VAP is used.

Public testimony included comments from advocacy groups, with the Coalition of Color presenting two map proposals. Comments included the need to have strong majority-minority districts and creating equal opportunity for historically underrepresented groups to elect the candidate of their choice.

DECISIONS/NEXT STEPS/VOTES: The Committee will continue to examine options and draw a map that meets legal requirements.



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DOCUMENT LIST: Written testimony; map proposals

Prepared by
COMMITTEE LIAISON:

Christine O'Donnell

Reviewed by
CHAIR

Bill Linehan

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WORKING SESSION MINUTES
COMMITTEE: Census & Redistricting
DATE: Thursday, October 11, 2012

LOCATION: Curley Room, Boston City Hall, Fifth Floor
TIME: 10:00AM (start 10:15AM, end 12:00PM)

SUBJECT: Docket #1342, an ordinance amending City Council Districts (Councilor Yancey)
Docket #1343, an ordinance amending City Council Districts (Councilors Consalvo, Baker, O'Malley)

MEMBERS PRESENT:

Voting Members: Chair Bill Linehan; Councilors Salvatore LaMattina, Frank Baker, Charles Yancey, Felix Arroyo, Ayanna Pressley

Non-Voting Members: Councilors Matt O'Malley, Tito Jackson, Rob Consalvo, Stephen J. Murphy, Michael Ross, Mark Ciommo

ISSUES DISCUSSED:

Councilor Consalvo reviewed Docket #1343 explaining that the proposal increases opportunities for minorities with regard to Voting Age Population ("VAP") and maintains neighborhood contiguity while taking into account legal requirements for redistricting. Councilor Consalvo explained that Docket #1343 addresses the "packing" issue in District Four by increasing the Black VAP in District Five and further strengthening District Five as a majority-minority district. Councilor Consalvo explained that this proposal unpacks District Four, maintains neighborhood cohesiveness, and complies with the federal Voting Rights Act by providing opportunity, equity, and access to protected groups in the election process.

The Committee discussed legal requirements of the Voting Rights Act with Corporation Counsel and Attorney Perlmutter, outside counsel for the City of Boston. The Committee asked about protected classes and grouping the protected classes together for redistricting purposes. Attorney Perlmutter explained that the Supreme Court appears reluctant to group protected classes together for purposes of the Voting Rights Act because in order to aggregate groups one would need to show that such groups are cohesive and vote in a cohesive manner.

Councilor Yancey reviewed Docket #1342 explaining that this proposal creates five majority-minority districts. Councilor Yancey explained that his map has a population variance of 3.6% and strengthens majority-minority districts.

DECISIONS/NEXT STEPS/VOTES: The Committee will continue to examine options and draw a map that meets legal requirements.

DOCUMENT LIST: Map proposals

Prepared by
COMMITTEE LIAISON:

Christine O'Donnell

Reviewed by
CHAIR

Bill Linehan

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MEETING MINUTES

COMMITTEE: Census & Redistricting

DATE: Tuesday, October 16, 2012

LOCATION: Curley Room, Boston City Hall, Fifth Floor

TIME: 11:00AM (start 11:17AM, end 12:48PM)

SUBJECT: To receive information on issues impacting redistricting, a discussion of redistricting options and next steps in the process.

MEMBERS PRESENT:

Voting Members: Chair Bill Linehan; Councilors Salvatore LaMattina, Frank Baker, Charles Yancey, Ayanna Pressley

Non-Voting Members: Councilors Matt O'Malley, Tito Jackson, Rob Consalvo, Stephen J. Murphy, Michael Ross

ISSUES DISCUSSED:

The Chair convened the meeting, reviewed the redistricting process, and outlined the next steps explaining that the goals in redrawing districts are to decrease the black Voting Age Population ("VAP") in District Four and to increase opportunity in District Five. Councilor Yancey reviewed two maps. Docket #1342 would create five districts of color and another proposal that would have a 4.9% population variance among the districts. The councilors reviewed Councilor Yancey's proposals and discussed that the two proposals would further divide the city's neighborhoods. Councilors discussed Docket #1343 and reviewed the demographics of the proposed districts with the current districts. Councilors discussed various options to maps including moving all of Mattapan into District Five and moving District Four to the West to include Ward Nineteen, precincts seven and twelve.

The councilors discussed the legal requirements. Councilor Yancey inquired as to whether the issue of packing/cracking is unlawful. The city's outside counsel on redistricting, Attorney Perlmutter, explained that in determining whether packing/cracking is unlawful, a court will employ the totality of the circumstances test. Attorney Perlmutter further explained that overconcentration of a protected group in one district is a concern. The councilors discussed the Voting Rights Act and the issue of single race versus all people of color. Attorney Perlmutter explained that the Supreme Court has not directly addressed the issue of putting people of color all together because in order to do so, one would need to show cohesiveness under the Voting Rights Act.

DECISIONS/NEXT STEPS/VOTES: The Committee will continue to examine options and draw a map that meets legal requirements.

DOCUMENT LIST: Map proposals

Prepared by
COMMITTEE LIAISON:

Christine O'Donnell

Reviewed by
CHAIR:

Bill Linehan

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MEETING MINUTES

COMMITTEE: Census & Redistricting

DATE: Tuesday, October 23, 2012

LOCATION: Curley Room, Boston City Hall, Fifth Floor

TIME: 10:00AM (start 10:15AM, end 11:41AM)

SUBJECT: Docket #1343 as amended, an ordinance amending City Council electoral districts.

MEMBERS PRESENT:

Voting Members: Chair Bill Linehan; Councilors Salvatore LaMattina, Frank Baker, Charles Yancey, John Connolly, Felix Arroyo, Ayanna Pressley

Non-Voting Members: Councilors Matt O'Malley, Tito Jackson, Rob Consalvo, Stephen J. Murphy, Michael Ross

ISSUES DISCUSSED:

The Councilors discussed Docket #1343 and proposed amendments to the docket including moving Ward Seven, precinct seven and Ward Four, precinct two to District Two and Ward Four, precinct seven to District Eight. Councilor Baker reviewed other amendments to the docket as follows:

- District Two: removes Ward Eight, precinct two to District Three; adds Ward Seven, precinct seven from District Three;
- District Three: removes Ward Sixteen, precinct one; Ward Thirteen, precinct five, and Ward Eight, precinct five to District Four; removes Ward Seven, precinct seven to District Two; adds Ward Eight, precinct two from District Two; adds Ward Seventeen, precincts eleven and thirteen from District Four;
- District Four: removes Ward Seventeen precincts eleven and thirteen to District Three; adds Ward Eight, precinct five; Ward Thirteen, precinct five; and Ward Sixteen, precinct one from District Three.

Councilor Yancey discussed his plan that would create five majority-minority districts. Councilors reviewed the demographics of Docket #1343 as well as the demographics with various amendments. Councilors discussed moving precincts and potential legal challenges.

DECISIONS/NEXT STEPS/VOTES: The Committee will continue to examine options and draw a map that meets legal requirements.

DOCUMENT LIST: Docket #1343

Prepared by
COMMITTEE LIAISON:

Christine O'Donnell

Reviewed by
CHAIR:

Bill Linehan

NOTE: These minutes are to be considered draft unless signed by the Committee Chair and Liaison.



BOSTON CITY COUNCIL

www.cityofboston.gov/citycouncil
city.council@cityofboston.gov

One City Hall Square ♦ 5th Floor ♦ Boston, MA 02201 ♦ Phone: (617) 635-3040 ♦ Fax: (617) 635-4203

WORKING SESSION MINUTES

COMMITTEE: Census & Redistricting

DATE: Monday, October 29, 2012

LOCATION: Curley Room, Boston City Hall, Fifth Floor

TIME: 10:30AM (start 10:50AM, end 2:00PM)

SUBJECT: Docket #1343 as amended, an ordinance amending City Council electoral districts.

MEMBERS PRESENT:

Voting Members: Chair Bill Linehan; Councilors Salvatore LaMattina, Frank Baker, Charles Yancey, John Connolly, Felix Arroyo, Ayanna Pressley

Non-Voting Members: Councilors Matt O'Malley, Tito Jackson, Rob Consalvo, Stephen J. Murphy, Michael Ross

ISSUES DISCUSSED:

The Councilors discussed Docket #1343 and proposed amendments to the docket. Councilor Baker reviewed amendments to the docket as follows:

- District Two: removes Ward Eight, precinct two to District Three; adds Ward Seven, precinct seven from District Three;
- District Three: removes Ward Sixteen, precinct one; Ward Thirteen, precinct five, and Ward Eight, precinct five to District Four; removes Ward Seven, precinct seven to District Two; adds Ward Eight, precinct two from District Two; adds Ward Seventeen, precincts eleven and thirteen from District Four;
- District Four: removes Ward Seventeen precincts eleven and thirteen to District Three; adds Ward Eight, precinct five; Ward Thirteen, precinct five; and Ward Sixteen, precinct one from District Three.

Councilors discussed additional amendments and reviewed the demographics including placing Ward Thirteen, precinct five back into District Three. Councilors specifically discussed keeping Ward Nineteen, precinct seven in District Six.

DECISIONS/NEXT STEPS/VOTES: The Committee will consider the options and vote on a proposal at its meeting held on October 31, 2012.

DOCUMENT LIST: Docket #1343; Petition from Jamaica Plain residents

Prepared by
COMMITTEE LIAISON:

Christine O'Donnell

Reviewed by
CHAIR:

Bill Linehan

NOTE: These minutes are to be considered draft unless signed by the Committee Chair and Liaison.

EXHIBIT C



CITY OF BOSTON • MASSACHUSETTS

OFFICE OF THE MAYOR
THOMAS M. MENINO

September 6, 2012

TO THE CITY COUNCIL

Dear Councilors,

I thank you for the work you have devoted to the redistricting effort. All of you have given much to the process: perspective, deliberation, debate, and ultimately your vote. I appreciate that you addressed these challenging issues, led by your Chair and your President.

I am returning, with disapproval, your ordinance even though I recognize your efforts. My central objection is my concern that the plan concentrates our many citizens of color into too few districts, and in doing so may limit their equal opportunity to elect candidates of their choice.

Below and attached, I reference a number of suggestions in the spirit of cooperation and hastening the presentation of a plan that I can sign:

1. Avoid the over-concentration of protected groups in any district;
2. Provide reasonable opportunities for voters of protected groups to achieve proportionality in representation on the City Council;
3. Use a group's voting age population (or citizen voting age population where available) within a district as a percent of the total voting age population in that district as a basis of your evaluation of potential voter strength;

As you continue in this work, my administration is ready to assist. I recognize that the difficulty of more change isn't just political: people in your current districts don't just vote for you, they count on you. Nonetheless, I am optimistic that working with the constituencies and communities affected, you can arrive at a better plan sufficiently in advance of the November deadline. I will make available whatever tools, technical expertise, and personnel that might be helpful in your efforts.

Sincerely,

Thomas M. Menino
Mayor, City of Boston

ATTACHMENT

Over-concentration

The concentration of black voting age population and non-white voting age population in District 4 is of particular concern. Under the map passed, almost 70% of the district's voting age population is Black and almost 95% is Non-White. In a city where diversity is found broadly, I ask that you endeavor to avoid over-concentration of minority voters.

Proportionality

Voters from protected groups should have the opportunity to elect their candidates of choice in numbers that are proportional to their voting strength in the city, where reasonably possible. Almost 50% of the city's voting age population is Non-White. Though the task is not to guarantee the election of minority representatives, a plan should reasonably provide equal opportunities for protected groups to elect their candidates of choice.

Voting Age Population/Voting Strength

Voting Age Population (VAP) or, if available, Citizen Voting Age Population (CVAP) are the most accepted data on which to base a redistricting plan. The VAP in Boston according to the 2010 census is 513,884. In evaluating potential voter strength in any new plan, a group's VAP (or CVAP) within a district as a percent of the total VAP (or CVAP) in that district should be reviewed.


**APPROVED
LAW DEPARTMENT**
BY 
**WILLIAM F. SINNOTT
CORPORATION COUNSEL**

EXHIBIT D



CITY OF BOSTON • MASSACHUSETTS

OFFICE OF THE MAYOR
THOMAS M. MENINO

September 24, 2012

TO THE CITY COUNCIL

Dear Councilors,

I am returning, with disapproval, your ordinance. I reiterate here the concerns I expressed in my letter dated September 6, 2012 disapproving your prior redistricting plan.

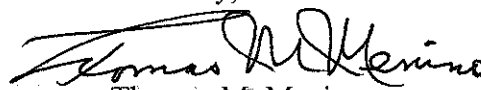
A redistricting plan that I can sign will:

1. Avoid the over-concentration of protected groups in any district;
2. Provide reasonable opportunities for voters of protected groups to achieve proportionality in representation on the City Council; and
3. Use a group's voting age population (or citizen voting age population where available) within a district as a percent of the total voting age population in that district as a basis of your evaluation of potential voter strength.

My concern about the last plan was that it concentrated "our many citizens of color into too few districts, and in doing so may limit their equal opportunity to elect candidates of their choice." This over-concentration was especially true in District 4, and the second map you passed shares the very same problem there and almost the very same figures.

Under both maps passed, almost 70% of the District 4's voting age population is Black and almost 95% is Non-White. In a city where diversity is found broadly, I had asked that you endeavor to avoid over-concentration of minority voters, and I make that same request again.

Sincerely,


Thomas M. Menino
Mayor, City of Boston

APPROVED
LAW DEPARTMENT

BY


WILLIAM F. BENNETT
CORPORATION COUNSEL

BOSTON CITY HALL • ONE CITY HALL PLAZA • BOSTON • MASSACHUSETTS 02201 • 617/635-4000