

## ORDINANCE 2025-\_\_

AN ORDINANCE PERTAINING TO ELECTIONS IN ORANGE COUNTY, FLORIDA; IMPLEMENTING THE AMENDMENTS TO SECTIONS 202, 203, AND 204 OF THE ORANGE COUNTY CHARTER; REAPPORTIONING THE BOUNDARIES OF THE EXISTING SIX (6) COUNTY COMMISSION DISTRICTS TO REFLECT AN INCREASE TO EIGHT (8) DISTRICTS, PURSUANT TO THE 2020 FEDERAL CENSUS, ARTICLE VIII, SECTION 1(e) OF THE FLORIDA CONSTITUTION, AND SECTION 202 OF THE ORANGE COUNTY CHARTER; PROVIDING FOR LEGISLATIVE INTENT; PROVIDING FOR THE ADOPTION OF A NEW REDISTRICTING PLAN; REPEALING ORANGE COUNTY ORDINANCE 2022-06; AMENDING SECTION 2-26 OF THE ORANGE COUNTY CODE; PROVIDING FOR FINDINGS OF FACT; PROVIDING FOR THE PUBLICATION OF THE BOUNDARIES OF THE COUNTY COMMISSION DISTRICTS AS CHANGED; PROVIDING FOR THE DESCRIPTION OF THE PLAN TO BE ENTERED UPON THE MINUTES; AND PROVIDING FOR CODIFICATION, EFFECTIVE DATES, AND APPLICABILITY.

BE IT ORDAINED BY THE BOARD OF COUNTY COMMISSIONERS OF ORANGE COUNTY, FLORIDA:

**Section 1. Legislative Intent.** Article VIII, Section 1(e) of the Florida Constitution provides in pertinent part that “*after each decennial census, the board of county commissioners shall divide the county into districts of contiguous territory as nearly equal in population as practicable.*” In November 2024, Orange County electors approved amendments to Sections 202, 203, and 204 of the Orange County Charter, thereby increasing the number of commission districts from six (6) to eight (8). The Orange County Charter now requires that the Orange County Board of County Commissioners (the “**Board**”) reconfigure its boundaries to incorporate the two (2) additional districts. The intent of this Ordinance is to comply with such requirements, as well as those set forth pursuant to federal jurisprudence, by adopting a final redistricting plan based on the

results of the 2020 U.S. Census. The Board additionally intends to adopt a final mid-decennial  
 36 redistricting plan that is in accordance with all current applicable federal, state, and local law.

**Section 2. Adoption of Redistricting Plan; Repeal of Previous Ordinance.**

38 A. The Board hereby adopts the final redistricting plan attached hereto as **Exhibit “A”**  
 which implements the amendments to the Orange County Charter approved by the electors and  
 40 establishes the commission district boundaries for the eight (8) districts in accordance with  
 applicable federal and state law.

42 B. Orange County Ordinance No. 2022-06 is hereby simultaneously repealed.

**Section 3. Supporting Data.** Attached hereto and made a part hereof as **Exhibit “B”**  
 44 is a summary of the population figures, as determined by the results of the 2020 U.S. Census, for  
 each of Orange County’s eight (8) County Commission Districts as changed by this Ordinance.  
 46 Additional supporting data regarding the revised County Commission Districts as broken down by  
 census block and tract shall be kept and maintained by the Clerk.

48 **Section 4. Amendment to Chapter 2, Article II, Section 2-26.** For the purposes of  
 this section, additions are shown by underlines, deletions are shown by strikethroughs, and  
 50 asterisks (\*\*\*) indicate portions of text, which have not changed. Chapter 2, Article II, Section  
 2-26 of the Orange County Code is hereby amended to read as follows:

**ARTICLE II**  
**BOARD OF COUNTY COMMISSIONERS**

\* \* \*

**Sec. 2-26. Districts.**

60 As required by article VIII, Section 1(e) of the Constitution of the  
 State of Florida, Chapter 124, Florida Statutes, and the Orange  
 62 County Charter, the Board of County Commissioners has enacted

Orange County Ordinance No. 2025-~~2022-06~~ to adopt a  
redistricting plan and to establish the boundaries of the eight (8) ~~six~~  
~~(6)~~ commission districts required by the Charter. Ordinance No.  
2025-~~2022-06~~ and its findings of fact, statement of intent, and  
exhibits, including a description and depiction of the districts and  
their boundaries, shall remain on file with the Clerk to the Board of  
County Commissioners and shall be available for public inspection  
and copying. The districts established by Ordinance No. 2025-  
~~2022-06~~ shall govern the qualification and election of County  
Commissioners in the year 2026~~2022~~ and thereafter.

\* \* \*

**Section 5. Findings of Fact. [*Version if Map 1A is selected*]** In support of the final  
redistricting plan approved and enacted by way of this Ordinance, the Board hereby adopts the  
following Findings of Fact:

A. Article VIII, Section 1(e) of the Florida Constitution and Section 202 of the Orange  
County Charter each require that the Orange County Board of County Commissioners (the  
**“Board”**) divide the County into districts of contiguous territory as nearly equal in population as  
practicable after each decennial census. Pursuant to the amendments to Section 202, 203 and 204  
of the Orange County Charter, mid-decennial redistricting was required to reconfigure the existing  
six (6) district boundaries to reflect an increase to eight (8) commission districts. Such mid-  
decennial redistricting is also required to comply with federal jurisprudence, specifically the “one  
person, one vote” principle derived by the U.S. Supreme Court from the Fourteenth Amendment.

B. The Board recognized the importance of public engagement in its redistricting  
efforts, and ensured that such redistricting efforts would be conducted in a manner that was as  
accessible, open, transparent, and fair as possible and practicable.

C. To that end, on January 28, 2025, the Board adopted Resolution No. 25-M-04,  
establishing the Mid-Decennial Redistricting Advisory Committee (the **“Committee”**). Such  
Committee was comprised of fifteen (15) members of the public and was charged with soliciting

public input and then developing and submitting a non-binding redistricting recommendation to  
94 the Board for its consideration and review.

D. The Committee held nineteen (19) public meetings, six (6) of which were located  
96 in each of the pre-existing County Commission Districts, and all of which were publicly advertised  
and noticed, televised, streamed online live, recorded, and made available for “24/7” viewing on  
98 the Committee and County’s public websites. Additionally, the opportunity to enter public  
comments into the Committee’s record, either in person or electronically, was provided to  
100 members of the public at the beginning of each of the Committee’s meetings. The Committee’s  
meeting minutes, all map proposals considered by the Committee, and other documents and  
102 resources placed before the Committee for its review were also made publicly available on the  
Committee’s public website.

E. At its final meeting, the Committee moved to recommend and submit two (2)  
104 redistricting proposals, Map 1A and Map 7B, to the Board for its review and consideration. These  
Committee-recommended redistricting proposals, the Committee’s public outreach and  
106 community engagement efforts, and the process by which the Committee developed its  
recommended redistricting proposals, are all further detailed as set forth in the *Committee Findings*  
108 *of Fact*. Such *Committee Findings of Fact* were unanimously approved by the Committee at its  
110 final meeting and are hereby attached to this Ordinance as **Exhibit “C”** and expressly incorporated  
and made a material part of these Findings of Fact.

F. While the Committee served solely in an advisory capacity, it performed a valuable  
112 service to the Board and to all Orange County residents by making the redistricting process  
114 accessible, open, transparent, and fair to all members of the public and by developing its  
recommended redistricting proposals for the Board’s review and consideration.

116           G.     The two (2) Committee-recommended redistricting proposals were presented to the  
Board during a Work Session at its regularly-scheduled public meeting on September 16, 2025.  
118     On October 14, 2025, the Board, in compliance with Section 202 of the Orange County Charter,  
held a duly advertised public hearing regarding its adoption of its final redistricting plan by way  
120     of this Ordinance. On both occasions, all interested persons were given the opportunity to be heard,  
to comment on the redistricting effort and the Committee's recommended redistricting plans, and  
122     to provide any additional input to the Board.

          H.     In its development of the final redistricting plan, the Board: carefully reviewed and  
124     evaluated the Committee's record as provided on the Committee's public website, including the  
Committee's two (2) non-binding recommended redistricting proposals; considered additional  
126     input provided by members of the public to the Board, as well as input provided by members of  
the Board in their capacity as the elected representatives of their pre-existing County Commission  
128     Districts; and adhered to all applicable legal criteria, including federal equal population law,  
federal anti-discrimination law, the Voting Rights Act, and state and local contiguity requirements.  
130     The Board additionally considered and balanced the following race-neutral traditional redistricting  
principles: compactness; the preservation of municipal boundaries; the maintaining of  
132     communities of interest; the preservation of cores of prior districts; and the consideration of  
incumbent interests.

134           I.     The Board, using its discretion as the sole and final authority approving and  
adopting a new redistricting plan for Orange County's eight (8) County Commission Districts,  
136     ultimately approved and adopted Map 1A as the final redistricting plan attached hereto as **Exhibit**  
**"A"**, and found that such final redistricting plan best served the public interest while still adhering  
138     to the above-referenced legal requirements and principles.

J. The final adopted redistricting plan results in a maximum population deviation of 6 percent, which is within the acceptable range permitted under federal and state law for redistricting at the local level.

K. Section 204(A) of the Orange County Charter requires the election of county commissioners to occur in staggered terms. Therefore, District 7 shall be subject to an initial abbreviated term of two (2) years to maintain compliance with this requirement.

**Section 5. Findings of Fact. [*Version if Map 7B is selected*]** In support of the final redistricting plan approved and enacted by way of this Ordinance, the Board hereby adopts the following Findings of Fact:

A. Article VIII, Section 1(e) of the Florida Constitution and Section 202 of the Orange County Charter each require that the Orange County Board of County Commissioners (the “**Board**”) divide the County into districts of contiguous territory as nearly equal in population as practicable after each decennial census. Pursuant to the amendments to Section 202, 203 and 204 of the Orange County Charter, mid-decennial redistricting was required to reconfigure the existing six (6) district boundaries to reflect an increase to eight (8) commission districts. Such mid-decennial redistricting is also required to comply with federal jurisprudence, specifically the “one person, one vote” principle derived by the U.S. Supreme Court from the Fourteenth Amendment.

B. The Board recognized the importance of public engagement in its redistricting efforts, and ensured that such redistricting efforts would be conducted in a manner that was as accessible, open, transparent, and fair as possible and practicable.

C. To that end, on January 28, 2025, the Board adopted Resolution No. 25-M-04, establishing the Mid-Decennial Redistricting Advisory Committee (the “**Committee**”). Such Committee was comprised of fifteen (15) members of the public and was charged with soliciting

public input and then developing and submitting a non-binding redistricting recommendation to the Board for its consideration and review.

D. The Committee held nineteen (19) public meetings, six (6) of which were located in each of the pre-existing County Commission Districts, and all of which were publicly advertised and noticed, televised, streamed online live, recorded, and made available for “24/7” viewing on the Committee and County’s public websites. Additionally, the opportunity to enter public comments into the Committee’s record, either in person or electronically, was provided to members of the public at the beginning of each of the Committee’s meetings. The Committee’s meeting minutes, all map proposals considered by the Committee, and other documents and resources placed before the Committee for its review were also made publicly available on the Committee’s public website.

E. At its final meeting, the Committee moved to recommend and submit two (2) redistricting proposals, Map 1A and Map 7B, to the Board for its review and consideration. These Committee-recommended redistricting proposals, the Committee’s public outreach and community engagement efforts, and the process by which the Committee developed its recommended redistricting proposals, are all further detailed as set forth in the *Committee Findings of Fact*. Such *Committee Findings of Fact* were unanimously approved by the Committee at its final meeting and are hereby attached to this Ordinance as **Exhibit “C”** and expressly incorporated and made a material part of these Findings of Fact.

F. While the Committee served solely in an advisory capacity, it performed a valuable service to the Board and to all Orange County residents by making the redistricting process accessible, open, transparent, and fair to all members of the public and by developing its recommended redistricting proposals for the Board’s review and consideration.

G. The two (2) Committee-recommended redistricting proposals were presented to the Board during a Work Session at its regularly-scheduled public meeting on September 16, 2025. On October 14, 2025, the Board, in compliance with Section 202 of the Orange County Charter, held a duly advertised public hearing regarding its adoption of its final redistricting plan by way of this Ordinance. On both occasions, all interested persons were given the opportunity to be heard, to comment on the redistricting effort and the Committee's recommended redistricting plans, and to provide any additional input to the Board.

H. In its development of the final redistricting plan, the Board: carefully reviewed and evaluated the Committee's record as provided on the Committee's public website, including the Committee's two (2) non-binding recommended redistricting proposals; considered additional input provided by members of the public to the Board, as well as input provided by members of the Board in their capacity as the elected representatives of their pre-existing County Commission Districts; and adhered to all applicable legal criteria, including federal equal population law, federal anti-discrimination law, the Voting Rights Act, and state and local contiguity requirements. The Board additionally considered and balanced the following race-neutral traditional redistricting principles: compactness; the preservation of municipal boundaries; the maintaining of communities of interest; the preservation of cores of prior districts; and the consideration of incumbent interests.

I. The Board, using its discretion as the sole and final authority approving and adopting a new redistricting plan for Orange County's eight (8) County Commission Districts, ultimately approved and adopted Map 7B as the final redistricting plan attached hereto as **Exhibit "A"**, and found that such final redistricting plan best served the public interest while still adhering to the above-referenced legal requirements and principles.



J. The final adopted redistricting plan results in a maximum population deviation of 8.36 percent, which is within the acceptable range permitted under federal and state law for redistricting at the local level. The final adopted map splits only one municipality, the city of Orlando, whose population is too large to be wholly contained within a single district without creating deviations that impermissibly exceed constitutional limits. The Board finds this split is both necessary and reasonable.

K. The final adopted redistricting plan splits one Census Designated Place (“CDP”), Holden Lakes. The split occurs in an area containing no population, as confirmed by the official census block data. No citizens are affected by this division; therefore, the integrity of the CDP’s community is maintained.

L. Section 204(A) of the Orange County Charter requires the election of county commissioners to occur in staggered terms. Therefore, District 7 shall be subject to an initial abbreviated term of two (2) years to maintain compliance with this requirement.

**Section 6. Publication and Minutes.** Pursuant to Chapter 124, Florida Statutes, the Board hereby directs the Clerk to:

A. Publish the adopted redistricting plan, and to cause an accurate description of the boundaries of Orange County’s eight (8) County Commission Districts, as changed, to be entered upon the Board’s minutes and a certified copy thereof to be published at least once each week for two consecutive weeks in a newspaper published in the county with proof of such publication entered upon the Board’s minutes; and

B. Forthwith furnish the Department of State with a certified copy of the aforementioned minutes, reflecting the description of the boundaries of Orange County’s eight (8) County Commission Districts, as changed.

**Section 7. Codification.** Only Section 2-26 of the Orange County Code amended as set forth in Section 4 of this Ordinance shall be codified in the Orange County Code. However, all other sections of this Ordinance shall remain in full force and effect.

**Section 8. Effective Dates and Applicability.** All sections of this Ordinance shall take effect in the manner and at the time provided by general law. The revised boundaries shall govern the qualification and election of County Commissioners in 2026 and thereafter.

**APPROVED AND ENACTED ON THIS 14<sup>TH</sup> DAY OF OCTOBER, 2025.**

**ORANGE COUNTY, FLORIDA**

By: Board of County Commissioners

By: \_\_\_\_\_

Jerry L. Demings  
Orange County Mayor

**ATTEST:** Phil Diamond, CPA, County Comptroller  
As Clerk of the Board of County Commissioners

By: \_\_\_\_\_

Deputy Clerk

**EXHIBIT “A”**

This page is a placeholder for the redistricting plan ultimately adopted by the Board at its October 14, 2025 public hearing.

**PLEASE BE ADVISED:**

In the development of its final redistricting plan for Orange County’s Commission Districts, the Board will consider and evaluate the following two Committee-recommended redistricting proposals: Map 1A and Map 7B.

These Committee-recommended redistricting proposals are non-binding in nature and therefore do not in any way infringe on the Board’s duty and obligation to act as the final decision-making authority on any and all adjustments made to Orange County’s Commission District boundaries. Accordingly, please be advised that the redistricting plan ultimately adopted by the Board may or may not incorporate all or any of the Committee’s recommendations.

For reference, Map 1A and Map 7B are each attached as part of the *Committee Findings of Fact* that are attached hereto as “**Exhibit C**”.

**EXHIBIT “B”**

This page is a placeholder for the summary of the population figures, as provided by the 2020 U.S. Census, for each of the eight (8) County Commission Districts.

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