

BEFORE THE BOARD OF COUNTY COMMISSIONERS

FOR MULTNOMAH COUNTY, OREGON

In the Matter of the Plan for Altering  
the Boundaries of Commissioner Districts  
as Required by the Multnomah County Home  
Rule Charter, Section 3.15.

RESOLUTION

91-115

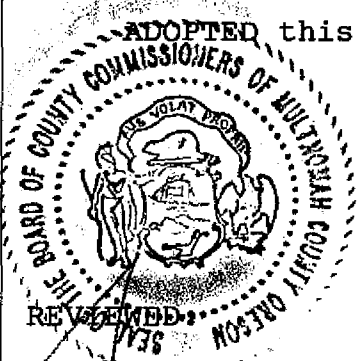
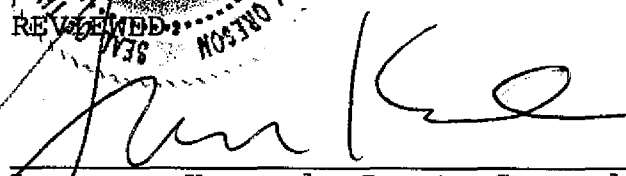
WHEREAS, Charter Section 3.15 requires that, not later than August 1 in the year of the official release of each federal decennial census for Multnomah County, the auditor shall determine the population distribution among the commissioner districts specified by the Charter; and

WHEREAS, the auditor has timely made the required determination and reported it to the Board of County Commissioners. Further, pursuant to Charter Section 3.15, the auditor has timely prepared and presented to the Board a plan to modify the boundaries of the commissioner districts in order to provide an approximately equal population distribution and to retain, as nearly as possible, the general geographical characteristics of districts established by the Charter;

NOW THEREFORE BE IT RESOLVED, that the Board accepts the plan presented by the auditor and directs that the ordinance carrying out the plan be scheduled for a first reading on August 22, 1991.

ADOPTED this 15<sup>th</sup> day of August 1991.

By   
Gladys McCoy, County Chair  
Multnomah County, Oregon

  
RECEIVED  
JUL 26 1991  
  
Laurence Kressel, County Counsel  
of Multnomah County, Oregon

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**GARY BLACKMER**


COUNTY AUDITOR  
ROOM 1500, PORTLAND BUILDING  
1120 S.W. 5TH AVENUE  
PORTLAND, OR 97204  
(503) 248-3320

## **MULTNOMAH COUNTY OREGON**

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DATE: July 23, 1991

TO: Gladys McCoy, Multnomah County Chair  
Pauline Anderson, Commissioner, West District 1  
Gary Hansen, Commissioner, North District 2  
Rick Bauman, Commissioner, Central District 3  
Sharron Kelley, Commissioner, East District 4

FROM: Gary Blackmer, Auditor 

SUBJECT: Commissioner District Reapportionment Plan

Attached is Report C-91, the Reapportionment Plan for Commissioner Districts. The Multnomah County Home Rule Charter requires that the Auditor analyze the decennial census data to determine whether commissioner districts need to be adjusted to better balance the population. We found that, during the past ten years, the population in East District 4 grew and North District 2 decreased sufficiently to require reapportionment.

In addition to balancing the population among districts, the new boundaries we propose in this report are easily recognizable - such as the railroad tracks along the Banfield Freeway, 39th Avenue, 82nd Avenue, Sandy Boulevard and the I-205 Freeway. We think these districts will be easier to identify, for you and for the residents of your districts.

As guidelines for reapportionment we used the Charter, *Oregon Revised Statutes*, United States Supreme Court rulings, and suggestions from the Multnomah County Elections Division. In applying these guidelines we found some areas of the Multnomah County Home Rule Charter that should be amended to comply with other Charter provisions or with U.S. Supreme Court rulings. Appendix C contains suggestions to the next Charter Review Commission for areas needing change.

The Board has 45 days to adopt an ordinance defining new commissioner districts. Appendix A is a draft ordinance for the proposed districts. We will be happy to assist you with any questions you may have regarding our methodology or alternative boundaries.

We would like to thank the Center for Population Research and Census at Portland State University, Metro, the Elections Division, and County Counsel for their assistance in this process.

GB:lms

Auditor: Stephen March

**Special Report C-91**

**1991 REAPPORTIONMENT PLAN  
MULTNOMAH COUNTY COMMISSIONER DISTRICTS**

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# **1991 Reapportionment Plan Multnomah County Commissioner Districts**

## ***Home Rule Charter Mandates***

The Multnomah County Home Rule Charter Section 3.15 directs the Auditor to determine from decennial census data whether the population of any commissioner district exceeds any other by more than 15 percent. If such a disproportion is found, the Charter directs the Auditor, in consultation with the Multnomah County Elections Division, to prepare and present to the Board of County Commissioners a plan for modifying the commissioner district boundaries by August 1.

The Charter allows the Board 45 days after receipt of the County Auditor's plan to alter by ordinance the boundaries of the commissioner districts.

## ***Methodology***

In preparing our reapportionment plan, we analyzed present boundaries, considered alternative boundaries, and assessed them by the guidelines presented below. We consulted with the Multnomah County Elections Division and utilized data made available to us by the Center for Population Research and Census at Portland State University, and used the mapping facilities of Metro.

We mapped present commissioner districts onto 1990 Census maps to identify the census tracts and blocks contained in each district. We tallied the population counts of the tracts and blocks of the commissioner districts to determine their 1990 populations.

### ***Reapportionment Guidelines***

The Multnomah County Home Rule Charter specifies that the Auditor shall be guided by the following points in drawing up a plan to apportion the commissioner districts:

- ▶ No district shall exceed the population of any other district by more than 10 percent; and
- ▶ The general geographic characteristics of districts established by the Charter shall be retained as nearly as possible.

The Multnomah County Elections Division staff have also suggested the following guidelines:

- ▶ Follow simple recognizable boundaries such as major arterials and geographic boundaries that can easily be understood by the citizens; and
- ▶ Avoid using city boundaries that could change due to annexations.

In the past the Multnomah County Elections Division also used state legislative boundaries as a guideline to draw commissioner district boundaries. However, legislative districts are being redrawn and the process is not yet complete.

We also considered guidelines adopted in ORS 188.010 which state that, where practicable:

- ▶ districts should be contiguous;
- ▶ districts should be of equal population;
- ▶ districts should utilize existing geographic or political boundaries whenever possible;
- ▶ districts should not divide communities of common interest;
- ▶ districts should be connected by transportation links;
- ▶ districts should not be drawn for the purpose of favoring any political party, incumbent legislator, or any other person; and
- ▶ districts should not be drawn for the purpose of diluting the voting strength of any language or ethnic minority group.

### ***Apportionment of Present Districts***

Multnomah County was last reapportioned when voters amended its Home Rule Charter in November 1984. The Charter Review Commission prepared an amendment which reduced commissioner districts from five to four and provided that the Chair of the Board be elected at large. In proposing this ballot measure the Charter Review Commission reapportioned the districts using 1980 Census data.

Since 1980 the population of Multnomah County increased 3.8 percent, from 562,640 to 583,887. However, we found that the increase varied by location, resulting in disparities of population from the ideal-sized commissioner district of 145,972 (the 1990 County population divided by the number of districts). East District 4 is 15.5 percent larger than North District 2, mandating reapportionment under the Charter. Exhibit 1 below shows the present districts, 1990 populations, and deviation from the ideal district population. East District 4 shows the greatest variance of 11,792 persons over the ideal-sized district.

**Exhibit 1: Population Variance in Present Districts**

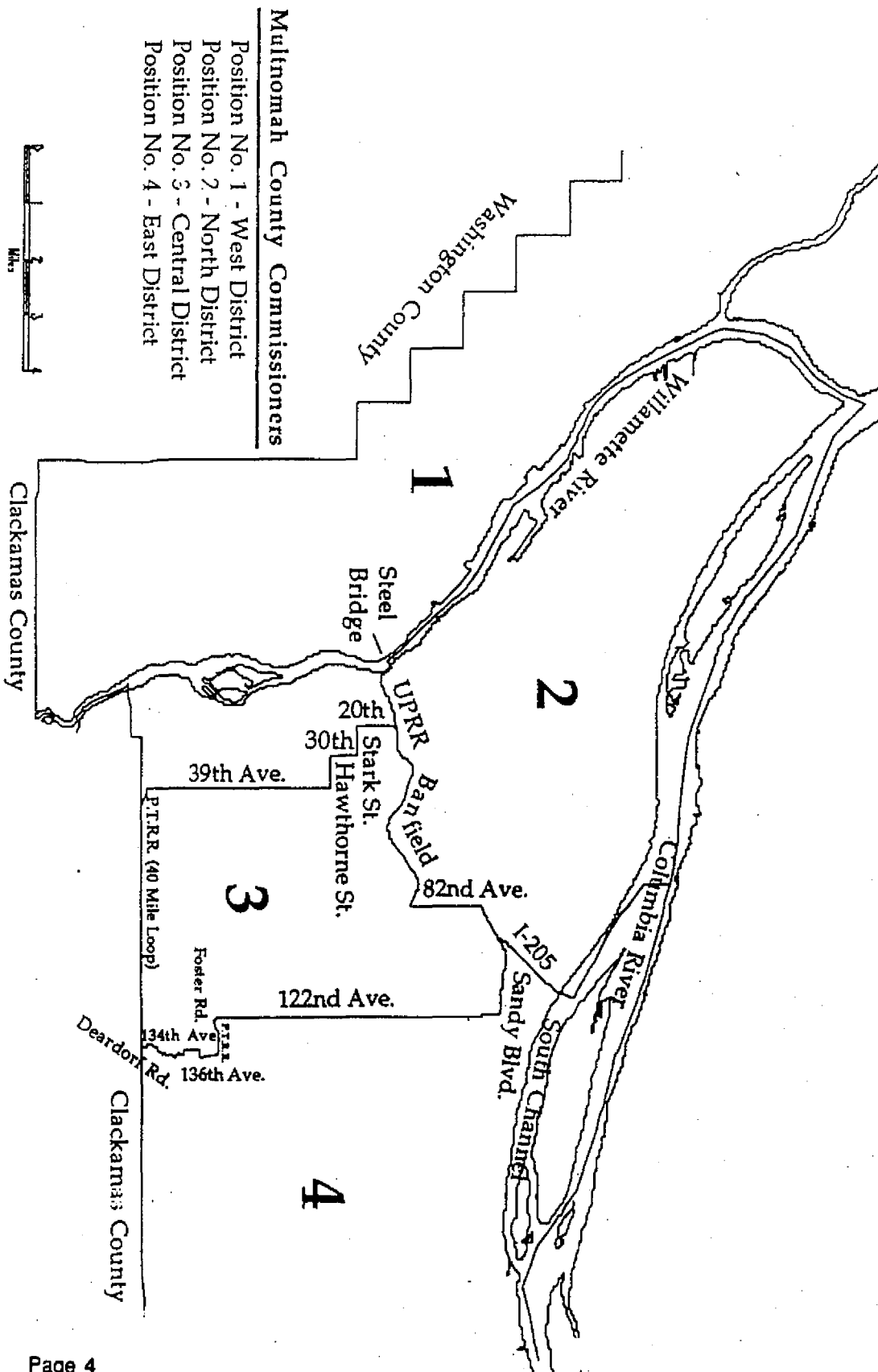
Commissioner District	1990 Population	Over (Under) Ideal Population
Position 1, West District (Anderson)	148,035	2,063
Position 2, North District (Hansen)	136,593	(9,379)
Position 3, Central District (Bauman)	141,495	(4,477)
Position 4, East District (Kelley)	157,764	11,792

### ***Proposed Reapportionment Plan***

The map below shows the proposed boundaries for the new commissioner districts. North District 2 expands southeasterly to 82nd Avenue along the Union Pacific Railroad at the Banfield Freeway to increase its population. This shifts Central District 3 further to the southeast along its current eastern boundary of 122nd Avenue, thereby reducing East District 4 population. Because 122nd Avenue does not extend to the County boundary we follow a legislative boundary along 136th Avenue, Foster Road, 134th Avenue, and Deardorff Road to the County line. Along the boundary between Districts 1 and 3 we follow the present boundary of 39th Avenue, eliminating a number of local street boundaries.

Appendix A contains a draft ordinance of the proposed district boundaries with a listing of the census tracts and blocks for each district.

# Map of Proposed Commissioner Districts





The proposed plan addresses, as well as possible, all the reapportionment guidelines. However, we occasionally had to make trade-offs where the guidelines were not in agreement. For example, devising districts that achieved the mathematically exact ideal populations would result in more boundaries on local streets that would be difficult for citizens to identify. The following sections discuss the proposed plan within the context of each guideline.

**Approximately Equal Population Distribution.** All the districts in the proposed plan vary from the ideal by less than one-half of one percent. The range in deviation is from 0.44 percent above the ideal to 0.18 percent below the ideal, for a total range of 0.62 percent. Any deviation from the exact numerical ideal was a result of balancing other reapportionment guidelines. Exhibit 2 shows the populations of the proposed districts.

**Exhibit 2: Populations of Proposed Districts**

District	1990 Population	Percent of Smallest District	Percent Over(Under) Ideal	Number of Persons Over(Under) Ideal
Position 1, West	145,792	100.06%	(0.12%)	(180)
Position 2, North	146,613	100.62%	0.44%	641
Position 3, Central	145,775	100.05%	(0.13%)	(197)
Position 4, East	145,707	100.00%	(0.18%)	(265)

**Boundary Simplification.** Strong consideration was given to the simplification of district boundaries which enables the public to better identify and petition their elected representatives. This reapportionment proposal reduces the number of boundaries in each district and virtually eliminates the use of small local streets as district boundaries. Exhibit 3 shows the number and types of boundaries in the present and proposed districts.

**Exhibit 3: Comparison of Boundaries**

Boundary Type	Present Districts	Proposed Districts
Street Classification		
Local	72	2
Neighborhood	20	16
District	0	2
Major	17	9
Regional	5	2
Other Types		
Railroad	2	7
River	5	4
State, County, or City line	12	9
Other	4	4
Total Boundary Descriptors	137	55

This proposal reduces the number of boundaries by nearly 60 percent (from 137 to 55) for all four districts. The plan eliminates nearly all local street boundaries and reduces the number of split census tracts from 14 to 6.

**Avoid using city boundaries that could change.** There are no district boundaries defined by city limits that could change as a result of annexations. Portland city limits follow 122nd Avenue at some points, but this major arterial was used because it was a 1984 boundary and continues to be a good dividing line regardless of annexations.

**Contiguous districts.** All districts are contiguous, with only one district crossing a body of water. West District 1 presently crosses the Willamette River, and it is necessary to continue this feature barring major growth in the westside population. Although the District is divided by the Willamette River, there are many connecting bridges that join the west and east portions of the district.

**Retaining same general districts.** We were also required to retain the general geographic characteristics of the present districts. Under this plan, a total of 30,440 persons, or about five percent of the County population, changes districts. Thus nearly 95 percent of the population remain in their same district with their current election schedule. The map in Appendix B shows the population shifts among the districts.

This proposal transfers 12,335 persons from East District 4 to Central District 3, and 11,364 from Central District 3 to North District 2. Although Central District 3 undergoes the largest change, it still retains nearly 90 percent of its present population. We could have affected fewer persons by transferring population from East District 4 (the largest) to North District 2 (the smallest). However, to transfer sufficient population would have extended the North District east to Gresham.

The proposed reapportionment plan also has a low amount of "voter deferral" which occurs when voters are transferred between districts with different election cycles. A citizen in Central District 3 could vote for a candidate in 1988 and would normally vote again for commissioner in 1992. However, the 11,364 persons who moved from Central District 3 into North District 2 may not vote for a commissioner until 1994. The courts have ruled that voter deferral is "an inevitable by-product" of elective districts with staggered terms. Conversely, "voter acceleration" occurs when a citizen voted for a District 2 commissioner in 1990 and can vote again in the 1992 election for Central District 3 or 4 commissioners. About 1,350 persons are in areas accelerated under this plan.

**Utilization of Existing Geographic or Political Boundaries.** *Oregon Revised Statutes* parallel our own Charter mandate of preserving the same general geographic characteristics of the districts. Present boundaries were extended wherever possible to simplify districts and adjust population. The examples of 122nd Avenue and the Union Pacific Railroad at the Banfield follow this guideline.

**Representation of Language or Ethnic Minorities.** *Oregon Revised Statutes* and the *United States Voting Rights Act* prohibit the intentional dilution of the voting strength of any language or ethnic minority group. Of the present districts, North District 2 contains the largest concentration of any census minority group, Blacks, at 20 percent. The proposed reapportionment plan keeps that community intact, but adds population because the district was under-populated. However, there are no other census tracts that could be added which contain as high a concentration of Blacks. As a result, the North District 2 Black population decreased to 19 percent. The breakdowns by census category of present and proposed commissioner districts are shown in Exhibit 4 below. Figures will not total 100 percent because of rounding and because persons of Hispanic origin are also counted in the other racial categories by the U.S. Census Bureau.

**Exhibit 4: Racial Composition of Present and Proposed Districts**

Districts	White Present/Proposed	Black Present/Proposed	Indian Present/Proposed	Asian Present/Proposed	Other Present/Proposed	Hispanic Present/Proposed
1, West	91.1% 91.1%	2.2% 2.2%	1.0% 1.0%	4.9% 5.0%	0.8% 0.8%	2.6% 2.6%
2, North	72.4% 73.4%	20.2% 18.9%	1.6% 1.5%	4.1% 4.6%	1.6% 1.6%	4.0% 3.9%
3, Central	89.5% 90.1%	1.5% 1.6%	1.2% 1.2%	6.8% 6.1%	1.0% 1.1%	2.9% 3.0%
4, East	93.4% 93.5%	1.3% 1.4%	0.9% 0.9%	3.1% 3.0%	1.2% 1.2%	3.1% 3.0%
County	87.0%	6.0%	1.1%	4.7%	1.2%	3.1%

**Representation of Communities of Common Interest.** *Oregon Revised Statutes* state that communities of common interest should not be divided. The present districts recognize the larger communities of interest in Multnomah County. By retaining these same general districts, the proposed reapportionment plan complies with this guideline.

East District 4, for example, contains the four cities of Gresham, Troutdale, Wood Village and Fairview. This district also includes much of the unincorporated population of the County and very little of the City of Portland which is primarily contained within the other three districts.

West District 1 contains all the County west of the Willamette River including the downtown area, as well as the area immediately adjacent to and connected by many of the County's bridges.

The dividing line between most of North District 2 and Central District 3 is the railroad and Banfield Freeway. This major transportation corridor also serves as a dividing line between the neighborhoods on the east side of the Willamette River.

By following these larger communities of interest and some major geographic boundaries, the proposed reapportionment plan has followed many neighborhood association boundaries. However, because districts must be approximately equal in population and must also retain their general geographic characteristics we could not follow all neighborhood boundaries.

**Connection by Transportation Links.** This *Oregon Revised Statute* guideline pertains more to legislative districts that contain several counties rather than to the reapportionment of a single county. Nevertheless, easy access to all parts of a district is a consideration at the local level. For example, the Willamette River could represent an impediment to transportation between the west and east portions of District 1. However, access between the two portions is relatively easy by means of the Burnside, Morrison, Hawthorne, Marquam, Ross Island, and Sellwood Bridges.

**Political Considerations.** This office did not conduct any research into the voter registration or voting patterns of any area of the County and the reapportionment plan was not designed to favor any incumbent, other person, or political party.

# DRAFT

## Appendix A

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BEFORE THE BOARD OF COUNTY COMMISSIONERS

FOR MULTNOMAH COUNTY, OREGON

**RECEIVED**

ORDINANCE NO. \_\_\_\_\_

JUL 11 1991

An ordinance altering the boundaries of commissioner districts  
as required by the Multnomah County Home Rule Charter, Section 3.15.

Multnomah County ordains as follows:

### Section I Findings

A. Charter Section 3.15 requires that, not later than August 1 in the year of the official release of each federal decennial census for Multnomah County, the auditor shall determine the population distribution among the commissioner districts specified by the Charter.

B. The auditor has timely made the required determination and reported it to the Board of County Commissioners. Further, pursuant to Charter Section 3.15, the auditor has timely prepared and presented to the Board a plan to modify the boundaries of the commissioner districts in order to provide an approximately equal population distribution and to retain, as nearly as possible, the general geographical characteristics of districts established by the Charter.

### Section II Purpose

Pursuant to Charter Section 3.15, the Board's purpose in adopting this ordinance is to alter the boundaries of the commissioner districts to provide for an approximately equal population distribution while, as nearly as possible, retaining the general geographical characteristics of districts established by the Charter.

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**Section III Alteration of District Boundaries**

The commissioner districts set forth in the Multnomah County Home Rule Charter, Section 3.10, are altered to read as follows:

(Language in brackets [ ] describes boundaries set forth in current charter;  
underlined language describes new boundaries.)

(1) Position No. 1 (West District):

[Bounded on the north by Columbia County; bounded on the west by Washington County; bounded on the south by Clackamas County; bounded on the east as follows: Columbia and Willamette Rivers south to the Steel Bridge, east to the Banfield Freeway, east on the Banfield Freeway to 20th Ave., south on 20th Ave. to Ash St., east on Ash St. to 24th Ave., south on 24th Ave. to Pine St., east on Pine St. to 33rd Ave., south on 33rd Ave. to Stark St., east on Stark St. to 35th Ave., south on 35th Ave. to Belmont St., east on Belmont St. to 39th Ave., south on 39th Ave. to Powell Blvd., west on Powell Blvd. to 35th Pl., south on 35th Pl. to Francis St., east on Francis St. to 36th Ave., south on 36th Ave. to Gladstone St., west on Gladstone St. to Cora Dr., south on Cora Dr. to 35th Pl., south on 35th Pl. to Holgate Blvd., east on Holgate Blvd. to 39th Ave., south on 39th Ave. to Tenino St., west on Tenino St. to 37th Ave., south on 37th Ave. to Southern Pacific R.R., southeast along Southern Pacific R.R. to the Clackamas County boundary. This district consists of the following census tracts and block groups:

All of census tracts 1, 2, 9.01, 10, 11.01, 11.02, 12.01, 12.02, 13.02, 21, 43, 43.99, 45, 46.01, 46.02, 47, 48, 49, 50, 51, 52, 53, 54, 55, 56, 57, 58, 59, 60.01, 60.02, 61, 62, 63, 64.01, 64.02, 65.01,

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MULTNOMAH COUNTY COUNSEL  
1120 S.W. Fifth Avenue, Suite 1530  
P.O. Box 849  
Portland, Oregon 97207-0849  
(503) 248-3138

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65.02, 66.01, 66.02, 67.01, 67.02, 68.01, 68.02, 69, 70, and 71;  
 blocks 106, 107, 108, 109, 110, 111, 114, 115, 116, 117, 118, 123,  
 124, 125, 202, 203, 213, 214, 215, 216, 219, 220, 221, 222, 223, 224,  
 225, 226, 228, 233, 234, 235, 236, 255, 256, 260, 262 and block group  
 3 of tract 3.01; block groups 4, 5, 6, and 7 of tract 3.02; blocks  
 105, 106, 115, 116, 117, and block groups 2 and 3 of tract 9.02;  
 blocks 116, 117, 118, and block groups 2, 3, and 4 of tract 13.01;  
 blocks 313, 314, 315, 316, 317, 318, 401, 402, 403, 404, 405, 406,  
 407, 408, 409, and 410, of tract 20.]

Bounded on the north by Columbia County; bounded on the east as follows: Washington State line at the Columbia River, south to Willamette River, south on the Willamette River to the Union Pacific R.R. at the Steel Bridge, east on the Union Pacific R.R. parallel to the Banfield Freeway to 21st Ave., south on 21st Ave. to 20th Ave., south on 20th Ave. to Stark St., east on Stark St. to 30th Ave., south on 30th Ave. to Hawthorne St., east on Hawthorne St. to 39th Ave., south on 39th Ave. and its extension to the Portland Traction R.R. right-of-way (40 Mile Loop Trail), southeast on the Portland Traction R.R. right-of-way to the Clackamas County line; bounded on the south by Clackamas County; and bounded on the west by Washington County. This district consists of the following census tracts, block groups and blocks:

All of census tracts 1, 2, 9.01, 9.02, 10, 11.01, 11.02, 12.01, 12.02, 13.02, 21, 43, 45, 46.01, 46.02, 47, 48, 49, 50, 51, 52, 53, 54, 55, 56, 57, 58, 59, 60.01, 60.02, 61, 62, 63, 64.01, 64.02, 65.01, 65.02, 66.01, 66.02, 67.01, 67.02, 68.01, 68.02, 69, 70, 71, 106.98,

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and 107.98; and those portions of census tracts as follows: that portion of tract 3.01 west of 39th Ave. consisting of blocks 106, 107, 108, 109, 110, 111, 114, 115, 116, 117, 118, 119, 123, 124, 125, 202, 203, 213, 214, 215, 216, 217, 219, 220, 221, 222, 223, 224, 225, 226, 228, 233, 234, 235, 236, 255, 256, 260, 262, and block group 3; and those portions of tract 3.02 south of the Portland Traction R.R. right-of-way (40 Mile Loop Trail), and west of 39th Ave., consisting of blocks 401, 402, 403, 404, 405, 406, 410, 411, 412, 413, 414, 415, 416, 417, 418, 419, 420, 421, 422, 423, 424, 425, 426, 427, 428, 429, 430, 431, 432, 433, 434, 435, 436, 437, 438, block groups 5, 6, 7, and that portion of block 327 south of the Portland Traction R.R. right-of-way (40 Mile Loop Trail).

(2) Position No. 2 (North District):

[Bounded on the north by the Washington State line; bounded on the west by the Willamette River; bounded on the south and east as follows: beginning at the Steel Bridge, east to the Banfield Freeway, east along the Banfield Freeway to 52nd Ave., north on 52nd Ave. to Halsey St., west along Halsey St. to 51st Ave., north on 51st Ave. to Thompson St., east on Thompson St. to 57th Ave., north on 57th Ave. to Fremont St., east on Fremont St. to 62nd Ave., north along the extension of 62nd Ave. to Failing St., east on Failing St. to 70th Ave., north on 70th Ave. to Mason St., east on Mason St. to 74th Ave., south on 74th Ave. to Beech St., east on Beech St. to 82nd Ave., north on 82nd Ave. to Sandy Blvd., northeast on Sandy Blvd. to Skidmore St., east on Skidmore St. and the city boundary of Maywood Park to 92nd Ave., north on 92nd Ave. following the city boundary of Maywood Park

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MULTNOMAH COUNTY COUNSEL  
1120 S.W. Fifth Avenue, Suite 1530  
P.O. Box 849  
Portland, Oregon 97207-0849  
(503) 248-3138

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1 to Prescott St., east on Prescott St. to 102nd Ave., north on 102nd  
 2 Ave. to Wygant St., east on Wygant St. to 111th Ave., north on 111th  
 3 Ave. to Sandy Blvd., east on Sandy Blvd. to 112th Ave., north on 112th  
 4 Ave. to Marx St., west on Marx St. to 109th Ave., north on 109th Ave.  
 5 to Simpson St., east on Simpson St. to 112th Ave., north on 112th Ave.  
 6 to the south channel of the Columbia River, northwest along the south  
 7 channel of the Columbia River to the Washington State line. This  
 8 district consists of the following census tracts and block groups:

9 All of census tracts 22.01, 22.02, 23.01, 23.02, 24.01, 24.02,  
 10 25.01, 25.02, 26, 27.01, 27.02, 30, 31, 32, 33.01, 33.02, 34.01,  
 11 34.02, 35.01, 35.02, 36.01, 36.02, 36.03, 37.01, 37.02, 38.01, 38.02,  
 12 38.03, 39.01, 39.02, 40.01, 40.02, 40.99, 41.01, 41.02, 41.99, 42, 44,  
 13 44.99, 72, 74, 75, 76, and 77; blocks 106, 107, 108, 109, 110, 111,  
 14 112, 113, 114, 115, 116, 117, 128, 129, 130, 131, 132, 133, 201, 202,  
 15 203, 204, 205, 206, 217, 218, 219, 220, 221, 222, 235, 236, 237, 238,  
 16 239, and 240 of tract 28.01; blocks 101, 102, 103, 104, 105, 106, 107,  
 17 108, 109, 110, 111, 112, 113, 114, 115, 116, 117, 118, 119, 120, 121,  
 18 122, 123, 124, 125, 201, 202, 203, 204, 205, 206, 207, 208, 209, 210,  
 19 211, 212, 414, 415, 416, 417, 418, 419, 420, 421, 422, 423, 424, 425,  
 20 427, 428, 429, 430, 431, 432, 433, 434, 435, 438, block groups 3 and  
 21 4 outside the City of Portland in tract 29.01; blocks 102, 103, 104,  
 22 105, 106, 107, 108, 110, 111, and 112 of tract 29.02; blocks 103, 106,  
 23 107, 108, 110, 111, 112, 113, 114, 115, 116, 910, 911, 912, 913, 914,  
 24 915, 922, 923, 928, 933, 937, 938, 939, 940, 941, 942, 943, 945, 946,  
 25 947, 948, 949, 950, 951, 952, 953, 959, and 960 of tract 73; that  
 26 portion of block group 1 and blocks 305, 306, 307, 308, and 309

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MULTNOMAH COUNTY COUNSEL  
 1120 S.W. Fifth Avenue, Suite 1530  
 P.O. Box 849  
 Portland, Oregon 97207-0849  
 (503) 248-3138

outside the City of Maywood Park in tract 78; blocks 104, 105, 108, 109, 110, 111, 114, 115, 116, 117, 118, and 119 of tract 79.]

Bounded on the north by the Washington State line at the Columbia River; bounded on the east and south as follows: beginning at the Washington State line and the Columbia River at a point west of Government Island, southeast along the south channel of the Columbia River to I-205, south on I-205 to Sandy Blvd., southwest on Sandy Blvd. to 82nd Ave., south on 82nd Ave. to the Union Pacific R.R. at the Banfield Freeway, west along the Union Pacific R.R. parallel to the Banfield Freeway to the Willamette River at the Steel Bridge; bounded on the West by the Willamette River. This district consists of the following census tracts, block groups and blocks:

All of census tracts 22.01, 22.02, 23.01, 23.02, 24.01, 24.02, 25.01, 25.02, 26, 27.01, 27.02, 28.01, 28.02, 29.01, 29.02, 30, 31, 32, 33.01, 33.02, 34.01, 34.02, 35.01, 35.02, 36.01, 36.02, 36.03, 37.01, 37.02, 38.01, 38.02, 38.03, 39.01, 39.02, 40.01, 40.02, 41.01, 41.02, 42, 44, 44.99, 72.01, 72.02, 72.99, 74, 75, 76; and those portions of census tracts as follows: that portion of tract 73 west of I-205, consisting of block group 1; and that portion of tract 77 west of I-205, consisting of blocks 103, 104, 105, 106, 107, 108, 109, 110, 111, 112, 113, 114, 115, 116, 117, 118, 119, 120, 121, 122, 123, 124, 125, 126, 127, 128, and block group 2, and that portion of block 102 west of I-205.

(3) Position No. 3 (Central District):

[Bounded on the west as follows: from the Banfield Freeway, south on 20th Ave. to Ash St., east on Ash St. to 24th Ave., south on

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MULTNOMAH COUNTY COUNSEL  
1120 S.W. Fifth Avenue, Suite 1530  
P.O. Box 849  
Portland, Oregon 97207-0849  
(503) 248-3138

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1 24th Ave. to Pine St., east on Pine St. to 33rd Ave., south on 33rd  
 2 Ave. to Stark St., east on Stark St. to 35th Ave., south on 35th Ave.  
 3 to Belmont St., east on Belmont St. to 39th Ave., south on 39th Ave.  
 4 to Powell Blvd., west on Powell Blvd. to 35th Pl., south on 35th Pl.  
 5 to Francis St., east on Francis St. to 36th Ave., south on 36th Ave.  
 6 to Gladstone St., west on Gladstone St. to Cora Dr., south on Cora Dr.  
 7 to 35th Pl., south on 35th Pl. to Holgate Blvd., east on Holgate Blvd.  
 8 to 39th Ave., south on 39th Ave. to Tenino St., west on Tenino St. to  
 9 37th Ave., south on 37th Ave. to Southern Pacific R.R., southeast  
 10 along Southern Pacific R.R. to the Clackamas County boundary; bounded  
 11 on the north as follows: beginning at the intersection of 20th Ave.  
 12 and the Banfield Freeway, east along the Banfield Freeway to 52nd  
 13 Ave., north on 52nd Ave. to Halsey St., west along Halsey St. to 51st  
 14 Ave., north on 51st Ave. to Thompson St., east on Thompson St. to 57th  
 15 Ave., north on 57th Ave. to Fremont St., east on Fremont St. to 62nd  
 16 Ave., north along the extension of 62nd Ave. to Failing St., east on  
 17 Failing St. to 70th Ave., north on 70th Ave. to Mason St., east on  
 18 Mason St. to 74th Ave., south on 74th Ave. to Beech St., east on Beech  
 19 St. to 82nd Ave., north on 82nd Ave. to Sandy Blvd., northeast on  
 20 Sandy Blvd. to Skidmore St., east on Skidmore St. and the city  
 21 boundary of Maywood Park to 92nd Ave., north on 92nd Ave. following  
 22 the city boundary of Maywood Park to Prescott St., east on Prescott  
 23 St. to 102nd Ave., north on 102nd Ave. to Wygant St., east on Wygant  
 24 St. to 111th Ave., north on 111th Ave. to Sandy Blvd., east on Sandy  
 25 Blvd. to 121st Pl.; bounded on the east as follows: beginning on  
 26 121st Pl. at Sandy Blvd., south on 121st Pl. to 122nd Ave., south on

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1 122nd Ave. to Division St., west on Division St. to 112th Ave., south  
 2 on 112th Ave. to Holgate Blvd., west on Holgate Blvd. to 100th Ave.,  
 3 south on 100th Ave. to Long St., west on Long St. to 97th Ave., south  
 4 on 97th Ave. to Steele St., west on Steele St. to I-205, south on  
 5 I-205 to the Clackamas County boundary; bounded on the south by  
 6 Clackamas County. This district consists of the following census  
 7 tracts and block groups:

8 All of census tracts 4.01, 4.02, 5.01, 5.02, 7.01, 7.02, 8.01,  
 9 8.02, 14, 15, 16.01, 16.02, 17.01, 17.02, 18.01, 18.02, 19, 28.02,  
 10 29.03, 30.01, 30.02, 31, 32.01, 32.02, 33.01, 33.02, 36, 37 and 38;  
 11 blocks 101, 102, 103, 104, 105, 112, 113, 126, 127, 201, 204, 205,  
 12 206, 207, 208, 209, 210, 211, 238, 239, 240, 242, and 243 of tract  
 13 3.01; block groups 1, 2 and 3 of tract 3.02; blocks 103, 104, 105,  
 14 110, 111, 112, 132, 133, 134, 135, 136, 137, 138, 314, 315, 316, 317,  
 15 318, 319, 320, 321, 322, 323, 324, 325, 326, 327, 328, 329, 330, 337,  
 16 and block group 4 of tract 6.01; blocks 116, 117, 118, 126, 127, 139,  
 17 140, 143, 144, and block groups 2, 3 and 4 of tract 6.02; blocks 101,  
 18 102, 103, 104, 107, 108, 109, 110, 111, 112, 113, and 114 of tract  
 19 9.02; blocks 101, 102, 103, 104, 105, 106, 107, 108, 109, 110, 111,  
 20 112, 113, 114, and 115 of tract 13.01; block groups 1, 2, 5, and 6 and  
 21 blocks 301, 302, 303, 304, 305, 306, 307, 308, 309, 310, 311, 312,  
 22 411, 412, 413, 414, 415, 416, 417, 418, 419, 420, 421, 422, 423, 424,  
 23 425, and 426 of tract 20; blocks 101, 102, 103, 104, 105, 118, 119,  
 24 120, 121, 122, 123, 124, 125, 126, 127, 207, 208, 209, 210, 211, 212,  
 25 213, 214, 215, 216, 223, 224, 225, 226, 227, 228, 229, 230, 231, 232,  
 26 233, and 234 of tract 28.01; that portion of block group 3 and blocks

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MULTNOMAH COUNTY COUNSEL  
 1120 S.W. Fifth Avenue, Suite 1530  
 P.O. Box 849  
 Portland, Oregon 97207-0849  
 (503) 248-3138

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404 and 406 within the City of Portland and blocks 213, 214, 215, 216, 217, 218, 219, 220, 221, 222, 223, 224, 225, 226, 407, 408, 409, 410, 411, 412, and 413 of tract 29.01; blocks 113, 114, 115, 116, 117, 118, 119, 120, 121, 122, 123, 124, 125, 126 and block groups 2, 3, 4 and 5 of tract 29.02; all blocks within the City of Maywood Park and blocks 312 and 314 of tract 78; blocks 112, 113, 120, 121, 122, 123, 124, 125, 126 and block group 2 of tract 79; blocks 311, 319, 402, 403, 404, 405, 406, 408, 409, 410, 411, and 420 of tract 89.]

Bounded on the north and east as follows: beginning at the intersection of 21st Ave. and the Union Pacific R.R. at the Banfield Freeway, east along the Union Pacific R.R. parallel to the Banfield Freeway to 82nd Ave., north on 82nd Ave. to Sandy Blvd., northeast and east on Sandy Blvd. to 121st Pl.; south on 121st Pl. to 122nd Ave., south on 122nd Ave. to the Portland Traction R.R. right-of-way (40 Mile Loop Trail), east on the Portland Traction R.R. right-of-way to 136th Ave., south on 136th Ave. to Foster Rd., west on Foster Rd. to 134th Ave., south on 134th Ave. to Deardorff Rd., south on Deardorff Rd. to the Clackamas County line; bounded on the south by Clackamas County; bounded on the west as follows: beginning at the Clackamas County line and the Portland Traction R.R. right-of-way (40 Mile Loop Trail) near Johnson Creek Blvd. and 45th Pl., northwest along the Portland Traction R.R. right-of-way to the extension of 39th Ave., north on the extension of 39th Ave. and 39th Ave. to Hawthorne Blvd., west on Hawthorne Blvd. to 30th Ave., north on 30th Ave. to Stark St., west on Stark St. to 20th Ave., north on 20th Ave. to 21st Ave., north on 21st Ave. to the Union Pacific R.R. at the Banfield Freeway. This

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1 district consists of the following census tracts, block groups, and  
 2 blocks:

3 All of census tracts 4.01, 4.02, 5.01, 5.02, 6.01, 6.02, 7.01,  
 4 7.02, 8.01, 8.02, 13.01, 14, 15, 16.01, 16.02, 17.01, 17.02, 18.01,  
 5 18.02, 19, 20, 29.03, 78, 80.01, 80.02, 81, 82.01, 82.02, 83.01,  
 6 83.02, 84, 85, 86, 87, 88; and those portions of census tracts as  
 7 follows: that portion of tract 3.01 east of 39th Ave., consisting of  
 8 blocks 101, 102, 103, 104, 105, 112, 113, 126, 127, 201, 204, 205,  
 9 206, 207, 208, 209, 210, 211, 212, 218, 242, and 243; that portion of  
 10 tract 3.02 east of 39th Ave. and north of the Portland Traction R.R.  
 11 right-of-way (40 Mile Loop Trail), consisting of blocks 407, 408, and  
 12 409, and block groups 1, 2, and 3 (except that portion of block 327  
 13 south of the Portland Traction R.R. right-of-way); that portion of  
 14 tract 79 south of Sandy Blvd., consisting of blocks 109, 110, 111,  
 15 112, 113, 114, 115, 116, 117, 118, 119, 120, 121, 122, 123, 124, 125  
 16 and 126, and block group 2; and, that portion of tract 89 generally  
 17 west of 136th Ave., Foster Rd., 134th Ave., and Deardorff Rd.,  
 18 consisting of block groups 2, 3, and 4.

19 (4) Position No. 4 (East District):

20 [Bounded on the north by the Washington State line; bounded on  
 21 the east by Hood River County; bounded on the south by Clackamas  
 22 County; bounded on the west as follows: beginning at the Washington  
 23 State line at a point west of Government Island, southeast along the  
 24 south channel of the Columbia River to 112th Ave., south on 112th Ave.  
 25 to Simpson St., west on Simpson St. to 109th Ave., south on 109th Ave.  
 26 to Marx St., east on Marx St. to 112th Ave., south on 112th Ave. to

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MULTNOMAH COUNTY COUNSEL  
 1120 S.W. Fifth Avenue, Suite 1530  
 P.O. Box 849  
 Portland, Oregon 97207-0849  
 (503) 248-3138

Sandy Blvd., east on Sandy Blvd. to 121st Pl., south on 121st Pl. to 122nd Ave., south on 122nd Ave. to Division St., west on Division St. to 112th Ave., south on 112th Ave. to Holgate Blvd., west on Holgate Blvd. to 100th Ave., south on 100th Ave. to Long St., west on Long St. to 97th Ave., south on 97th Ave. to Steele St., west on Steele St. to I-205, south on I-205 to the Clackamas County boundary. This district consists of the following census tracts and block groups:

All of census tracts 84, 85, 90, 91, 92.01, 92.02, 93, 94, 95, 96.01, 96.02, 97.01, 97.02, 98.01, 98.02, 99, 100, 101, 102, 103, 104.02, 104.03, 104.04, and 105; blocks 101, 102, 113, 114, 115, 116, 126, 127, 128, 129, 130, 131, 139, 140, 331, 332, 333, 334, 335, 336 and block group 2 of tract 6.01; blocks 101, 102, 103, 104, 105, 106, 107, 108, 109, 110, 111, 112, 138, 141, 142, 145, 146, and 147 of tract 6.02; blocks 109, 903, 924, 925, 935, 936, 954, 955, 956, 957, 958 and 961 of tract 73; blocks 101 and 102 of tract 79; block groups 1, 2 and 5 and blocks 307, 308, 309, 310, 312, 313, 314, 315, 316, 317, 318, and 421 of tract 89.]

Bounded on the north by the Washington State line and the Columbia River; bounded on the east by Hood River County; bounded on the south by Clackamas County; and bounded on the west as follows: beginning at the intersection of the Clackamas County line and Deardorff Rd., north on Deardorff Rd. to 134th Ave., north on 134th Ave. to Foster Rd., east on Foster Rd. to 136th Ave., north on 136th Ave. to the Portland Traction R.R. right-of-way (40 Mile Loop Trail), west on the Portland Traction R.R. right-of-way to 122nd Ave., north on 122nd Ave. to 121st Pl., north on 121st Pl. to Sandy Blvd., west

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on Sandy Blvd. to I-205, north on I-205 to the south channel of the  
Columbia River, northwest on the south channel of the Columbia River  
to the Washington State line at a point west of Government Island.  
This district consists of the following census tracts, block groups,  
and blocks:

All of census tracts 90, 91, 92.01, 92.02, 93, 94, 95, 96.01,  
96.02, 97.01, 97.02, 98.01, 98.02, 99.01, 99.02, 99.03, 100, 101, 102,  
103.01, 103.02, 104.02, 104.04, 104.05, 104.06, 104.07, and 105; and  
those portions of census tracts as follows: that portion of tract 73  
east of I-205, consisting of block group 1; that portion of tract 77  
east of I-205, consisting of blocks 101, 129, 130, and that portion  
of block 102 east of I-205; that portion of tract 79 north of Sandy  
Blvd., consisting of blocks 101, 102, 103, and 108; and that portion  
of tract 89 generally east of 136th Ave., Foster Rd., 134th Ave., and  
Deardorff Rd., consisting of block group 1.

ADOPTED this \_\_\_\_\_ day of \_\_\_\_\_, 1991, being the  
date of its \_\_\_\_\_ reading before the Board of County  
Commissioners of Multnomah County, Oregon.

(SEAL)

\_\_\_\_\_  
Gladys McCoy, Chair  
Multnomah County, Oregon

REVIEWED:

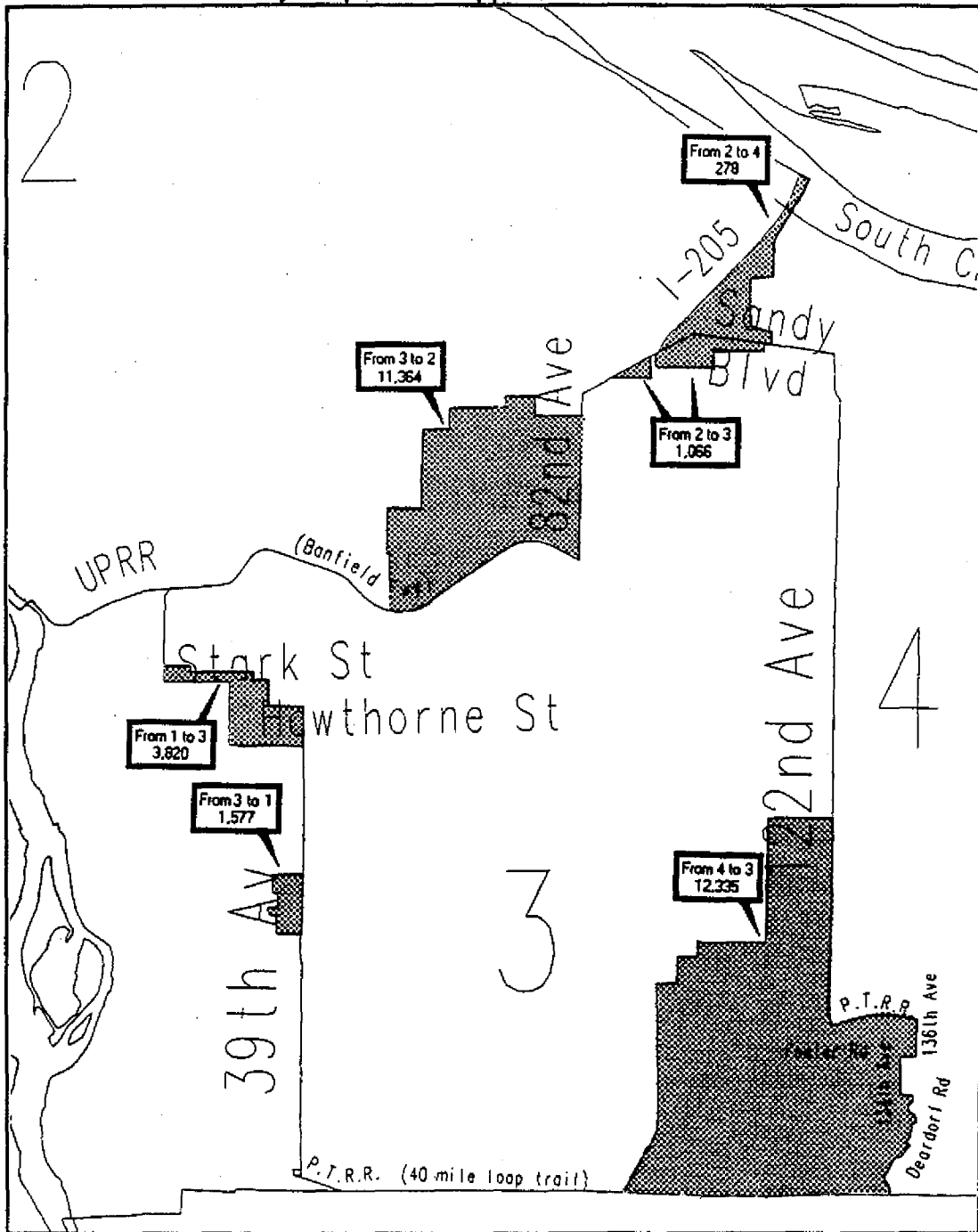
By \_\_\_\_\_  
Laurence Kressel, County Counsel  
For Multnomah County, Oregon

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MULTNOMAH COUNTY COUNSEL  
1120 S.W. Fifth Avenue, Suite 1530  
P.O. Box 849  
Portland, Oregon 97207-0849  
(503) 248-3138

**Appendix B: Map of Population Shifted  
by Proposed Reapportionment Plan**



## **Appendix C: Suggested Changes to the County Charter**

Several issues were raised during reapportionment of commissioner districts that should be addressed before the next decennial census is released in the year 2001. There is sufficient time for the next Charter Review Commission to review the following issues in the course of its duties.

**Eliminate the 15 percent threshold required for reapportionment.** The Home Rule Charter states that the Auditor will develop a reapportionment plan when the population difference between the largest and smallest districts exceeds 15 percent. Population variance among electoral districts has been limited by United States Supreme Court 'One-person-one-vote' rulings under the Equal Protection Clause of the *U.S. Constitution*. A 14.9 percent difference between the largest and smallest districts might be considered excessive by the courts. The Charter could be modified to require the Auditor to reapportion commissioner districts after each federal decennial census.

**Eliminate the 10 percent allowable difference.** The Home Rule Charter directs the Board of County Commissioners to provide for approximately equal population distribution among commissioner districts, yet it allows the Auditor's plan up to a 10 percent difference. Allowing the Auditor's plan 10 percent difference between the largest and smallest district could be considered excessive. The Charter could be modified to require the Auditor to present a reapportionment plan providing for approximately equal population distribution.

**Modify residency deadlines.** The Home Rule Charter was amended in 1984 to give the Auditor sufficient time to prepare a reapportionment plan. The Auditor is now required to submit a plan to the Board by August 1. The Board then has an additional 45 days to adopt new districts, or as late as mid-September. However, candidates for commissioner must establish residence in their district eighteen months prior to taking office, or July 1. There are questions regarding the status of candidates in areas transferred to other districts as a result of reapportionment. The Charter could be altered to require 18 months residency in the County and 12 months in the district.