

2011 REDISTRICTING PLAN
MULTNOMAH COUNTY COMMISSIONER DISTRICTS
JULY 2011



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MEMORANDUM

Date: 7/20/2011

To: Jeff Cogen, Multnomah County Chair
Deborah Kafoury, Commissioner, District 1
Loretta Smith, Commissioner, District 2
Judy Shiprack, Commissioner, District 3
Diane McKeel, Commissioner, District 4

From: Steve March, County Auditor

Subject: Reapportionment Plan

Attached is the proposed plan to reapportion the commissioner districts. According to County Charter, the Auditor is required to determine the population distribution among the commissioner districts no later than August 1 in the year the census is released and recommend a plan to redraw district lines if the population of any district is more than 103% of any other district. We found that District 4 (East) was 12.29% larger than District 2 (North) and that redrawing district boundaries was required. Our plan meets Charter requirements; the largest district is now 101.074% more than the smallest.

As required by the Charter, the plan was reviewed with the Elections Division. We retained, as nearly as possible, the general geographic characteristics of districts established by charter. Further, we maintained

many of the previous boundaries and created new boundaries that are easily recognizable to minimize confusion. Although we could have created a plan closer to mathematical equality, we would have done so at the expense of other important redistricting criteria.

In preparing these boundaries, we used the Charter, Oregon Revised Statutes, and suggestions from the Multnomah County Elections Division. We also included information in this report about the characteristics of the population that should be useful to the Commissioners and citizens.

We would like to thank the Multnomah County GIS Program, County Attorney, and Elections Division for their assistance in this process.

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MULTNOMAH COUNTY COMMISSIONER DISTRICTS

History of County Commissioner Districts

Redistricting is the process of changing the district boundaries. The number of members per district does not change, but the districts' boundaries do. Both reapportionment, changing the number of districts, and redistricting processes occurred in Multnomah County after voters amended its Home Rule Charter in November 1984. The Charter Review Commission prepared an amendment that reduced commissioner districts from five to four and provided the Chair of the Board to be elected at large. In proposing this ballot measure the Charter Review Commission reapportioned and redistricted using 1980 Census data. Redistricting the four commissioner districts occurred again in 1991 and 2001.

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 is more than 103% of the population of any other commissioner district. If such a disproportion is found, the Charter directs the Auditor, in consultation with the Multnomah County Elections Division, to prepare and present a plan for modifying the commissioner district boundaries to the Board of County Commissioners by August 1 of that year. 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 redistricting plan, we analyzed existing boundaries, considered alternative boundaries, and assessed them according to the guidelines presented below. We consulted with the Multnomah County Elections Division, held a public forum to consult with members of the community, utilized data made available to us by the U.S. Census Bureau, and relied on the mapping resources of the Multnomah County GIS program.

We mapped existing commissioner districts onto Census 2010 maps to identify the census tracts and more than 17,000 blocks within the County. We totaled the population counts of the tracts and blocks of the commissioner districts to determine their 2010 populations.

This special project was included in our 2011 audit schedule. It is required by Charter mandate, and was performed in accordance with the General Standards section of *Government Auditing Standards*.

Redistricting Guidelines

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

- ✓ No district will be more than 103% of the population of any other commissioner district; and
- ✓ The general geographic characteristics of districts established by the Charter shall be retained as nearly as possible.

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

- ✓ Follow simple recognizable boundaries, such as major arterials and geographic boundaries, that can be easily understood by the citizens;
- ✓ Avoid using boundaries that could change such as city or school districts; and
- ✓ Use state legislative boundaries as a guideline to draw commissioner district boundaries, where possible.

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.

Characteristics of Existing Commissioner Districts

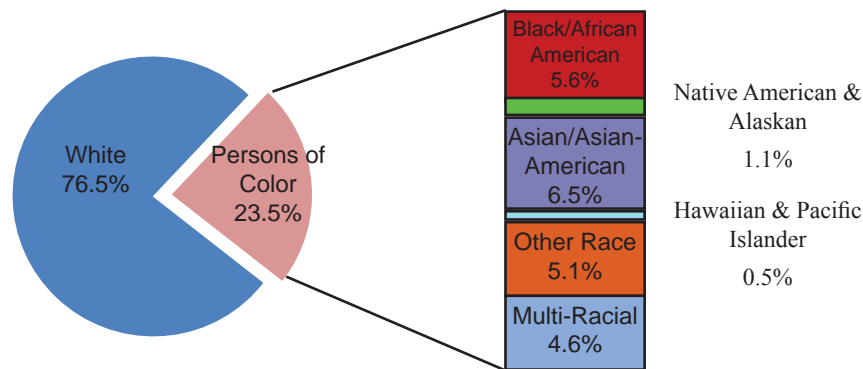
Since 2000, the population of Multnomah County has risen 11.3%, from 660,486 to 735,334. The County has also become slightly more diverse, with 23.5% of the population identified as persons of color (race, not including ethnic categories), up nearly 3% from 2000. Exhibit 1 displays 2010 Census citizen demographics of Multnomah County by existing district.

Exhibit 1. 2010 Census Demographics of Multnomah County Citizens by Existing District

District	Total Population	Single Race Selection						Multi-racial	Hispanic/ Latino (any race)
		White	Black/ African-American	Native American/ Alaskan	Asian/ Asian-American	Hawaiian-Pacific Islander	Other		
1 West	186,190	160,718	4,181	1,362	9,722	391	2,401	7,415	9,083
2 North	173,315	124,199	20,324	2,037	7,776	1,131	8,608	9,240	18,088
3 Central	181,220	132,764	8,522	2,078	18,601	1,125	9,586	8,544	20,015
4 East	194,609	144,740	8,374	2,348	11,851	1,382	17,270	8,644	32,952
Total	735,334	562,421	41,401	7,825	47,950	4,029	37,865	33,843	80,138

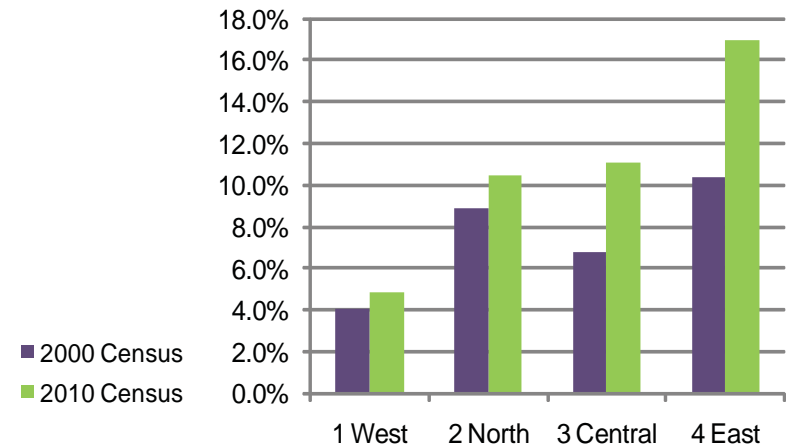
Exhibit 2 shows the present racial breakdown of the County, not including Hispanics or Latinos. Consistent with the 2000 Census, in the 2010, individuals were able to identify both their race and ethnicity. Therefore, Hispanics and Latinos represent concentrations of that ethnicity across all racial categories. The Hispanic and Latino (ethnicity) population has increased to nearly 11% of the total County population. Exhibit 3 illustrates the growth of the Hispanic and Latino population across existing districts from 2000 to 2010. At more than 6% growth, District 4 (East) showed the greatest change.

Exhibit 2. Present County Racial Demographics



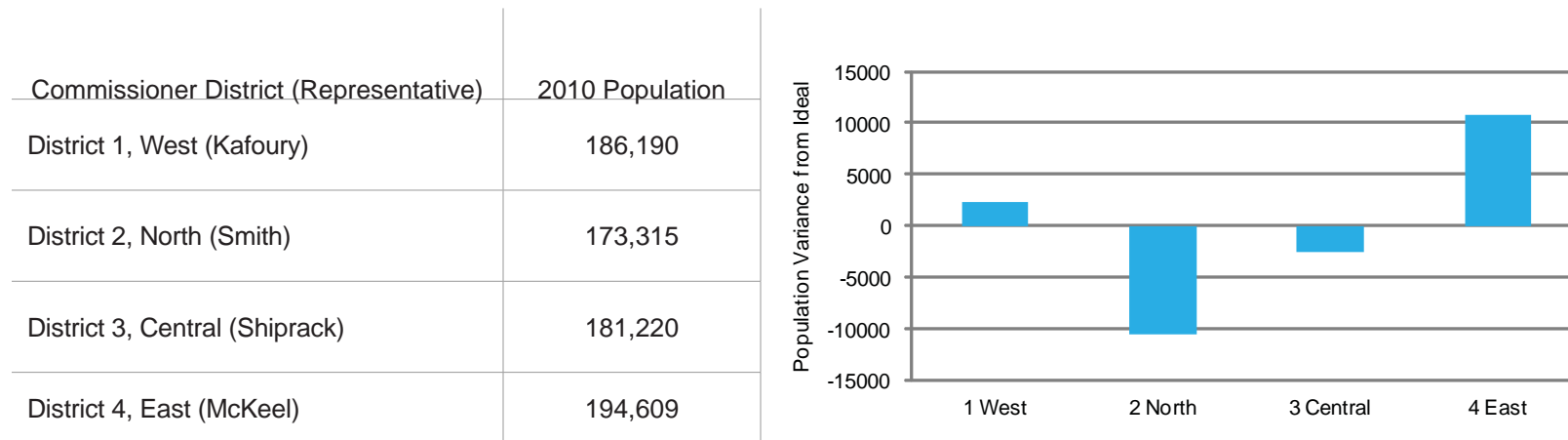
Note: Persons of Color do not include the ethnicity Hispanics & Latinos, which account for 10.9% of the total County population

Exhibit 3. Hispanic and Latino Population Across Existing Districts



Population changes triggered a need for redistricting based on our calculations of the ideal-sized commissioner district of 183,834 persons (the 2010 County population divided by the number of districts). We found population variance ranging from 10,519 under the ideal to 10,776 over. Similar to 2000, District 4 (East) grew the most. District 4 is more than 3% larger than any other district, which triggers a need for redistricting. It is 4.5% larger than District 1 (West), 7.4% larger than District 3 (Central), and 12.3% larger than District 2 (North). Exhibit 4 displays the existing districts, 2010 population, and deviation from the ideal district population

Exhibit 4. Population Variance in Existing Districts

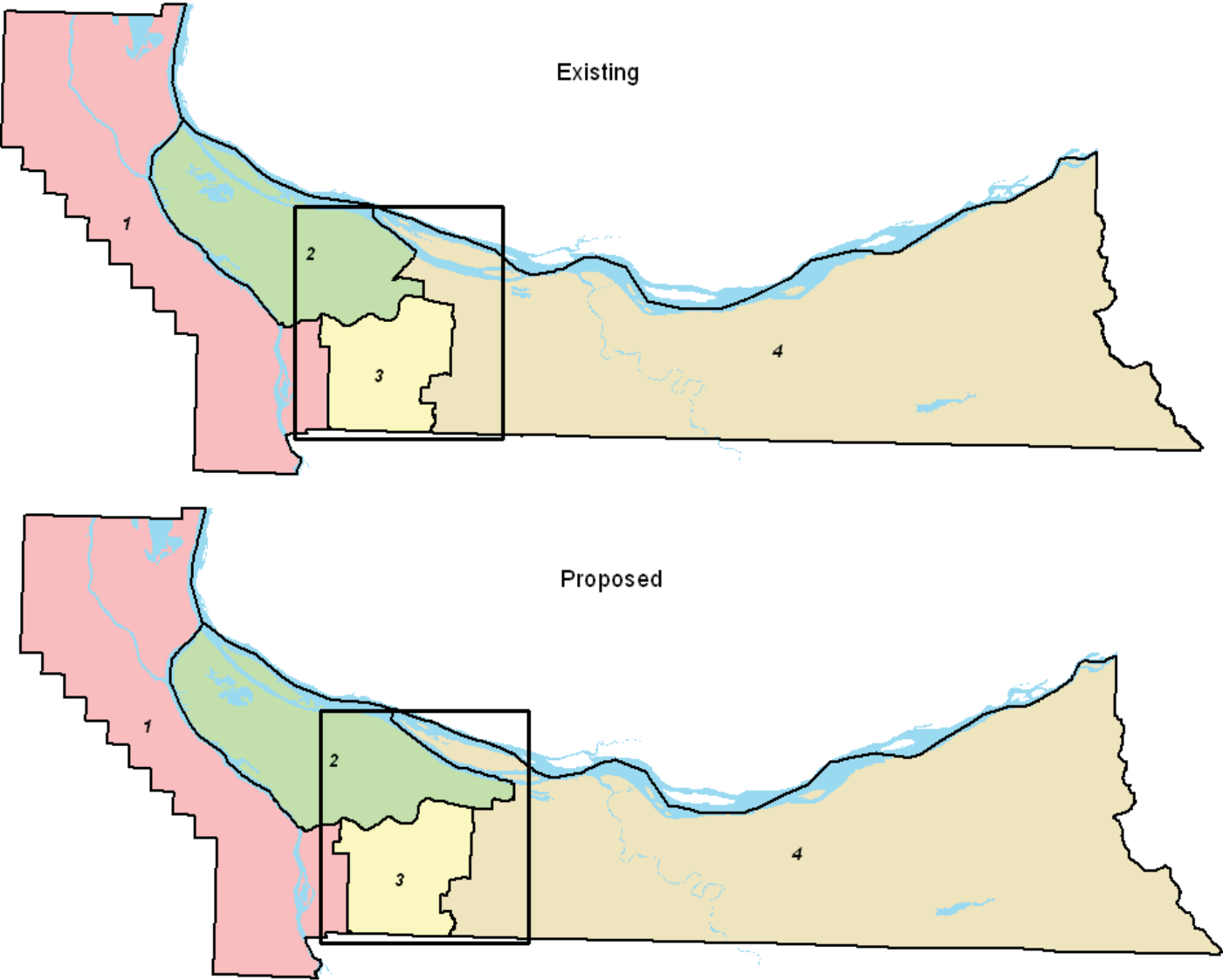


Proposed Redistricting Plan

Exhibit 5 displays the existing and proposed commissioner districts (areas of change are boxed), followed by more detailed maps. We moved the eastern boundary of District 1 (West) slightly west from 33rd Avenue to 28th Avenue between Stark Street and Hawthorne Boulevard. This change added population to District 3 (Central). To increase the population of District 2 (North), we expanded its boundary along Interstate 84 southeasterly toward the City of Gresham. This change shifted District 4's (East) western boundary to the east.

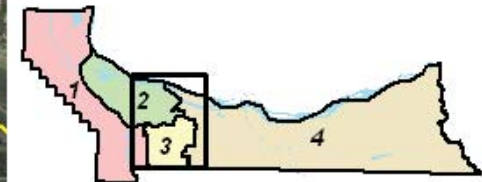
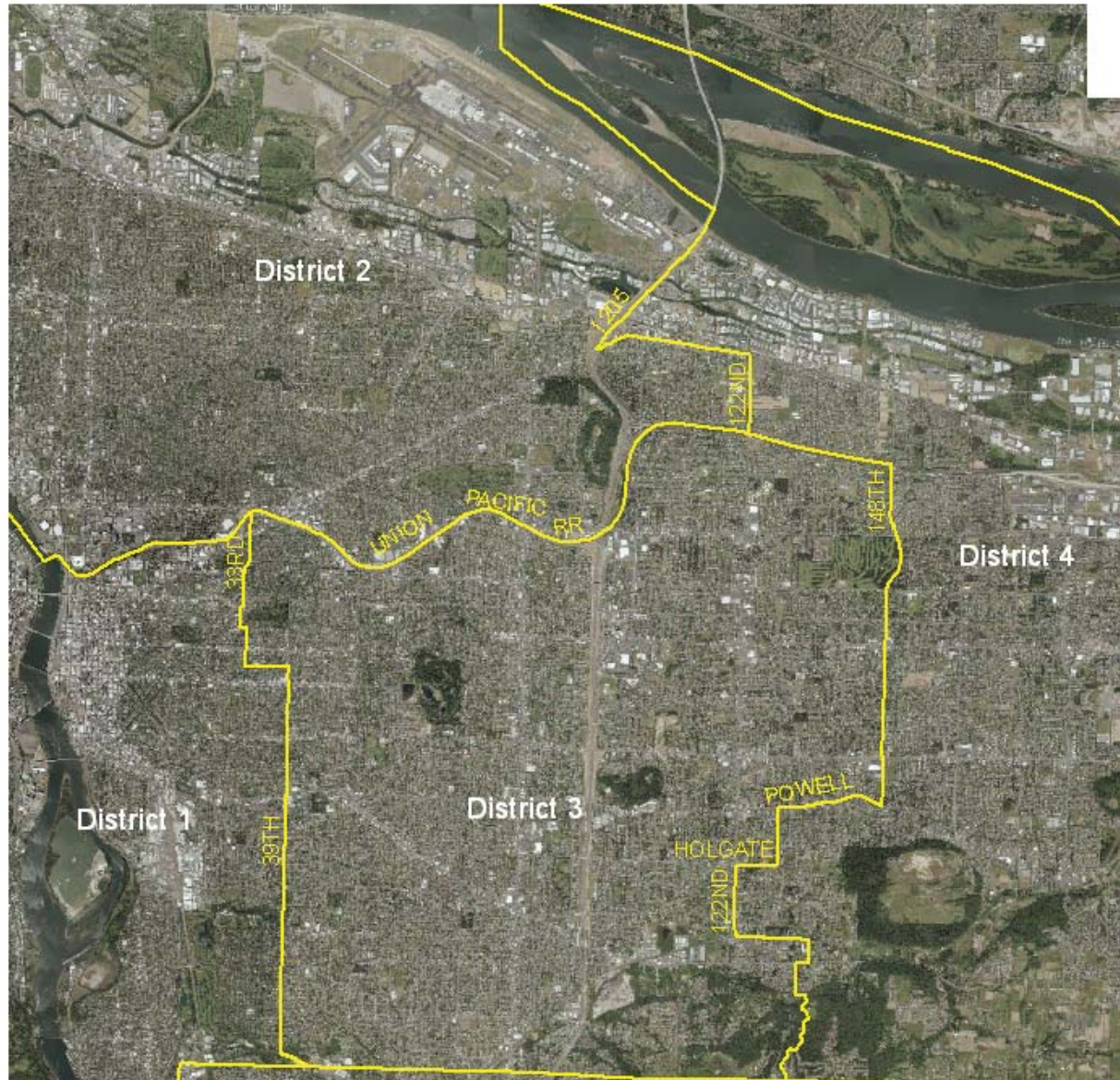
The Appendix contains the proposed common description and census tracts and blocks for each district.

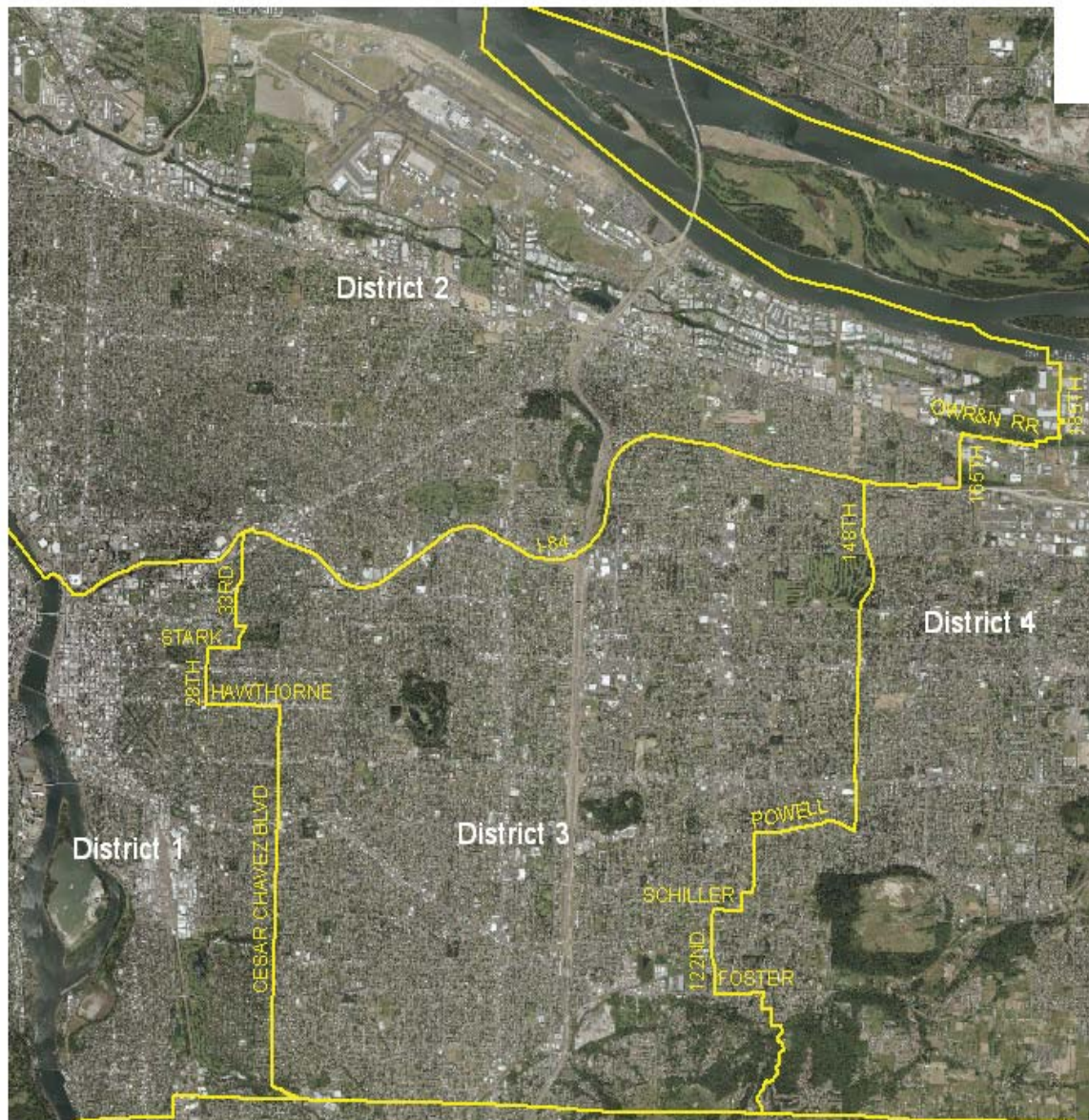
Exhibit 5. Existing and Proposed Commissioner Districts



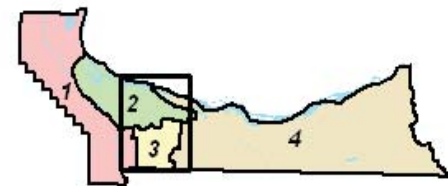
Note: Boxed area represents locations where district boundaries changed

Existing





Proposed



The proposed plan meets most of the redistricting guidelines. Occasionally, trade-offs had to be made to balance guidelines not in agreement. For example, devising districts that achieved the mathematically exact ideal populations would result in more divided legislative districts and more boundaries on local streets that would be difficult for citizens to identify. The following sections discuss the proposed plan in the context of each guideline.

Equal Population Distribution—The districts in the proposed plan vary from the ideal population (183,834 persons) from 0.21% to 0.55%. The deviation ranges from 960 persons above the ideal (District 4) to 1,003 persons below the ideal (District 3), for a total range of 1,963 persons, or 1.1% of the ideal. Any deviation from the exact numerical ideal was a result of balancing other redistricting guidelines. Exhibit 6 shows the populations of the proposed districts

Exhibit 6. Populations of Proposed Districts

District	2010 Population	Percent of Smallest District	Percent Over (Under) Ideal	Number of Persons Over (Under) ideal
District 1, West	183,481	100.356%	(0.19%)	(353)
District 2, Central	184,228	100.764%	0.21%	394
District 3, East	182,831	100.000%	(0.55%)	(1,003)
District 4 East	184,794	101.074%	0.52%	960

Contiguous Districts—All districts are contiguous, with only one district crossing a body of water. District 1 (West) presently crosses the Willamette River, and it is necessary to continue that feature barring major growth in the westside population. Many connecting bridges join the west and east portions of the district.

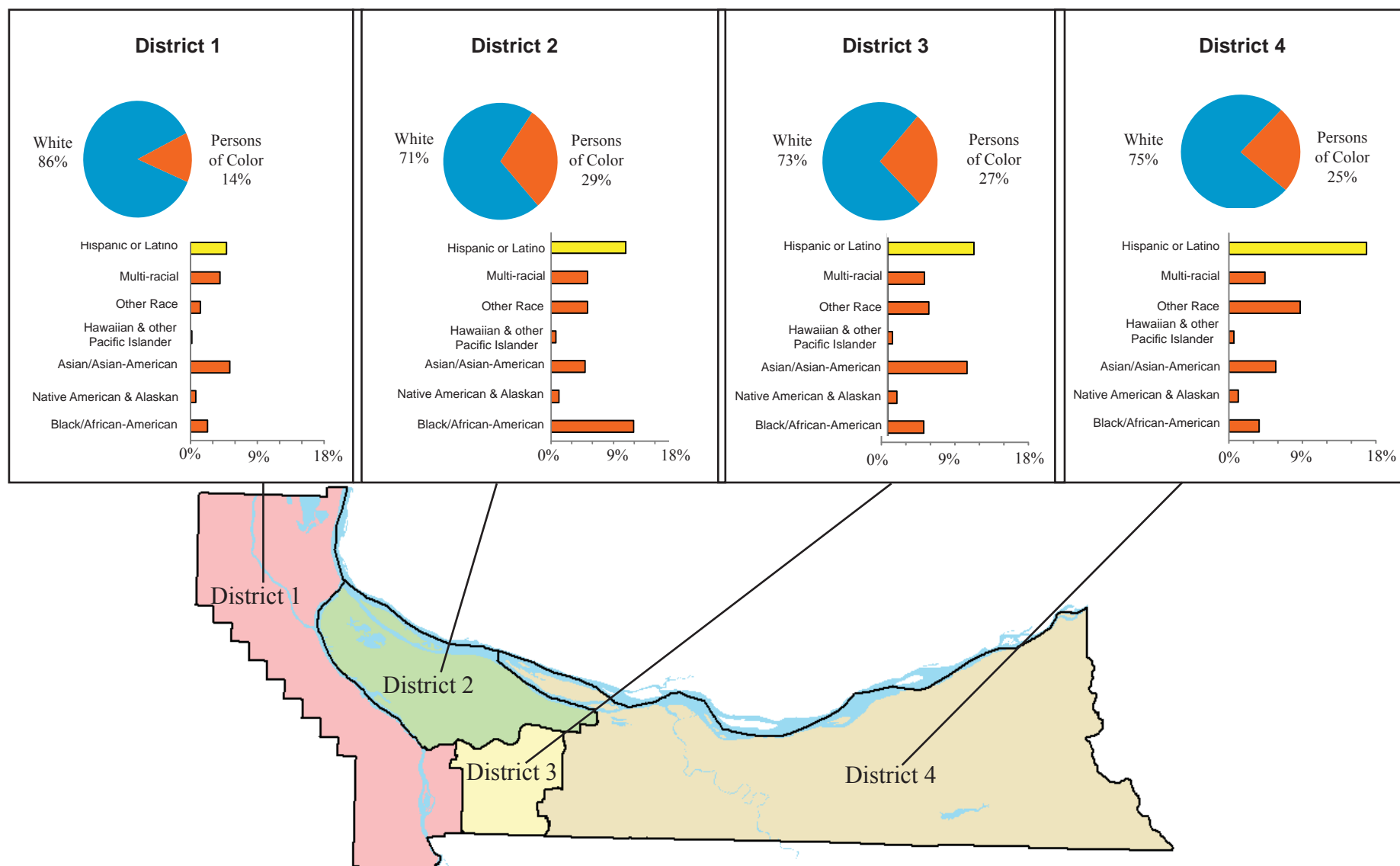
Utilization of Existing Geographic or Political Boundaries—Oregon Revised Statutes parallel our own Home Rule Charter mandate of preserving the same general geographic characteristics of the districts. Present boundaries were extended or retained wherever possible to simplify districts and adjust population. For example, extending the boundaries of District 2 along Interstate 84 follows this guideline.

Avoid Using Boundaries that Could Change—There are no district boundaries defined by city limits that could change as a result of annexations. Although the plan does use the city line between Gresham and Portland to divide District 2 and District 4, the city boundaries will not change due to growth or annexation because the boundaries abut one another. In addition, no district boundaries were chosen based on school district lines, which may also change as a result of redistricting or growth.

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 existing districts, District 4 (East) contains the largest concentration of any census minority group, which is Hispanic or Latino, at 16.9%. The proposed redistricting plan keeps that community intact, but reduces the total district population because the district was over-populated. The following map (Exhibit 7) shows racial and ethnic comparisons for each proposed district. The breakdowns by census category of existing and proposed commissioner districts are shown in Exhibit 8. Exhibit 8 also includes the ethnicity category “Hispanic or Latino.”

For indexes to charts and data see page 14

Exhibit 7. Racial and Ethnic Demographics of Proposed Districts



Note: The pie chart section “Persons of Color” does not include Hispanics and Latinos. The Census Bureau designated Hispanics and Latinos as an ethnicity (separate from race) and the percentages for each district are represented in the bar chart above (top bar).

Exhibit 8. Racial Composition of Existing and Proposed Districts

District	Single Race Selection						Multi-racial Existing/Proposed	Hispanic or Latino (any race) Existing/Proposed
	White Existing/Proposed	Black/ African- American Existing/Proposed	Native American or Alaskan Existing/Proposed	Asian/ Asian- American Existing/Proposed	Native Hawaiian or Pacific Islander Existing/Proposed	Other Race Existing/Proposed		
1 West	86.32 / 86.26	2.25 / 2.26	0.73 / 0.74	5.22 / 5.26	0.21 / 0.21	1.29 / 1.29	3.98 / 3.98	4.88 / 4.88
2 North	71.66 / 70.73	11.73 / 11.93	1.18 / 1.18	4.49 / 4.94	0.65 / 0.71	4.97 / 5.23	5.33 / 5.28	10.44 / 10.77
3 Central	73.26 / 73.50	4.70 / 4.62	1.15 / 1.14	10.26 / 10.17	0.62 / 0.61	5.29 / 5.26	4.71 / 4.70	11.04 / 11.00
4 East	74.37 / 75.47	4.30 / 3.70	1.21 / 1.20	6.09 / 5.74	0.71 / 0.65	8.87 / 8.79	4.44 / 4.44	16.93 / 16.90
Proposed Total	76.49%	5.63%	1.06%	6.52%	0.55%	5.15%	4.60%	10.90%

Representation of Communities of Common Interest—Oregon Revised Statutes state that communities of common interest should not be divided. The existing districts recognize the larger communities of interest in Multnomah County. By retaining these same general districts, the proposed redistricting plan complies with this guideline. We spoke with all of the County Commissioners regarding communities of interest in their respective districts.

District 1 (West) contains the entire 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.

District 2 (North) continues to follow Interstate 84, instead of crossing this boundary. This major transportation corridor also serves as a dividing line between the neighborhoods on the east side of the Willamette River. In expanding District 2, we took care to unite the Parkrose Neighborhood Association, which was previously split between Districts 2 and 4. Additionally, we added the Argay Neighborhood Association and the portion of the Wilkes Neighborhood Association that lies north of Interstate 84.

District 3 (Central) has shifted slightly west. On the western boundary of the District, we took care to unite the previously divided Sunnyside Neighborhood Association to balance the population with District 1. On the southeastern boundary of District 3, we made a minor change to comply with new legislative districts. District 3 incorporates most of the mid-county City of Portland neighborhoods.

District 4 (East), 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.

By following these larger communities of interest and some major geographic boundaries, the proposed redistricting 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 redistricting of a single county. Nevertheless, easy access to all parts of a district is a consideration on 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. The redistricting plan was not designed to favor any political party, incumbent legislator, or any other person.

Appendix

District 1, West

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 Steel Bridge, southeast along the Union Pacific Railroad to Interstate 84, east on Interstate 84 to 33rd Ave., south on 33rd Ave. becoming 32nd Ave. to Ankeny St., east on Ankeny St to 33rd Ave., south on 33rd Ave. to Stark St., west on Stark St. to 28th Ave., south on 28th Ave. to Hawthorne Blvd., east on Hawthorne Blvd. to Cesar Chavez Blvd., south on Cesar Chavez Blvd. to 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 intersection of Johnson Creek Blvd., then south 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, 12.02, 13.02, 21, 43, 45, 46.01, 46.02, 47, 48, 49, 50, 51, 52, 55, 56, 57, 58, 59, 60.01, 60.02, 61, 62, 63, 64.02, 64.03, 64.04, 65.01, 65.02, 66.01, 66.02, 67.01, 67.02, 68.01, 68.02, 69, 70, 71, 106; and those portions of census tracts as follows: tract 3.01 block group 1 consisting of blocks 2-7, 12-17, block group 2 consisting of blocks 1-18, 21-33, 39, 40, and all of block groups 3 and 4 ; tract 3.02 block groups 1, 5, and 6, and portions of block group 4 consisting of blocks 0-20, 28-37, and 42-50; tract 12.01 block group 1 consisting of blocks 2-5, 10-14, 20, 21, block group 2 consisting of blocks 2-9, 14-20, 23, and all of block groups 3 and 4; tract 20 block group 1 consisting of blocks 0-14, 16-55 and block groups 2, 3, 4 and 5.

District 2, North

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 at the Columbia River at a point west of Government Island (coinciding with the northwestern boundary of census tract 102), southeast along the south channel of the Columbia River to the City of Gresham line, south and west along the City of Gresham line to Interstate 84 west along Interstate 84 and following the Union Pacific Railroad 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 22.03, 23.03, 24.01, 24.02, 25.01, 25.02, 26, 27.01, 27.02, 28.01, 28.02, 29.01, 29.02, 29.03, 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, 72.01, 72.02, 74, 75, 76, 77, 78, 79, 95.01, 95.02, 9800; and those portions of census tracts as follows: tract 73 block group 1 consisting of blocks 0-68, and 70-256; tract 102 block group 1 consisting of blocks 55-62, block group 3 consisting of blocks 4-6, 8, 66-71, 74, 99-114, 132-135, 149, and 150.

District 3, Central

Bounded on the north and east as follows: beginning at the intersection of 33rd Ave. and Interstate 84, east along Interstate 84 to 148th Ave., south on 148th Ave. to Powell Blvd., west on Powell Blvd. to 130th Ave., south on 130th Ave. to Holgate Blvd., west on Holgate Blvd. to 128th Ave., south on 128th Ave., to Schiller St., west on Schiller St., to 122nd Ave., south on 122nd Ave., to Foster Rd., east on Foster Rd. to 131st Ave., south on 131st Ave. to Claybourne St., east on Claybourne St. 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 intersection of Johnson Creek Blvd. and the Clackamas County line, north to the intersection of Johnson Creek Blvd. and the Portland Traction R.R. right-of-way (40 Mile Loop Trail), northwest along the Portland Traction R.R. right-of-way to the extension of Cesar Chavez Blvd., continuing north on Cesar Chavez Blvd. to Hawthorne Blvd., west on Hawthorne Blvd. to 28th Ave., north on 28th Ave. to Stark St., east on Stark St. to 33rd Ave., north on 33rd Ave. to Ankeny St., east on Ankeny St. to 32nd Ave., north on 32nd Ave. becoming 33rd Ave., north on 33rd Ave. to Interstate 84. This district consists of the following census tracts, block groups, and blocks:

All of census tracts 4.01, 4.02, 5.01, 5.02, 6.01, 6.02, 7.01, 7.02, 8.01, 8.02, 13.01, 14, 15, 16.01, 16.02, 17.01, 17.02, 18.01, 18.02, 19, 80.01, 80.02, 81, 82.01, 82.02, 83.01, 83.02, 84, 85, 86, 87, 88, 89.02, 92.01, 92.02, 93.02; and those portions of census tracts as follows: tract 3.01 block group 1 consisting of blocks 0, 1, 8-11, 18, 19, block group 2 consisting of blocks 0, 19, 20, and 34-38; tract 3.02 all of block groups 2, 3, and portions of 4 consisting of blocks 21-27, and 38-41; tract 12.01 block group 1 consisting of blocks 0, 1, 6-9, 15-19, and block group 2 consisting of blocks 0, 1, 10-13 and 21-22; tract 20 block group 1 consisting of block 15; tract 89.01 block group 2 consisting of blocks 8-13, and all of block group 3; tract 90 block group 1 consisting of blocks 2, 3, 5-7, 9-11, block group 2 consisting of blocks 3, 13, and all of block group 3; tract 91.01 block group 2; tract 94 all of block groups 2, 3, 4, and block group 5 consisting of block 9.

District 4, East

Bounded on the north at the Washington State line at 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 Claybourne St., west on Claybourne St. to 131st Ave., north on 131st Ave. to Foster Rd., west on Foster Rd. to 122nd Ave., north on 122nd Ave. to Schiller St., east on Schiller St. to 128th

Ave., north on 128th Ave. to Holgate Blvd., east on Holgate Blvd. to 130th Ave., north on 130th Ave. to Powell Blvd., east on Powell Blvd. to 148th Ave., north on 148th Ave. to Interstate 84, east along Interstate 84 the City of Gresham line, north/northeast along the City of Gresham line to south channel of the Columbia River, northwest along 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 91.02, 93.01, 96.03, 96.04, 96.05, 96.06, 97.01, 97.02, 98.01, 98.03, 98.04, 99.03, 99.04, 99.05, 99.06, 99.07, 100.01, 100.02, 101, 103.03, 103.04, 103.05, 103.06, 104.02, 104.05, 104.07, 104.08, 104.09, 104.10, 104.11, and 105; and those portions of census tracts as follows: tract 73 block group 1 consisting of block 69; tract 89.01 block group 1, and block group 2 consisting of blocks 0-7; tract 90 block group 1 consisting of blocks 0, 1, 4, 8, 12-18, and block group 2 consisting of blocks 0-2 and 4-12; tract 91.01 block group 1; tract 94 block group 1, and block group 5 consisting of blocks 0-8; tract 102 all of block group 2, block group 1 consisting of blocks 0-54, 63-81, block group 3 consisting of blocks 0-3, 7, 9, 10-65, 72, 73, 75-98, 115-131, 136-148, 151, and 152.