

Districting Subcommittee

1/023

# MULTNOMAH COUNTY CHARTER REVIEW COMMITTEE

401 Wilcox Building, 506 S.W. 6th Avenue  
Portland, Oregon 97204 · 227-1631



John R. Faust, Jr., Chairman  
Robert A. Burkholder  
Del Greenfield  
Jean Haliski

Terry Hannon  
Kenneth Innis  
Norman Lindstedt  
Robert L. Mitchell

Larry Mylnechuk  
Jay K. Owen  
Kay Pankratz  
Vern B. Pearson

Anne F. Picco  
Robert D. Scholz  
William D. Williams  
James W. Winters

June 29, 1978

Julie Keller Gottlieb,  
Administrative Secretary

## REPORT OF THE SUBCOMMITTEE ON DISTRICTING

### 1. Recommendation on districting.

The districting subcommittee unanimously recommends that a board of five commissioners be elected from districts for four-year terms.

The transition would be as follows: The chairman elected this November would continue in office as County Executive through 1982. Commissioners Buchanan and Mosee would continue in office through 1980 as representatives of the districts in which they reside. The two commissioners to be elected this November would continue in office through 1982 as representatives of the districts in which they reside. Conflicts in residence would be resolved as set forth in the preliminary report. The new commissioner, to be elected in a special election in Spring 1979, would continue in office through 1980. Thereafter, the County Executive and two district representatives would be elected in one biannual election, and three district representatives in the alternating biannual election.

### 2. Reasons for recommendation.

The testimony at the recent public hearings and input otherwise received by your subcommittee has been overwhelmingly in favor of districting. We believe it has become increasingly apparent that much of the earlier opposition to districting was not so much to the concept itself as to the manner in which previous districting was effected. There is evidence that many of those who expressed reservations about districting will accept a fair system of districting which is part of a charter reform package including checks and balances, such as the establishment of a separate County Executive, elected at large, with a veto power. Further, your committee is convinced by testimony that the structure of Multnomah County government is such that most of the fears expressed about districting, such as the threat of "log-rolling" and "pork-barreling", have little basis.

To further allay concerns of those who have expressed reservations about districting, your subcommittee considered -- pending legal counsel's opinion -- a provision that district representatives could be recalled by voters of the county at large, as well as by voters of the district.

3. Recommendation for administrative spending freeze.

Your subcommittee recommends a charter provision as follows:

"Total appropriations for the Board of County Commissioners for the 1979-80 fiscal year shall not exceed the appropriations for the Board of County Commissioners set forth in the county's approved budget for the 1978-79 fiscal year, and annual increases thereafter shall be only such as are necessary and consistent with economical management."

This would limit the total 1979-80 budget for the board of Commissioners to the 1978-79 figure of \$511,953.00, see Section H-6 of the 1978-79 budget. That figure includes not only the commissioners' salaries, but all administrative expenses of the board, including staff, professional services, travel, office supplies, etcetera.

4. Reasons for recommendation.

Your subcommittee feels strongly that the form of government proposed, with the executive separated from the board and the board elected from districts, will be more responsive to voter concerns for economy. However, your committee recognizes possible substantial voter resistance to the cost of the addition of a new commissioner necessitated by the separation of the executive from the board. Your committee believes the voters should have an effective guarantee that addition of a commissioner to the board will not increase the cost. A limitation on commissioners' salaries might simply deter good candidates from seeking office without providing any guarantee against overall cost increases by reason of larger staffs and other administrative expenses. Your subcommittee feels that a lid on all administrative costs of the commission both assures the public that there will be no increased cost and gives the board flexibility to determine how best to economize. As for the future, any major increase of costs over the 1979-80 "freeze" year would not only be a violation of the recommended charter mandate for limited increases but would be sufficiently obvious to invite a political response.

Respectfully submitted,

John R. Faust, Jr. , Chairman



*From the desk of . . .*

John R. Faust, Jr.

Julie,

Bring copies for all  
the committee members  
to the Wednesday night  
meeting.

JRF:peg  
7/3/78

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Robert D. Scholz  
William D. Williams  
James W. Winters

July 3, 1978

Julie Keller Gottlieb,  
Administrative Secretary

Commissioner Dennis Buchanan  
1624 S.W. Upland Drive  
Portland, Oregon 97221

Commissioner Dan Mosee  
12330 N.E. Multnomah Boulevard  
Portland, Oregon 97230

Dear Commissioners Buchanan and Mosee:

Enclosed is a copy of a report of our districting subcommittee to the full committee. It is largely self-explanatory, but I wanted to add a couple of comments to you personally, since this affects you both directly.

I recognize that districting is not the way that either of you would do it. As you know, I offered several compromise plans. These attracted some support, but seemed to draw more heat than support from both sides of the controversy. The most colorful description was that I was making a sirloin into a hamburger. Given the apparent choice between districting and at-large election, our subcommittee strongly feels that a fair districting plan, with a separate chairman, is the best way to go.

I also recognize that the proposed limitation on the budget of the Board of County Commissioners is going to cause you some problems. However, our committee is becoming increasingly convinced that we are going to have to come up with something that will pass, or the form of county government will be determined by whoever comes up with the most demagogic initiative next year. This means we will have to counter the charges--which we have been assured will be made--that our proposal for an additional commissioner will make government more expensive. In the year of proposition 13, we will have to address that concern. We have been urged to do this by limiting the commissioners' salaries. I believe that is unfair and not necessarily the best way to economize. Our subcommittee's proposal for limiting the total budget of the Board allows the Board to determine how best to economize.

Commissioners Buchanan  
and Mosee  
July 3, 1978  
Page Two

While our proposals may differ in some important respects from the way you would have preferred things to be, I hope you will recognize that this is a sincere and responsible effort to develop a workable form of government and to end the continuing "warfare by initiative." We have a good county government, and I think we can make it even better, and increase public confidence in it. I hope we will have your support.

Kindest personal regards,

Very truly yours,

John R. Faust, Jr., Chairman

JRF:peg  
Enclosure  
cc Don Clark  
Julie Keller Gottlieb ✓  
bcc Earl Blumenhauer  
Gladys McCoy  
Ed Capen

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Enclosure  
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Julie Keller Gottlieb  
bcc Earl Blumenhauer  
Gladys McCoy  
Ed Capen

6/29/78

4-1 PLAN

ELECTION TIMING:

County executive and two districts elected one biannium.

At large representative and two districts elected other biannium.

TRANSITION:

Position 1 (Clark) continues as county executive through 1982.

Positions 3 (Blumenhauer) and 5 (McCoy) continue in districts through 1982.

Positions 2 (Buchanon) and 4 (Mosee): one (chosen by lot) continues at large through 1980, other in district through 1980.

Position 6 (new) in district through 1980.

5-0 PLAN

ELECTION TIMING:

County executive and two districts elected one biannium.

Three districts elected other biannium.

TRANSITION:

Position 1 continues as county executive through 1982.

Positions 3 and 5 continue in districts through 1982.

Positions 2, 4 and 6 serve in districts through 1980.

From the desk of . . .

Monday 17<sup>th</sup>  
April

John R. Faust, Jr.

Julie,

Mr. Faust wants  
to keep the copy  
of the Washington  
County Charter. He  
said you should get  
some more.

Thanks.

6 extra ordered  
copies  
3/31/78

peggy  
3/30/78

Wash Co - 648-8611

DISTRICTING SUBCOMMITTEE

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*copy for del -*

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Robert D. Scholz  
William D. Williams  
James W. Winters

Julie Keller Gottlieb  
Administrative Secretary

March 30, 1978

Mr. Robert A. Burkholder  
218 S.W. Jefferson  
Portland, OR 97201

Mr. Norman L. Lindstedt  
540 Harrison Square  
Portland, OR 97201

Mr. Jay K. Owen  
Kaiser Hospital  
1500 S.W. First Avenue  
Portland, OR 97201

Mr. Robert D. Scholz  
5716 S.W. Kelly Avenue  
Portland, OR 97201

Gentlemen:

The following is a proposal for our subcommittee.

Preliminary Thoughts:  
The Problem

The arguments for districting center around these basic ideas:

(1) District representatives will give citizens of various areas someone to go to as their representative, someone more responsive to concerns of particular areas.

(2) A smaller constituency will make office holders more responsive.

(3) A smaller constituency makes it easier for newcomers to enter county politics.

The arguments against districting center around these basic ideas:

(1) Districting makes for parochial representation, that is, commissioners who are concerned with local concerns rather than the big picture.

Mr. Robert A. Burkholder  
Mr. Norman L. Lindstedt  
Mr. Jay K. Owen  
Mr. Robert D. Scholz  
March 30, 1978  
Page 2

(2) Districting promotes "log-rolling," vote-trading; budgets and services will tend to be apportioned on district lines rather than real need.

There are other arguments, but those appear to be the main ones.

#### An Approach

I still feel our main mission is to put an end to this disruptive and expensive series of initiatives by giving the voters a fair shot at their basic concerns, unconfused by partisanship or personalities. I believe we should submit a districting plan which addresses the concerns of the proponents while accommodating as much as possible the objectives of the opponents of districting.

I propose a commission combining:

(1) Representatives of districts which are large enough to warrant individual representation and few enough in number that the proportionate "clout" of each district representative will be significant, and

(2) At large representatives in sufficient number to effectively discourage "log-rolling" and government on a purely regional basis.

#### Proposal

(1) Chairman. Non-voting, chief executive, elected at large, perhaps with veto power (five votes to override).

(2) Three at large commissioners, full time.

(3) Four district commissioners, part time, quarter salary.

The districts would be as shown on the attached map.

Mr. Robert A. Burkholder  
Mr. Norman L. Lindstedt  
Mr. Jay K. Owen  
Mr. Robert D. Scholz  
March 30, 1978  
Page Three

### Discussion

Too many districts means too little clout for district representatives. Larger districts encompass varying kinds of neighborhoods, social and economic classes. The makeup of this county is such that social and economic disparities within each district (if that is bad) are unavoidable; districts could be made socially and economically homogeneous only by creating so many districts that representation would be diluted and voter acceptance of the package would be unlikely.

A district commissioner with one-seventh of the voting power on budgets, departmental administration and other legislation will have sufficient clout to give effective representation to his district both as a legislator, and as a "case worker," that is, someone to present citizen grievances to county administrative officials. Insofar as that commissioner is concerned, the voting power of neighborhood associations and individuals is quadrupled, and the commissioner is four times as vulnerable to recall or a successful challenge at the polls. Districts of the proposed size would have adequate and responsive representation, both in legislation and day-to-day government.

The proposed districts follow present legislative district lines; our investigation indicates that this is virtually mandated by legal and practical requirements. The north-south division of the two eastern districts gives east county voters dominant influence in one district and significant impact in the other eastern district. I believe this impact is justifiable because county government is most significant in east county; the remainder of the county is largely in the city of Portland.

Log-rolling and government on a purely regional basis will be highly difficult because three of the seven commissioners and the chairman (who would retain his executive powers and could also be given a veto) are elected at large. The at-large commissioners, besides giving balance, also serve a real need for full-time officials who can handle responsibilities to the county at large.

The district representatives can do the job on a part-time basis, particularly if we leave the commission a strictly legislative body, as I recommend. Also, enlarging the number of full-time commissioners would no doubt generate voter opposition. Replacing one full-time commissioner with four part-time commissioners at one-quarter salary adds nothing to the salary expense borne by the taxpayers.

Mr. Robert A. Burkholder  
Mr. Norman L. Lindstedt  
Mr. Jay K. Owen  
Mr. Robert D. Scholz  
March 30, 1978  
Page Four

As you know, the above is similar to what Washington County has now. One major difference is that I propose a complete separation of the legislative and executive functions. We have heard some pretty convincing testimony that this is a good idea.

#### Other Considerations

If we take this or a similar approach, there are some other questions we should consider:

(1) As above, should the chairman have a veto? This districting plan can stand on its own feet without that, but it could add a good balancing factor to the legislative-executive separation.

(2) Should the proportionate number of votes to make departmental changes (Section 6.40) be reduced? That now requires four votes out of five, which in most cases will mean all commissioners but the chairman. Perhaps five of seven, without the chairman voting, would make the departments even more responsive to the commission.

(3) How do we redistrict after the census? Washington County has a good procedure on this, and perhaps we could delegate this authority to the three at-large commissioners, with a mandate to stay as close as practical to present lines.

(4) Which of the present full-time positions is abolished? Assume that this would become effective for the terms beginning after the 1980 election. Perhaps the fairest way would be to take the most junior commissioner, make him/her the representative of the district in which that commissioner lives, beginning January 1981, and give that commissioner the option to transfer to one of at-large positions if by 1980 it becomes vacant or the incumbent elects not to run in 1980.

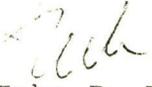
(5) Should we include a proposal as to terms in the package? For example, we might want to provide that the chairman and/or at-large commissioners serve four years while the district representatives serve only two.

Mr. Robert A. Burkholder  
Mr. Norman L. Lindstedt  
Mr. Jay K. Owen  
Mr. Robert D. Scholz  
March 30, 1978  
Page Five

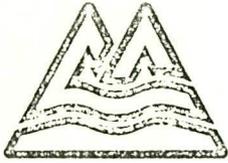
(6) Should district representatives be required to live in their district?

Please think over the above and let's talk about it Friday.

Best personal regards to all,

  
John R. Faust, Jr.  
Chairman

JRF:peg  
Enclosure  
cc Julie Keller Gottlieb



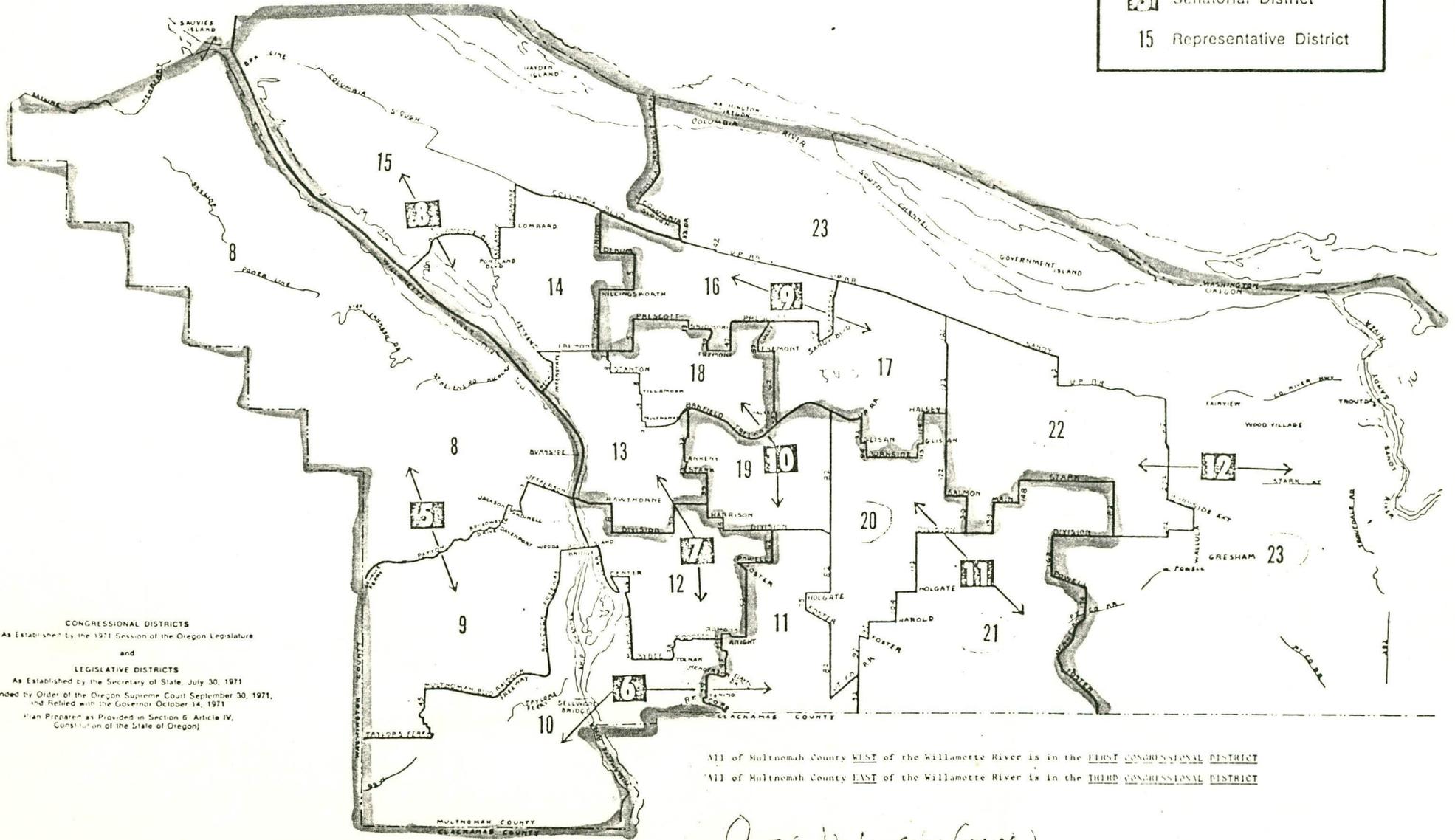
MULTNOMAH COUNTY ELECTION PRECINCTS

MULTNOMAH COUNTY OREGON

PRIMARY  
1978

KEY

	Senatorial District
15	Representative District



CONGRESSIONAL DISTRICTS  
As Established by the 1971 Session of the Oregon Legislature  
and  
LEGISLATIVE DISTRICTS  
As Established by the Secretary of State, July 30, 1971  
Amended by Order of the Oregon Supreme Court September 30, 1971,  
and Relied with the Governor, October 14, 1971.  
Plan Prepared as Provided in Section 6, Article IV,  
Constitution of the State of Oregon.

All of Multnomah County WEST of the Willamette River is in the FIRST CONGRESSIONAL DISTRICT  
All of Multnomah County EAST of the Willamette River is in the THIRD CONGRESSIONAL DISTRICT

*O - outside city (mostly)*

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4/10/78

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Julie Keller Gottlieb,  
Administrative Secretary

## SUMMARY OF PROPOSAL--DISTRICTING SUBCOMMITTEE

(1) Three full-time commissioners, elected at large. The incumbents in current positions 2, 3 and 4 at the time this amendment becomes effective will continue to serve as full-time commissioners for the remainder of the terms to which they were last elected and will be designated as holders of commission positions 5, 6 and 7.

(2) Four part-time commissioners (quarter salary), elected from districts as shown on the attached map, positions 1 through 4. Necessary adjustments would be made so that the terms (four years) would be staggered. Residence in the district would be required.

(3) Full-time chairman, elected at large, serving as chief executive. Would preside, non-voting, over commission meetings, and would have veto power (five votes to override). The incumbent in current position 1 at the time this amendment becomes effective will continue to serve as chairman for the remainder of the term for which he/she was last elected.

(4) All terms will be four years, except for initial terms of two district commissioners, which will be adjusted so as to start a staggered rotation.

(5) Departmental changes (see § 6.40 of the Charter) can be made upon the vote of five of the seven commissioners.

(6) Redistricting after the 1980 census will be done by the Auditor after report from the elections division. The Charter will mandate that re-districted boundaries be as close as reasonably possible to the lines established by the amendment.

(7) The Charter will provide that the at large full-time commissioners will monitor the operations of the executive departments and hold all positions on inter-governmental bodies and similar groups which require or invite representation from the board.

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## DISCUSSION

### THE PROBLEM AND OUR GENERAL APPROACH

Public testimony and the results of the last two elections indicate that there is substantial and persistent demand for district representatives. Districting is perceived as providing representatives who will be more responsive to neighborhoods and individuals, and making it easier and less expensive for newcomers to run for county office.

On the other hand, there is substantial and persistent opposition to districting on the ground that it will make for parochial representation, "log-rolling," and apportionment of budgets and services on district lines rather than on the basis of real need.

Our objectives are to improve county government and end this controversy and the disruptive and expensive series of initiatives by submitting to the voters a districting plan which addresses the concerns of the proponents of districting while accommodating the objections of the opponents. We are trying to achieve these objectives by presenting a plan which we think not only makes good sense, but is capable of staying afloat in the political seas in which it will be launched. We propose a balanced commission, quite similar to Washington County's, combining:

(1) Representatives of districts which are large enough to warrant individual representation and few enough in number that the proportionate "clout" of each district representative will be significant, and

(2) at large representatives in sufficient number to effectively discourage "log-rolling" and government on a purely regional basis.

### WHY FOUR DISTRICTS?

Too many districts means too little "clout" for district representatives; too few districts dilutes the responsiveness of the district representative to his constituency. Four districts seems a good balance of those competing considerations. A district

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commissioner with one-seventh of the voting power on budgets, departmental administration and other legislation will have sufficient clout to give effective representation to his district both as a legislator, and as a "case worker," that is, someone to present citizen grievances to county administrative officials. Also, commissioners from the districts should be responsive because, insofar as each commissioner is concerned, the voting power of neighborhood associations and individuals is quadrupled, and the commissioner is four times as vulnerable to recall or a successful challenge at the polls. Therefore, four districts would provide representatives with a substantial amount of clout and a high degree of responsiveness to their constituencies.

Four districts also balances evenly with three at large commissioners and an at large chairman.

Finally, we have determined that legal and practical requirements virtually compel us to follow existing legislative district boundaries. There are sixteen legislative districts in this county, so we can follow existing boundaries only by using a number divisible into sixteen. We think two districts is too few and eight too many.

## WHY ARE THE DISTRICT REPRESENTATIVES PART TIME?

There is a need for full-time commissioners, but we see no need for seven full-time commissioners, and the voters would likely not support such an expansion of the board. Replacing one full-time commissioner with four part-time commissioners at one-quarter salary adds nothing to the salary expense borne by the taxpayers.

The district representatives can do the job on a part-time basis, particularly if the commission is a strictly legislative body, as we recommend. We contemplate that the district representatives will be "citizen" legislators, people who live and work in their districts, much as is the case with the Oregon legislature and other county commissions. District commissioners will not be saddled with quasi-administrative responsibilities

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Administrative Secretary

such as membership on inter-governmental panels, liaison with county departments, etc. They will concentrate on voting and representing their districts.

## WHY THREE AT LARGE FULL-TIME COMMISSIONERS?

The main fear of opponents of districting centers around "log-rolling" and apportionment of government resources on a strictly regional basis. Three at large commissioners and an at large chairman with a veto power make this virtually impossible. District interests will be well represented, but not dominant over the interests of the county at large.

Further, the at large commissioners will fill a real need for full-time professional representatives who deal with county-wide concerns. The Charter will provide that they must monitor executive departments, much as congressional committees watch over federal agencies. They will also fill positions on various official and unofficial agencies and groups which appoint representatives from the county board. Commissioners will not be given administrative responsibilities. We want them to monitor the departments at arms' length, not to acquire vested interests in individual departments or "lobby" for bigger budgets for their "own" departments.

Finally, this has the practical advantage of keeping the present elected incumbents in office. This facilitates an orderly transition from the present form of government to the new, and precludes suspicions and accusations that the amendment is a subterfuge to "get" commissioners who have been fairly elected by the entire county. Such suspicions generated much of the opposition to the 1976 amendments.

## WHY SEPARATE THE CHAIRMAN FROM THE LEGISLATIVE PROCESS?

This concept has considerable support, and, of course, precedent in both our federal and state governments. The main objective is balance. The chairman would continue with his present executive powers, with the commission balancing that power with its legislative powers, particularly its budget control. Giving the seven commissioners sole legislative power should encourage them

# MULTNOMAH COUNTY CHARTER REVIEW COMMITTEE

401 Wilcox Building, 506 S.W. 6th Avenue  
Portland, Oregon 97204 · 227-1631

John R. Faust, Jr., Chairman  
Robert A. Burkholder  
Del Greenfield  
Jean Haliski

Terry Hannon  
Kenneth Innis  
Norman Lindstedt  
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Page 5

Julie Keller Gottlieb,  
Administrative Secretary

to exercise initiative. We propose enhancing the responsiveness of the executive departments to the commission by amending § 6.40 to provide that five of the seven commissioners may alter the departmental structure, including abolishing a department. The present requirement is four of five, which as a practical matter in most cases would require all votes but the chairman. Of course, giving the chairman a veto concerns him with the legislative process, and we see no reason at this time to strip him of the title of chairman or the function of presiding, non-voting, over commission meetings. That contact should be healthy.

## WHY FOUR YEAR TERMS?

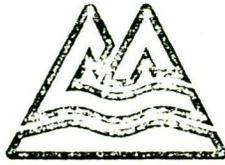
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## HOW WERE THE DISTRICT BOUNDARIES SELECTED?

As aforesaid, we are following existing legislative district lines. The north-south division of the two eastern districts gives East county voters dominant influence in one district and significant impact in the other Eastern district. This impact is justifiable because county government is most significant in East county; the remainder of the county is largely in the city of Portland. The districts encompass varying kinds of neighborhoods, social and economic classes. The makeup of this county is such that social and economic disparities within each district (if that is bad) are unavoidable; districts could be made socially and economically homogeneous only by creating so many districts that representation would be diluted and voter acceptance of the package would be unlikely.

## HOW WILL DISTRICT LINES BE REDRAWN?

The county will have to redistrict after the 1980 census. We will have provisions similar to those of Washington County, whereby the chief elections officer submits proposed redistricting. We will provide that the final redistricting will be done by the county auditor. We will also mandate that new district lines must follow previous lines as close as reasonably possible.



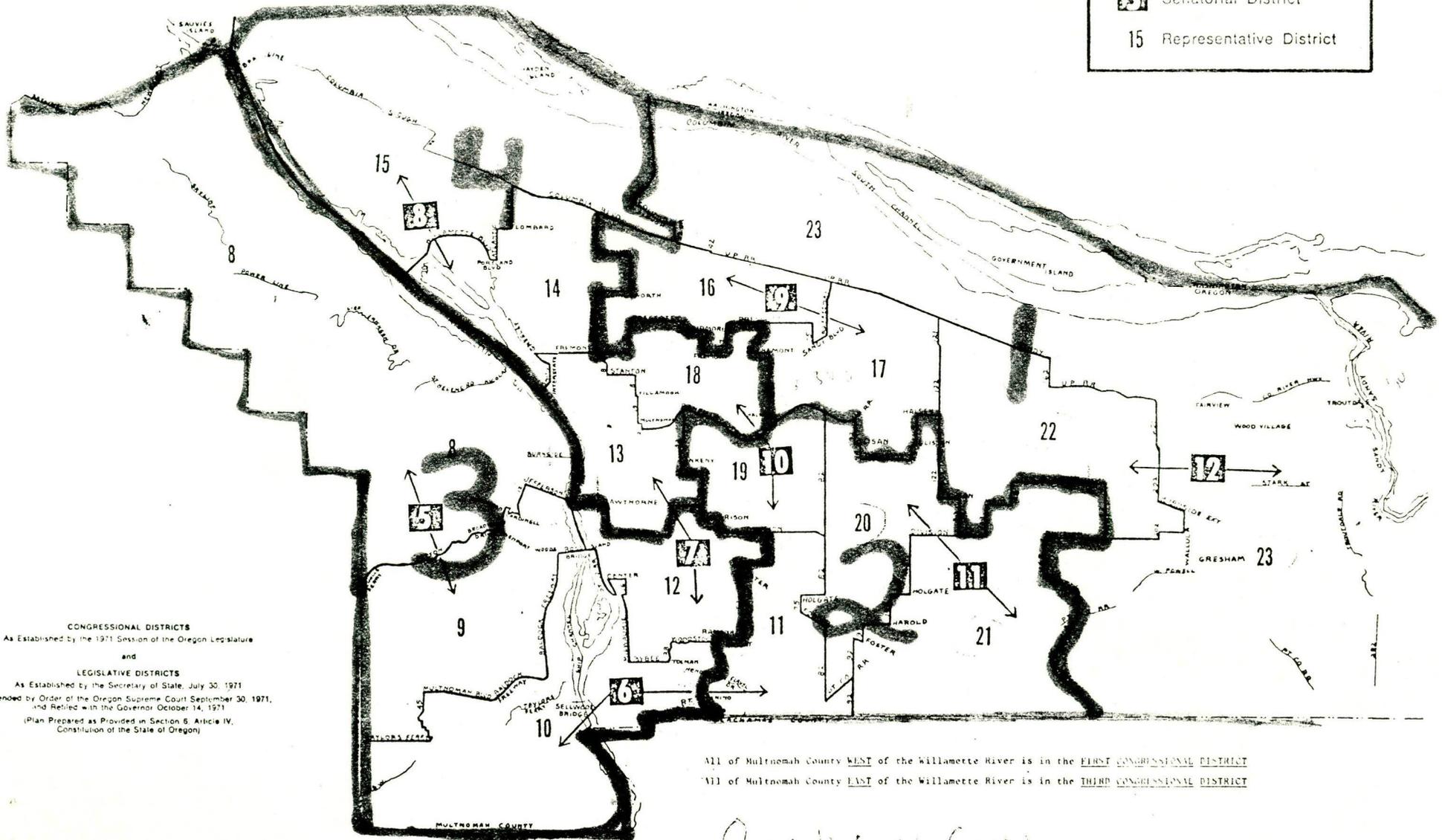
MULTNOMAH COUNTY ELECTION PRECINCTS

# MULTNOMAH COUNTY OREGON

# PRIMARY 1978

KEY

<b>51</b>	Senatorial District
15	Representative District



**CONGRESSIONAL DISTRICTS**  
As Established by the 1971 Session of the Oregon Legislature  
and  
**LEGISLATIVE DISTRICTS**  
As Established by the Secretary of State, July 30, 1971  
Amended by Order of the Oregon Supreme Court September 30, 1971,  
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(Plan Prepared as Provided in Section 6, Article IV,  
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All of Multnomah County WEST of the Willamette River is in the FIRST CONGRESSIONAL DISTRICT  
All of Multnomah County EAST of the Willamette River is in the THIRD CONGRESSIONAL DISTRICT

*0 - outside city limits*

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Administrative Secretary

## SUMMARY OF PROPOSAL--DISTRICTING SUBCOMMITTEE

(1) Three full-time commissioners, elected at large. The incumbents in current positions 2, 3 and 4 at the time this amendment becomes effective will continue to serve as full-time commissioners for the remainder of the terms to which they were last elected and will be designated as holders of commission positions 5, 6 and 7.

(2) Four part-time commissioners (quarter salary), elected from districts as shown on the attached map, positions 1 through 4. Necessary adjustments would be made so that the terms (four years) would be staggered. Residence in the district would be required.

(3) Full-time chairman, elected at large, serving as chief executive. Would preside, non-voting, over commission meetings, and would have veto power (five votes to override). The incumbent in current position 1 at the time this amendment becomes effective will continue to serve as chairman for the remainder of the term for which he/she was last elected.

(4) All terms will be four years, except for initial terms of two district commissioners, which will be adjusted so as to start a staggered rotation.

(5) Departmental changes (see § 6.40 of the Charter) can be made upon the vote of five of the seven commissioners.

(6) Redistricting after the 1980 census will be done by the Auditor after report from the elections division. The Charter will mandate that re-districted boundaries be as close as reasonably possible to the lines established by the amendment.

(7) The Charter will provide that the at large full-time commissioners will monitor the operations of the executive departments and hold all positions on inter-governmental bodies and similar groups which require or invite representation from the board.

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## DISCUSSION

### THE PROBLEM AND OUR GENERAL APPROACH

Public testimony and the results of the last two elections indicate that there is substantial and persistent demand for district representatives. Districting is perceived as providing representatives who will be more responsive to neighborhoods and individuals, and making it easier and less expensive for newcomers to run for county office.

On the other hand, there is substantial and persistent opposition to districting on the ground that it will make for parochial representation, "log-rolling," and apportionment of budgets and services on district lines rather than on the basis of real need.

Our objectives are to improve county government and end this controversy and the disruptive and expensive series of initiatives by submitting to the voters a districting plan which addresses the concerns of the proponents of districting while accommodating the objections of the opponents. We are trying to achieve these objectives by presenting a plan which we think not only makes good sense, but is capable of staying afloat in the political seas in which it will be launched. We propose a balanced commission, quite similar to Washington County's, combining:

(1) Representatives of districts which are large enough to warrant individual representation and few enough in number that the proportionate "clout" of each district representative will be significant, and

(2) at large representatives in sufficient number to effectively discourage "log-rolling" and government on a purely regional basis.

### WHY FOUR DISTRICTS?

Too many districts means too little "clout" for district representatives; too few districts dilutes the responsiveness of the district representative to his constituency. Four districts seems a good balance of those competing considerations. A district

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Page 3

commissioner with one-seventh of the voting power on budgets, departmental administration and other legislation will have sufficient clout to give effective representation to his district both as a legislator, and as a "case worker," that is, someone to present citizen grievances to county administrative officials. Also, commissioners from the districts should be responsive because, insofar as each commissioner is concerned, the voting power of neighborhood associations and individuals is quadrupled, and the commissioner is four times as vulnerable to recall or a successful challenge at the polls. Therefore, four districts would provide representatives with a substantial amount of clout and a high degree of responsiveness to their constituencies.

Four districts also balances evenly with three at large commissioners and an at large chairman.

Finally, we have determined that legal and practical requirements virtually compel us to follow existing legislative district boundaries. There are sixteen legislative districts in this county, so we can follow existing boundaries only by using a number divisible into sixteen. We think two districts is too few and eight too many.

## WHY ARE THE DISTRICT REPRESENTATIVES PART TIME?

There is a need for full-time commissioners, but we see no need for seven full-time commissioners, and the voters would likely not support such an expansion of the board. Replacing one full-time commissioner with four part-time commissioners at one-quarter salary adds nothing to the salary expense borne by the taxpayers.

The district representatives can do the job on a part-time basis, particularly if the commission is a strictly legislative body, as we recommend. We contemplate that the district representatives will be "citizen" legislators, people who live and work in their districts, much as is the case with the Oregon legislature and other county commissions. District commissioners will not be saddled with quasi-administrative responsibilities

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such as membership on inter-governmental panels, liaison with county departments, etc. They will concentrate on voting and representing their districts.

## WHY THREE AT LARGE FULL-TIME COMMISSIONERS?

The main fear of opponents of districting centers around "log-rolling" and apportionment of government resources on a strictly regional basis. Three at large commissioners and an at large chairman with a veto power make this virtually impossible. District interests will be well represented, but not dominant over the interests of the county at large.

Further, the at large commissioners will fill a real need for full-time professional representatives who deal with county-wide concerns. The Charter will provide that they must monitor executive departments, much as congressional committees watch over federal agencies. They will also fill positions on various official and unofficial agencies and groups which appoint representatives from the county board. Commissioners will not be given administrative responsibilities. We want them to monitor the departments at arms' length, not to acquire vested interests in individual departments or "lobby" for bigger budgets for their "own" departments.

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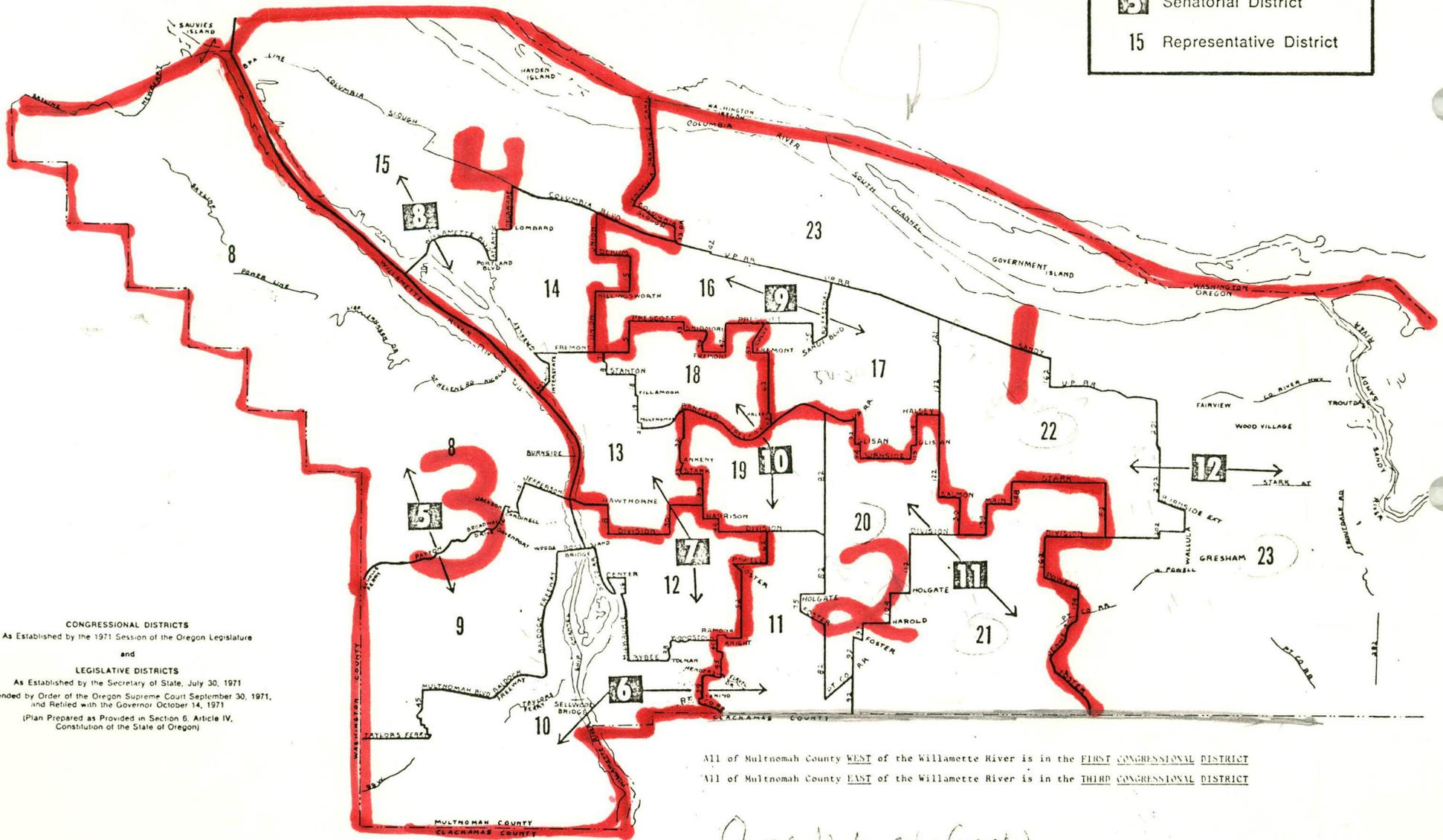
# MULTNOMAH COUNTY OREGON

## PRIMARY 1978

KEY

 Senatorial District

 Representative District



CONGRESSIONAL DISTRICTS  
As Established by the 1971 Session of the Oregon Legislature  
and  
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All of Multnomah County EAST of the Willamette River is in the THIRD CONGRESSIONAL DISTRICT

*0 - outside city (mostly)*

4/10/78

DISTRICTING PROPOSAL (PRELIMINARY) SENT TO:

All Committee Members -4/6/78

- Mr. Moshe Lenske  
Democratic Party of Mult. Co.  
Dekum Building  
Portland, OR 97204
- Mr. Ray Phillips  
2226 S. E. 142nd  
Portland, Or 97233
- Ms. Carol Nielsen  
Gresham Chamber of Commerce  
P.O.Box 696  
Gresham, OR 97030
- Mr. Ned Look  
Oregon Community Foundation  
1110 Yeon Bldg.  
Portland, Oregon 97204
- Mr. Richard Botteri  
Davies Biggs et. al  
900 S. W. 5th, 22nd Floor  
Portland, Or 97204
- Mr. Glenn Otto  
1225 East Columbia  
Troutdale, OR 97060
- Mr. Vern Cook  
519 N. E. 4th  
Gresham, OR 97030
- Mr. Tony Kneidek  
The Gresham Outlook  
P. O. Box 678  
Gresham, OR 97030
- Mr. Jerry Tippens & Ms. Diane Carman  
The Oregon Journal  
1320 S. W 1Broadway  
Portland, Oregon 97201
- Mr. Bill Hilderbrand & Rod Patterson  
The Oregonian  
1320 S. W. Broadway  
Portland, OR 97201
- Commissioner Mosee
- Commissioner Corbett
- Commissioner Roberts
- Commissioner Clark
- Commissioner Buchanan  
Multnomah County Court House  
Portland, Oregon
- Ms. Anne Porter  
League of Women Voters  
610 Dekum Bldg.  
519 S. W. Third  
Portland, OR 97204
- Ms. Judy Keltner  
League of Women Voters  
-same as above-
- Mr. Bob Hocks  
Chairman, Republican Central Committee  
of Multnomah County  
519 S. W. Park  
Portland, Oregon 97204
- Ms. Peggy Eckton, Quadrant Advisor  
4610 S. E. Belmont  
Portland, OR
- Mr. John Miller, Quadrant Advisor  
3807 N. E. Union  
Portland, Oregon
- Ms. Kathy Pallari, Quadrant Advisor  
12240 N. E. Glisan  
Portland, Oregon
- Ms. Gerry Newhall, Quadrant Advisor  
426 S. W. Stark  
Portland, Or
- The Honorable George Joseph  
Oregon Court of Appeals  
Salem, Oregon 97310
- Mr. Richard Roberts  
Attorney at Law  
3317 First National Bank Tower  
Portland, Oregon 97201
- Mr. Tom Dennehey  
16421 N.E. Holladay  
Portland, Oregon
- Dr. Ronald Cease, PSU, MPA Program  
P. O. Box 751  
Portland, Oregon 97207
- Mr. A. McKay Rich  
Washington Park Zoo  
4001 S. W. Canyon Rd.  
Portland, OR.
- Mr. Ken Tollenaar  
U of O  
Bureau of Governmental Research & Service  
Eugene, Or.

# MULTNOMAH COUNTY CHARTER REVIEW COMMITTEE

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James W. Winters

Julie Keller Gottlieb,  
Administrative Secretary

April 7, 1978

Mr. Jerry Tippens  
The Oregon Journal  
1320 S. W. Broadway  
Portland, Oregon 97201

Dear Jerry:

Enclosed is a draft of a preliminary proposal of the Districting Subcommittee. This, or something like it will be presented to the full Committee on April 24th. The full Committee will then act on it during meetings the month of May. I must emphasize that no final decision has been made and we will make no final decision until sometime in July after further Committee sessions and public hearings.

You have been sent under separate cover a full schedule of our meetings from April through June. Input, in writing or in person would be welcome at any meeting. If you would like to discuss this with me personally, feel free to call me at 226-7321.

Best personal regards.

Sincerely,

John R. Faust, Jr.

JF:jkg  
ENCLOSURE

mailed 4/7/78 - Tippens Hilderbrand  
Carmen Patterson

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Administrative Secretary

April 10, 1978

Mr. Richard Roberts  
Ragen and Roberts, Attorneys at Law  
3317 First National Bank Tower  
Portland, Oregon 97201

Dear Dick:

Enclosed is a draft of a preliminary proposal of the Districting Subcommittee. This, or something like it will be presented to the full Committee on April 24th. The full Committee will then act on it during meetings the month of May. I must emphasize that no final decision has been made and we will make no final decision until sometime in July after further Committee sessions and public hearings.

Would you please check this draft carefully and let me know if there are any legal considerations of which we should be aware. Thank you for your assistance in this matter.

Best personal regards.

Sincerely,

John R. Faust, Jr.

JRF:jkg  
ENCLOSURE

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Julie Keller Gottlieb  
Administrative Secretary

April 10, 1978

The Honorable George Joseph  
Associate Justice  
Oregon State Court of Appeals  
3rd Floor, State Office Building  
Salem, Oregon 97310

Dear George:

Enclosed is the preliminary proposal I spoke to you about.  
Please let me know if you have any further thoughts.

The Committee looks forward to meeting with you on April 20th.

Best personal regards.

Sincerely,

John R. Faust, Jr.

JRF:jkg  
ENCLOSURE

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April 7, 1978

Mr. Larry Mylnechuk  
5329 S. E. 47th Avenue  
Portland, Oregon 97206

Mr. Terry Hannon  
1344 N. E. 137th Avenue  
Portland, Oregon 97230

Re: Charter Review Committee

Dear Larry and Terry:

Enclosed is a copy of the present form of proposal (nothing is etched in granite) of our districting subcommittee. As you can see, and as we expected, there is some overlap with the work of your committees. We have included recommendations on some of the subjects which you are considering because they just seemed inseparable from the districting plan viewed as a whole. Our subcommittee will be meeting again on April 17. I would appreciate any input you can give. I am copying all committee members on this letter and the enclosed.

Best personal regards,

Sincerely,

A handwritten signature in cursive script, appearing to read "John R. Faust, Jr.", written in dark ink.

John R. Faust, Jr.

JF:jkg  
Enclosure  
cc Committee Members

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## REPORT OF THE SUBCOMMITTEE ON DISTRICTING

Attached are the proposal of the districting subcommittee and an alternate proposal which the subcommittee considered, but did not act upon, in its last two meetings.

PROPOSAL

1. The Commission: Seven Commissioners. Three full-time elected at large; four part-time (one-quarter salary), elected from districts as shown on the attached map. District commissioners must reside in their districts.

2. The Chairman: Full-time chief executive, elected at large. Would not vote, but would have a veto (five votes to override).

3. Terms: Four years.

4. Implementation: Incumbents in position 2 (Mosee), 3 (to be elected in November) and 4 (Buchanan) would continue as the three full-time at large commissioners and the incumbent in position 1 (to be elected in November) would continue as the chief executive, all for the remainder of the term to which they were last elected (two years for positions 2 and 4, four years for positions 1 and 3). Present position 5 would be terminated when the four district commissioners take office.

5. Duties: All commissioners would have legislative, quasi judicial and budgetary duties. The full-time at large commissioners would monitor the executive departments and hold all inter-governmental posts. Departmental changes (section 6.40) could be made on vote of five of seven commissioners.

6. Redistricting after 1980: Done by auditor upon report from the elections division. Redistricting must be as close as possible to prior boundaries.

Chairman - present person <sup>etc.</sup> in authority  
Exec. - future " " "



MULTNOMAH COUNTY ELECTION PRECINCTS

# MULTNOMAH COUNTY OREGON

## PRIMARY 1978

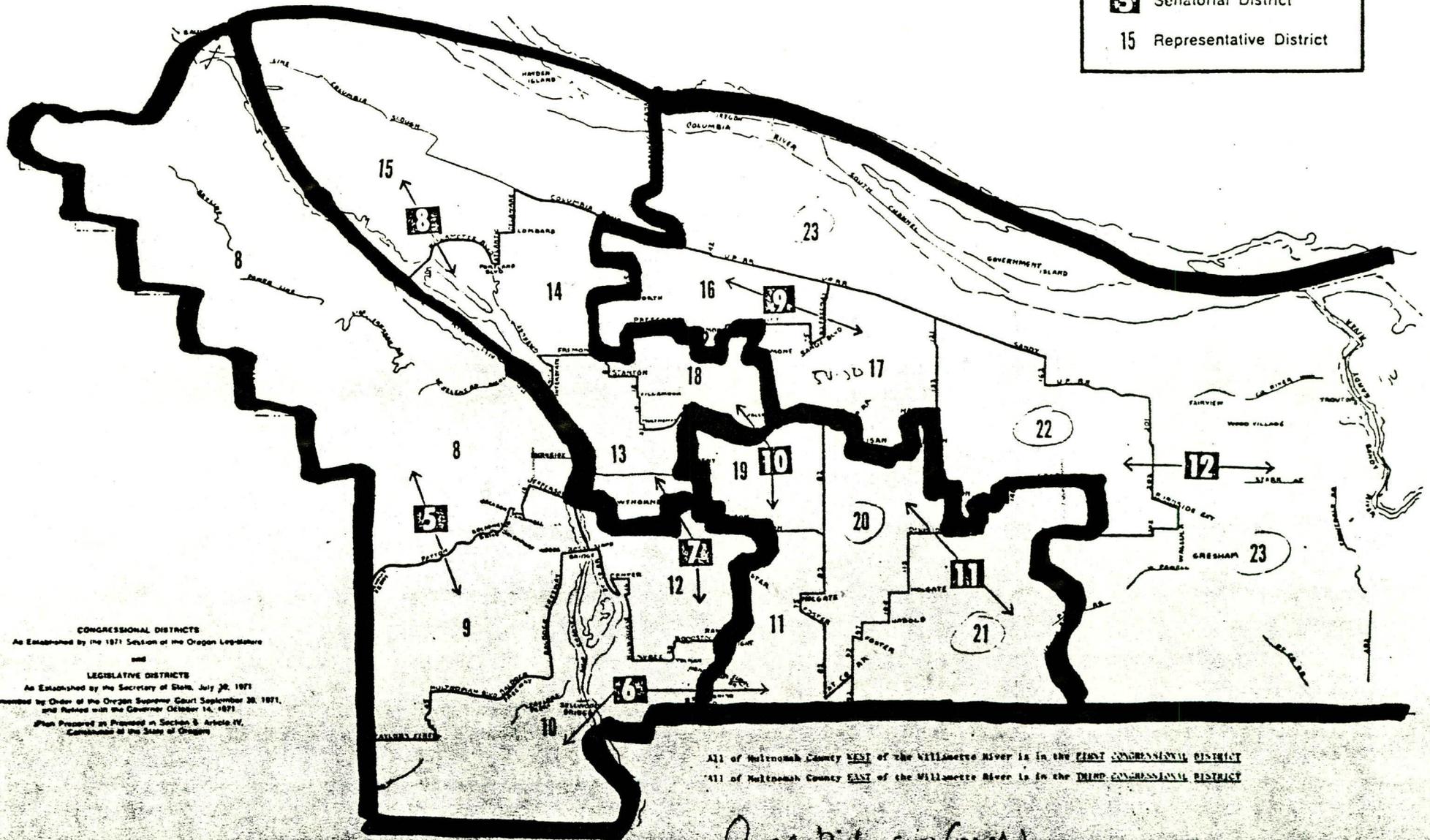
KEY



Senatorial District

15

Representative District



### CONGRESSIONAL DISTRICTS

As Established by the 1871 Session of the Oregon Legislature

and

### LEGISLATIVE DISTRICTS

As Established by the Secretary of State, July 30, 1971

Approved by Order of the Oregon Supreme Court September 28, 1971,

and Ratified with the Governor October 14, 1971.

Plan Prepared as Provided in Section 5, Article IV,  
Constitution of the State of Oregon

All of Multnomah County WEST of the Willamette River is in the FIRST CONGRESSIONAL DISTRICT

All of Multnomah County EAST of the Willamette River is in the THIRD CONGRESSIONAL DISTRICT

*O - outside city limits*

## ALTERNATE

(Note: This proposal, submitted to but not acted upon by the committee, differs from the previous proposal in that there are less commissioners, and all are full-time.)

1. The Commission: Five Commissioners, all full-time. Two elected at large, three elected from districts as shown on the attached map. District Commissioners must reside in their districts.

2. The Chairman: Same as other proposal, but four votes to override a veto.

3. Terms: Four years.

4. Implementation: Incumbents in position 2 (Mosee) and 4 (Buchanan) would continue as at large commissioners and the incumbent in position 1 (to be elected this November) would continue as chief executive, all for the remainder of their elected terms (two years for positions 2 and 4, four years for position 1). The commissioners elected to positions 3 and 5 this November would serve as the representatives of the districts in which they reside for the remainder of their elected terms (four years for position 3, two years for position 5) (if a conflict in residence, the one with the lesser vote would represent the most Westerly remaining district). The remaining district post would be filled by a special election, with an initial two-year term followed by four-year terms thereafter.

5. Duties: Same for all commissioners, four votes (as now) for departmental changes.

6. Redistricting after 1980: Same as other proposal.



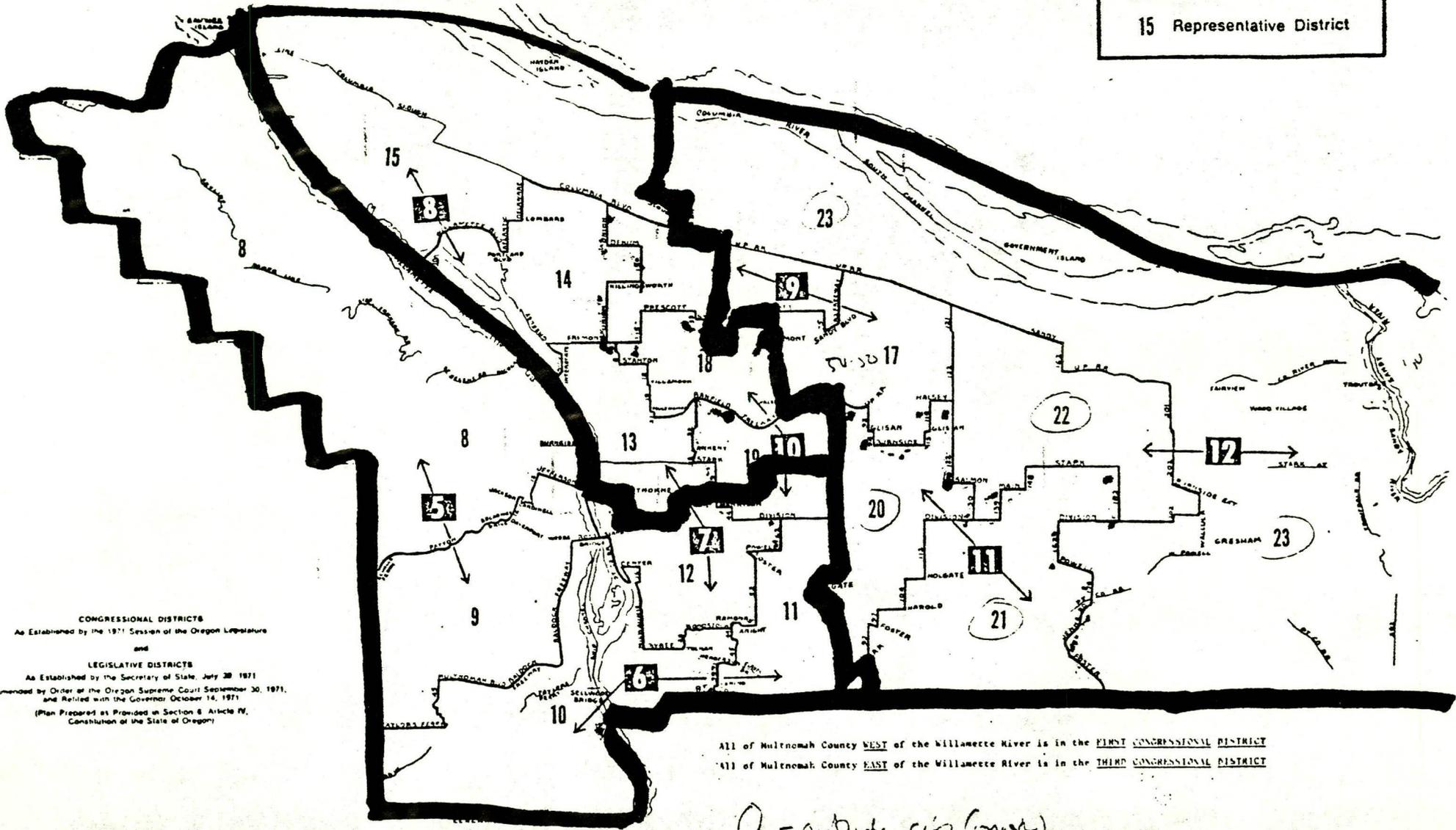
MULTNOMAH COUNTY ELECTION PRECINCTS

# MULTNOMAH COUNTY OREGON

# PRIMARY 1978

KEY

<b>5</b>	Senatorial District
<b>15</b>	Representative District



**CONGRESSIONAL DISTRICTS**  
As Established by the 1971 Session of the Oregon Legislature

**LEGISLATIVE DISTRICTS**  
As Established by the Secretary of State, July 20, 1971  
Amended by Order of the Oregon Supreme Court, September 30, 1971,  
and Relied with the Governor, October 14, 1971.  
(Plan Prepared as Provided in Section 8, Article IV,  
Constitution of the State of Oregon)

All of Multnomah County WEST of the Willamette River is in the FIRST CONGRESSIONAL DISTRICT  
All of Multnomah County EAST of the Willamette River is in the THIRD CONGRESSIONAL DISTRICT

0 - outside city (mostly)