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**CHARTER REVIEW COMMITTEE
IN-PERSON & ZOOM
Wednesday, August 30, 2023, 6:00 PM
Community Auditorium, 1915 Main Street**

Open Meeting: All meetings of the Charter View Committee are open to the public and all persons are permitted to attend any meeting. Information on how the public may address the commission is listed below.

Zoom Link:

<https://us06web.zoom.us/j/87889473786?pwd=UWpmUEJmRlhNMIV3UEtqQVZMcInZz09>

Zoom Meeting ID: Meeting ID: 878 8947 3786 **Passcode:** 440577

COMMITTEE MEMBERS

Isaac Echeverria
Elysha Johnson
Dale Thaler
LaAna Littlefield
Wolanda Groombridge

Bryan Dennis
Tammi McLaughlin
Ashley Driscoll, City Attorney

Adolph Valfre
Tacy Steele
Nina Davis
Kate MacDonald
Joyce Phillips, Staff Liaison

A. 6:00 Call to Order

B. Public Comment: Anyone wishing to speak on an item not on the agenda or on the agenda and not scheduled for a public hearing may be heard. Please limit comments to three (3) minutes or less. State name and address for record. All testimony is electronically recorded. **Zoom Attendees:** Please use the "Raise Hand" option. Please introduce yourself and ask your question or provide your comments.

C. Consent Agenda: Items under the Consent Agenda are considered routine and will be adopted with a single motion, without separate discussion. Council members who wish to remove an item from the Consent Agenda may do so prior to the motion to approve the item(s). Any item(s) removed from the Consent Agenda will be discussed and acted upon following the approval of the remaining Consent Agenda item(s).

1. Approve/review August 16, 2023 Meeting Minutes

D. Additions/Deletions

E. Discussion Items

1. Identify specific concerns with council description (Section 7)
2. City of Forest Grove voter data review
3. Wards compare and contrast
4. Wards pros and cons

F. Reports

N/A

G. Future Agenda Items: Future agenda topics discussed

H. Adjournment

*The public can observe the meetings **LIVE** on **Zoom** or in person in the Community Auditorium.*

ADA Notice: *In accordance with the Americans with Disabilities Act (ADA), the City of Forest Grove will make reasonable accommodations for participation in the meeting. Requests for assistance can be made by contacting the City Recorder's Office, 503-992-3235, at least 48-hours in advance of the meeting.*



A place where families and businesses thrive.

**Charter Review Committee
Meeting Minutes**

**August 16, 2023
Zoom & Community Auditorium**

Minutes are unofficial until approve by CRC.

1. Called to Order

The meeting was called to order at 6:03 PM.

Present: Ashley Driscoll, City Attorney, Joyce Phillips (staff liaison), Isaac Echeverria, Elysha Johnson, Dale Thaler, LaAna Littlefield, Wolanda Groombridge, Bryan Dennis, Tammi McLaughlin, Adolph “Val” Valfre, Kate MacDonald

Absent: Tacy Steele, Nina Davis

2. Public Comment: N/A

3. Consent Agenda: N/A

4. Additions/Deletions: None.

5. Discussion Items

a) Introductions

- A round table of introductions of those present at the meeting occurred.

b) City Charter 101

- City Attorney Ashley Driscoll presented a PPT, reviewing the history of the Charter Review Committee, the City constitution, the responsibilities, and the purpose of the Charter Review. The packet included the FG 2009 Charter, resolution no. 2023-06, the League of Oregon model Charter, and the FG Charter Review Committee Chart.
-
- Ashley suggested keeping emails separate regarding this committee and creating a specific account just for CRC.
- Briefed the committee on public record law, information discussed in this forum may not be discussed outside of public meetings

c) Review Council's Expectations of the CRC:

- City Attorney Ashley Driscoll presented the recommended focused topics:
 - o Term limits
 - o Wards or districts for voting
 - o Duties of the Council President
 - o City Manager residency requirement

d) Selection of Chair (and Vice-Chair)

- City Attorney Ashley Driscoll explained the roles and responsibilities of the Chair and Vice-Chair positions. The Chair will be responsible for running meetings and assisting with planning and research. The Vice-Chair will step in place should the Chair not be present. Discussion ensued, and Ashley opened nominations. Val Valfre was nominated but declined due to personal reasons. Wolanda Groombridge motioned Dale Thaler and Dale suggested possibly LaAna Littlefield or Wolanda Groombridge as chair. Elysha Johnson asked to be considered for the Chair position. Kate moved to nominate Elysha Johnson, Tammi McLaughlin seconded. Val Valfre offered to Vice-Chair, in Elysha's absence. Motioned and seconded. Ashley will follow up with these recommendations to the Mayor.

e) Additional Areas for Review

- Section 31 – Vacancies (Section 31(b)(A))
- Section 12 – Quorum
- Section 29 - Terms
- Suggested that we propose a housekeeping amendment to clean up grammar and capitalization in the Charter document
- Section 7 - Council
 - o Wards or districts for voting

f) Meeting Schedule

- Discussed the best days for the meetings and the length of the gathering. Agreed that meeting time should be 1.5 hours and held twice a month.
 - o Focused topics for the next meeting:
 - Geographic representation
 - Review of Bend model

- Wards/Districts
- Council Concerns

6. Adjournment and Announcement of Next Meeting: The meeting adjourned at 7:43 p.m. The next CRC meeting will be held on Wednesday, August 30, 2023, at 6:00 p.m. Additional meeting dates were decided for September 13 and 27, 2023.

Respectfully submitted,
Joyce Phillips, Staff Liaison

CHARTER REVIEW COMMITTEE

WARD SYSTEM REVIEW

Agenda

- Meeting Decorum
 - Round table discussions
 - Name tag method
- Section 7
 - Ward system types
 - Examine resources
 - Round table discussion
 - Should the committee further examine wards as a viable option?
- Next Steps

CHAPTER III

COUNCIL

SECTION 7. COUNCIL The Council consists of a Mayor and six Councilors nominated and elected from the City at large.

Section 7

In Forest Grove, can a greater level of equitable voter representation be achieved through a ward system?

FOREST GROVE DATA

City of Forest Grove	Precinct 339 (East)	Precinct 340 (West)	Precinct 445 (South)
Registered Voters	7,534	8,720	0

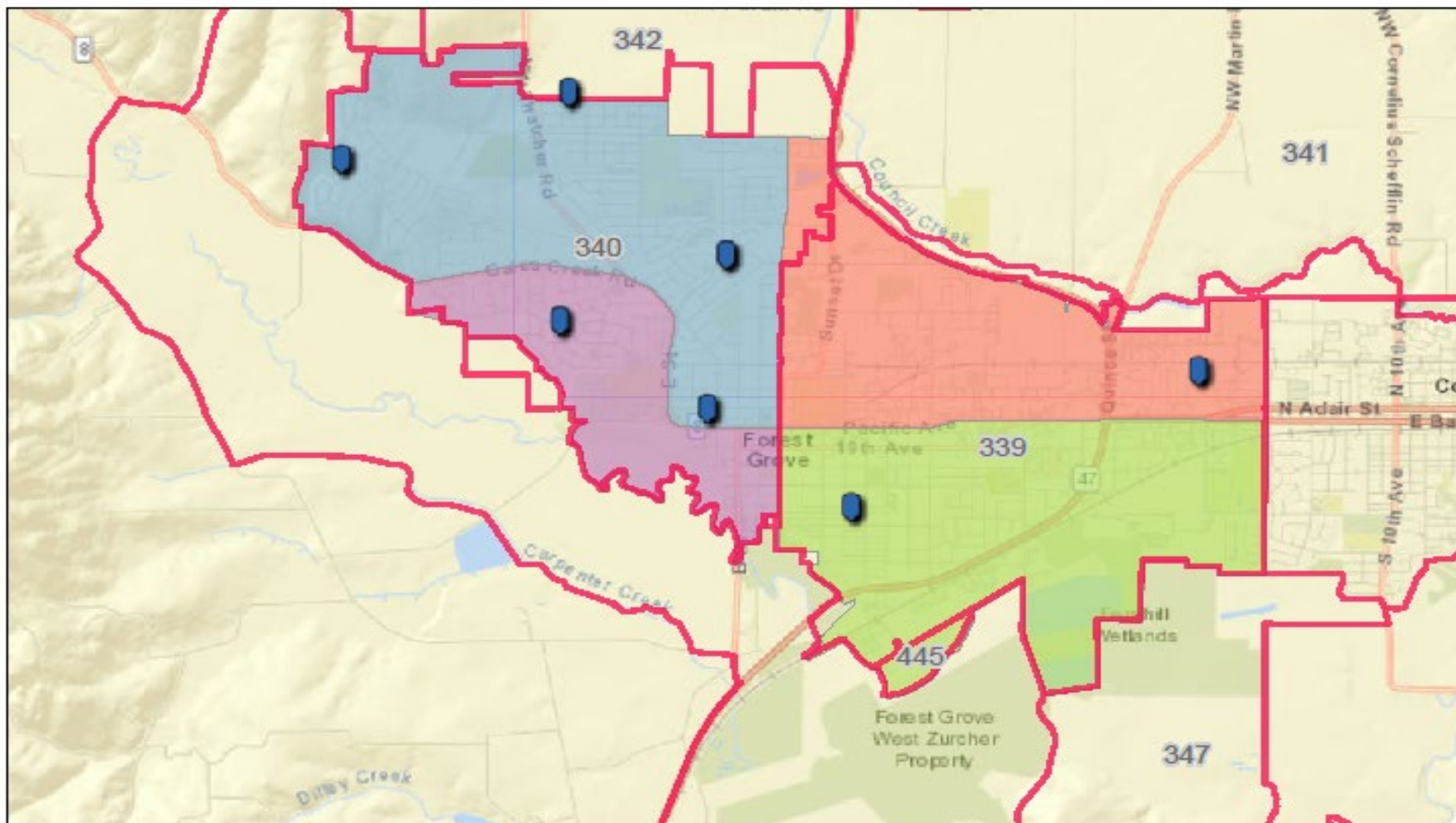
WARD SYSTEM

Committee	NW	NE	SW	SE	Outside
City Councilors & Mayor	4	1	1	1	N/A
Planning Commission	2	1	2	1	1
Budget Committee	3	0	2	1	N/A
Economic Development	1	3	1	1	8
Committee for Community Involvement	5	0	0	0	1

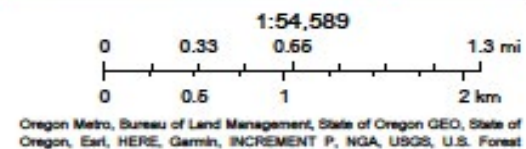
East/West boundary is Main Street

North/South boundary is Pacific Avenue

City Council Geographic Representation



8/23/2023



VOTER TURNOUT BY PRECINCT

Precinct	2019	2020	2021	2022	2023
339	23.25%	37.97%	14.92%	53.4%	10.36%
340	31.25%	50.56%	18.55%	69.3%	12.17%

OREGON CITIES	POPULATION	ELECTED MAYOR	WARDS	AT-LARGE
Portland	641,162	1	0	4
Salem	179,605	1	8	0
Eugene	179,887	1	8	0
Gresham	111,621	1	0	6
Hillsboro	107,299	1	3	3
Beaverton	97,053	1	0	6
Bend	104,649	0	0	7
Medford	85,556	1	4 (2 each)	0
Springfield	61,400	1	6	0
Corvallis	60,956	1	9	0

WARD SYSTEM

PROS

- Wards would elect their own council member, ensuring representation and accountability
- The cost of running for office is significantly reduced (only advertising to the ward)
- Council members would look for residents within their ward to participate in various assignments/committees

CONS

- Every ward may not have strong viable candidates for city council and committee membership
 - In a 4 ward system, there would be ~4,000 voters per ward
- Would a ward system lead to individual city council members only focusing on issues that impact their ward

WARD SYSTEM

- For consideration:
 - Lack of equitable representation across the City
 - Council and City committee positions predominately filled by Westside residents
 - No direct responsibility and accountability for addressing neighborhood issues

Should the Charter Review
Committee consider Wards as a
Viable Option?

Next Steps?

What's next.....

Ward Electoral Systems in Oregon Cities

By John Rehfuss
September 2003

(John Rehfuss is a retired College Professor of Public Management.)

Background

Ever since the earliest municipal reform days, shortly after the 1900's, reformers have been trying to reduce the influence of corrupt politicians who, at one time, controlled most large cities. Most governments then were fragmented and decentralized, and it was simple for "party bosses" to dominate the political landscape, while staying often largely out of sight.

Several reforms blossomed. They were (1) the city manager plan, (2) the short ballot, (the confusing long ballot led voters to rely on the advice of the bosses on contests for trivial posts, like city recorder), (3) at-large elections, (4) civil service reform to prevent politically motivated appointments, and (5) a small council to clarify responsibilities and separate council policy from the manager's professional management of the city. To a lesser degree, the plan also included the recall, should councilors need to be removed from office; and the referendum, whereby citizens could directly propose legislation.

These reforms were aimed at providing middle and upper class citizens with the electoral tools to purify municipal life. Most of these reforms are now routine and are now the "conventional wisdom" of municipal life. In recent years, however, the political pendulum has swung from the rejection of corruption and political advantage to a more complex search for political leadership (a strong mayor) and representation of all groups on the council. This change has affected most parts of the "reform model."

Originally, at-large elections were to eliminate the influence of geographically based politicians. To do this, the at large part of the reform model featured the election of business or other professional people who could gain support from city wide interests and who were not guilty of a "partial" ward view.

At-large elections assumed that "better" kinds of candidates wouldn't emerge from wards, where small or petty issues flourish. For cities to grow and develop, civic affairs needed to be to be run like a business. To assure this happened, the voting public needed to identify and select honest, effective councilors, usually businessmen. This superior type of candidate was usually found only in citywide elections.

This belief was probably true years ago, when cities were first emerging from their dark days Today, however, there's not much evidence that "better kinds" of candidates can only be found through at large elections.

Similar candidates now emerge in similar cities, regardless of the existence of wards. Reh fuss showed this 30 years ago. He found that high status suburbs of Chicago with wards attracted the same type of candidate (similar in social status) that similar suburbs without wards did. Doctors, dentists, and accountants were as attracted to ward seats as their counterparts in non ward cities were attracted to at large posts. So were blue collar workers, truck drivers, and carpenters. The same result occurred in lower economic status suburbs – those with wards drew the same type of candidates as their sister cities with at large elections.(1)

However, this is only part of the question. Some might argue that you may get as many doctors and lawyers from ward as from at large elections, but the ward based doctor or comparable high social status occupations from a ward comes with a narrow view of events shaped by ward experiences and elections revolving around ward issues. “You can take the boy out of the ward” it’s argued, by placing him at a council meeting with at large councilors, but “you can’t take the ward out of the boy,” and he or she will always see ward issues in any citywide issue.

This could be, although one doubts it. Many well governed cities have wards which seem to coexist happily with many other parts of the reform model such as the city manager plan, strong civil service systems, the short ballot, small councils, etc. Indeed, there are a number of advantages that wards have over at large elections, although these advantages presuppose a large city. Ward elections are generally less expensive; ward elections can ensure more minority representation (although certain elections, such a proportional representation or cumulative voting, have the same effect); ward election brings government closer to the voter and increases accountability; ward elections ensure that all areas of the city are represented; ward elections or mixed systems bring flexibility, such as the ability to promise areas to be annexed their own representatives (assuming population limits are reached); and ward elections decrease the chance that several or most members of the council will be from one area.(2)

The Study

This study was to gain information about the operation of ward cities in Oregon and to see if, indeed, ward cities are different from at large cities. I began with the assumption that ward cities are as well run as at large cities, and there is no longer any reason to choose either system over the other, except for particular situations in each city.

The Cities. Twenty two Oregon cities electing all or some of their councilors from wards were selected. The cities were usually selected by reviewing their web pages, although a few were selected by calls to the City Recorder.

I believe that these 22 cities constitute the major share of Oregon cities with wards. They contain 103 wards with 146 councilors. Nine cities had two councilor from each ward, while 13 cities had one councilor per ward. Questionnaires were sent to the 142 councilors with addresses reported to the League of Oregon Cities (LOC). Forty seven, about 33%, were returned. At least one councilor from each city, but Hillsboro, responded, including six of nine in Corvallis (see Table one).

City size varied from 141,000 down to 4,000, with the sample average of about 35,600. There were some small cities, such as Tillamook, Lincoln City, Milton-Freewater and Cottage Grove, all with under 10,000; but, generally, larger rather than smaller cities tended to contain wards.

Responses. Smaller city councilors tended to respond more frequently than their counterparts in larger cities. There were only five respondents from Salem, Eugene, Hillsboro and Medford, the only sample cities over 60,000 population.* There was an average of only 1.25 councilor responses from each of these cities, while councilors in cities under 60,000 averaged 2.3 responses per city. Looking at it another way, 5 of 30 (17%) questionnaires were returned by respondents from the four largest cities, while 42 of 112 (38%) respondent were from the 18 smaller cities. The four smallest cities had a 46% return rate (10 out of 22).

*If one includes Albany, Springfield and Corvallis, the next three largest cities with a population from of 40,000 to 55,000, as large cities; responses are about equal between large and small cities. This is because Albany, with four of six questionnaires returned, and Corvallis, with six of nine questionnaires returned, were the two cities with the highest return rates.

Table 1: Questionnaires Sent and Received

City	Population (2002)	Questionnaires Sent	Questionnaires Received
Albany	42,280	6	4
Astoria	9,790	4	2
Central Point	14,120	5*	1
Corvallis	52,450	9	6
Cottage Grove	8,730	6	3
Eugene	142,380	8	2
Grants Pass	23,870	8	2
Hermiston	14,120	8	2
Hillsboro	78,840	6	0
Klamath Falls	19,680	4*	1
Lebanon	13,110	6	1
Lincoln City	7,420	5*	2
McMinnville	28,200	6	2
Medford	66,090	8	2
Milton-Freewater	6,450	6	2
Newberg	18,750	6	2
Pendleton	16,600	8	2
Roseburg	20,170	8	4
Salem	141,150	8	1
Springfield	53,910	5*	1
Tillamook	4,340	6	3
Woodburn	20,860	6	2

Average: 38,575

Total: 142

Total: 47 (33%)

* In these cities, questionnaires were sent only to councilors on LOC records, which were occasionally incomplete. Thus, there are fewer questionnaires (142) than councilors (146).

Table 2: Electoral Systems by City

City	Wards	Seats/ Ward	<u>Electoral System</u>			Councilors At-Large	Total Councilors
			Wards	At-Large	Both		
Albany	3	2	✓				6
Astoria	4	1	✓				4
Central Point	4	1		✓		2	6
Corvallis	9	1	✓				9
Cottage Grove	4	1		✓*		2	6
Eugene	8	1	✓				8
Grants Pass	4	2		✓			8
Hermiston	4	1		✓		4	8
Hillsboro	3	2					6
Klamath Falls	5	1	✓				5
Lebanon	3	2	✓				6
Lincoln City	3	2	✓				6
McMinnville	3	2	✓				6
Medford	4	2	✓				8
Milton-	3	1			✓	3	6
Newberg	6	1		✓			6
Pendleton	3	2			✓	2	8
Roseburg	4	2	✓				8
Salem	8	1	✓				8
Springfield	6	1		✓			6
Tillamook	6	1	✓**				6
Woodburn	6	1	✓				6

TOTALS: 13 6 2 5 (cities)

* Respondents disagree, the city may have gone to AL in 1998.

** One respondent reported at large elections. City recorder verified ward elections.

Ward Electoral Systems. Ward systems can be complex. Table 2, type of ward elections, (above) shows all arrangements by city. Table 3, type of ward elections, summarizes the electoral system data.

**Table 3:
Type of Ward Elections in Cities**

All Councilors Elected From Wards			Both At-large and Ward Elections	
Elect At-Large	1 Seat/Ward	2 Seats/Ward	All At-large	Ward Elections
3	7	7	3	2

The 17 cities who elect only ward councilors form one group. In this group, three elect ward councilors by a city wide vote and 14 elect councilors by a ward vote, including 10 of the largest 12 cities. Seven of these 14 cities have one councilor from each ward while seven elect two councilors from each ward.

It isn't obvious from the responses why some cities have two, rather than one, councilors from each ward. It could maximize citizen access, since there are two councilors for each area, but it may simply provide a chance for "two bites of the apple," since citizens could play one councilor against other. The choice of two councilors per ward may be simply random, since it occurs equally in small, large and medium sized cities.

The second group is five cities which have two or more at large councilors, in addition to three or four ward councilors. Of these five cities with a "mixed system," three elect all councilors, including ward councilors, at large. Two elect ward councilors from ward voters only. These five cities have a total of 13 councilors at large, and are small, averaging 12,000 in population.

It's not clear what purpose having both at large and ward councilors serves. However, nationally, there is a slight tendency toward adopting these "mixed systems." Renner and DiSantis found, in a 1991 International City Association survey, that these combined systems increased slightly from 1986. Mixed systems, in the 10,000 to 50,000 population range, now include 30% of all cities, compared to at large systems, which fell to about

57%, and ward systems, which remained stable at 12%. The Pacific Coast, including Oregon, had comparatively higher percentages of at large cities. Renner and DiSantis imply that the increase in mixed systems may have been a reaction to Voting Rights challenges to at large systems. (3)

Councilor Views

Does the Ward System Work Well and are Citizens Satisfied? Councilors were asked if the city ward system was working well (W) and if citizens were satisfied with the ward system (S). To W questions they could answer Very successful (1), Moderately successful (2), Not sure (3), Fairly unsuccessful (4), or Very unsuccessful (5). For S questions, they could respond Very satisfied (1), Moderately satisfied (2), Not sure (3), Fairly dissatisfied (4), or Very dissatisfied (5). Most responded very successful or moderately successful to W questions (only four of forty seven gave ratings lower than moderately successful). Likewise, respondents rated S questions very satisfied or moderately satisfied (only one person rated citizen satisfaction lower than moderate). Tables 4 and 5 give the breakdowns for councilors in all cities.

**Table 4:
Ward System Works as Intended**

Very Satisfied	Moderately or less Satisfied
23	24

**Table 5:
Citizen Satisfaction with Ward System**

Very Satisfied	Moderately or less Satisfied
27	20

Councilors believe citizens are satisfied with the ward system to a slightly greater degree than the councilors themselves think the ward system works. This view becomes more pronounced when city size is considered. Tables 6 and 7 divide responses between large cities (population > 40,000, N = seven) and small cities (population < 30,000, N = 15)

Table 6: Ward System works as intended			Table 7: Citizen Satisfaction with ward system		
Ratings	1	2 or lower	Ratings	1	2 or lower
Large City respondents	12	4	Large city respondents	13	3
Small City respondents	11	20	Small city respondents	14	17
Total	23	24	Total	27	20

Respondents in large cities are more likely to be positive about whether the ward system is working as it should, and whether or not citizens are satisfied with the ward system in their cities. One respondent from a large city, Salem, stated “We believe the ward system, in combination with our neighborhood associations, allows for more responsiveness to the concerns of a smaller area and population. Salem is too large and diverse to be knowledgeable about every local concern.” In comparison to Salem, population 139,000, the vast majority of the low rankings occur in smaller cities.

This outcome shouldn’t be surprising. The ward system recognizes smaller, more homogenous districts within a larger area. Thus, large complex cities like Salem or Eugene presumably have wards because a councilor can’t know the whole city. Conversely, in smaller cities (Tillamook or Cottage Grove, for example), councilors can know the whole city well and the city is relatively homogenous. Wards are less important there.

Several respondents from smaller cities also mentioned difficulty in finding good candidates from each ward. “Sometimes we have trouble finding good candidates who are willing to run from specific open wards while too many qualified candidates live in other areas of town but can’t file.” One response from a councilor in a small city where ward councilors were elected at large said “Everyone represents everyone, just makes it harder to get people to run.” Finally, “In smaller towns it can be difficult to find individuals willing and qualified to fill positions. Our council and budget committee are selected by ward.....planning commission is at large”(this latter small city has a ward for every 600 or 700 persons).

In the seven largest cities, ward population ranged from 5,700 to 17,600, while in cities under 10,000 population, the population range was from 600 or 700 to 2,300. These are such large differences that it's not clear that a ward means the same in each city.

Reasons for Wards. Respondents were asked to give the reasons for their city's use of wards. The options were to control campaign costs; keep government closer to the voter; representation of minorities (race, age, gender, etc.); representation of neighborhoods; representation of all views; and representation of all city areas. They could select as many of these choices as they wished. Their first choice was rated six points, a second choice five, a third choice four, down to 0 if the option was not chosen.

Most respondents chose three or four options. Some made as many as six choices, while others made no choices for this question. The highest ranked option by respondents was "representation of all areas in the city," followed closely by "government closer to the voter." Representation of minorities received almost no support, and was the lowest rated choice, with no councilor ranking it higher than fourth. One large city respondent noted "We try to include neighborhood associations in adjusting ward boundaries, but minorities—just luck of the draw....." Either Oregon cities are highly homogeneous or councilors don't perceive groups, such as college students, as minorities.

One councilor wrote, "I would say that our ward system, while theoretically providing a base for representation of diversity on the basis of race, nationality and income class, has not really functioned to insure representation in those areas. I believe that my ward has the highest concentration of minorities and low-income persons but both councilors are Caucasian, self employed, middle class males. Our only Hispanic councilor resides in the ward with the next highest number of those citizens and is not what I would consider "low income."

Campaign costs ranked only fifth overall, but was the only category in Reasons for Wards answers which divided large and small city councilors. For large city councilors, campaign costs were more important. Sixteen large city councilors gave the campaign costs option 28 ½ points, while 31 small city respondents (not all respondents answered this question) only 23 points. Apparently in larger cities, campaign cost are hefty, and creating wards limits them to a smaller portion of the city. One large city councilor responded, "As I understand it, the system was put into place by a citizen vote after many years of control of the council by a special interest (i.e. , Chamber) who could afford citywide campaigns!"

Setting and Changing Ward Boundaries. Councilors were asked about how their ward boundaries were drawn (question 9) and changed (question 10). The options for the method of drawing boundaries were population, neighborhoods, topography, and social characteristics. For how ward boundaries were changed, respondents could choose

between a set schedule, frequently (less than 10 years), ward boundaries are stable, and boundaries are rarely changed.

Most respondents from large cities reported that their city based ward boundaries on population alone, realigning boundaries after each United States census. A fairly small number of these same respondents reported that neighborhoods were also used in setting boundaries. In answering question 10, most large city respondents referred to a set schedule, although some mentioned that boundaries changed frequently while others averred that their boundaries were stable.

Smaller city respondents also emphasized population, with many also noting natural topographical boundaries. A major difference between small city and large city respondents was that most small city councilors (21 of 28 who answered the question) reported either that “Ward boundaries are rarely, if ever changed,” or “Ward boundaries are stable.” Only four large city respondents indicated that boundaries were stable and none said that boundaries rarely changed. Clearly, small cities in Oregon have not experienced the population growth that larger cities have, and have apparently not needed to adjust ward boundaries.

One might get the impression from the responses that setting ward boundaries is a bloodless, routine duty. I doubt this. Boundary changes can be controversial. One councilor wrote “...I believe that the ward system was initiated by the business community to dilute the influence of Senior Estates, a retirement community of about 1,500 homes. Allegedly, it was able to pack (elect to) the City Council with ultra conservative, anti-growth, anti-government, anti tax councilors. For years, ward boundaries were drawn in a way that split Senior Estates among three wards, further weakening it’s influence.”

Selective ward boundary changes are probably more common than respondents admit. One councilor said, “I am on the council because the previous councilor was gerrymandered out of his seat.” However, another respondent wrote “There is one additional criterion (not noted on survey question 10), which I question, namely that no councilor is to be removed out of his or her ward in the reapportionment process.”

Elections. There were some interesting results from question 11, elections. Councilors could reply to six choices in three groups of two questions, each designed to be exclusive. Thus, three marks about elections were expected on each questionnaire returned. This happened in most cases, although many respondents didn’t choose all possible options. Respondents could note (1) that elections were either competitive or low key; (2) that councilors were either generally ousted or reelected, and (3) that ward issues were either important or unimportant in elections.

Respondents indicated that once councilors were elected, they can generally get reelected. Of 47 possible responses, 40 reported that incumbents were generally reelected and only one suggested that incumbents were generally ousted. Fourteen of the possible 16 large city respondents indicated this and 26 of the possible 31 small city respondent also reported this result.

The other results divided respondents. In large cities, seven of 16 possible respondents reported that ward issues were important in elections. This is under half, but it still dwarfs the five councilors (out of 31 possible) from small cities, who reported that ward issues were important in elections. Apparently in small cities, ward issues rarely arise. What purpose, then, do wards serve in small cities? Perhaps, as one small city councilor noted “Rarely is there a ward issue—usually issues are citywide.”

Election competition varied by size of city. Seven of 16 respondents from large cities (not necessarily the same ones who thought ward elections were important) reported elections as competitive, while eight of 16 thought them low key. This is about an equal division. However, only four of a possible 31 small city respondents regarded their elections as competitive, (!) while 21 small city respondents regarded them as low key. Apparently small city elections are rarely competitive. The results are summarized in Table eight.

Table 8: City Elections

	Competitive Elections	Incumbents Reelected	Ward Issues Important
Respondents from larger cities *	7 of 16	14 of 16	7 of 16
Respondents from Small Cities	4 of 31	26 of 31	5 of 31

* The numbers 16 and 31 represent the number of questionnaire returned (some respondents didn’t answer a given election option), so 16 and 31 are maximum possible responses.

The election process wasn’t viewed positively by those few who added comments to their questionnaires. One frustrated large city respondent, who also noted that elections are competitive and incumbents not always reelected, responded “The real question on elections for incumbents is why would one want to run again for a completely thankless job that takes 30 to 40 hours a week? The cost in terms of one’s personal life, personal

finances, and business, are just too great for the little good one hopes (for) or can achieve.”

One small city councilor who reported low key elections, noted “The primary concern of ward elections with me is that some councilors believe they should have favored status; and the ones that cry the loudest over minor issues are the less educated, less financially status, (sic) less socially responsible.”

Summary

This short study of ward cities should shed some light on the ward option for Oregon cities, and perhaps for small cities elsewhere.

1. Cities with under, say, 20,000 population should tread carefully when considering wards. Small city responses didn't strongly endorse wards. Also, there's no evidence that ward issues are generally important or that wards improve political participation, as far as ousting incumbents or having competitive races.

2. Cities should be sure, when creating at large positions in addition to wards, that this hybrid system does not create unexpected problems. While the data does not deal with this issue, at large positions in ward cities don't seem inherently logical. At large elections, with multiple ward councilor slots, might result in a substantial part of the council from one geographic area. They might also create two groups of councilors, at large and ward, with at large councilors having more status since they represent the whole city.

Of course, as Renner and DiSantis imply, mixed systems may protect the city against Voting Rights legal challenges. Also, electing some councilors at large could solve a problem noted by some small city responses, recruiting “qualified” candidates entirely from a ward system.

3. Cities considering ward systems should be sure that those systems will solve problems associated with that system or whether there really are “ward problems.” Remember, only five of 31 possible small city respondents, two from the same city, said that ward issues are important in elections.

4. Perhaps the next step in fully understanding why cities choose the ward form of government is to examine a smaller sample of cities, very large and very small, and by case studies evaluate the ward system's impact, if any, on local elections. The impression left by this preliminary study is that wards are highly functional in large cities, but in small cities may be electoral vestiges long bypassed by time.

Thanks to Stephanie Nixon of the League of Oregon Cities, who was of great assistance in this survey, particularly in selecting the cities.

(1) Rehfuss, John, "Are At-Large Districts Best for Council Manager Cities?" National Civic Review 61 (May, 1972) New York, NY, pp.236-42.

(2) Nalbandian, John, "Comments," Model City Charter Committee, National Civic League, Atlanta, Georgia, (June 21, 2001); Devine, Dan "George of the Jungle," Tucson, AZ Weekly (February 5, 2001); DiSantis, Paul and Irene Vivi, "The Case For Veritas," Santa Monica Mirror Volume 3, Issue 4 (January 20, 2003); "Enforced Democracy," The Niagara Falls Review, (September 16, 1998); Green, Paul, "A tale of two wards, or diversity in one city," Illinois Issues 39 (May, 1991); McDonald Deangelo, "Districts Ahead for Hartselle," The Decatur Journal (September 1, 2002); "Systems for Electing City Government," and "Results of the Survey," City of Vancouver questionnaire, untitled (June, 1996); "The War of the Wards" Niagara Falls Review, (2002); Smyser, Dick "Council Members by district, Council members at large? a 60 year debate," The Oak Ridger (Tenn) Online, (January 16, 2003); Heather McWilliams, "Charter Review Commission wants longer tenure and fewer wards" Newport (Rhode Island) This Week., (April 12, 2001); The Gang of 9, Issues Briefs-Citywide Election of City Councilors (pamphlet) (January 25, 2003); Michael I. Niman, "Doomsday in Buffalo Part 111: Dave Franczyk, Racism and a Divided Council," Politics WNY@aol.com (January 24, 2003), pp. 1-10; Office of the City Clerk, "Ward Boundary Design Policy," City Policy C469, City of Edmonton, Canada, (September 8, 1994); _____, "Governance Issues and Ward Systems," Edmonton, Canada, (April 24, 2003); Amy Bridges, Morning Glories: Municipal Reform in the Southwest, Princeton: Princeton University Press, 1997; DiSantis, Victor "Municipal Management Systems: Administration and Planning", unpublished manuscript, Bridgewater State College, MA, (April 24, 2003.); "Electoral Systems Influence Policy", Idea House, National Center for Policy Analysis, Washington, D.C. (April 28-2003). Note: All works cited in footnote two are from the Internet.

(3) Renner, Tari and Victor DeSantis, "Contemporary Patterns and Trends in Municipal Government Structures," 1993 Municipal Yearbook, International City Management Association, Washington, D.C., p. 67.

M E M O R A N D U M

To: City Council; City Manager

From: Mary A. Winters, City Attorney;

Elizabeth Oshel, Associate City Attorney

Re: Drawing Voting Districts

Date: June 6, 2017

QUESTION

What are the legal requirements for drawing voting districts in the city of Bend?

ANSWER

The City is bound by the U.S. Constitution, federal Voting Rights Act, and Oregon law in determining how to draw any wards or districts for election of city councilors. Cities may set their own rules for electing their city councils, and drawing districts, because Art. XI, § 2 of the Oregon constitution gives the legal voters of every city power to enact and adopt their own charters, through the home rule provisions of the Oregon Constitution. The City must follow the Oregon Secretary of State's directive in creating or redrawing voting districts. Traditional principles of districting such as equal population, compactness, and contiguity should be the primary considerations. The racial composition of districts should be considered only if necessary to comply with the Voting Rights Act.

1. Principles of Districting and Oregon State Law

Traditional districting principles should be used to draw voting districts. First, districts must be drawn with the goal of equal population. An equal population goal "is a background rule" underlying all other considerations in drawing electoral maps.

Alabama Legislative Black Caucus v. Alabama, ___ US ___, 125 SCt 1257, 1271 (2015). In addition to equal population, traditional principles of districting include: Compactness, contiguity, respect for political subdivisions or communities defined by actual shared interests, incumbency protection, and political affiliation. *Miller v. Johnson*, 515 US 900, 916 (1995).

After the 2010 census, in accordance with ORS 246.410, the Oregon Secretary of State issued a directive that any city that fixes or modifies electoral districts must follow. The directive mirrors ORS 188.010's requirements for state districts, and requires that each electoral district, as nearly as practicable, be contiguous, utilize existing geographic or political boundaries, not divide communities of common interest, be connected by transportation links, and be of equal population. No district shall be drawn for the purpose of favoring any political party, incumbent elected, official or other person. Finally, no district shall be drawn the purpose of diluting the voting strength of any language or ethnic minority group. Office of the Secretary of State, *Directive of the Secretary of State*, 2011-2 (June 1, 2011). See also, League of Oregon Cities, *Redistricting After the Census 20*, July 2011, available at: <http://www.orcities.org/MemberServices/AZIndex/tabid/810/itemid/389/language/en-US/Default.aspx>.¹

2. Districting Styles

Currently, Bend elects all seven councilmembers through a city-wide election, essentially all at-large seats. Alternate means of electing councilmembers include a ward system (representatives elected from each ward), or a combination (some at-large seats and some ward-elected seats). In a ward system, ward councilors could be elected by a city-wide vote (each ward has a dedicated councilor position, but all voters in the city can vote for each position), or by a ward vote (only voters within a ward could vote for the councilor from that ward). Each ward could also have one or more councilors elected from it.

¹ The City of Bend is currently divided into 15 precincts. While precincts are "existing political boundaries", they are not required to have equal populations and should not be automatically followed for drawing ward boundaries. Precincts may not have more than 10,000 people in them, and are used, in part, for political party organization. ORS 241.010 and ORS 248.015. The County Clerk did tell our City Recorder that wards should potentially be considered along precinct lines, although more research is needed.

Whether to switch to a ward system, either in its entirety or in combination with some at-large positions, is a political choice. One of the concerns driving the council to look at a ward system is whether a lack of representation by councilors living on the east side of Bend has resulted in councilors that disfavor the eastside, or under-representation of eastside concerns and desires.

In an at-large system, the preferences of the overall majority of voters will prevail. “[A]t-large voting schemes may operate to minimize or cancel out the voting strength of [minorities in] the voting population,” because “where minority and majority voters consistently prefer different candidates, the majority, by virtue of its numerical superiority, will regularly defeat the choices of minority voters.” *Thornburg v. Gingles*, 478 U.S. 30, 47-48 (internal quotations and citations omitted). These majority-minority splits may derive from racial, ethnic, political, or geographic distinctions. “Originally, at-large elections were [intended] to eliminate the influence of geographically based politicians” and elect councilors “who could gain support from city wide interests and who were not guilty of ‘partial’ ward view.” John Rehfuss, *Ward Electoral Systems in Oregon Cities 2*, <http://www.orcities.org/Portals/17/a-z/wards.rehfuss.pdf> (Sept 2003). The ward system “recognizes smaller, more homogenous districts within a larger area.” *Id.* at 9. In larger cities, “there are a number of advantages that wards have over at large elections.” *Id.* at 3. Using a combination of wards and at-large positions “might result in a substantial part of the council from one geographic area.” *Id.* at 13. This could defeat the reason a ward system is being discussed in Bend; however, every city has unique situations, voting patterns and reasons people run for elected office.

Prof. Rehfuss based his article on surveys of councilors from both at-large and ward-system cities, to see if there were any differences between at-large and ward cities. Among his findings:

- Of cities with ward systems, councilors from large cities (population of more than 40,000) tended to be more likely than councilors from small cities to report the ward system worked as intended, and they also reported greater citizen satisfaction with the ward system. *Id.* at 9.

- Most large cities in Oregon set their ward boundaries based on population alone, realigning boundaries after each census. Some large cities also use neighborhoods in setting boundaries. *Id.* at 11.
- In larger cities, about half of the councilors reported that hyper-local, ward issues were important in city council elections.
- Half of councilors from large cities thought their ward elections were competitive, while the other half thought elections were low-key. *Id.* at 12.

According to Professor Rehfuss, the benefits of a ward system are many. “Ward elections are generally less expensive; ward elections can ensure more minority representation (although certain elections, such as a proportional representation or cumulative voting, have the same effect); ward election brings government closer to the voter and increases accountability; ward elections ensure that all areas of the city are represented; ward elections or mixed systems bring flexibility, such as the ability to promise areas to be annexed their own representatives (assuming population limits are reached); and ward elections decrease the chance that several or most members of the council will be from one area.” *Id.*

Bend’s current charter provides for staggered elections of council members, with the terms of three ending in one election cycle and the terms of the remaining four members ending in the next election cycle, so that no more than four councilmembers are new following any given election. The same system of staggered terms could continue in a ward system. If there is one councilmember from each ward, some portion of the ward seats would be up for election in one general election, with the remaining ward seats up for election in the next general election. Another option is to have two representatives from each ward, with one from each ward up for election in one election cycle and the other up for election in the next election. Hillsboro and Medford use this method of staggering terms, with two councilmembers from each ward on a staggered election basis, so that every ward is electing a new member each election.

3. Equal Population Requirement

The Equal Protection Clause of the Fourteenth Amendment of the U.S. Constitution requires that each district have roughly the same number of people (“one

person one vote”). *Reynolds*, 377 US at 557-561. The U.S. Supreme Court has held that state districts must have substantially equal populations. *Id.* at 568. Because the Fourteenth Amendment applies to states, and cities are creations or subdivisions of the state, local voting districts should also have “substantially equal” populations.

“Substantially equal” population has become generally accepted as no more than a 10% difference between the population of the largest and smallest districts. *Brown v. Thomson*, 462 US 835, 842-843 (1983). See also, Erika Wood and Justin Levitt, *A Citizens Guide to Redistricting* 44, <http://www.brennancenter.org/publication/citizens-guide-redistricting> (2010).²

Redistricting is generally necessary after the decennial federal census, because the new census figures are likely to show the districts are no longer within the required population range, especially with the fast growth Bend is experiencing. *Redistricting After the Census 20*. If existing districts no longer comply with the equal population requirements, the district lines must be redrawn before the next election. *Id.* If the City draws ward districts in 2018 (after a citywide vote on charter amendments), it is likely districts would need to be redrawn after the 2020 census because Bend’s population is growing so quickly.

4. Racial Considerations

The Equal Protection Clause of the 14th Amendment “prevents a State, in the absence of ‘sufficient justification’ from ‘separating its citizens into different voting districts on the basis of race.’” *Cooper v. Harris*, ___ US ___, ___ (2017) (slip op., at 1), quoting *Bethune-Hill v. Virginia State Bd. Of Elections*, 580 US ___, ___ (2017) (slip op., at 6). “Sufficient justification” could be compliance with the Voting Rights Act. *Cooper*, ___ US at ___ (slip op., at 3). In challenging the use of race in drawing district lines, a plaintiff must first show that “race was the predominant factor motivating” the decision to place “a significant number of voters within or without a particular district.” *Miller*, 515 US at 916. Direct evidence of the legislature’s intent to “subordinate” traditional factors of district creation to racial considerations, or circumstantial evidence, including the

² The *Citizens Guide* contains additional helpful practical information on how, where, and by whom district lines should or could be drawn.

district's shape and demographics, may be used to demonstrate motivation. *Id.* If racial considerations predominated over others, a state (or city) must demonstrate the consideration of race in drawing district lines was narrowly tailored to meet a compelling government interest. *See, Bethune-Hill*, 580 US at ___ (slip op., at 13).

52 USC § 10301 (commonly referred to as Section 2 of the Voting Rights Act) requires that no voting qualification of procedure shall be imposed or applied by any political subdivision in a manner that results in a denial or abridgement of the right of any citizen to vote on account of race or color.³ A violation is shown if, based on the totality of the circumstances, the election processes “are not equally open to participation by members of a class of citizens protected” on the basis of race or color, “in that its members have less opportunity than other members of the electorate to participate in the political process and to elect representatives of their choice.” This provision “applies nationwide to every jurisdiction that must draw lines for election districts required by state or local law.” *Bartlett v. Strickland*, 556 US 1, 18 (2009). Courts test whether the way districts are drawn takes decisive political power away from a cohesive minority voting bloc otherwise at risk for discrimination. *See*, Justin Levitt, *Loyola Law School, All About Redistricting*, <http://redistricting.lls.edu/where.php> (last accessed May 18, 2017). § 2 was designed to prevent “cracking” (splintering minority populations into separate voting districts to dilute their votes) and “packing” (pushing as many minority voters as possible into a few super-concentrated districts). § 2 applies whether the dilution of minority votes was intentional or an unintended end result of districting. *Id.*

To demonstrate a district's boundaries violate § 2, a challenger must show that:

- A minority group is “sufficiently large and geographically compact” to be **greater than 50%** of the population a potential election district.

³ The Voting Rights Act of 1965 started with a preamble, and does not contain a separate Section 1. Section 3, 52 USC § 10302, provides for the appointment of federal election examiners. Section 4, 52 USC § 10303, suspends the use of literacy tests as a prerequisite to registering to vote. Section 5, 52 USC § 10304, prohibits certain states or political subdivisions from changing any voting requirements or procedures without getting preclearance and demonstrating that the change will have neither the purpose nor the effect of denying or abridging the right to vote on account of race or color. Section 6, 52 USC § 10305, governs the use of observers. Section 7, 52 USC § 10305, eliminates poll taxes. Section 8, 52 USC § 10307, prohibits refusing to count a person's vote, intimidating, threatening, or coercing any person for voting or attempting to vote, falsifying voter information, and voting more than once. Section 9, 52 USC § 10308, sets out the civil and criminal sanctions for violations.

- That the minority group is “politically cohesive” *Cooper*, ___ US at ___ (slip op., at 13).
- That a district’s white majority votes “sufficiently as a bloc” to usually to “defeat the minority’s preferred candidate.” *Cooper*, ___ US at ___ (slip op., at 13), *Strickland*, 478 US at at 19-20, and *Thornburg*, 478 US at 50-51.

There is virtually no possibility of drawing a ward in the City of Bend where a minority population would be greater than 50% of the electors in a district, unless the wards were very small. The City of Bend as a whole has a minority (non-white) population of 8.7%. See, 2010 U.S. Census Data, <https://www.census.gov/quickfacts/table/PST045216/4105800>. The minority populations are clustered around the central districts of Bend, with census tracts 15, 16, and 18 each having nonwhite populations of 13.9%, 13.8% and 11.4% respectively (compare to census tracts 13 and 14, west of the Deschutes River, with minority populations of 5.76% and 4.35%). While Bend does not have a significant nonwhite population overall, what nonwhite population exists is clustered in the central city area, between the Deschutes River and 15th Ave., and Neff Ave. and Reed Market Road. Regardless of this relative concentration of nonwhite minorities, the minority population likely remains below the 50% threshold necessary for a successful § 2 claim, even if census tracts 15, 16 and 18 were grouped together into one voting district.

A district with a minority-minority population could still be protected by § 2, if the minority population votes as a bloc and could align with a nonminority group to elect the candidate of its choice (in what is called a “crossover” district). *Cooper*, ___ US at ___ (slip op. at 16), citing *Strickland*, 556 US at 18-20. In other words, for a “crossover district” § 2 claim to prevail, there must be “effective white bloc-voting” such that there is a possible district in which the minority bloc plus the white bloc, could elect the minority voters’ preferred candidate, and that possibility is thwarted by separating the minority bloc into different districts or separating them from their possible white voting allies. See, *id.*, slip op. at 17.

To determine if Bend could be exposed to such a § 2 “crossover” district challenge, data would need to be collected that shows the voting history of a going back four to five council elections. The data would be assessed to determine if the relative

concentration of minorities in the central city area voted consistently in city council elections as a bloc, or if there were any other geographically compact minority voting blocs. The city should determine if any of those geographically compact minority voting blocs could constitute the majority in any hypothetical ward. If there is no conceivable ward that would have a more than 50% minority voters, the city should determine if any minority voting bloc could combine with a geographically close white voting bloc to elect the minority group's preferred candidate in any hypothetical ward. If not, there would not be potential § 2 liability under either a majority-minority district or a crossover district theory. If the minority bloc and the contiguous white block could constitute a majority of a conceivable ward, the minority population and the aligned white population should be collected into one "crossover" ward. Splitting the minority population into two wards, or separating the minority vote from the allied white voting block could subject the City to a § 2 challenge.

5. Who Should Draw the Lines?

City council can draw inspiration from the ways other entities draw their districts. In most states, the legislature draws district lines itself. *Citizen's Guide*, at 20. In 22 states, commissions appointed by the legislature draw the lines, with their recommendations in some way overseen or approved by, the legislature. The states' advisory committees differ, with some comprised exclusively of elected officials who are elected from the districts whose boundaries they are creating, and others including members of the public. Other states use commissions to draw district lines only if the legislature cannot agree on appropriate lines. *Id.* at 20-21. Oregon uses such a "backup" commission, where the Secretary of State draws the legislative districts if the legislature cannot agree. Or Const Art IV § 6. Where the legislature approves the proposed lines, either a simple or super majority can be used to win approval. *Citizen's Guide*, at 27.

The City could appoint a citizen committee to make recommendations on ward boundary lines, have city staff recommend ward boundary lines, or hire an outside expert to recommend boundary lines.

6. Council pay

The Charter could be amended to allow councilmember pay to be set by ordinance. Conflict of interest rules dictate that council may not vote to set the pay of current councilmembers. ORS 244.120. However, council can set the pay of the councilmembers who will be elected at the next election, including the mayor's pay. A potential conflict of interest exists for current councilmembers who are eligible to run for another term, or who may run for mayor. Councilmembers would have to disclose that possibility or intention to run for a position whose pay was being established. If the Charter is amended to allow councilmember pay to be set by ordinance, the Charter should provide that the current pay would apply to the end of any sitting member's term. If the charter is amended to be silent on pay, current council would serve without pay, because council cannot pass an ordinance setting its own pay.

7. Making the switch

The new Charter will have to establish how and when to make the switch from the current process of seven at-large seats to ward elected seats. One option is to gradually shift to a ward system by amending the charter to phase out the at-large councilors and then elect the ward councilors all at once.⁴ The benefit to this phase out of the existing at-large council would be that no councilmember is deprived of the full term for which they were elected. However, the voters could amend the charter to terminate the term of current councilors and make a clean switch to a ward system at the following election. Current councilors do have a property interest in the terms for which they were elected under the current city charter, protected by the due process clause of the 14th Amendment of the U.S. Constitution. However, following a proper charter amendment process, the voters can cut short that property interest. See, *Brown v. Perkins*, 709 FSupp 633, 634-635 (ND Ill, Eastern Division, 1989).

⁴ For example, if the charter is amended in 2018, it could provide for electing the next at-large councilors to two year terms. Positions 1, 2, 3, and 4 would be up for election in 2020. The charter could provide that those seats would be for two year terms, expiring after the 2022 election. Then, in 2022, when Positions 5, 6, and 7 were up for election also, the ward system could begin. To create a staggered election of ward councilors, half the ward councilors elected in 2022 could be elected to 2 year terms, with all following terms being four years.

8. Conclusion

The City's primary considerations when drawing ward boundaries should be compactness, contiguity, utilizing existing geographic or political boundaries, not dividing communities of common interest, and equal population. The City may not draw a district for the purpose of favoring an incumbent or any other person. The City may not draw a district for the purpose of diluting the voting strength of any language or ethnic minority group. The city should consider the race of the electors only to determine if there are any minority voting blocs that could make up more than 50% of a potential ward, and if not, if there are minority voting blocs that could team up with a cohesive white voting bloc to elect the minority voting bloc's preferred candidate. If the latter is possible, the city should consider creating such a "crossover district" so as to avoid separating the minority voting bloc's votes between districts and thereby diluting the minority group's votes in possible violation of § 2 of the Voting Rights Act.

Table 1: Electoral Systems by City (Alpha)

City	Population (2022)	Wards	Seats/ Ward	Electoral System			Councilors At-Large	Total Councilors
				Wards	At-Large	Both		
Albany	56,891	3	2	✓				6
Astoria	10,182	4	1	✓				4
Central Point	19,222	4	1		✓		2	6
Corvallis	60,956	9	1	✓				9
Cottage Grove	10,713	4	1		✓		2	6
Eugene	177,923	8	1	✓				8
Grants Pass	39,079	4	2		✓			8
Hermiston	19,432	4	1		✓		4	8
Hillsboro	107,299	3	2		✓		6	6
Klamath Falls	21,977	5	1	✓				5
Lebanon	19,415	3	2	✓				6
Lincoln City	9,966	3	2	✓				6
McMinnville	34,530	3	2	✓				6
Medford	85,556	4	2	✓				8
Milton-Freewater	7,092	3	1			✓	3	6
Newberg	25,777	6	1		✓			6
Pendleton	17,070	3	2			✓	2	8
Roseburg	23,853	4	2	✓				8
Salem	177,487	8	1	✓				8
Springfield	61,400	6	1		✓			6
Tillamook	5,236	6	1	✓				6
Woodburn	27,290	6	1	✓				6

TOTALS:

13

6

3

6 (cities)

Table 2: Electoral Systems by City (Size)

City	Population (2022)	Wards	Seats/ Ward	Electoral System			Councilors At-Large	Total Councilors
				Wards	At-Large	Both		
Tillamook	5,236	6	1	✓				6
Milton-Freewater	7,092	3	1			✓	3	6
Lincoln City	9,966	3	2	✓				6
Astoria	10,182	4	1	✓				4
Cottage Grove	10,713	4	1		✓		2	6
Pendleton	17,070	3	2			✓	2	8
Central Point	19,222	4	1		✓		2	6
Lebanon	19,415	3	2	✓				6
Hermiston	19,432	4	1		✓		4	8
Klamath Falls	21,977	5	1	✓				5
Roseburg	23,853	4	2	✓				8
Newberg	25,777	6	1		✓			6
Woodburn	27,290	6	1	✓				6
McMinnville	34,530	3	2	✓				6
Grants Pass	39,079	4	2		✓			8
Albany	56,891	3	2	✓				6
Corvallis	60,956	9	1	✓				9
Springfield	61,400	6	1		✓			6
Medford	85,556	4	2	✓				6
Hillsboro	107,299	3	2		✓		6	6
Salem	177,487	8	1	✓				8
Eugene	177,923	8	1	✓				8

TOTALS:

13

6

3

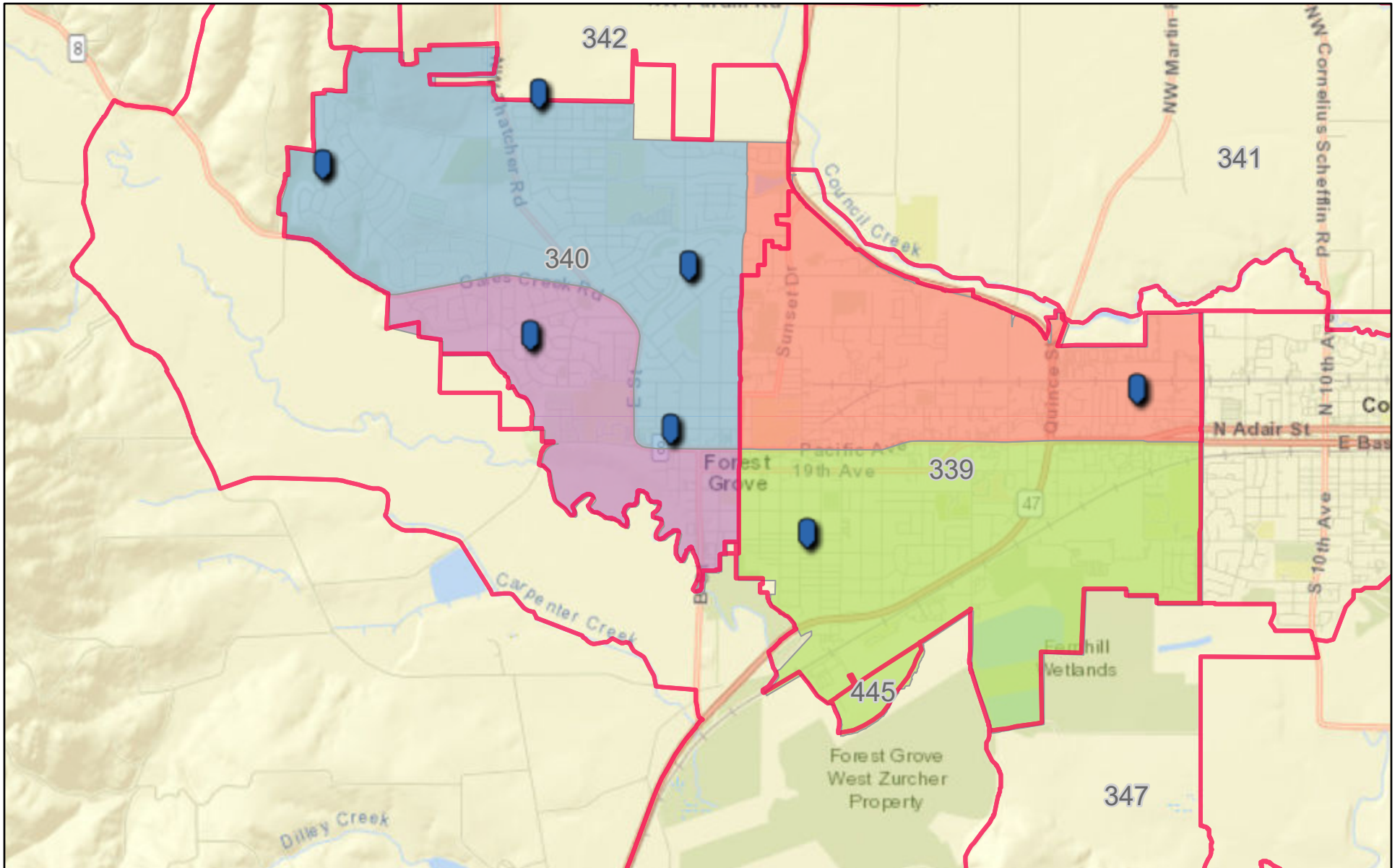
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Charter Review Committee Comparison Chart

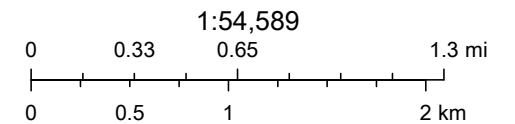
	Forest Grove	Cornelius	Hillsboro	Sherwood	Tigard	Tualatin
Districts/ Wards	No	No	Yes, 3 wards	No	No	No
Council Term Limits	No	4-year terms	Yes – no more than two consecutive 4 year terms.	Yes, no more than 3 consecutive terms.	Yes, no more than 8 consecutive years.	Yes, no more than 12 years in any 20-year period.
Mayor Duties	<p>Presides over and facilitates Council meetings, preserves order, enforces Council rules, and determines the order of business under Council rules. Is a voting member of the Council and has no veto authority. With the consent of Council, appoints members of boards, commissions and committees established by ordinance or resolution. Must sign all records of Council decisions. Serves as the political head of the City government.</p>	<p>Presides over and facilitates council meetings, preserves order, enforces council procedures, and determines the order of council business. Must sign all records of council decisions. Serves as the political head of the city government.</p>	<p>Presides over and facilitates council meetings, preserves order, enforces council procedures, and determines the order of council business. Has no vote on council matters unless there is a tie vote.</p>	<p>Presides over and facilitates council meetings, preserves order, enforces council rules, and determines the order of business under council rules. Is a voting member of the council. Must sign all records of council decisions. Serves as the political head of the city government.</p>	<p>Shall be chair of the Council and preside over its deliberations . Shall have a vote on all questions brought before the Council.</p>	<p>Shall be chair of the Council and preside over its deliberations. Shall have a vote on all questions before the Council and authority to preserve the order, enforce the rules of the Council, and determine the order of business under the rules of the Council.</p>

Council President Duties	The president presides in the absence of the mayor and acts as mayor when the mayor is unable to perform duties.	The president presides in the absence of the mayor and acts as mayor when the mayor is unable to perform duties.	The president presides in the absence of the mayor and acts as mayor when the mayor is unable to perform duties. The president retains the right to vote on all matters while presiding over the council, but does not have authority to require the council to reconsider legislation.	The president presides in the absence of the mayor and acts as mayor when the mayor is unable to perform duties.	In the Mayor's absence from a Council meeting the President shall perform the duties of the office of Mayor and preside over it. Whenever the Mayor is physically or mentally unable to perform the functions of office, the CP shall act as the Mayor pro tem.	In the Mayor's absence from a Council meeting, the president shall preside over it as Mayor pro tem. Whenever the Mayor is unable to perform the functions of office, the president shall act as mayor.
Residency Requirement	Yes	No	No	No	No	Yes

City Council Geographic Representation



8/23/2023



Oregon Metro, Bureau of Land Management, State of Oregon GEO, State of Oregon, Esri, HERE, Garmin, INCREMENT P, NGA, USGS, U.S. Forest