

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ADOPTING A METRO)	ORDINANCE NO. 21-1472A
COUNCIL DISTRICT REAPPORTIONMENT)	
PLAN AND DECLARING AND EMERGENCY)	Introduced by Chief Operating Officer Marissa Madrigal in concurrence with Council President Lynn Peterson

WHEREAS, Section 31(1) of the Metro Charter establishes the minimum criteria for reapportionment of Council districts, requiring such districts to be, as nearly as practicable, of equal population and to be contiguous and geographically compact, and provides that “the Council may by ordinance specify additional criteria for districts that are consistent with this section”; and

WHEREAS, on October 21, 2021, Metro Council adopted Ordinance No. 21-1469, for the purpose of establishing additional criteria for Metro Council district reapportionment; and

WHEREAS, Section 31(1) of the Metro Charter requires that within three months after the official completion of the U.S. Census, the Council shall change the district boundaries in a manner that accords equal protection under the law and shall assign councilors to the reapportioned districts; and

WHEREAS, on September 16, 2021, Metro received official data compiled by the 2020 U.S. Census; and

WHEREAS, the 2020 U.S. Census identifies the Metro population as 1,670,601, thereby establishing an average district population of 278,434; and

WHEREAS, pursuant to Ordinance No. 21-1469, the Chief Operating Officer has developed a reapportionment plan that includes assignment of councilors to the new districts; NOW THEREFORE,

THE METRO COUNCIL ORDAINS AS FOLLOWS:

1. The Council adopts the reapportionment plan attached to this Ordinance as Exhibit A; and
2. The Council adopts the assignment of councilors to reapportioned districts attached to this Ordinance as Exhibit B; and
3. This ordinance being necessary for the health, safety and welfare of the Metro area, for the reason that the work of reapportionment should proceed without delay as stipulated in the Metro Charter, an emergency is declared to exist and this ordinance shall take effect immediately pursuant to Metro Charter Section 38(1).

ADOPTED by the Metro Council this 14th day of December, 2021.



Lynn Peterson, Council President

Attest:

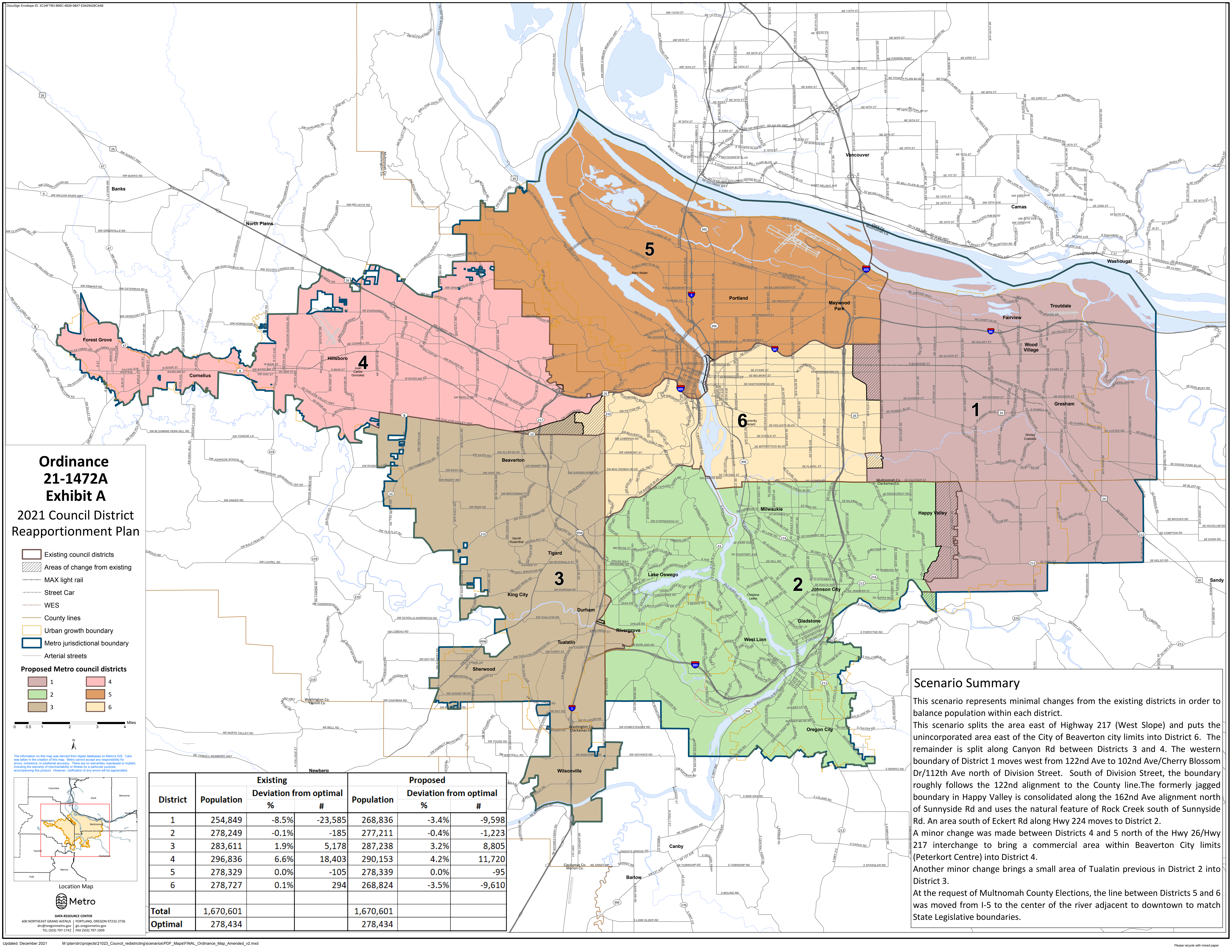


Jaye Cromwell, Recording Secretary

Approved as to Form:



Carrie MacLaren, Metro Attorney



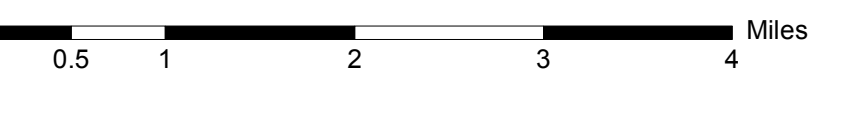
Ordinance 21-1472A Exhibit A

2021 Council District Reapportionment Plan

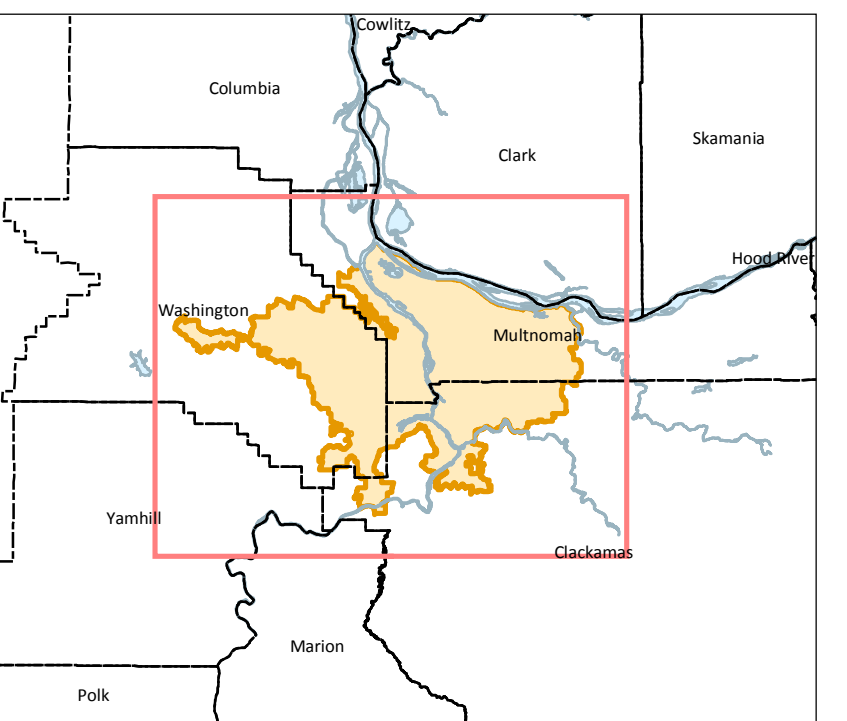
- Existing council districts
- Areas of change from existing
- MAX light rail
- Street Car
- WES
- County lines
- Urban growth boundary
- Metro jurisdictional boundary
- Arterial streets

Proposed Metro council districts

	1		4
	2		5
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District	Population	Existing		Proposed		
		Deviation from optimal %	#	Population	Deviation from optimal %	#
1	254,849	-8.5%	-23,585	268,836	-3.4%	-9,598
2	278,249	-0.1%	-185	277,211	-0.4%	-1,223
3	283,611	1.9%	5,178	287,238	3.2%	8,805
4	296,836	6.6%	18,403	290,153	4.2%	11,720
5	278,329	0.0%	-105	278,339	0.0%	-95
6	278,727	0.1%	294	268,824	-3.5%	-9,610
Total	1,670,601			1,670,601		
Optimal	278,434			278,434		

Scenario Summary

This scenario represents minimal changes from the existing districts in order to balance population within each district.

This scenario splits the area east of Highway 217 (West Slope) and puts the unincorporated area east of the City of Beaverton city limits into District 6. The remainder is split along Canyon Rd between Districts 3 and 4. The western boundary of District 1 moves west from 122nd Ave to 102nd Ave/Cherry Blossom Dr/112th Ave north of Division Street. South of Division Street, the boundary roughly follows the 122nd alignment to the County line. The formerly jagged boundary in Happy Valley is consolidated along the 162nd Ave alignment north of Sunnyside Rd and uses the natural feature of Rock Creek south of Sunnyside Rd. An area south of Eckert Rd along Hwy 224 moves to District 2.

A minor change was made between Districts 4 and 5 north of the Hwy 26/Hwy 217 interchange to bring a commercial area within Beaverton City limits (Peterkort Centre) into District 4.

Another minor change brings a small area of Tualatin previous in District 2 into District 3.

At the request of Multnomah County Elections, the line between Districts 5 and 6 was moved from I-5 to the center of the river adjacent to downtown to match State Legislative boundaries.

EXHIBIT B TO ORDINANCE NO. 21-1472A

Assignment of Councilors to Reapportioned Districts

District 1: Shirley Craddick

District 2: Christine Lewis

District 3: Gerritt Rosenthal

District 4: Juan Carlos González

District 5: Mary Nolan

District 6: N/A*

*The District 6 Councilor will be appointed by the Metro Council no later than January 13, 2021.

IN CONSIDERATION OF ORDINANCE NO. 21-1472A, FOR THE PURPOSE OF
ADOPTING A METRO COUNCIL DISTRICT REAPPORTIONMENT PLAN, AND
DECLARING AN EMERGENCY

Date: December 8, 2021
Department: Council Office
Meeting Date: December 14, 2021

Prepared by: Anne Buzzini
Presenter(s): Anne Buzzini, Ina Zucker,
Clint Chiavarini
Length: 10 minutes

ISSUE STATEMENT

Every 10 years, following the completion of the U.S. Census, the Metro Council is required to evaluate whether each of its six districts are of relatively equal population, and to make adjustments to district boundaries as necessary to guarantee equitable citizen representation. The redrawn maps shift the boundaries of the six Metro Council districts to account for any uneven growth in the metropolitan region. The Metro Council must also assign councilors to reapportioned districts.

The U.S. Census data delivered September 2021 indicated that some districts present a significant difference from the average population; District 4 has grown in population at a greater rate than other districts in the last ten years, whereas District 1 grew in population at a slower rate.

The Metro Council has a legal requirement of three months from receipt of U.S. Census data to complete the redistricting process. Council must adopt new boundaries in December 2021 to meet legal timelines for redistricting and to afford adequate notice for the appointment process for the existing vacancy in District 6.

The Metro Council Subcommittee on Redistricting reviewed numerous scenarios and narrowed down to a list of five scenarios for consideration by the full Council and the public (Attachment 1). Metro opened a written public comment period and held two public hearings to solicit feedback from the public about the proposed scenarios. To publicize the comment opportunities, Metro staff relied on a number of interested party mailing lists, as well as notifying cities, counties, school districts, and community involvement organizations. In addition to the public comment opportunities, Metro staff engaged MPAC and BIPOC community organizations that had participated in Metro's U.S. Census outreach.

After the close of the public comment period, staff considered feedback and created augmented scenarios for the Subcommittee's review. The Subcommittee reviewed these augmented scenarios and recommended to Council adoption of a slightly changed version of Scenario A2, known as Scenario A2 Alternate (Attachment 2).

Scenario A2 Alternate presented a minor shift from the original Scenario A2 to incorporate feedback received during the public comment period. The City of Happy Valley noted that the proposed boundary in Scenario A2 would bifurcate the city's future downtown corridor. This boundary was shifted west to accommodate that growth, affecting approximately 400 residents.

After the first read of Ordinance 21-1472 on November 30, 2021, with Scenario A2 Alternate serving as the reapportionment plan, Metro Council received feedback from city and county partners in Washington County that additional efforts should be made to ensure that the City of Beaverton remains in two Metro Council districts instead of three.

Staff prepared for Council an amended map with the City of Beaverton in two districts. This map was known as the -1 amendment to Exhibit A (Attachment 3). The map retained key features from Scenario A2 Alternate but the District 4 boundary east of Hwy 217 was shifted to the east, and a small area south of Hwy 8 was moved into District 3. To ensure District 6 remained within the 5% variance limit, the District 6/District 1 boundary in East Portland was shifted east to 122nd Ave between Division St. and Foster Rd.

Upon further consideration of unhoused populations living along the riverbank below I-5, staff made additional changes to the map to move the boundary to the middle of the Willamette River instead of using the freeway as a boundary. This change is in line with State Legislative districts. These additional changes to the map were known as the -2 amendment.

On December 7, Council amended the reapportionment plan in Ordinance 21-1472, substituting the original 2021 Council District Reapportionment Plan (Scenario A2 Alternate) with the -2 amendment. This adopted amendment is now attached to the amended Ordinance 21-1472A as Exhibit A.

The 2021 Council District Reapportionment Plan addresses key themes from the public comment periods. The map moves to the west, north of Division St, the boundary of Districts 1 and 6 in East Portland to better serve that area. It keeps several unincorporated areas in Washington County intact, including Bethany, Rock Creek, Cedar Mill, and Cedar Hills, and it keeps the City of Tualatin in a single district, and the City of Beaverton in two districts.

ACTION REQUESTED

Staff seeks Council adoption of the 2021 Council District Reapportionment Plan and assignment of councilors to reapportioned districts. The deadline for adopting the reapportionment plan, as stated in the Metro Charter, Section 31(1), is December 16, 2021.

IDENTIFIED POLICY OUTCOMES

On October 21, 2021, Council adopted ordinance 21-1469, which set forth specific criteria for considering new Council district boundaries. In that ordinance, Council set a range of

0% to 5% difference in population between actual district population and the average district population.

Additionally, Council said it would consider the following communities of common interest:

- Cities under 20,000 in population
- Compact minority or underrepresented communities and groups
- Corridors identified in the 2040 Growth Plan or corridors of regional significance in the Regional Transportation Plan
- Federally-recognized transit districts within the Metro boundary
- Regional centers, town centers, and investment areas identified in the 2040 Growth Plan
- Established neighborhood associations and community planning and participation organizations
- School districts

POLICY OPTIONS FOR COUNCIL TO CONSIDER

1. Adopt the 2021 Council District Reapportionment Plan on December 14, 2021 and meet the deadline for reapportioning districts and assigning councilors to redrawn districts.
2. Direct staff to provide augmented or new scenarios, leading to a failure to timely reapportion; the Council President shall then establish the new boundaries, per the Metro Charter, Section 31(2).

STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

Anticipated Effects

New Metro Districts are adopted and effective immediately, per the 2021 Council District Reapportionment Plan. Councilors are assigned to the redrawn districts.

Legal Antecedents

U.S. Constitution, federal Voting Rights Act, Oregon Secretary of State 2021 Redistricting Directive, Metro Charter Section 31(1) and Section 31(2), Metro Ordinance 21-1469.

Community Feedback

Criteria

Metro held a public comment period from October 15 through November 1, 2021, soliciting feedback about criteria, priorities, and whether and how any specific communities should be kept intact. Information about the public comment period was shared with cities and counties, school boards, MPAC members, 57 community-based organizations, and approximately 4,000 people on Metro's interested parties list. Notification of the public comment period was also shared by the media.

Metro also consulted with several community advocates for in-depth analysis of communities of common interest, particularly with regard to 82nd Avenue and Aloha.

Metro received 14 public comments, which highlighted consideration of 82nd Avenue; Aloha; East Portland and East County; Happy Valley, Milwaukie, Sellwood and Errol Heights; NE Sandy Boulevard; unincorporated Clackamas County; and unincorporated Washington County north of Highway 26. For full comments, see Attachment 6: Criteria Written Public Comments.

Scenarios

Metro held a second public comment period from November 3 through 14, 2021 to learn which scenarios residents most preferred and why. Metro also held two public hearings over Zoom on November 9 and 10. To publicize the public comment period and public hearings, Metro staff used the same process outlined above in “Criteria.”

In total, 37 residents, advocates, and elected officials commented during the written and oral comment period. Additionally, several MPAC members made comments during a staff presentation to MPAC on November 10, 2021.

The feedback highlighted three areas of interest that echoed the comments of the first public comment period. Residents expressed concern about the treatment of specific areas, including: Aloha, Boring, Damascus, Happy Valley, West Slope, and unincorporated Clackamas and Washington Counties broadly. For a summary of these comments, see Attachment 4: Redistricting Scenarios Public Comment Summary. For the full text of each comment, see Attachment 5: Scenarios Written Public Comments.

BACKGROUND

At the September 30, 2021 Council work session, Metro Council gave direction to staff on the values to instill in the redistricting process: racial equity, transparency, and accountability.

At the October 21, 2021 Council meeting, Council adopted Ordinance 21-1469, which set forth criteria for the 2021 redistricting process. Jurisdictional partners, community advocates, and the general public were invited to comment on the criteria and provide feedback on relative priorities.

On November 9, 2021 Council considered five scenarios for redistricting at a work session (Attachment 1). The Subcommittee then reconsidered the five scenarios, alongside two augmented scenarios that were informed by two public hearings and a public comment period. The Subcommittee recommended Scenario A2 Alternate (Attachment 2) be adopted as the 2021 Council District Reapportionment Plan.

On November 30, 2021 Council held a first reading and public hearing of Ordinance 21-1472, including the 2021 Council District Reapportionment Plan. As a result of feedback received after the first reading, Council directed staff to make adjustments to the map so

that Beaverton could remain in two Metro Council districts (Attachment 3: Amended Scenario A2 Alternate, -1 amendment). Staff also created a -2 amendment to the map to adjust boundaries along the Willamette River near I-5 (Exhibit A to Ordinance 21-1472A).

On December 7, 2021 Council adopted an amendment to Ordinance 21-1472, substituting the -2 amendments as the final 2021 Council District Reapportionment Plan (Exhibit A to Ordinance 21-1472A).

ATTACHMENTS

Attachment 1: Initial Scenarios (A1, A2, B1, B2, C)

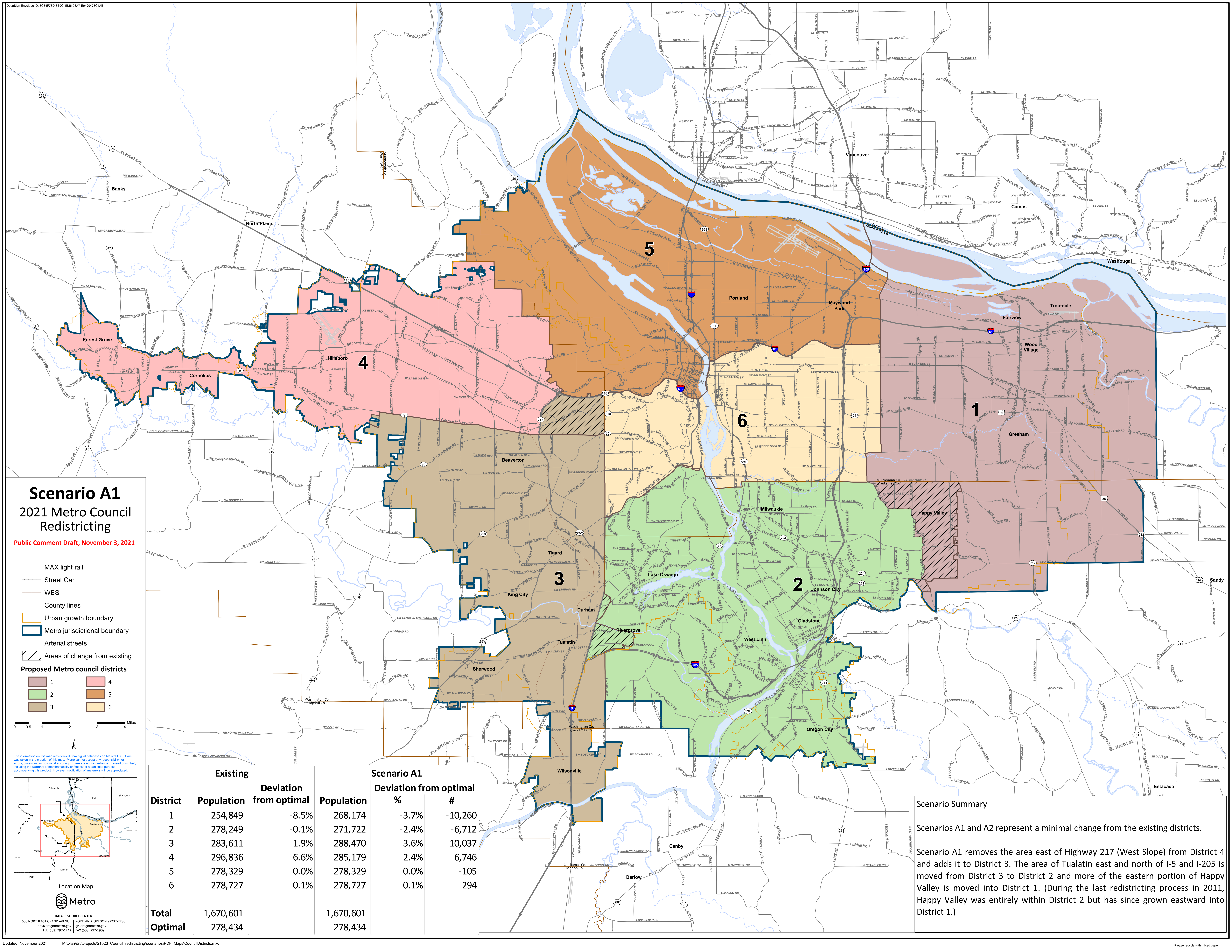
Attachment 2: Scenario A2 Alternate

Attachment 3: Amended Scenario A2 Alternate (-1 amendment)

Attachment 4: Redistricting Scenarios Public Comment Summary

Attachment 5: Scenarios Written Public Comments

Attachment 6: Criteria Written Public Comments

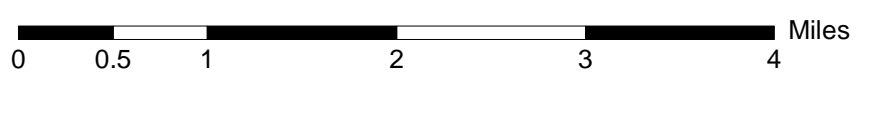


Scenario A1

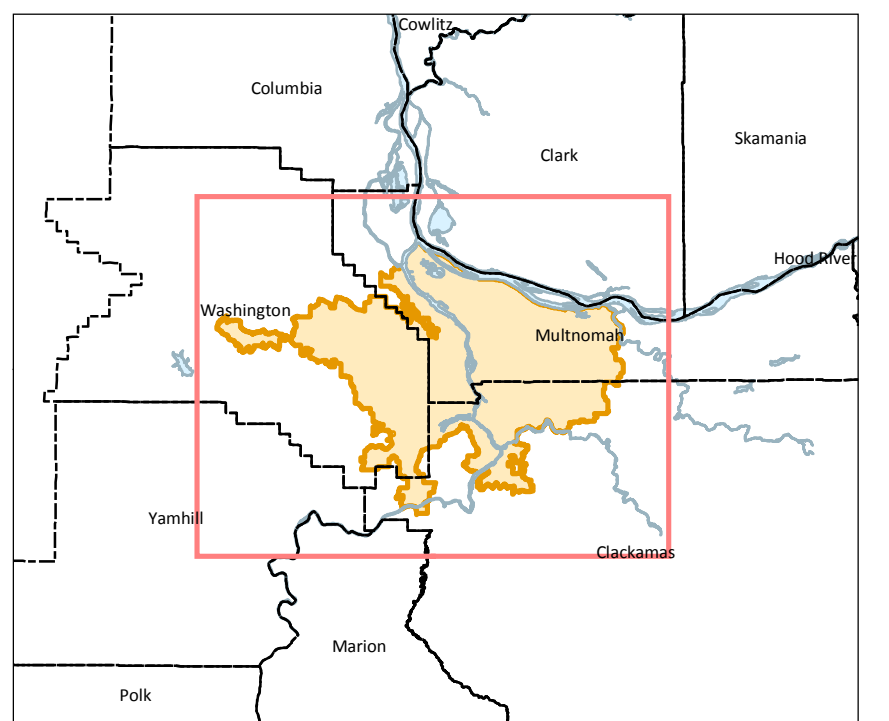
2021 Metro Council Redistricting

Public Comment Draft, November 3, 2021

- MAX light rail
 - Street Car
 - WES
 - County lines
 - Urban growth boundary
 - Metro jurisdiction boundary
 - Arterial streets
 - Areas of change from existing
- Proposed Metro council districts**
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Location Map

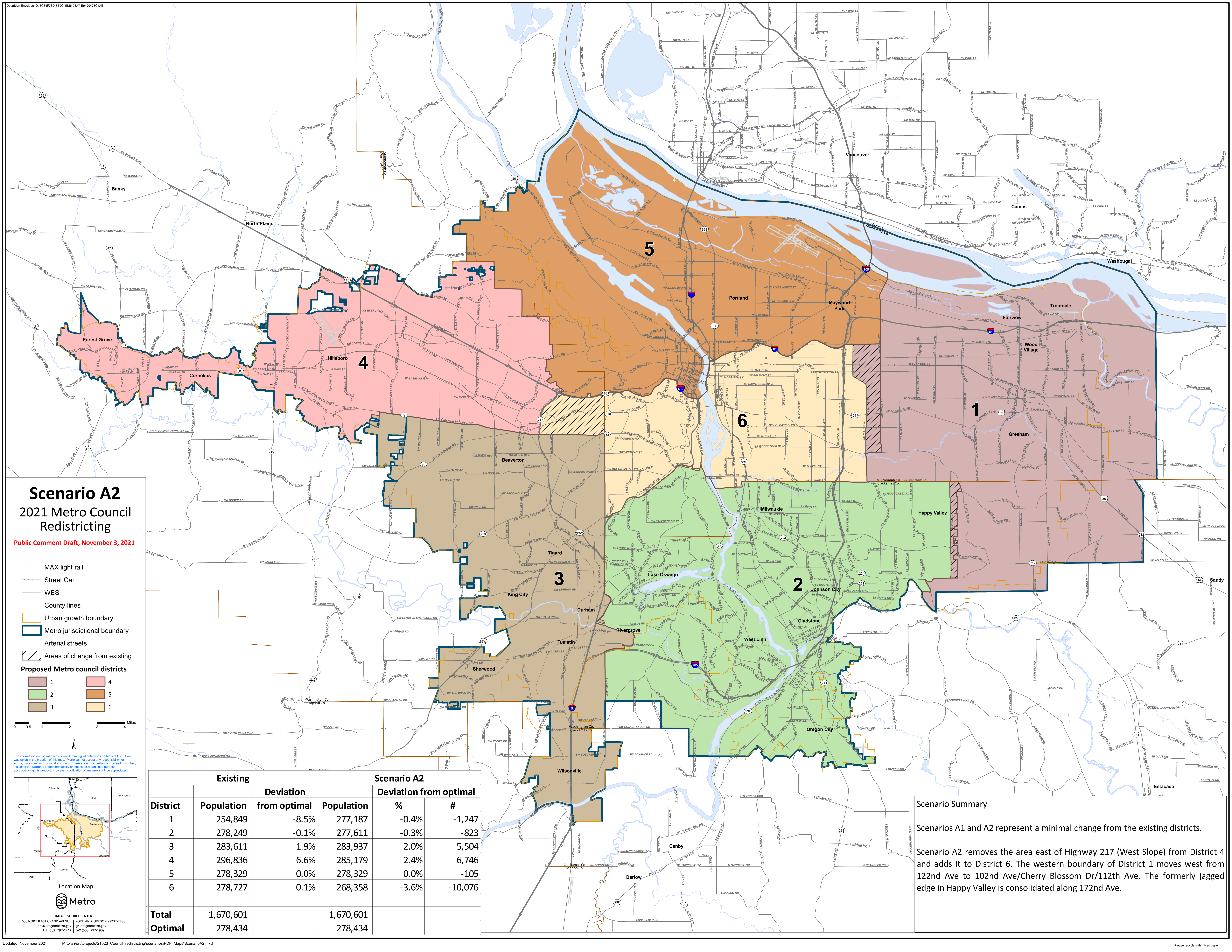
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District	Existing		Scenario A1		
	Population	Deviation from optimal	Population	%	#
1	254,849	-8.5%	268,174	-3.7%	-10,260
2	278,249	-0.1%	271,722	-2.4%	-6,712
3	283,611	1.9%	288,470	3.6%	10,037
4	296,836	6.6%	285,179	2.4%	6,746
5	278,329	0.0%	278,329	0.0%	-105
6	278,727	0.1%	278,727	0.1%	294
Total	1,670,601		1,670,601		
Optimal	278,434		278,434		

Scenario Summary

Scenarios A1 and A2 represent a minimal change from the existing districts.

Scenario A1 removes the area east of Highway 217 (West Slope) from District 4 and adds it to District 3. The area of Tualatin east and north of I-5 and I-205 is moved from District 3 to District 2 and more of the eastern portion of Happy Valley is moved into District 1. (During the last redistricting process in 2011, Happy Valley was entirely within District 2 but has since grown eastward into District 1.)



Scenario A2

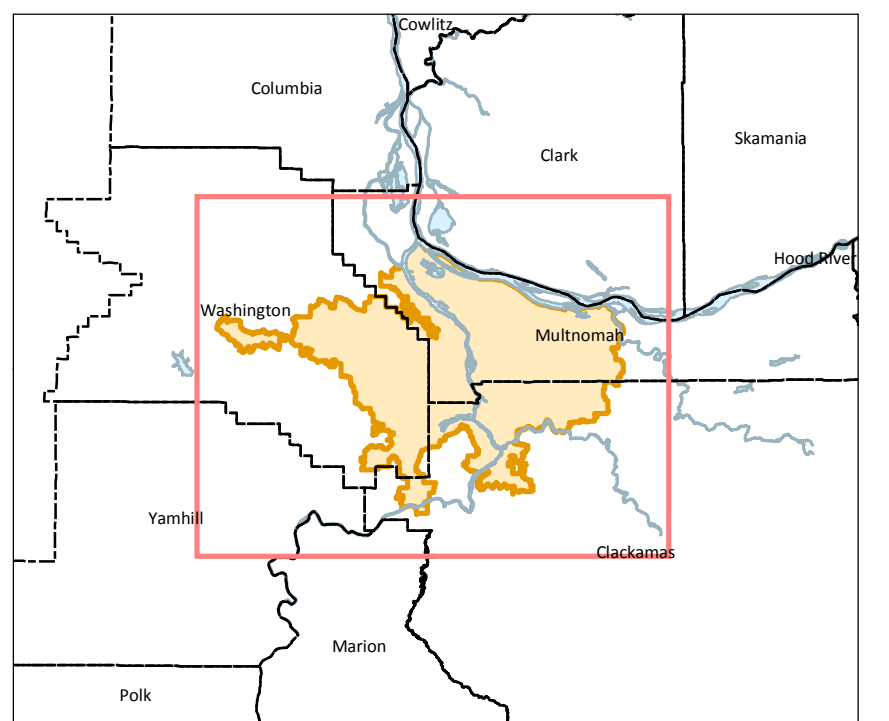
2021 Metro Council Redistricting

Public Comment Draft, November 3, 2021

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Location Map

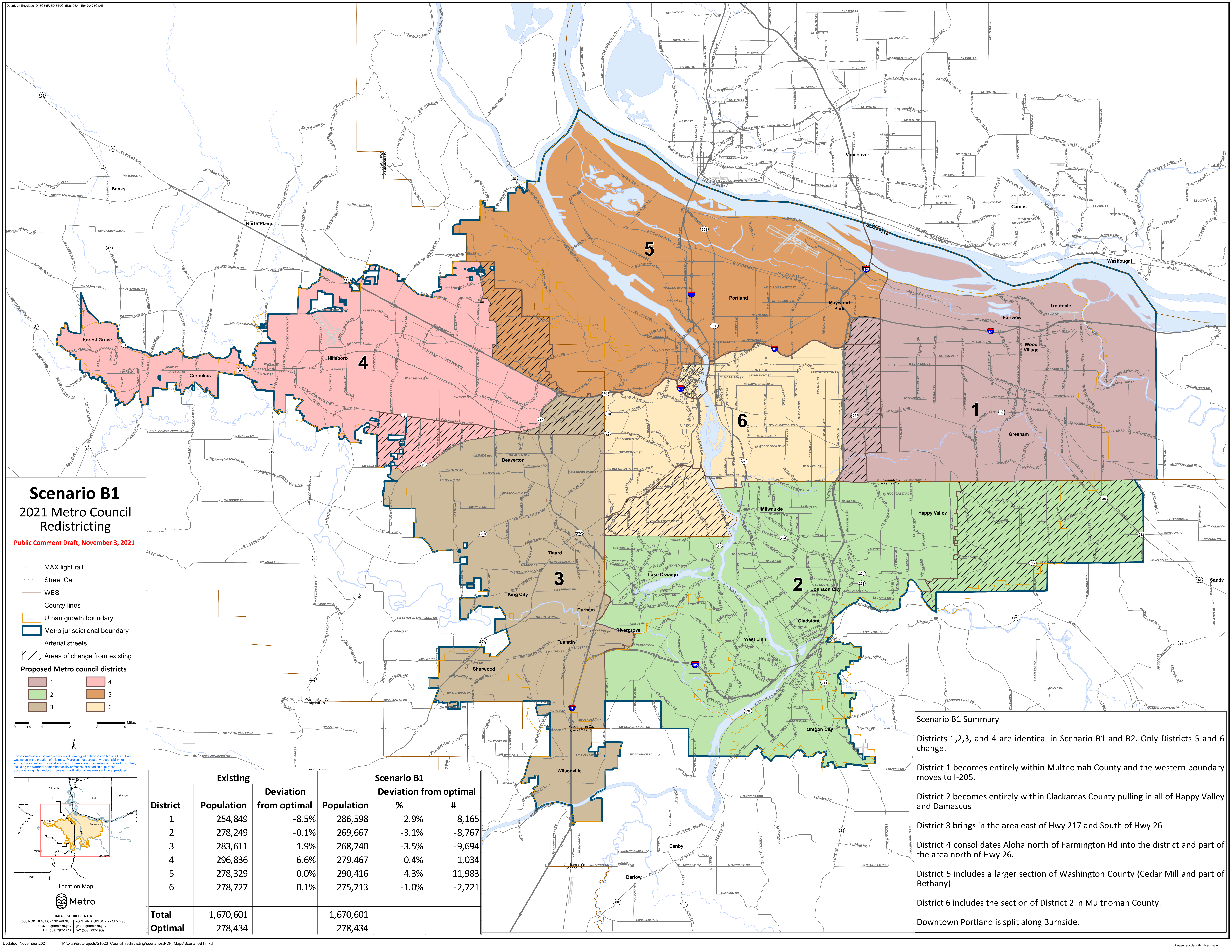
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District	Existing		Scenario A2		
	Population	Deviation from optimal	Population	%	#
1	254,849	-8.5%	277,187	-0.4%	-1,247
2	278,249	-0.1%	277,611	-0.3%	-823
3	283,611	1.9%	283,937	2.0%	5,504
4	296,836	6.6%	285,179	2.4%	6,746
5	278,329	0.0%	278,329	0.0%	-105
6	278,727	0.1%	268,358	-3.6%	-10,076
Total	1,670,601		1,670,601		
Optimal	278,434		278,434		

Scenario Summary

Scenarios A1 and A2 represent a minimal change from the existing districts.

Scenario A2 removes the area east of Highway 217 (West Slope) from District 4 and adds it to District 6. The western boundary of District 1 moves west from 122nd Ave to 102nd Ave/Cherry Blossom Dr/112th Ave. The formerly jagged edge in Happy Valley is consolidated along 172nd Ave.



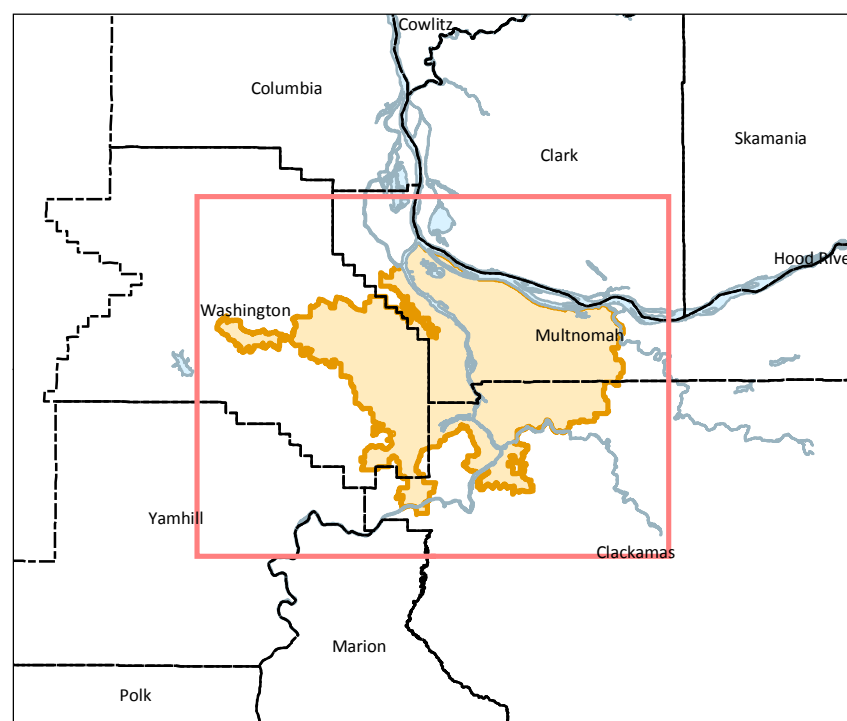
Scenario B1 2021 Metro Council Redistricting

Public Comment Draft, November 3, 2021

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District	Existing		Scenario B1			
	Population	Deviation from optimal	Population	%	#	Deviation from optimal
1	254,849	-8.5%	286,598	2.9%	8,165	
2	278,249	-0.1%	269,667	-3.1%	-8,767	
3	283,611	1.9%	268,740	-3.5%	-9,694	
4	296,836	6.6%	279,467	0.4%	1,034	
5	278,329	0.0%	290,416	4.3%	11,983	
6	278,727	0.1%	275,713	-1.0%	-2,721	
Total	1,670,601		1,670,601			
Optimal	278,434		278,434			

Scenario B1 Summary

Districts 1,2,3, and 4 are identical in Scenario B1 and B2. Only Districts 5 and 6 change.

District 1 becomes entirely within Multnomah County and the western boundary moves to I-205.

District 2 becomes entirely within Clackamas County pulling in all of Happy Valley and Damascus

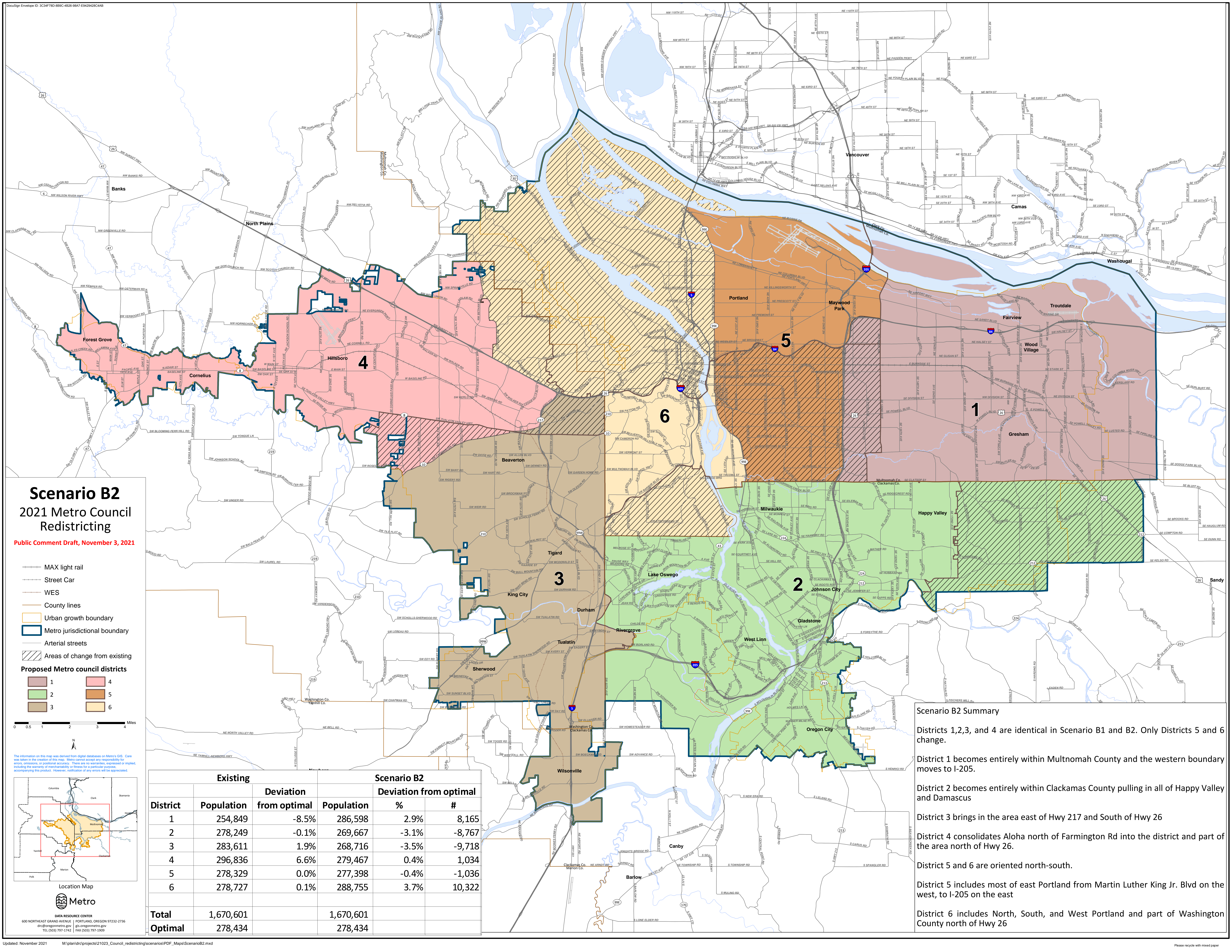
District 3 brings in the area east of Hwy 217 and South of Hwy 26

District 4 consolidates Aloha north of Farmington Rd into the district and part of the area north of Hwy 26.

District 5 includes a larger section of Washington County (Cedar Mill and part of Bethany)

District 6 includes the section of District 2 in Multnomah County.

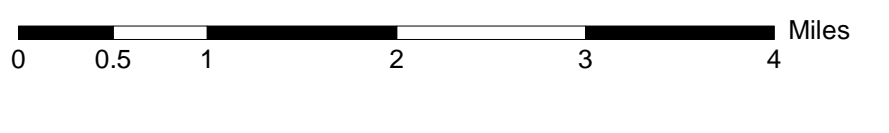
Downtown Portland is split along Burnside.



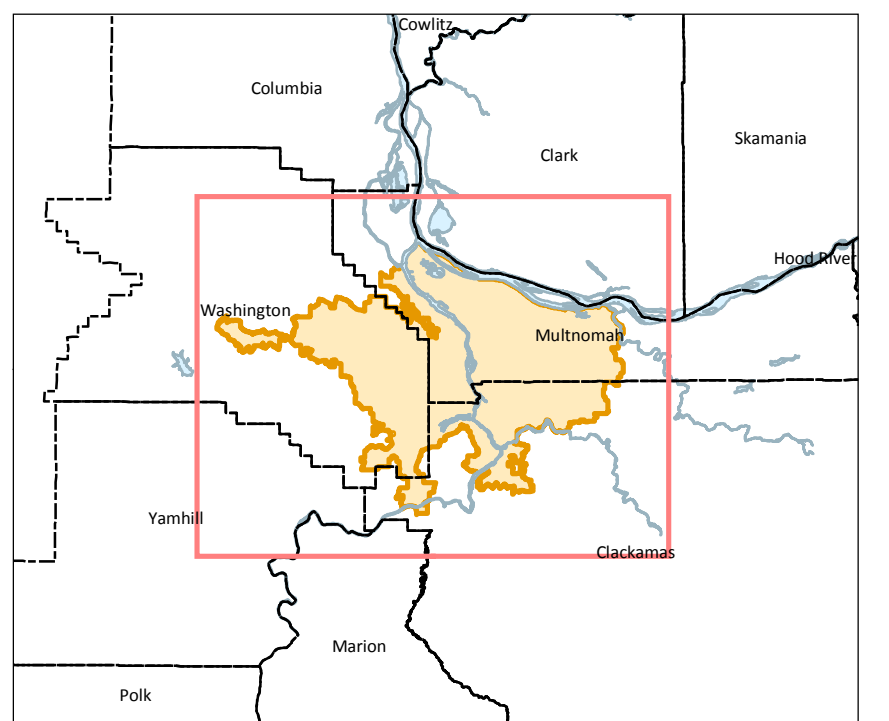
Scenario B2 2021 Metro Council Redistricting

Public Comment Draft, November 3, 2021

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District	Existing		Scenario B2			
	Population	Deviation from optimal	Population	%	#	Deviation from optimal
1	254,849	-8.5%	286,598	2.9%	8,165	
2	278,249	-0.1%	269,667	-3.1%	-8,767	
3	283,611	1.9%	268,716	-3.5%	-9,718	
4	296,836	6.6%	279,467	0.4%	1,034	
5	278,329	0.0%	277,398	-0.4%	-1,036	
6	278,727	0.1%	288,755	3.7%	10,322	
Total	1,670,601		1,670,601			
Optimal	278,434		278,434			

Scenario B2 Summary

Districts 1,2,3, and 4 are identical in Scenario B1 and B2. Only Districts 5 and 6 change.

District 1 becomes entirely within Multnomah County and the western boundary moves to I-205.

District 2 becomes entirely within Clackamas County pulling in all of Happy Valley and Damascus

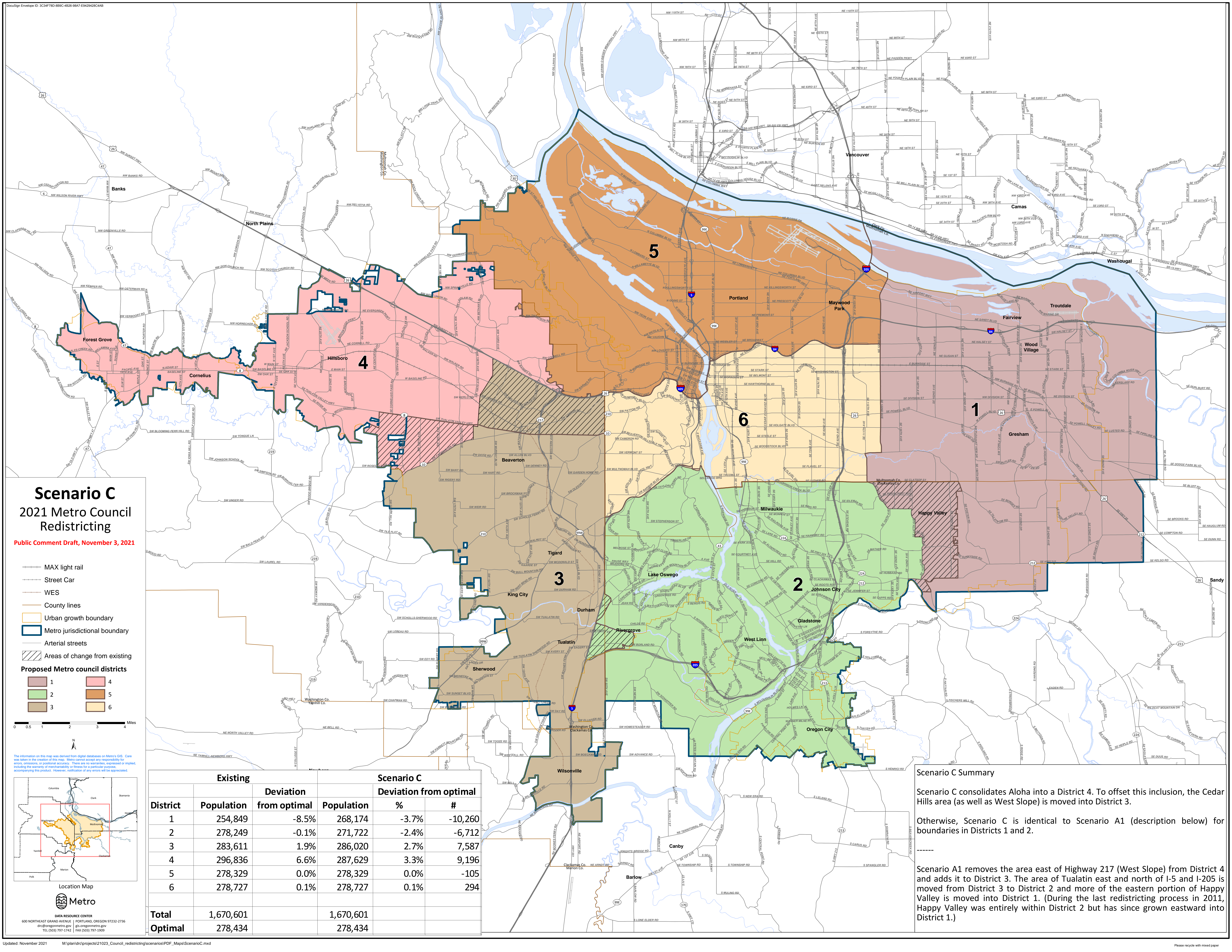
District 3 brings in the area east of Hwy 217 and South of Hwy 26

District 4 consolidates Aloha north of Farmington Rd into the district and part of the area north of Hwy 26.

District 5 and 6 are oriented north-south.

District 5 includes most of east Portland from Martin Luther King Jr. Blvd on the west, to I-205 on the east

District 6 includes North, South, and West Portland and part of Washington County north of Hwy 26



Scenario C

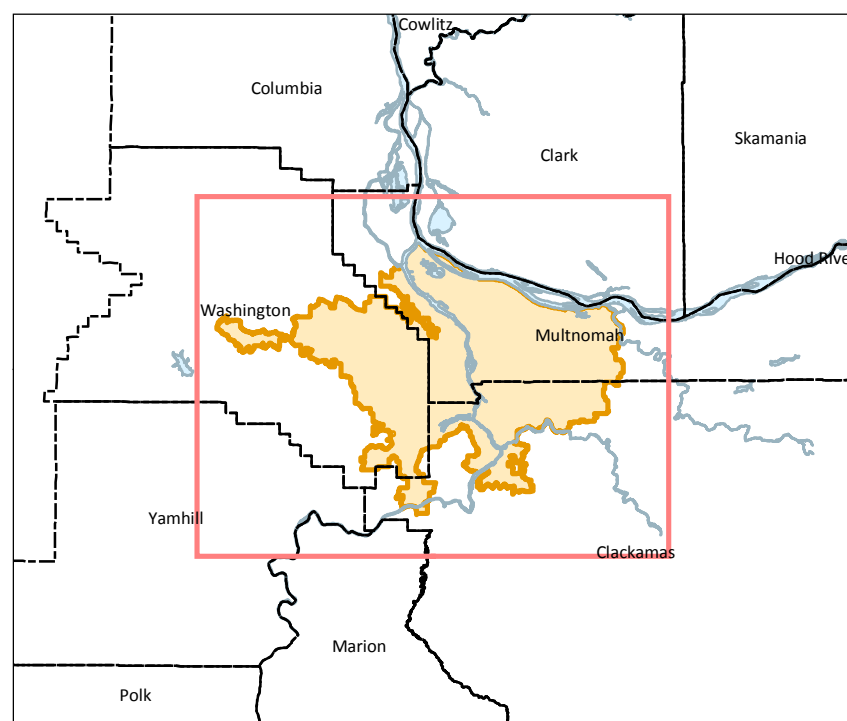
2021 Metro Council Redistricting

Public Comment Draft, November 3, 2021

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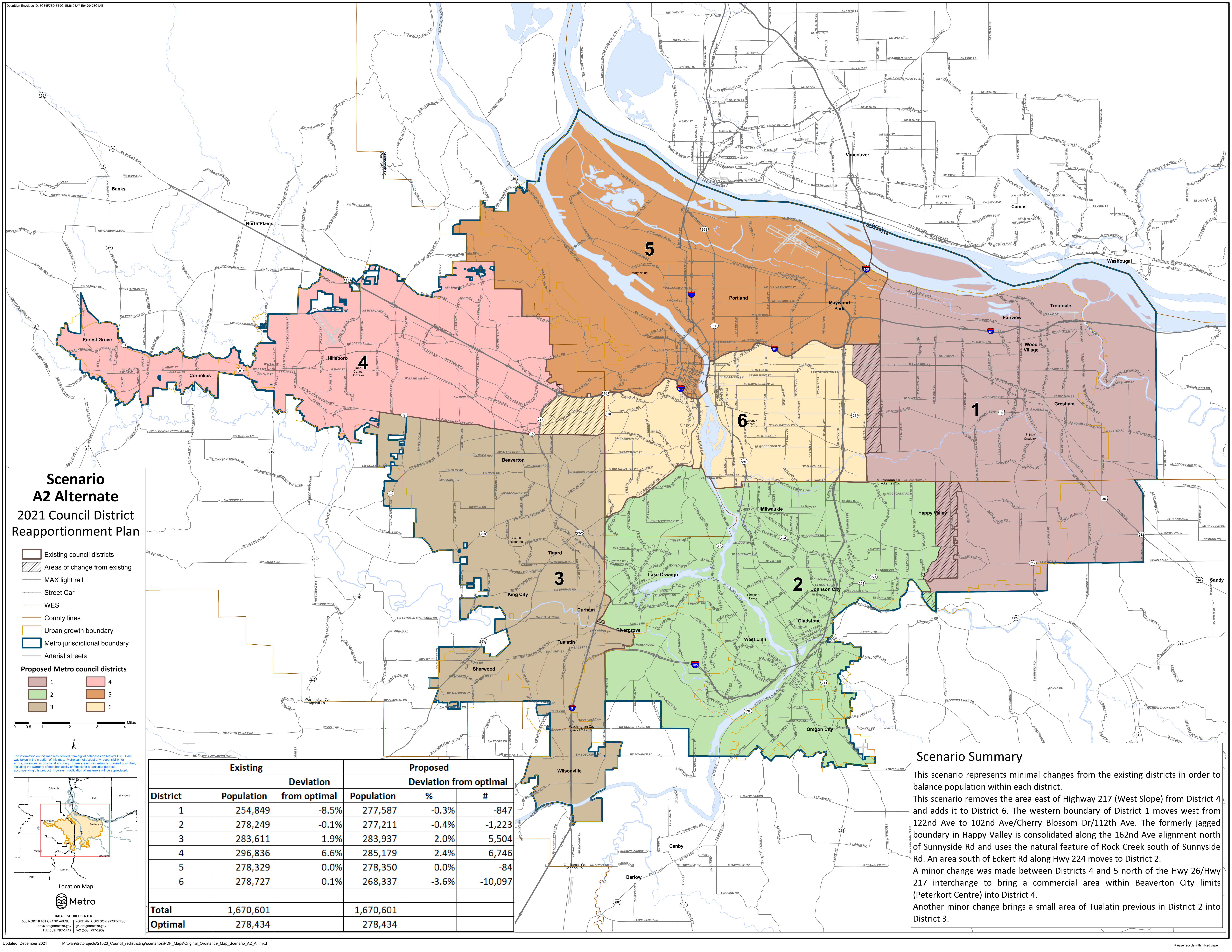
District	Existing		Scenario C			
	Population	Deviation from optimal	Population	%	#	Deviation from optimal
1	254,849	-8.5%	268,174	-3.7%	-10,260	
2	278,249	-0.1%	271,722	-2.4%	-6,712	
3	283,611	1.9%	286,020	2.7%	7,587	
4	296,836	6.6%	287,629	3.3%	9,196	
5	278,329	0.0%	278,329	0.0%	-105	
6	278,727	0.1%	278,727	0.1%	294	
Total	1,670,601		1,670,601			
Optimal	278,434		278,434			

Scenario C Summary

Scenario C consolidates Aloha into a District 4. To offset this inclusion, the Cedar Hills area (as well as West Slope) is moved into District 3.

Otherwise, Scenario C is identical to Scenario A1 (description below) for boundaries in Districts 1 and 2.

Scenario A1 removes the area east of Highway 217 (West Slope) from District 4 and adds it to District 3. The area of Tualatin east and north of I-5 and I-205 is moved from District 3 to District 2 and more of the eastern portion of Happy Valley is moved into District 1. (During the last redistricting process in 2011, Happy Valley was entirely within District 2 but has since grown eastward into District 1.)



Scenario A2 Alternate

2021 Council District Reapportionment Plan

- Existing council districts
- Areas of change from existing
- MAX light rail
- Street Car
- WES
- County lines
- Urban growth boundary
- Metro jurisdictional boundary
- Arterial streets

Proposed Metro council districts

0 0.5 1 2 3 4 Miles

The information on this map was derived from digital databases on Metro's GIS. Care was taken in the creation of this map. Metro cannot accept any responsibility for errors, omissions, or positional accuracy. There are no warranties, expressed or implied, including the warranty of merchantability or fitness for a particular purpose, accompanying this product. However, notification of any errors will be appreciated.

Location Map

Metro

DATA RESOURCE CENTER
600 NORTHEAST GRAND AVENUE | PORTLAND, OREGON 97232-2736
drc@metro.gov | gov.metro.gov
TEL (503) 797-3742 | FAX (503) 797-1909

District	Existing		Proposed		
	Population	Deviation from optimal	Population	%	#
1	254,849	-8.5%	277,587	-0.3%	-847
2	278,249	-0.1%	277,211	-0.4%	-1,223
3	283,611	1.9%	283,937	2.0%	5,504
4	296,836	6.6%	285,179	2.4%	6,746
5	278,329	0.0%	278,350	0.0%	-84
6	278,727	0.1%	268,337	-3.6%	-10,097
Total	1,670,601		1,670,601		
Optimal	278,434		278,434		

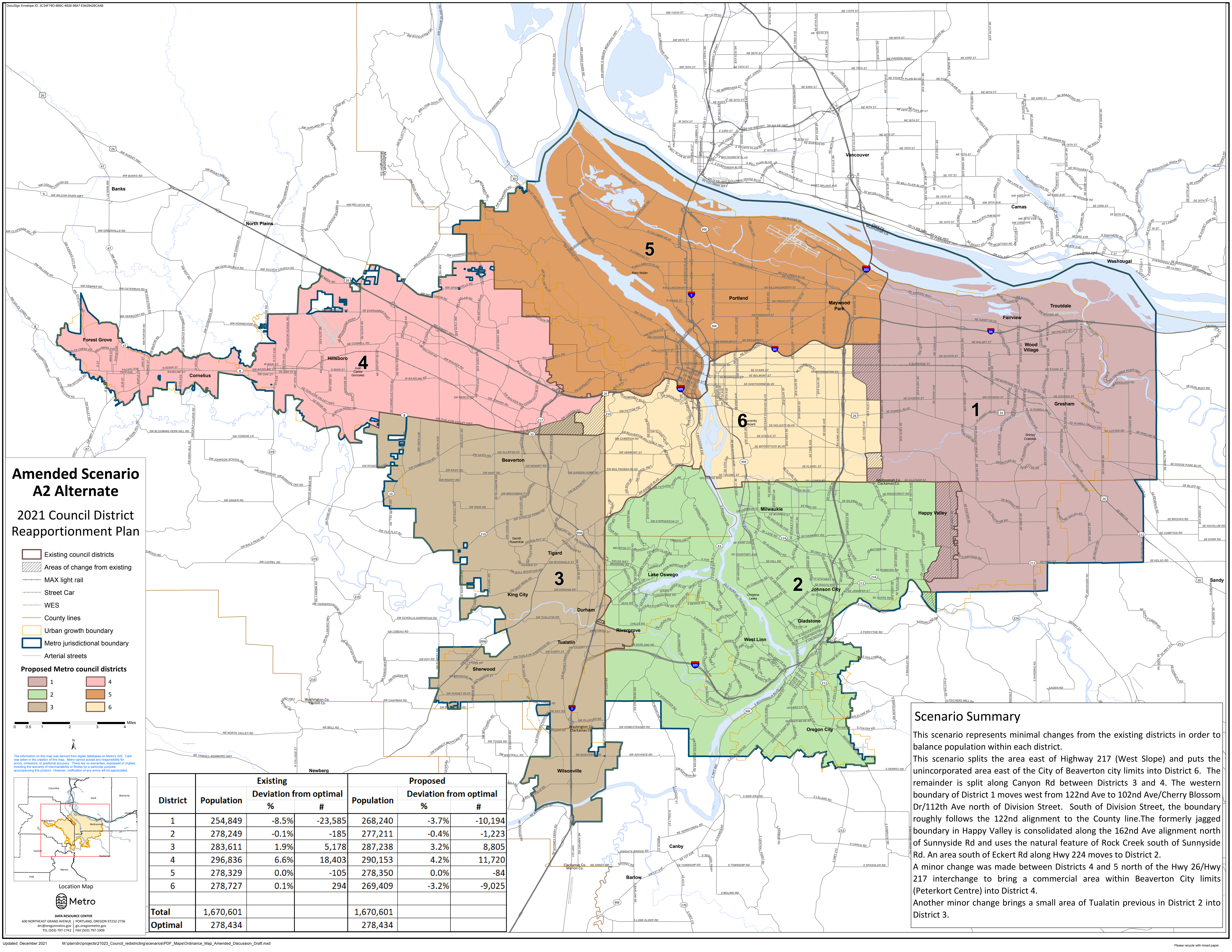
Scenario Summary

This scenario represents minimal changes from the existing districts in order to balance population within each district.

This scenario removes the area east of Highway 217 (West Slope) from District 4 and adds it to District 6. The western boundary of District 1 moves west from 122nd Ave to 102nd Ave/Cherry Blossom Dr/112th Ave. The formerly jagged boundary in Happy Valley is consolidated along the 162nd Ave alignment north of Sunnyside Rd and uses the natural feature of Rock Creek south of Sunnyside Rd. An area south of Eckert Rd along Hwy 224 moves to District 2.

A minor change was made between Districts 4 and 5 north of the Hwy 26/Hwy 217 interchange to bring a commercial area within Beaverton City limits (Peterkort Centre) into District 4.

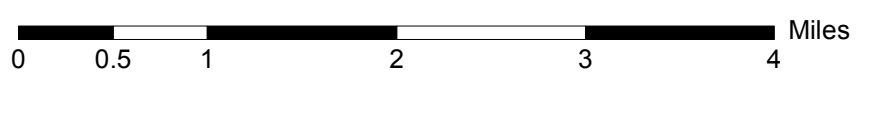
Another minor change brings a small area of Tualatin previous in District 2 into District 3.



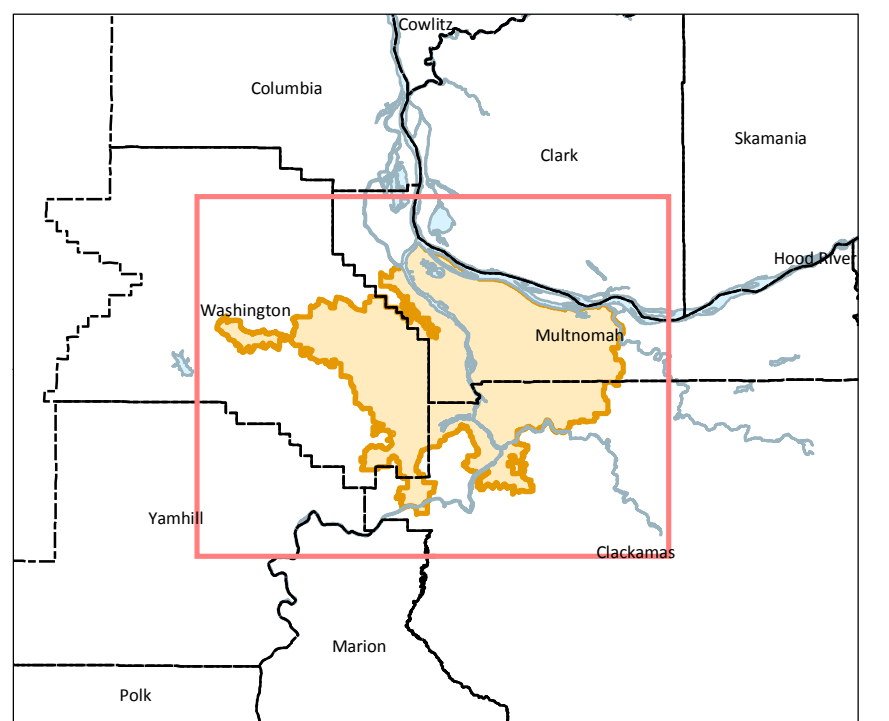
Amended Scenario A2 Alternate

2021 Council District Reapportionment Plan

- Existing council districts
 - Areas of change from existing
 - MAX light rail
 - Street Car
 - WES
 - County lines
 - Urban growth boundary
 - Metro jurisdictional boundary
 - Arterial streets
- Proposed Metro council districts**
- | | |
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District	Population	Existing		Proposed		
		Deviation from optimal %	#	Population	Deviation from optimal %	#
1	254,849	-8.5%	-23,585	268,240	-3.7%	-10,194
2	278,249	-0.1%	-185	277,211	-0.4%	-1,223
3	283,611	1.9%	5,178	287,238	3.2%	8,805
4	296,836	6.6%	18,403	290,153	4.2%	11,720
5	278,329	0.0%	-105	278,350	0.0%	-84
6	278,727	0.1%	294	269,409	-3.2%	-9,025
Total	1,670,601			1,670,601		
Optimal	278,434			278,434		

Scenario Summary

This scenario represents minimal changes from the existing districts in order to balance population within each district.

This scenario splits the area east of Highway 217 (West Slope) and puts the unincorporated area east of the City of Beaverton city limits into District 6. The remainder is split along Canyon Rd between Districts 3 and 4. The western boundary of District 1 moves west from 122nd Ave to 102nd Ave/Cherry Blossom Dr/112th Ave north of Division Street. South of Division Street, the boundary roughly follows the 122nd alignment to the County line. The formerly jagged boundary in Happy Valley is consolidated along the 162nd Ave alignment north of Sunnyside Rd and uses the natural feature of Rock Creek south of Sunnyside Rd. An area south of Eckert Rd along Hwy 224 moves to District 2.

A minor change was made between Districts 4 and 5 north of the Hwy 26/Hwy 217 interchange to bring a commercial area within Beaverton City limits (Peterkort Centre) into District 4.

Another minor change brings a small area of Tualatin previous in District 2 into District 3.

Date: Wednesday, November 23, 2021
To: Metro Council
From: Anne Buzzini, Metro Council Office
Subject: Metro Redistricting Scenarios Public Comment Summary

Background

Metro began its 2021 redistricting process in September 2021. Council provided direction to staff in a September work session about the values and criteria it wished to instill in this process. Staff then launched a redistricting page on the Metro website and reached out to community members to participate in a comment period. That public comment period, alongside engagement with community-based organizations, brought forth a few key issues that residents hoped Council would address during the redistricting process.

With this feedback, Council adopted in October an ordinance identifying additional criteria by which it would judge new Metro district boundary scenarios, pursuant to its charter authority to do so. A Metro Council Subcommittee on Redistricting was named, and staff provided to the committee a variety of scenarios for their consideration. Five were chosen to move forward for greater consideration by Council and by the public. Metro staff opened a second public comment period, this time about scenarios.

Criteria Public Feedback Summary

During the first public comment period about criteria (October 18-November 1), residents hoped that 82nd Avenue would not be used as a dividing line in any new maps so that the Jade District, which exists both east and west of 82nd Avenue, would be kept intact. Additionally, residents and advocates suggested moving the boundary between Districts 1 and 6 west, preferably to I-205 or another corridor.

Metro staff also heard that it was important to keep together the communities in northern unincorporated Washington County, including Bethany, Rock Creek, Cedar Hills, and Cedar Mill. To the south, residents and advocates asked that Aloha be reunited into a single district.

Scenarios Public Comment Period

Metro opened a second public comment period (November 3-14) to hear from residents their preferred scenarios. Additionally, Metro held two public hearings on November 9 and 10 over Zoom to receive oral testimony. Finally, MPAC members were invited to comment on the proposed scenarios during a regularly scheduled meeting on November 10.

To publicize the written comment period and public hearings, Metro staff sent an email announcing the opportunities to approximately 4,000 interested parties subscribed to receive Metro updates. Staff also sent email notices to school boards across the region; neighborhood association and CPO coordinators; city and county administrators, clerks, and managers; and

staff at 57 community-based organizations that have worked with Metro in the past on issues related to planning, transportation, and housing.

Metro received 31 written comments from interested parties, 6 testifiers at the public hearings, and 7 comments from MPAC members.

Feedback Themes and Areas of Concern

Broad Themes

In discussing the five scenarios, commenters highlighted several central themes. Some themes were general and were used to make different arguments about different maps. These themes included:

- Maintaining the character of existing neighborhoods
- Grouping like neighborhoods together, based on shared characteristics
- Ensuring equitable representation
- Racial equity—some residents preferred specific maps because of perceived impacts on the equitable representation of BIPOC groups, but did not necessarily provide details as to why these maps appeared to impact BIPOC representation

Keeping Cities Intact

Beaverton, Happy Valley, and Tualatin

Elected officials in particular urged Metro to keep cities intact. Under the circumstances, “intact” could mean keeping a city entirely in one district or in as few districts as possible given the population. The mayors of Beaverton and Tualatin both hoped that their cities would stay in two districts or one, respectively.

The City of Happy Valley took a different tack and suggested dividing the city along a specific corridor, so that future new development will remain in a single district distinct from the older part of the city, which has different needs. Meanwhile, some Happy Valley residents argued in favor of keeping the city in a single district.

Keeping Unincorporated Areas Together

Damascus/Boring/Happy Valley, Bethany/Cedar Mill, West Slope, and Aloha

Similar to keeping cities intact, several residents hoped to keep specific unincorporated areas together. These areas included the unincorporated portions of Clackamas County near Happy Valley, Boring, and Damascus and northern portions of Washington County near Bethany.

For Clackamas County, residents offered up different views. Some felt the county line provides a strong demarcation between District 2 and Districts 1 and 6. These residents argued in favor of keeping all of Clackamas County in a single Metro district. Others felt strongly that the areas near Happy Valley, Damascus, and Boring shared unique characteristics and should be kept together in District 1.

“[The southeastern portion of the region] has much more in common with Gresham and east County than Lake Oswego and the Stafford area. Boring and Damascus should absolutely be included in District 1.” –Resident preferring Scenarios A1 and C

Washington County residents provided similar feedback for the areas near Bethany; they hoped these areas would remain together with other portions of Washington County. When it came to West Slope, there was less consensus: some residents felt West Slope belonged with Beaverton and others felt it shared more in common with Southwest Portland neighborhoods.

“[A1] keeps most of the urban unincorporated area in Washington County in one district.” –Resident preferring Scenario A1

*“The inclusion of Cedar Hills in District 6 [in A2] makes more sense to seamlessly maintain connection along the main thoroughfare of Beaverton Hillsdale Highway.”
–Resident preferring Scenario A2*

Several residents also mentioned Aloha and preferred maps that kept the unincorporated area in a single Metro district. Arguing in favor of this approach, one resident wrote:

“I’m hoping you can be mindful that Aloha continues to receive ‘the short end of the stick’ when it comes to building power and connecting to policy and policy makers - which ultimately ensures we can build community and advocate for needed change. Please keep Aloha entirely in one district.” –Resident preferring Scenarios B1, B2, and C

Keeping East Portland Intact 82nd Avenue and the Jade District

The feedback with the greatest consensus among commenters was to keep East Portland intact and to move west the boundary between District 1 and District 6. Residents pointed to the vibrant community along both sides of 82nd Avenue that makes up the Jade District and asked that it not be disturbed by making it a boundary. Several commenters liked the idea of using I-205 as a boundary demarcating the beginning of East Portland, while another said that 102nd/Cherry Blossom/112th would also make a fine boundary. One person said that, in any event, 122nd should *not* be the boundary in the next map.

Commenters’ Preferred Scenarios

While those submitting written comments leaned in favor of Scenarios A1 and C, among the small group of MPAC members and those who came to the public hearings, preferences were mixed.

One commenter summed it up:

“All scenarios have their pluses and minuses. Everyone that weighs in has a bias for their choice.” –Resident preferring Scenario A1

One commenter who preferred both A1 and C explained the reasoning for the preference:

“In addition to the advantage of changing little, therefore not confusing the public further about Metro, these scenarios ensure that each Councilor must represent and understand a varied district. The whole idea of Metro is to think regionally and broadly, not just advocate for one type of community.” –Resident preferring Scenarios A1 and C

Other commenters liked Scenario C for its treatment of Aloha, areas surrounding Happy Valley, and West Slope.

However, with such a small sample size, it is hard to extrapolate whether the preferences held by commenters are shared regionally.

Attachment 5
Scenarios Written Public Comments

Comment #	Name	District	Preferred Scenarios	Comment
1	Duncan Hwang	6	A1, A2, C	Scenario B2 greatly impacts 82nd Ave, Jade District, and AAPI community centers. It moves our communities to a brand new district 5 where we have minimal contact with electeds. We would prefer SE Portland remain intact. Our communities are concentrated along 82nd and into SE Portland along Division and in Lents. A and C keep those communities more intact. NW, N, SW Portland all in an apple core district does not make sense to me.
2	Michael Vest	1	A1	All scenarios have their pluses and minuses. Everyone that weighs in has a bias for their choice. I would choose the one that is most efficient for Metro to deliver services to the communities, however that could be measured.
3	John Murphy	3	C	Scenario C seems to best represent the character and diversity in the 6 metro districts and will lead to better representation of the communities involved.
4	Brendan Brezic	5	A2	District 1's connectivity to the Hazelwood, Mill Park, and Powellhurst-Gilbert Neighborhoods and other East Portland neighborhoods east of the 205 makes more sense than including Happy Valley. Additionally, the inclusion of Cedar Hills in District 6 makes sense to more seamlessly maintain connection along the main thoroughfare of Beaverton Hillsdale Highway. This proposal seems like it would still offer a diverse demographic in all districts.
5	Karen Buehrig	2	A2	I think it has the best geographic distribution. I like having the rural part of Damascus in District 1, but not the more urban Happy Valley.
6	Teresa Lawler	4	C	I live in West Slope and Washington County. We have much more in common interests/issues with the Districts on the west side of the Metro Area, and less in common with Portland's. Therefore Option A-2 is least favored. Scenario C combines similar neighborhoods the best, although A1,B1&B2 are acceptable.

7	Bill Waring	5	B2	It keeps my neighborhood in Washington County much more intact.
8	Marietta Matto	5	A1	It looks like A1 is best for Unincorporated Washington Co. It seems we have similar problems.
9	Harrison Whitmarsh	5	A1	As a Realtor, I have a wealth of information about these neighborhoods, and I think A1 properly segments the map into like-neighborhoods. The populations of this map have the most in common.
10	Lori Geres	2	B1	Shift to encompass all of Clackamas County in one zone.
11	Michael Dahlstrom	3	C	Of the options, pulling Aloha into District 4 is reasonable. As the area is legislatively proposed to become part of both Hillsboro and Beaverton, there at least is some commonality. Putting the area east of I-5 to District 2 still crosses county boundaries between WashCo and ClackCo, there is still more commonality in River Grove to Lake Oswego/West Linn than Tualatin. And moving West Slope/Cedar Mills into the district with Beaverton makes sense for the commissioner. Realizing that unincorporated areas of Aloha, Reedville, Cedar Mill and West Slope remain unwilling to annex to their legislatively assigned adjacent cities (and the cities apparent unwillingness to try and annex), there are at least common services between those uninc areas service providers and the cities'. Washington County Plan 2000, ORS Urban Area Plans, and Metro's own 2040 Plan all identify city responsibilities and eventual assumption of services. Perhaps in Districts 2 and 4, those commissioners might be interested in promoting future annexations?
12	Sean McClintock	6	B2	SE Portland has more in common with NE Portland than we do with the SW and S areas. I feel these boundaries better align shared interests and values.
13	Rachel Reynolds	6	B2	Most accurately represents the "feel" of each district. Areas of town have a vibe, and this reflects the vibe boundaries.
14	Leslie Wu	6	B1	This is the only scenario that blocks the area east of I205 outside the district for SE. The area east of I205 has very different needs

				than the rest of the area in SE and so should be grouped with the remaining area east of I-205.
15	Ray Young	1	A1, C	Scenarios B1 and B2 make no sense in how they treat Boring and Damascus. I have lived in the the SE corner of Metro over 50 years, and that area has much more in common with Gresham and east County than Lake Oswego and the Stafford area. Boring and Damascus should absolutely be included in District 1.
16	Rithy Khut	6	A1, B2, C	For simple changes (A1 and C), the rural areas outside of Gresham and Happy Valley should be represented as one block. Same as Aloha. For B2, it makes more sense that D5 should be a contiguous block and D6 includes all the areas of the West Hills/Tualatin Mountains.
17	Shaun Sullens	5	C	It removes west slopes and puts it in a different area.
18	Bryce Glenn	6	A2	I prefer A2 because of the minimal changes. It also makes sense to simplify the boundary in Happy Valley.
19	Robin Ye	5	B1, C	B1 Merits: Makes I-205 the dividing boundary between District 1 and 6, keeping together East Portland. Clackamas County line makes sense as a southern border differentiating District 1 and 2. District 5 inner core/SW Portland preserves a better understanding of transportation, commerce, and community links between SW Portland corridors and adjacent cities running down Willamette and 99W. District 4 reflects housing development while still keeping communities in unincorporated Washington County together and using TV Highway as a corridor of interest. C merits: Very few changes applied, but the changes do make sense by using US-26 West as a northern border for District 3; maintaining TV highway as the important corridor that it is for District 4.
20	Dave Malcolm	5	B1	Common sense, easily understood boundaries and common issues in the areas.
21	Jim Emerson	5	A1, C	In addition to the advantage of changing little, therefore not confusing the public further about Metro, these scenarios ensure that each Counselor must represent (and understand) a varied

				District. The whole idea of Metro is to think Regionally and broadly, not just advocate for one type of community.
22	Mary Manseau	4	A1	It keeps most of the urban unincorporated area in Washington County within one district. However, why is west bonny slope--a Washington county area--lumped with dissimilar areas in Multnomah County and City of Portland. A finer filter should be used when looking at where to draw the lines on a map! Just because an area has a Portland mailing address, doesn't mean that an area has any relationship or share any similarities with City of Portland.
23	Susan Andrews	N/A	B1	I do not think the natural areas in the west hills should be consolidated into an urban area. The east and north areas of Bethany are closely linked ecologically to the west hills and decisions about watershed, wildlife, natural areas as well as transportation planning should group these areas together.
24	Alana Mongkhounsavath	2	B1, B2	I live in unincorporated Clackamas county, for ease, sometimes I say Milwaukie sometimes Happy Valley. Most of my neighbors don't know what Metro is. Where is my community meant to go to ask for better services? There is so much growth that is happening east of where I live, my neighbors and I deserve one voice representing us. It makes sense to capture cities and unincorporated areas into a single district – don't keep my community divided (it doesn't make sense to have half of Happy Valley in one district and the other half in another).
25	Carol Hasenberg	6	A1, C	I like to have my slice of EPDX in District 6 because I think my interests and values are more in line with that area.
26	Monica Klau	N/A	C	Seems the most balanced.
27	Meng-Lun Chen-Pinkham	3	A1, A2, C	Population is closer to each other. And in district 6 population will increase pretty fast over time since it's closer to downtown area.
28	Catherine Nicewood	1	A1	A1 is more aligned with physical boundaries that make sense.
29	Lin Pond	1	B1	Concern for district 1 - Please do not make the border NE 122nd. By making 205 the boundary the district will have common needs and issues that Metro can address. Keeping NE 122nd as the boundary

				<p>splinters Outer East Portland making it harder for an area that is in much need of attention from getting cohesive attention. NE 122nd already suffers a lack of business investment and an abundance of county/service providers which has severely impacted livability. The services have gone in as grocery stores have gone out. We need one representative to be speaking for this part of METRO. Please do not make NE 122nd the boundary for district 1. Please use 205 as the boundary.</p>
<p>30</p>	<p>Sara Schmitt</p>	<p>5</p>	<p>B1, B2</p>	<p>I'm grateful for the opportunity to provide input during the redistricting process. I live in North Portland in Multnomah County, and I work as an educator in Beaverton, in Washington County.</p> <p>Over the last 10 years, the Metro region has grown and our communities have become increasingly diverse. As our communities become increasingly diverse, it's imperative that we adjust Metro boundaries to guarantee equitable representation. This will give voice and power to historically underrepresented communities when decisions are made about regional planning, access to natural spaces, transportation, sustainability, land use and development, etc.</p> <p>This is a once in a decade opportunity to ensure equitable representation, and I urge you to consider racial equity in this redistricting process. As mapped now, scenarios A1, A2, and C do not advance that value. On the other hand, scenarios B1 and B2 would keep communities of common interest intact and empowered.</p> <p>Decisions about ways that the Metro Council will improve the livability and health of our region will be improved with equitable representation of historically marginalized voices. Thank you for the important work you are doing to update the representation in the Metro districts.</p>

31	Felicit Monteblanco	4	B1, B2, C	<p>Greetings Metro President and Council! Thank you for all your hard work on this!</p> <p>I write as a long-time resident of Aloha. As you are likely aware, Aloha is unincorporated, which means politically we don't have a lot of power. It also happens to be extremely diverse and have a diversity of incomes. I am especially sensitive to my community after the redrawing of congressional maps that divide Aloha and Beaverton in half. While I have no doubt your job is very difficult I'm hoping you can be mindful that Aloha continues to receive "the short end of the stick" when it comes to building power and connecting to policy and policy makers - which ultimately ensures we can build community and advocate for needed change. Please keep Aloha entirely in one district.</p> <p>All the best, Felicit Monteblanco</p>
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Attachment 6
Criteria Written Public Comments

Comment #	Name	Comment
1	Duncan Hwang	We worked heavily on the Division Transit Project and recently in securing funding for jurisdictional transfer of 82nd Ave. During the state redistricting process, there were maps that split HD 46 and HD47 along 82nd Ave. We did not support those maps. We would ask that Metro redistricting keeps the Jade District and 82nd in one district, which aligns with the criteria of compact minority and underrepresented communities as well as areas surrounding major hubs or corridors intact. We've haven't seen any draft maps from Metro, but East County should have stronger representation. East Portland should begin at I-205 at the minimum to keep the Jade District and Lents as close as possible. We saw our work really focusing on 97266 and 97206 zip codes, so ideally those would be combined in the same district.
2	Wendy Lawton	Good morning, Metro Team – I fully support the criteria you've created for this redistricting process – bravo to you. As an elected city councilor in Fairview, and a community advocate for East Multnomah county, I encourage you to give East County strong consideration. We are diverse, growing, young, and poor. We need a strong voice, one where our communities are keep intact and are growing as we are. Diversity, equity, and inclusion are key compass points for you – and we in East County, along with communities on the Western edge of the Metro map, are where that racial, cultural, and socio-economic diversity exists. Keep us strong, and make us stronger, as you look at your boundaries. Thank you for asking for feedback – and for listening.
3	Bryan Hedlind	Communities of interest should be a top priority. Unincorporated Washington County north of Highway 26 should be kept together. I also support the other expressed redistricting goals including emphasizing equity in representation.
4	Ray Young	Keep the general geographic area, they all seem to consistent and true to existing communities. Just adjust current boundaries a little to insure close parity of

		population in each district. No good reason to do any radical changes.
5	Gary Wasserman	It makes sense for communities around my residence to have common representation. Those would include Milwaukie, Happy Valley, and Portland neighborhoods Sellwood and Errol Heights.
6	Michael Best	Keeping commercial and business interests separate and away from residential areas.
7	Laura Content	Communities of color should have a strong presence in as many districts as possible.
8	Karen Bolin	Aloha is slowly being swallowed up by Beaverton on the East side and Hillsboro on the West side. The Aloha-Reedville Study that was done 10 years ago identified the "markers" for our area. Our Aloha Business Association serves our community as a place to network and support our residents and business owners. Criteria to keep all of Aloha represented by one person would be helpful to keep our identity and desire to stay Aloha. We are affordable for people in Washington County and want to stay that way for as long as possible.
9	Tamara DeRidder	The NE Sandy Corridor
10	Cindy Passannante	The most important issues in our area are to keep the small community feel, the open and county feel while being close to major hubs. We do NOT need to be over developed and want to stay as a rural/ country area where people and be a little country but still have small sized city representation.
11	Jacob Loeb	The 2020 U.S. Census suffered from many flaws that may have undercounted people of color. In addition to COVID-19 limiting the full counting process, past administration tactics dissuaded certain people from participating. Some estimates think the undercount rates for Black and Latinx children were about double that for all children. Is there any adjustment to population counts that can be applied to the redistricting formula to counteract this imbalance, perhaps using statistical models to make up for the likely gap in these undercounted groups?
12	Mark Waggoner	We would be more accurately represented and have better elections if we adopted all at-large seats and used ranked choice voting with multiple winners.
13	Kathryn Harrington	I am writing as an individual member, the at-large elected Chair of the Washington Board of Commissioners and a former Metro Councilor District 4 (2007 - 2018) who went through redistricting with the 2010 census.

		<p>In WA Co, there are many areas of urban unincorporated areas (UUA) neighborhoods outside of cities, which has underscored for me how major roadways, more so that school districts, plan a key role in association with Metro Council District boundaries. Please use your Urban Reserves maps to consider how city boundaries will be moving over these next 10 years.</p> <p>Please also try to limit how a city might be split amongst 3 different Metro Districts in the various options you might review. Additionally, while District 5 has had constituents in WA Co for over a decade, please consider how that representation area in WA Co could be expanded to have meaning versus those residents feeling ignored.</p> <p>If you would like a map that illustrates the puzzle piece areas of the UUAs around cities for a simple view, we have those to provide your team, just let us know.</p> <p>I know that you will be thoughtful in your consideration. Best Wishes, and thank you for what you do each week in your work for us all in this great Portland Metropolitan Region. Our work together is better because the Metro Council and Metro exist.</p> <p>Respectfully submitted, Kathryn Harrington Chair, Washington County Board of Commissioners</p>
<p>14</p>	<p>Sage Cerulean</p>	<p>If possible consider making the cities and unincorporated places in the Metro area of Clackamas County its own group, or two if the redistricting means another district will be added. I know residents in the county don't feel like they have a voice as it is right now and I think this would be a good step towards gaining that trust.</p>

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ADOPTING A METRO)	ORDINANCE NO. 21-1472
COUNCIL DISTRICT REAPPORTIONMENT)	
PLAN AND DECLARING AND EMERGENCY)	Introduced by Chief Operating Officer Marissa Madrigal in concurrence with Council President Lynn Peterson

WHEREAS, Section 31(1) of the Metro Charter establishes the minimum criteria for reapportionment of Council districts, requiring such districts to be, as nearly as practicable, of equal population and to be contiguous and geographically compact, and provides that “the Council may by ordinance specify additional criteria for districts that are consistent with this section”; and

WHEREAS, on October 21, 2021, Metro Council adopted Ordinance No. 21-1469, for the purpose of establishing additional criteria for Metro Council district reapportionment; and

WHEREAS, Section 31(1) of the Metro Charter requires that within three months after the official completion of the U.S. Census, the Council shall change the district boundaries in a manner that accords equal protection under the law and shall assign councilors to the reapportioned districts; and

WHEREAS, on September 16, 2021, Metro received official data compiled by the 2020 U.S. Census; and

WHEREAS, the 2020 U.S. Census identifies the Metro population as 1,670,601, thereby establishing an average district population of 278,434; and

WHEREAS, pursuant to Ordinance No. 21-1469, the Chief Operating Officer has developed a reapportionment plan that includes assignment of councilors to the new districts; NOW THEREFORE,

THE METRO COUNCIL ORDAINS AS FOLLOWS:

1. The Council adopts the reapportionment plan attached to this Ordinance as Exhibit A; and
2. The Council adopts the assignment of councilors to reapportioned districts attached to this Ordinance as Exhibit B; and
3. This ordinance being necessary for the health, safety and welfare of the Metro area, for the reason that the work of reapportionment should proceed without delay as stipulated in the Metro Charter, an emergency is declared to exist and this ordinance shall take effect immediately pursuant to Metro Charter Section 38(1).

ADOPTED by the Metro Council this 7th day of December, 2021.

Lynn Peterson, Council President

Attest:

Approved as to Form:

Jaye Cromwell, Recording Secretary

Carrie MacLaren, Metro Attorney