

EUGENE CITY COUNCIL

AGENDA ITEM SUMMARY



Work Session: Ward Redistricting

Meeting Date: April 27, 2011
Department: Central Services
www.eugene-or.gov

Agenda Item Number: A
Staff Contacts: Keli Osborn
Contact Telephone Number: 541-682-5406

ISSUE STATEMENT

Every 10 years, the Eugene City Council adjusts council ward boundaries to accommodate population changes and shifts – thereby helping ensure equal protection under the laws (“one person, one vote”). This work session provides an opportunity for the council to determine basic criteria and provide direction on public involvement, the council role and a time schedule.

BACKGROUND

In a work session on February 14, 2011, the council discussed options for Eugene’s ward redistricting process. The basic purpose of ward redistricting is to bring each ward back to equal population distribution. In 1991 and 2001, the council as a whole processed ward redistricting. Public information and involvement in 2001 included drop-in forums, public hearings and other opportunities for input on criteria, scenarios and maps.

Based on available 2010 U.S. Census data, Eugene’s population totaled 156,185 – which means that each of the eight wards should have approximately 19,523 residents. Attachment A describes existing ward demographics by total population, age, and race and ethnicity, as well as the variance from the equal population target.

To facilitate election-related activities, the final boundary decision should occur well before the filing deadline for the seats that will be up for election in May 2012 on the Eugene City Council and Eugene Water and Electric Board. Candidates can begin filing on September 8, 2011, and must turn in all materials to the City Recorder by February 29, 2012. Attachment B shows existing ward boundaries, with symbols for the residences of current city councilors and EWEB commissioners.

Feedback at the council’s February 14 work session was varied and included:

- Consider establishing a committee to advise the council on ward redistricting.
- If a committee is established, be clear about its role and the role of the council in the process.
- Ensure that community members and key constituent groups have access to information.
- Design a process that is fair and earns public confidence.
- Design a process that results in a final decision sooner rather than later, in late summer or early fall and well before the end of the calendar year.

- Involve neighborhood groups.
- Lead staff should meet individually with councilors for input.
- Minimize changes to boundaries if possible.
- Reexamine existing boundaries and consider changes that would return to wards more like those drawn in 1991 (which included an east Eugene ward that straddled the Willamette River).
- Provide demographic data on communities of color. (See Attachment A.)
- Pay attention to the effects and future impacts of potential annexations.
- Define residency – Are college students who are residents of Eugene and maintain residency in other communities counted as residents of Eugene by the U.S. Census? (Answer: For purposes of the U.S. Census, students are counted as residents at the location where they live and sleep most of the time.)

Obtaining feedback from councilors, the public and interested parties on criteria that will guide development of ward map scenarios is an important step in the redistricting process. Attachment E outlines multiple criteria, ranging from consideration of geographic features to incumbent elected officials. Staff recommends putting the potential criteria out for public input, as well as for feedback from individual councilors and EWEB commissioners. Several councilors have expressed a desire to reach a decision on new ward boundaries *sooner* than December 31 – earlier in the fall, if possible. Staff would like to solicit feedback on criteria through the end of May. The council could then review the feedback in a June work session.

RELATED CITY POLICIES

The Eugene Charter provision related to redistricting is general and states:

***Section 33. Wards.** The council shall divide the city into wards and redefine the boundaries thereof as necessary to accord persons in the city the equal protection of the laws. No person may vote at a city election in a ward other than that in which he or she resides.*

The Eugene City Code includes the following:

***2.692 Elections – Wards.** The city council shall by resolution divide the city into eight wards, but neither this requirement nor any action pursuant to it disqualifies, or shortens the term of office of, a member of the council or the Eugene Water & Electric Board.*

Adopted Council Goals and Outcomes include:

Effective, Accountable Municipal Government - *A government that works openly, collaboratively, and fairly with the community to achieve measurable and positive outcomes and provide effective, efficient services.*

- Transparent and interactive communication
- Public engagement that involves the community broadly
- Stronger partnership between government entities

COUNCIL OPTIONS

The council must determine whether to establish a committee to oversee the ward redistricting process or take that task on itself. Feedback on other process elements and the timeline also are invited. Options include:

1. The council establishes criteria for setting and evaluating boundaries, and directs development of scenarios.
2. The council creates a separate committee to develop criteria and scenarios.

CITY MANAGER'S RECOMMENDATION

The City Manager recommends that the council oversee the ward redistricting process.

SUGGESTED MOTION

Move to designate the Eugene City Council as the review and decision-making body for ward redistricting criteria, scenarios, and process, and to approve the timeline outlined in Attachment D.

ATTACHMENTS

- A. Population data by ward, 2010 U.S. Census (*preliminary*)
- B. Existing Ward Boundaries
- C. Process Alternatives
- D. Timeline
- E. Criteria for Drawing Eugene Ward Boundaries

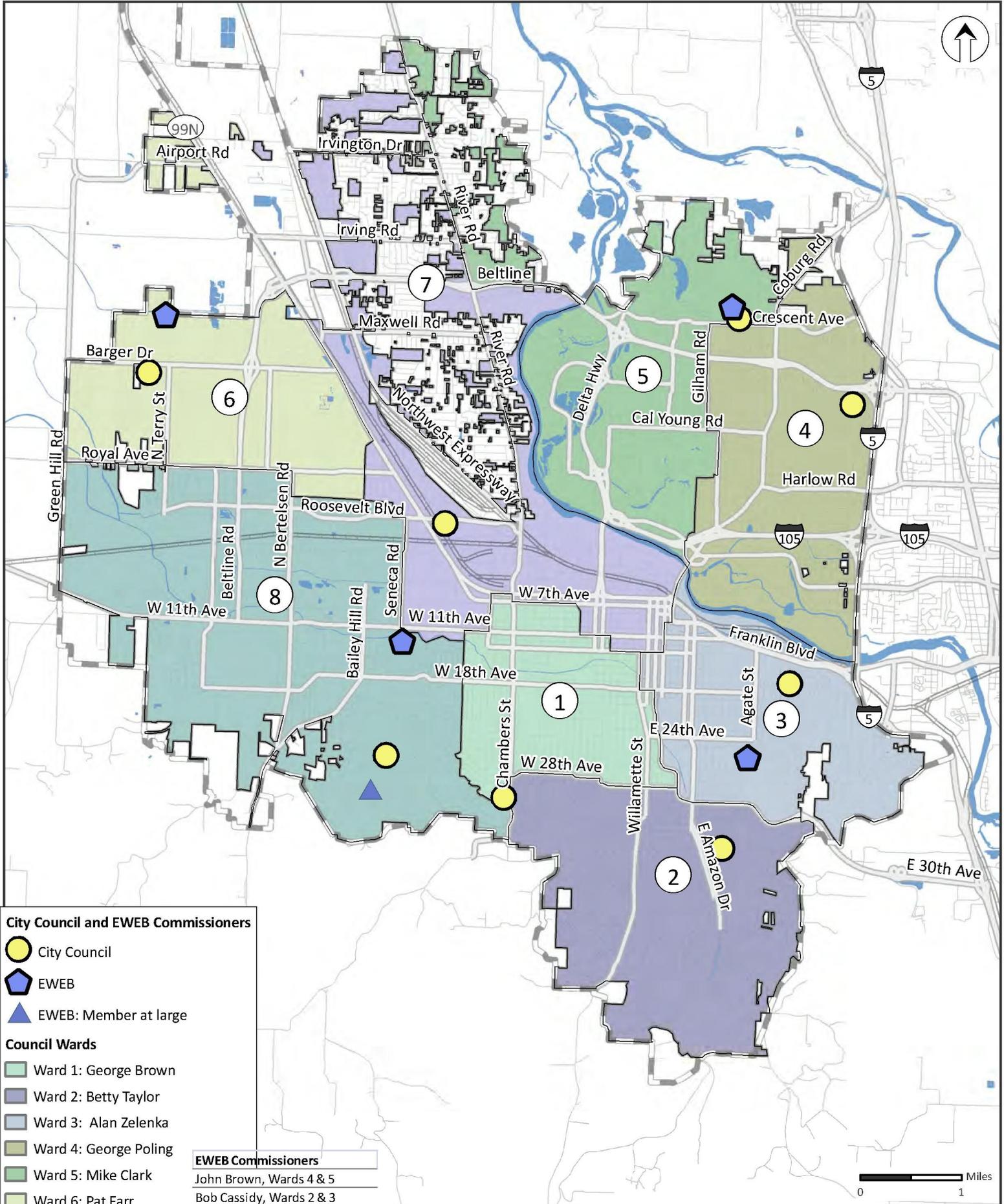
FOR MORE INFORMATION

Staff Contact: Keli Osborn
Telephone: 541-682-5406
Staff E-Mail: keli.m.osborn@ci.eugene.or.us

ATTACHMENT A

Ward	Total Population	Target Population	Percent change from equal population by ward	Hispanic or Latino	Not Hispanic or Latino	White Alone	Black or African American alone	American Indian and Alaska Native alone	Asian alone	Native Hawaiian and other pacific islander alone	other race alone	two or more races	Total Population Age 18 and over
E1	17,597	19,531	-9.9%	1,393	16,204	14,584	255	144	487	23	59	652	14,840
E2	17,705	19,531	-9.3%	841	16,864	15,304	164	112	561	22	48	653	14,341
E3	21,003	19,531	7.5%	1,027	19,976	16,722	267	89	1,931	48	34	885	19,593
E4	19,215	19,531	-1.6%	1,072	18,143	15,839	333	131	1,026	49	39	726	15,661
E5	20,082	19,531	2.8%	1,170	18,912	17,099	226	130	787	35	35	600	15,972
E6	21,603	19,531	10.6%	2,176	19,427	17,678	210	235	470	66	26	742	16,404
E7	19,437	19,531	-0.5%	2,263	17,174	15,417	249	243	367	55	45	798	15,906
E8	19,603	19,531	0.4%	2,267	17,336	15,436	252	184	581	43	22	818	15,033
Grand	156,245	156,245		12,209	144,036	128,079	1,956	1,268	6,210	341	308	5,874	127,750

Eugene Wards Map



City Council and EWEB Commissioners

-  City Council
-  EWEB
-  EWEB: Member at large

- Council Wards**
-  Ward 1: George Brown
 -  Ward 2: Betty Taylor
 -  Ward 3: Alan Zelenka
 -  Ward 4: George Poling
 -  Ward 5: Mike Clark
 -  Ward 6: Pat Farr
 -  Ward 7: Andrea Ortiz
 -  Ward 8: Chris Pryor

EWEB Commissioners

John Brown, Wards 4 & 5
Bob Cassidy, Wards 2 & 3
Rich Cunningham, Wards 6 & 7
Joann Ernst, Wards 1 & 8
John Simpson, at-large



Caution: This map is based on imprecise source data, subject to change and for general reference only.

2011 Ward Redistricting – Process Alternatives

Basic Steps

1. Establish criteria for setting and evaluating ward boundaries
2. Review scenarios – maps, data and alignment with criteria
3. Weigh public input on criteria and/or scenarios
4. Recommend final boundary option(s), *if separate advisory committee created*

Note: Council must adopt boundaries

Options

- A. Council serves as ward redistricting committee
Extra step: interview councilors individually for input (this could become part of any of the options)
- B. Council establishes a separate committee to provide recommendations on ward redistricting

Delegates from each ward could be selected or representatives from the following groups could be invited to participate on a committee:

- Neighborhood Leaders Council or representative from among neighborhood associations (1)
 - Eugene Area Chamber of Commerce (1)
 - Citizens for Public Accountability (1)
 - League of Women Voters (1)
 - Human Rights Commission (1)
 - Members at-large (2)
- C. Council asks the Neighborhood Leaders Council, League of Women Voters or other group to recommend and lead a committee

Public information – foundation

- Set up City web page – www.eugene-or.gov/councilwards
Compile and present population data, maps, and links to relevant sites, up-to-date information on public meetings, legal requirements and legal challenge options, redistricting timeline
- At key input opportunities and decision-making stages, produce and distribute information handouts for public counters and centers
- Maintain interested parties list for news releases, meeting notices and information handouts
- Prepare articles for neighborhood newsletters
- Post input surveys on City website and provide to interested parties
- Make presentations to civic organizations and neighborhood associations -- these ideally would be carried out by councilors or committee members, if a committee is created
- Schedule public hearing(s) prior to adoption of any resolutions and ordinance

Public information – supplemental activities

- Schedule public meetings in each ward to solicit input on criteria and/or scenarios
- Host information tables and offer intercept surveys at selected community events and other public meetings (examples: Eugene Celebration in August, Envision Eugene forums)
- Schedule drop-in public forums at key input and decision stages; these could be hosted by staff or by council
- Other actions to be identified

2011 Ward Redistricting – Timeline

Time Frame	Possible Steps & Decision Points
February 14, 2011	Initial Eugene City Council work session
April 27, 2011	Council work session: Review data and discuss population target needed to reach equal representation by ward. Confirm process & general timeline.
May/June/July	Draft criteria to guide redrawing of boundaries, obtain public feedback, and adopt final guidelines at council level.
July/August/September	Develop ward boundary scenarios, obtain public feedback, and select final scenario(s). <i>Note: Council is on recess August 11-September 6.</i>
September/October	Public hearing, council deliberations and adoption of new ward boundaries.

2011 Ward Redistricting – Criteria for Drawing Eugene Ward Boundaries

Listed below are some of the criteria that have been suggested or used in the past. Please check the ones you think should be considered this time. If you do not find a criterion that is important to you, please use the comment area provided.

- Each ward should have about the same number of people +/- 5 percent.
- Each ward should have about the same number of people +/- 3 percent.
- Each ward should have about the same number of people +/- ____ percent.

- Faster-growing wards should be drawn smaller to account for expected increases in the number of people living in them, and slower-growing wards should be drawn larger to ensure they have about the same number of people over time.
- The size of the wards should not be changed to account expected changes in the number of people living in them. This could create inequities now without guaranteeing equity will be attained in the future.

- New boundaries should be drawn to keep incumbent councilors in their separate wards.
- New boundaries should be drawn to keep incumbent EWEB commissioners in their separate districts, with the at-large position not a factor.
- The council should redraw ward boundaries without considering where current elected officials live.

- As much as possible, recognized neighborhood associations should not be further divided into different wards.

- Ward boundaries should change as little as possible.
- The council should be willing to “start from scratch” in redrawing ward boundaries.

- Ward boundaries should be drawn to include a diversity of interests and backgrounds.
- Ward boundaries should be drawn to keep groups with potentially similar interests together (example: college students on both sides of the river).

- Wards should be as compact as possible.
- Neighborhood features like shopping centers, parks, recreation centers, school attendance areas and others should be used to guide ward boundaries.
- Geography and natural features like the river, railroad tracks, and major roads or bridges should be used to guide ward boundaries.
 - These major features may make more sense as dividing lines between wards.
 - OR
 - These major features may make more sense as transitions, with wards crossing them.

