

**FINAL REPORT**

**2021-2023 CHARTER REVIEW COMMITTEE  
CITY OF GRESHAM, OREGON**

**APRIL 10, 2023**

**Report Prepared by  
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Jane Leo, Policy Analyst**

The 2021-2023 City of Gresham Charter Review Committee (CRC) is pleased to present its recommendations to the City Council and the people of the City of Gresham. The Committee recommends the Council place six amendments before the voters.

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## SECTION 1

### PART I

#### BALLOT MEASURE RECOMMENDATIONS WITH SUMMARY STATEMENTS

##### Districting and Voting Systems

- ❖ **Amend the City of Gresham City Charter such that the City Council is elected from four-districts with two-Council members per district serving simultaneous four-year terms of office (known as multi-member, multi-winner elections); candidates must meet a one-year in-district residency requirement prior to seeking election; elected or appointed Councilors must maintain district residency for the duration of their term in office.**

(City of Gresham Charter, Chapter III, Section 7, Section 8, Section 11a)

CRC approved the motion: 8-yes, 1-no, 0-abstentions/absences.

The current City Council election system, known as At-Large, was found to inadequately provide geographic representation. A multi-member multi-district system provides accountability, election integrity, equity, and diversity in a manner that ensures Gresham residents' voices are fairly represented in the election results.

Results of community outreach efforts show an overwhelming majority of Gresham residents support the City Council being elected by districts. At-Large elections were analyzed<sup>1</sup> as to effectiveness in ensuring all Gresham residents are represented, efficiency in providing residents access to—and knowledge of—City Council members, and ability to provide accountability for a Councilor's actions or lack thereof.

It is necessary for City Councilors to have, and maintain, residency in the district from which they are elected or appointed to maximize their lived experience being comparable to that of district residents. Voters must reside in the district in which the election is being held.

The CRC is not proposing a district map for adoption. Instead, members encourage the City Council to establish an independent community body with the time and resources necessary, including access to professionals with expertise in districting and governing laws and regulations, to robustly conduct research and engage the public in the districting process. The Independent District Commission process and responsibilities are outlined in Section II, Part I, Charter Amendments Full Reports.

*The full CRC District report can be found in Section II, Part I Charter Amendments Full Reports (per Res. 3538.)<sup>2</sup>*

Research shows it takes more than good intentions to create fair and representative districts. When multi-winner districts and Proportional RCV are enacted together, the City has the best chance of achieving these attributes for the residents.

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<sup>1</sup> 2022-2023 Subcommittee of the Charter Review Committee, Benefits and Drawbacks of Districts, Attachment A

<sup>2</sup> Resolution 3478 (2021) and Resolution 3538 (2023) can be found in the Appendix

- ❖ **Adopt single-winner Ranked Choice Voting (RCV) for the election of one seat, such as mayor, and Proportional RCV for the election of multiple seats, such as two City Councilors per district serving simultaneous terms, as the voting system for the selection of all elected City positions.** (City of Gresham Charter, Chapter III, Section 8)

CRC approved the motion: 8-yes, 0-no, 2-absences. At the time of this vote, December 12, 2022, the CRC consisted of 10-members.

The current system, known as First-Past-the-Post, used to elect candidates for City Council was found to inadequately provide equity and election integrity in a manner that ensures Gresham residents' voices are fully referenced in the election results. When ballots are cast, voters don't have much choice as they don't want to "throw away" their vote to someone who is not perceived as a top candidate. The result is increased political polarization.

RCV enables voters to rank candidates according to preference and to support candidates who align with their values. RCV offers a high level of assurance that the electorate is represented by a person they support and does not overburden voters with a complex process while generating a fair and accurate outcome. Such elections often result in non-majoritarian outcomes.

In November 2022, 69% of Multnomah County voters approved single-winner RCV as the new voting system for county elections beginning in November 2026. The City of Portland will begin usage of Proportional RCV for election of three City Councilors per district in November 2024. Multnomah County Elections Division is preparing for the change in voting systems.

*The full CRC Voting Systems Report with explanation and illustration of single-winner RCV and Proportional RCV can be found in Section II, Part I Charter Amendments Full Reports (per Res. 3538).*

Fiscal Impact: The CRC reviewed the Fiscal Impact Statement prepared by the Office of Budget and Finance estimating the cost to add two City Councilors elected by RCV. While the cost is an important consideration, the CRC affirmed the need for adding two City Councilors to achieve the significant benefits identified herein.

### **Other Ballot Measure Amendment Recommendations**

Full reports of the following amendments can be found in Section II, Part II: Additional Charter Amendments.

- ❖ **Amend the City of Gresham Charter Section 45A such that amendments are approved with a "simple majority of voters" or "majority of electors voting" rather than 60%.**

(City of Gresham Charter, Chapter XI, Section 45A)

CRC approved the motion: 9-yes, 0-no, 0-abstention/absences.

If a majority of the electorate votes to amend the Charter, the measure should be implemented. Currently, the City Charter requires 60% voter approval to make any changes to its provisions. Charter amendments have failed despite a majority of voters supporting the change. The fact that the 60% threshold can deny the will of 59% of voters approving an amendment is anti-democratic. Amending the Charter requirement to a "majority of voters" or "majority of electors voting" will resolve the problem.

❖ **Amend the City of Gresham City Charter replacing gender-binary pronouns with gender-neutral terms.**

(City of Gresham Charter, Sections 11, 12, 17, 20, 26, 31, 32, 34, 46, 47 and 48)

CRC approved the motion: 6-yes, 1-no, 2-absences.

Amendment replaces gender-binary pronouns throughout the Charter with gender-neutral terms. This is appropriate so as to invite all people to serve in official capacities. By enacting this amendment, the City of Gresham will be more inclusive with its official language and honor the truth of gender-expansive and non-binary people that currently, and will in the future, live within the City.

❖ **Amend the City of Gresham City Charter establishing the position of an elected City Auditor within an Office of the City Auditor.**

(City of Gresham Charter, Chapter III and V)

CRC approved the motion: 6-yes, 1-no, 2-absences.

Amend the Gresham City Charter to establish the position of an independently elected Auditor within a new Office of City Auditor. This position would focus on auditing City government functions in terms of efficiency and effectiveness of management, compliance with regulations, and safeguarding of assets, as a minimum. Audit reports shall be presented to the City Council and to the public. The Auditor will have sole discretion to choose relevant topics to audit and will be responsible to expeditiously and accurately complete audits so the City can constantly improve its services and be accountable to the public. The Auditor shall consider recommendations and input from the City Council as to topics to be, or are under, audit.

❖ **Amend the City of Gresham City Charter provisions on “Filling of Vacancies” to create a consistent repeatable process.**

(City of Gresham Charter, Chapter VII, Section 31)

CRC approved the motion: 9-yes, 0-no, 0-absention/absences.

Clarifies language in the City Charter by establishing a requirement that City Council formalize the process for filling vacancies by ordinance.

Establishes specific procedures for handling vacancies when there is less than one-year remaining in the term of office and when there is more than one-year remaining in the term of office.

Reduces the separation between the residents and the Council. Increases transparency in government. Provides residents the opportunity to have input and to apply as candidates.

Implements a consistent, predictable, and repeatable process.

## 2021-2023 CHARTER REVIEW COMMITTEE

### SECTION I

#### PART II

### 2019 – 2023 HISTORY, COMMUNITY OUTREACH & BACKGROUND

The Gresham Charter is the constitution of the City of Gresham. Adopted in 1978, and last amended by Gresham voters in 2012, the Charter requires City Council to appoint a Charter Review Committee (CRC) every eight-years beginning in 2003.

In compliance with Chapter XI, Section 45B of the Charter, on December 17, 2019, the City Council appointed a CRC consisting of seven community members: Lia Gubelin, Amelia Salvador, Lee Dayfield, Richard Strathern, Travis Stovall, Kirk French, and Vincent E. Jones. Their review of the Charter began in January 2020.

Unforeseen circumstances hindered the 2019-2020 CRC from completing their work:<sup>3</sup>

- In March 2020, the Governor of Oregon declared COVID-19 a statewide pandemic. Following this action, the City Manager declared a local state of emergency and ordered cancellation of all non-essential city commissions and committees. City of Gresham employees, where possible, transitioned to remote work. On March 16, 2020, CRC meetings were cancelled.
- On June 9, 2020, Gresham City Manager Erik Kvarsten retired.
- On June 17, 2020, Gresham Mayor Shane Bemis unexpectedly resigned.
- During the September 26, 2020, CRC meeting—conducted via webinar—CRC member Travis Stovall and Amelia Salvador announced their candidacy for Mayor and State Representative, respectively. The CRC adopted a motion to postpone further meetings until after the election.

In response to the above events, on May 18, 2021, the City Council enacted Resolution 3453 dissolving the 2019 CRC and appointing fourteen members to a 2021 CRC, with each Council member nominating two persons to serve upon consent of the Council. The Council expressed a desire for the 2021 CRC to represent the community as a whole and to ensure it had the necessary resources to effectuate its purpose as stated in Section 45B of the Charter. The Resolution memorialized the will of the Council and reignited the process for a committee to review the Charter as required by law.

On October 19, 2021, the City Council appointed members to the CRC with the first Committee meeting held via webinar on January 10, 2022.

Meeting monthly, the CRC diligently undertook their charge to identify issues within the existing Charter in need of clarification, deletion, or addition.<sup>4</sup> Prioritizing community input in the review process, the CRC created a Subcommittee responsible for overseeing and reporting on community outreach.

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<sup>3</sup> City of Gresham Charter Review Committee, Chronology of Events, 2019 – 2023

<sup>4</sup> City of Gresham, 2022-2023 Charter Review Committee Miro Board and Survey of Priorities

The Subcommittee, beginning March 24, 2022, met weekly (except for during a citywide summer recess of advisory committees) and worked to: i) coordinate significant community outreach conducted by the City, subcommittee members and a professional facilitator; ii) receive briefings from various election and voting system organizations; iii) make inquiries of and receive information regarding districting and voting systems from two Lewis and Clark College Professors of Political Science and iv) conduct information and listening sessions at Gresham events held throughout the summer, 2022.

In September 2022, a project manager was hired to oversee the work of the CRC and Subcommittee.

On January 17, 2023, the Council adopted Resolution 3538 requiring the CRC to submit a Final Report that included a districting and voting systems recommendation as well as authorizing the CRC to recommend other proposed Charter changes with the caveat the work be completed to meet the deadline by April 30, 2023.

**2021-2023 Charter Review Committee Members**

<u>Name</u>	<u>Appointment Date</u>	<u>Resignation</u>
Cathy Keathley	Oct. 20, 2021	
Joseph Andaya, Chair	Oct. 20, 2021	
Tim Fier*	Nov. 2, 2021	
John “Jack” Ardner*, Vice Chair	Oct. 20, 2021	
Jack Hollis*, Subcommittee Chair	Oct. 20, 2021	
Dana Stroud*	Oct. 20, 2021	
Amanda Gayken	Oct. 20, 2021	
Shelley Denison*	March 2, 2022	
Christopher Dresel*	March 2, 2022	
Jacob Cleverley	Oct. 20, 2021	Jan. 30, 2023 – Job commitments
Diana Marcela Wash	Oct. 20, 2021	July 15, 2022 – Personal Reasons
Nancy Seebert	Oct. 20, 2021	Jan. 16, 2022 – Personal Reasons
Britt McConn	Oct. 20, 2021	May 24, 2022 – Job Commitments
Emanuel McFadden, Jr.	Oct. 20, 2021	Nov. 24, 2021 – Job Commitments
Jacquenette McIntire	Oct. 20, 2021	Dec. 27, 2021 – Relocated from City
Michelle Reid	Oct. 20, 2021	Feb. 1, 2022 – Relocated from City
Rachelle Shepherd Rictor	March 2, 2022	March 30, 2022 – Relocated from City
Debra Stuart	April 5, 2022	Sept. 9, 2022 – Removed by Council action for lack of meeting attendance

(\*Subcommittee Member)

**2021-2023 Charter Review Committee**

Between January 10, 2022, and April 10, 2023, the CRC met 16 times and the Subcommittee met 32 times, exclusive of the community outreach events. In August 2022 meetings were not held due to a citywide citizen advisory committee summer hiatus.

## Notice of Meetings

Public notice of CRC and Subcommittee meetings was provided pursuant to ORS 192.640. Notice was provided on the CRC’s website, via an email distribution list, postings on the City’s social media platforms, ads placed in the Gresham Outlook, and fliers displayed on City Hall’s bulletin board.

## Public Testimony

Members of the community were invited to provide written or oral testimony at each CRC and Subcommittee meeting.

## Email Distribution List

An email distribution list of more than 100 community members was created. These individuals received updates on CRC and Subcommittee meetings—including agenda packets, recommendations, and activities. A link allowing individuals to subscribe to the distribution list was posted on the CRC’s website. A sign-up sheet for the email list was available at in-person events attended by Subcommittee members.

## CRC Meeting Dates (Meetings held via Zoom.)

January 10, 2022	October 24, 2022
February 7, 2022	November 14, 2022
March 9, 2022	December 12, 2022
April 11, 2022	January 19, 2023
May 23, 2022	January 30, 2023
June 13, 2023	February 27, 2023
July 11, 2022	March 27, 2023
September 26, 2022	April 10, 2023

## CRC Subcommittee

At the March 9, 2022 CRC meeting, members formed a Subcommittee to research and report on the City’s election system, community feedback, and community outreach efforts.

## Mission Statement

*The City of Gresham CRC recognizes that systemic racism has meant that Black, Indigenous and other people of color have been excluded from many decision-making processes, resulting in the reduction of influence these communities have before decision-makers. We intend for our recommendations to further equity of these and other marginalized communities within Gresham, including people impacted due to race, ethnicity, color, religion, gender identity, sexual orientation, multilingualism, neurodiversity, disabilities, economic status or national origin. Our CRC values 1) to eliminate barriers to entry, to the greatest extent possible, for all potential candidates, 2) to seek to open pathways for minority representation, 3) to bolster accountability between City Council and the people; and 4) to ensure that residents’ voices are accurately reflected in our proposed election results. Our intention is to ensure that all residents in Gresham are valued and appreciated and everyone feels they matter and belong in our political process.*

## Charter Recommendation Decision Process

The Subcommittee received and assessed information and input from election and political science experts, solicited public opinion from Gresham residents, created and posted an online City Elections and Voting Systems Survey —available in multiple languages—and directed and coordinated the efforts of a paid Community Outreach Facilitator.

Subcommittee members listened to the voices of Gresham residents while forming recommendations founded in political science known to achieve the people's intent. They researched districting to become informed, non-biased, and fact-based. Research included peer-reviewed journal articles, Cornell and Loyola Law critiques, and non-partisan fact banks such as the Pew Research Center and Oxford University. An estimated 1,091-plus hours of Subcommittee work were devoted to the study of districts.

Members reached their districting decision by also studying materials, information, and data from the sources named below. The recommendation, presented to the CRC, came forward after thorough examination of the *Benefits and Drawbacks*<sup>5</sup> of an At-Large Council (current system) vs Councilors elected by districts. Consideration was given to the number of districts, an analysis of the number of City Councilors needed per district, and the voting system used to elect Council members.

## Community Outreach

Outreach occurred in four parts: working with Gresham Staff, attending and distributing multi-language information at community events, promoting the on-line survey via Gresham's print and electronic communications mediums, and providing input on the contracted Facilitator's outreach plan.

- Meetings with Gresham's Community Engagement Staff:  
Gresham Community Engagement Manager Alex Logue – March 30, 2022; April 6, 2022  
Gresham DEI Manager Denise Johnson – March 30, 2022; April 6, 2022  
Gresham Policy Analyst Larry Morgan – March 30, 2022
- Members attended and distributed government and livability survey information, as well as received and recorded public comments, at:
  - Rockwood Market Opening – May 6, 2022
  - Field Day Event – June 11, 2022
  - Juneteenth Gresham Event – June 19, 2022
  - Gresham Arts Festival – July 16, 2022
  - Southwest Neighborhood Association BBQ at Butler Creek Park – July 21, 2022
  - Gresham National Night Out – August 2, 2022

Informative Rack Cards and Business Cards were printed in English, Spanish, Russian, and Vietnamese.

- A City of Gresham *Elections and Voting Systems Survey, 05/04/2022 – 01/01/2023*—available in English, Spanish, Russian, and Vietnamese—was created and posted on the City's website to solicit residents' input on elections, representation on Council, and other issues of concern. It was promoted at community events as well as distributed through the following means:

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<sup>5</sup> Districts Benefits and Drawbacks, Attachment A



- GRESHAM, the City’s quarterly publication mailed to all Gresham households (51,000). Included in the Summer 2022 and Fall 2022 editions.
- Posts on the City’s Facebook and Instagram pages.
- *Neighborhood Connections*, May 2022, a monthly e-newsletter to 1400 subscribers.
- *Around the Table*, the City of Gresham’s CBO/Partner newsletter:  
 July 2022: <https://t.e2ma.net/message/z6j7lg/rcv90k>  
 June 2022: <https://t.e2ma.net/message/b022hg/rcv90k>  
 May 2022: <https://t.e2ma.net/message/bcwpcg/rcv90k>

One-hundred and seventy individuals participated in the survey.

- Community Outreach Facilitator: Shani Harris-Bagwell, Bagwell Consulting, LLC., was contracted to coordinate and lead community focus groups and to perform extensive outreach to diverse community members about key issues concerning Gresham’s form of government and livability issues. The Facilitator conducted focus group sessions engaging 354 Gresham residents. A final report—entitled *Bagwell Consulting: City of Gresham Charter Review Subcommittee Community Outreach Report*<sup>6</sup>—was received and reviewed.

### Expert Presentations

The CRC Subcommittee received presentations from experts on voting reform and districting.

Election Systems Consultants: Dr. Ellen Seljan, Associate Professor of Political Science, and Department Chair  
 Dr. Todd Lochner, Dr. Robert B. Pamplin Jr. Associate Professor of Government  
 (April 27, 2022, June 29, 2022, and Oct 12, 2022).

Other experts in the field that presented and took Member’s questions informing the decision to move forward with the districting recommendation included:

- Sightline Institute (April 13, 2022)
- Equal Vote Coalition (April 13, 2022)
- Healthy Democracy (April 20, 2022)
- STAR vote team (April 20, 2022)
- Coalition of Communities of Color (April 27, 2022)
- Fairvote (May 11, 2022)
- Oregon Ranked Choice Vote (May 11, 2022)
- City Club of Portland (May 18, 2022)
- More Equitable Democracy (June 22, 2022)

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<sup>6</sup> 2022 Bagwell Consulting: City of Gresham Charter Review Subcommittee Community Outreach Report

**Subcommittee Meeting Dates (Meetings held via Zoom.)**

March 24, 2022	October 5, 2022
March 30, 2022	October 12, 2022
April 6, 2022	October 19, 2022
April 13, 2022	November 2, 2022
April 20, 2022	November 9, 2022
April 27, 2022	November 16, 2022
May 4, 2022	November 30, 2022
May 18, 2022	December 7, 2022
May 25, 2022	December 14, 2022
June 1, 2022	January 4, 2023
June 8, 2022	January 11, 2023
June 15, 2022	January 18, 2023
June 22, 2022	January 25, 2023
June 29, 2022	February 1, 2023
July 13, 2022	February 8, 2023
September 21, 2022	February 14, 2023

**City of Gresham Staff Supporting the CRC**

Kevin McConnell, City Attorney  
Jane Leo, Project Manager  
Dara Wright, Paralegal  
Margarita Contreras, Administrative Assistant, and in 2023, Mary Hajdu, Administrative Assistant  
Helen Toloza, Assistant City Attorney  
Merita Abazi, Legal Services Supervisor  
Jeni Woods, Deputy City Attorney  
Sarah Cagann, Communications Manager  
Alex Logue, Community Engagement Manager  
Karen MacKnight, Web Content Coordinator—IT  
Susanjoy Wright, City Recorder, retired in 2022, and Rachael Gangelhoff, City Recorder  
Deanna Foster, GIS Analyst  
Elizabeth McCann, Budget Manager  
Larry Morgan, Government Relations and Policy Advisor  
Denise Johnson, Diversity, Equity and Inclusion Manager  
Nina Vetter, City Manager

## 2021-2023 CHARTER REVIEW COMMITTEE

### SECTION II CHARTER AMENDMENTS

#### PART I FULL REPORTS DISTRICTING AND VOTING SYSTEMS PER RESOLUTIONS 3478 AND 3538

#### **Action Requested -- Approve the following Recommendations**

- ❖ The Gresham City Charter shall be amended such that the City Council is elected from four-districts with two-Council members per district serving simultaneous four-year terms of office (known as multi-member, multi-winner elections); candidates must meet a one-year in-district residency requirement prior to seeking election; elected or appointed Councilors must maintain district residency for the duration of their term in office.
- ❖ The Charter Review Committee strongly suggests multi-member districts and Proportional RCV be forwarded to the voters as one ballot title unless there is compelling evidence the measure would fail as one title.
- ❖ The Office of Mayor shall continue to be elected At-Large using Single-Winner RCV.
- ❖ The City Council shall establish an independent community body with the time and resources, including access to professionals with expertise in districting and governing laws and regulations, necessary to robustly conduct research and engage the public in the creation of the district boundary map. The Council shall consider using the Democratic Lottery System for the appointment of Gresham residents to the Independent District Commission. One member of the Commission shall be from Gresham's Youth Advisory Council.
- ❖ The City Council shall appoint an Independent District Elections Commission, upon creation of the district boundary maps, to provide directive and oversee the implementation of multi-member Councilors elected by districts process (known as multi-winner, multi-member).
- ❖ The Council shall adopt by resolution the district apportionment and reapportionment process and by ordinance the district boundaries.
- ❖ The City shall undertake robust education and communication strategies with residents regarding districts and RCV.

There is a need for comprehensive and intentional community education on the recommended Charter changes. The City is strongly encouraged to invest resources and staff to educate residents on

geographic districts and RCV. Districts provide opportunities for Gresham residents to be represented by a Council member who resides in their area of the City, to communicate with their City Councilor, to advocate for issues of concern, and to more easily access assistance for City services. RCV allows more voters to cast a supporting vote for the winning candidate(s) even if that candidate is not the voter's first choice. Districts and RCV operate optimally when instituted together.

## **DISTRICTING**

**Definition of District(s):** An administrative division of a city that typically elects and is represented by a councilor or councilors.

### **Explanatory Statement**

The current City Council election system, known as At-Large, was found to inadequately provide geographic representation. A multi-member multi-district system provides accountability, election integrity, equity, and diversity in a manner that ensures Gresham residents' voices are fairly represented in the election results.

Results of community outreach efforts (Bagwell Report,<sup>7</sup> Gresham's online *Elections and Voting Systems Survey*,<sup>8</sup> Subcommittee members' information and listening posts at community events) show that an overwhelming majority of Gresham residents support the City Council being elected by districts. Comments regarding the current system included:

- ❖ "...feel Council is isolated or disconnected from residents,"
- ❖ "I don't feel represented by the City Council,"
- ❖ "I don't know my City Councilor,"
- ❖ "Councilors don't communicate with me directly," and
- ❖ "Due to the way we vote (position voting, which is meaningless), I don't get the people in office I want and because we have a bastardized At-Large election, not districts, I don't have a Councilor who represents MY neighborhood and me."

Findings of the community outreach focus groups—conducted by a professional facilitator and involving 354 Gresham residents—show that 96.9% of Community Survey and Focus Group respondents support districts.<sup>9</sup> As stated by focus group participants:

- ❖ "I'd go for the regional representation because I think everyone's needs will be represented and having multiple people in governance reduces the burden of having one person attend to different groups that definitely have different interests and needs like socio-economic, cultures, religious affiliations and I think sexual orientation too."
- ❖ "Regional representation is the voice of the people."
- ❖ "There will be a closer link between government and people."
- ❖ "If you reside in the ... districts and area, then you know more about the concerns of the neighborhood ..."

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<sup>7</sup> Bagwell Consulting: City of Gresham Charter Review Subcommittee Community Outreach Report, Summer, 2022

<sup>8</sup> City of Gresham Elections and Voting Systems Survey, 05/04/2022 – 01/01/2023

<sup>9</sup> Ibid.

- ❖ “I think it will give citizens the ability to elect people to represent their interest and concerns.”
- ❖ “The needs of diverse communities can be tackled easily.”

## **Districting Evaluation**

An evaluation of the *Benefits and Drawbacks of Districts*<sup>10</sup> was undertaken. A comparison of options—two districts, three districts, four districts, six districts, eight districts—was included in the evaluation along with consideration of whether single-member or multi-member districts achieve optimal results for City residents.

Included in the evaluation was an examination of the City’s current At-Large system, focusing on its effectiveness in ensuring that all Gresham residents are represented, its efficiency in providing residents access to—and knowledge of—City Council members, as well as its ability to provide accountability for a Councilor’s actions or lack thereof.

Partial findings:

- Four districts were found to encourage a diversity of candidates to seek election;
- Four districts will be small so as to be more “walkable” thus allowing grassroots campaigns which can help reduce the cost of elections;
- Population growth of the city justifies the addition of City Councilors (1980-2020, Gresham’s population grew from 33,005 to 114,247 residents;<sup>11</sup> an increase of 246.15%);
- The cost of additional councilors is small relative to the benefits of having more councilors to share the work;
- Districts with two councilors elected by Proportional RCV provides more opportunities for voters to elect a councilor who will bring their perspective to council deliberations.

The CRC concluded that it takes more than good intentions to create fair and representative districts. When multi-winner districts and Proportional RCV are enacted together, the City has the best chance of achieving these attributes for the residents.

**Fiscal Impact:** The CRC reviewed the Fiscal Impact Statement prepared by the Office of Budget and Finance estimating the cost to add two City Councilors elected by RCV. While the cost is an important consideration, the CRC affirmed the need for adding two City Councilors to achieve the significant benefits identified herein.

## **Motions**

On January 25, 2023, the Subcommittee adopted the following motion on a vote of 5-yes, 1-no:

*Recommend four-districts with two-Council Members each serving simultaneous terms; candidates must meet a one-year in-district residency requirement prior to seeking election; elected or appointed Councilors must maintain district residency for the duration of their term in office.*

On February 8, 2023, the Subcommittee adopted the following motion by consensus:

*Recommend to Council that districts and Proportional RCV be forwarded to the voters as one ballot title as they interact with each other to achieve the best possible outcomes.*

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<sup>10</sup> Attachment A

<sup>11</sup> U.S. Census, 1980 and 2020

## **Gresham’s History of At-Large Elections and Districts**

The City of Gresham has a history of City Councilors serving At-Large and Councilors representing districts.<sup>12</sup> In 1950, the City Council consisted of a mayor and six Councilors elected and serving At-Large. In 1977, the City Council rejected a Charter Review Committee recommendation to forward to the voters the question of a City Council elected by districts. Following this action, in 1980, the voters approved City Council districts on a vote of 50.81% yes, 38.4% no. Districts were overturned in 1986 by a citizen lead initiative with the electorate voting 46.16% yes, 43.55% no. Districts were last considered in 2012 with the voters rejecting the measure by 14,301 (42.83%) yes, 19,090 (57.17%) no, 5,556 undervotes.

## **Districts with Multi-Member Councilors Implementation**

The CRC recommends the initial boundaries of each district be determined by a Council appointed Independent District Commission (IDC) of Gresham residents in compliance with the Oregon Secretary of State Values for Redistricting Process, 2022; the Oregon Secretary of State directives, September 9, 2021; the Voting Rights Act of 1965; and all applicable State and Federal laws. District boundaries should be determined by working closely with the Chief Elections Officer of the Multnomah County Elections Division. Based on the knowledge gained through the Charter review process, the CRC offers additional *Considerations for a Successful Transition to Districts (Attachment B)*.

The Council shall fix by ordinance the district boundaries. The City Council shall evaluate adjustments to the district boundaries following each decennial U.S. Census. The Council shall adopt a resolution outlining the process by which adjustments will be evaluated and made to the district boundaries in compliance with the Secretary of State’s directives, as nearly as practical, and all governing State and Federal laws.

To address reapportionment, the Council shall adopt by ordinance a provision stating that changes in district boundaries implemented by ordinance shall not constitute removal of residence from one district to another by any current Councilor. Any Councilor residing in an area impacted by the changes in district boundaries shall be allowed to continue serving in their current Council district position until such time as the next election for the district in which they reside. To remain on Council thereafter, any such Councilor residing in an area impacted by said boundary changes shall be required to seek election.

## **District Maps -- Independent District Commission**

The CRC is not proposing a formal map for adoption. Instead, the City Council is encouraged to establish an independent community body with the time and resources, including access to professionals with expertise in districting and governing laws and regulations, necessary to robustly conduct research and engage the public in the districting process.

The Independent District Commission (IDC) should consist of residents of Gresham, selected using the Democratic Lottery System, who represent a diversity of race, age, gender, lived experience, and geography. One commission member shall be a representative from Gresham’s Youth Advisory Council. No voting member of the IDC may be employed by the City of Gresham, hold

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<sup>12</sup> Timeline: Gresham Growth & Events 1905-2020, Attached

any other elected or appointed position in the City, or be an officially declared candidate. The commission appointment process shall be consistent with all other City of Gresham practices.

The IDC will be responsible for preparing and adopting a districting plan for creating four districts for the election of City Councilors. The plan would include a map and a physical description of districts. Failure to adopt a plan will result in the City Council being given the duty to enact a district plan. The IDC must hold city-wide public hearings early in its process to engage Gresham residents in district criteria and then hold at least two public hearings before it votes to adopt the plan. Meetings will be held in compliance with applicable public meeting laws and regulations.

Consistent with State and Federal laws, the IDC must ensure that each district, as nearly as practicable, will be contiguous, compact, utilize existing geographic or political boundaries, not divide communities of common interest, not divide precincts, be connected by transportation links, and be of equal population. No district may be drawn for the purpose of favoring any political party, incumbent elected official, or other person. No district may be drawn for the purpose of diluting the voting strength of any language or ethnic minority group. The IDC may consider additional criteria. To assist in determining district boundaries, the CRC offers the *Considerations for a Successful Transition to Districts* (Attachment B).

## **City Council**

The Council shall be composed of a Mayor elected At-Large and eight Councilors elected by qualified voters residing in the district in which an election is being held. Two Council members shall represent each district and shall be elected at the same time by Proportional RCV to four-year simultaneous terms. Elections by district shall be staggered to maintain continuity and remain nonpartisan.

The CRC evaluated multiple methods to achieve four districts with two-Council members per district elected to serve simultaneous terms. This evaluation included requiring all seated Council members to resign and being allowed to seek re-election in the district in which they reside; having all City Councilors in all districts elected at the same time to four-year terms; and a hybrid system of four-year and two-year terms.

In those discussions, several implementation criteria became apparent:

- Enable Councilors who were elected to a four-year term of office, at time of enactment, to serve out their full-term.
- Throughout the transition period, all residents will have At-Large representation until the first regular meeting in January 2027 (City of Gresham Charter, Chapter VI, Sec. 28). Beginning with the 2026 General Election, all residents will have district Councilors. Thus, all residents will have the same type of representation throughout the transition period.
- Establish the 2026 General Election as the earliest possible time to implement districts. This is necessary to ensure an orderly transition and allow time to develop district boundaries.
- Re-establish staggered elections by district immediately following the transition period.

## **Implementation<sup>13</sup>**

- The first election for City Council members by district should be conducted in an election year in which three currently seated Councilors have expiring terms.

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<sup>13</sup> Gresham Transition Plan for City Council, Illustrated, 3/02/2023, Attached

- Beginning with the 2024 General Election, Councilors running At-Large in Positions 1, 3, and 5 will be elected to a two-year term of office. Thus, all At-Large Councilors will end their term of office on December 31, 2026.
- The transition to four districts with two-Councilors will begin with the 2026 General Election with all Councilors elected by district and assuming office beginning January 2027, in compliance with City of Gresham Charter (Chapter VI, Sec. 28).
  - To establish the staggered election cycle, two Councilors in Districts 1 and 3 will be elected to a four-year term of office. Two Councilors in Districts 2 and 4 will initially be elected to a two-year term of office.
  - Beginning with the 2028 General Election, Councilors in Districts 2 and 4 will be elected to four-year terms of office.
- Beginning with the 2028 General Election, elections in Districts 1 and 3 will be held the same year as the gubernatorial general election. Districts 2 and 4 will begin electing City Councilors in the same year as the presidential general election.
- Beginning with the 2026 General Election, qualified candidates for City Council must meet in-district residency requirements for one-year prior to filing as a candidate. (City of Gresham Charter, Chapter III, Sec. 11)
- Qualified voters must reside in the district for which an election is being held.

## VOTING SYSTEMS

### Ranked Choice Voting (RCV)

*“(V)ote tallying is conducted in a way that aims to select winners while minimizing ‘wasted votes.’” – Professors Lochner and Seljan<sup>14</sup>*

#### Definition

RCV, also known as “instant runoff voting,” allows voters to rank candidates for elected office in order of preference – first choice, second choice, third choice, and such. Voters can also just vote for their one preferred candidate.<sup>15</sup> Whether using Single-Winner RCV (as in election of a mayor) or Proportional RCV (used to elect multiple City Councilors per district), the voter experience is the same.

Once all ballots have been collected, election officials apply established tabulation rules to identify the winner or winners.<sup>16</sup> Votes are counted in rounds using a series of runoff tabulations to defeat candidates with the fewest votes which elects a winner with a majority of final round votes in a single-winner contest and provides proportional representation in multi-winner contests.

Single-winner RCV is used in elections in which candidates are seeking election to one seat, such as mayor. In a single-winner election, the winning candidate receives 50% plus 1 vote.

Proportional RCV is used in elections in which candidates are seeking election to more than one seat, such as in multi-member City Council districts in which Councilors run for office in the same

<sup>14</sup> Memorandum on Electoral Systems, Profs. Todd Lochner and Ellen Seljan, Lewis & Clark College, March 6, 2022, pg. 9

<sup>15</sup> U.S. Elections Assistance Commission, 2022, [www.eac.gov](http://www.eac.gov)

<sup>16</sup> Ranked Choice Voting Resource Center, <https://www.rcvresources.org>; Multnomah County Elections Division Director



election and serve simultaneous terms. In a race in which two City Council positions are being sought, the two winning candidates each receive 33.3% plus 1 vote.

Nationwide, RCV is used in more than 50 cities. In Oregon, the City of Corvallis and Benton County use Single-Winner RCV. The City of Portland will select three City Councilors by district using Proportional RCV beginning with the November 2024 election. Multnomah County will implement Single-Winner RCV in the November 2026 election. In California, the cities of Berkeley, Oakland, San Francisco, and San Leandro have implemented RCV; Albany, Eureka, and Palm Desert are set to use RCV in their next election.<sup>17</sup>

### **Action Requested**

Approve the recommendation to endorse Single-Winner RCV and Proportional RCV as the preferred voting system for the City of Gresham and forward such recommendation to the electors; should include robust education to the electorate.

### **Explanation**

The current system, known as First-Past-the-Post, used to elect candidates for City Council inadequately provides equity and election integrity in a manner that ensures Gresham residents' voices are fully referenced in the election results.

When ballots are cast, voters have limited choice as they don't want to "throw away" their vote to someone who isn't perceived as a top candidate. The result is increased political polarization.

RCV enables voters to rank candidates according to preference and to support candidates who align with their values. It offers a high level of assurance the electorate is represented by a person they support and does not over-burden voters with a complex process while generating a fair and accurate outcome.

Election results from Multnomah County Elections Division website for the past 24-years (1998-2022) shows Gresham voter apathy is significant:

- In two of 13 elections (2000 and 2020), a majority of Gresham City Council members were elected by a plurality of votes (less than 50%).
- Nearly one-fourth of City Council races (11 of 47) were uncontested.
- In four of 13 election cycles, the number of registered voters who did not return a ballot exceeded 40%.
- An undervote occurs when a voter returns a valid ballot but does not select, in this case, a candidate in a City Council race. An analysis of 37 contested City Council elections shows:
  - 8 of those races had an undervote in the range of 20% to 29%.
  - 14 of those races had an undervote in the range of 30% to 35%.
  - 4 of those races had an undervote in the range of 36% to 40%.

In November 2022, 69% of Multnomah County voters approved Single-Winner RCV as the new voting system. The City of Portland will begin using Proportional RCV in November 2024 for the election of three Councilors per district. Multnomah County Elections Division will administer the elections.

The CRC affirms it's time to replace the old, failing plurality voting system with a new model. RCV is the way forward for Gresham voters.

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<sup>17</sup> <https://www.engagepalmdesert.com/ranked-choice-voting>, 2022

## Examples

### Election of One-Seat using Single-Winner Ranked Choice Voting<sup>18</sup>

The following illustration shows a sample ballot for an election with four candidates vying for election as mayor.

A total of 1,200 votes were cast in this example. The “Winning Threshold” is 50% plus 1 vote, or 601 votes in this example. Votes are tallied in rounds till one candidate meets or exceeds the Threshold.

Round 1 shows the count for all votes submitted. No candidate met the Threshold.

In Round 2, of the example, Candidate Banana is eliminated as having received the least number of votes. Voters who selected Candidate Banana as their first choice, now have their second choice counted. As no candidate met or exceeded the Threshold, a third round of vote tallying is necessary.

In Round 3, Candidate Strawberry receives the least number of votes and is eliminated. The votes for Candidate Strawberry are redistributed to the remaining candidates per the voters’ next choices. At this point, Candidate Blackberry exceeds the Threshold of 601 votes.

Candidate Blackberry is elected mayor having received 50% plus 1 of the votes.

#### Illustration of a Ballot with Four Qualified Candidates Running for One-Seat

Candidate Name	1 <sup>st</sup> Choice	2 <sup>nd</sup> Choice	3 <sup>rd</sup> Choice	4 <sup>th</sup> Choice
Blackberry		X		
Vanilla	X			
Strawberry			X	
Banana				X
Write-In				

#### Illustration of Ranked Choice Voting for One-Seat

Candidate Name	Round 1	Round 2	Round 3	Elected
Blackberry	29.1% 350 votes	31.2% 375 votes	52% -- Exceeds Winning Threshold 625 votes	Winner
Vanilla	41.6% 500 votes	45.8% 550 votes	47.9% 575 votes	
Strawberry	20.8% 250 votes	22.9% 275 votes	Eliminated	
Banana	8.3% 100 votes	Eliminated		

<sup>18</sup> <https://rcvis.com>

### Election of Two-Seats using Proportional Ranked Choice Voting<sup>19</sup>

In the hypothetical example below, there are four candidates seeking election to a district’s two City Council positions. A total of 1,200 votes were cast in this election. The percentage of the vote needed for a candidate to be elected—known as “Winning Threshold”—is dependent on the number of elected seats. In this example of two-seats per district, the Threshold is 33.3% plus 1 vote or a total of 401 votes. This is the smallest number of votes that guarantees no additional candidates can reach the Threshold than the number of seats available to be filled.<sup>20</sup>

For each district, voters will elect two members of the City Council by ranking their preferred candidates. If no candidate has enough votes to win in the first round, then the candidate with the fewest votes is eliminated and voters who chose that candidate as their first choice have their vote instantly go to their next choice.<sup>21</sup>

#### Illustration of a Ballot for a Two-Seat Election in one District

Candidate Name	1 <sup>st</sup> Choice	2 <sup>nd</sup> Choice	3 <sup>rd</sup> Choice	4 <sup>th</sup> Choice
Seal		X		
Otter	X			
Duck				X
Beaver			X	

#### Illustration of Proportional Ranked Choice Voting for Two-Seat Election

Candidate Name	Round 1	Round 2	Round 3	Elected
Seal	29.1% 350 votes	31.2% 375 votes	36.2%-Exceeds Threshold 435 votes	Winner
Otter	41.8% 500 votes	401 votes Winning Threshold	401 votes Winning Threshold	Winner
Duck	20.8% 250 votes	24.1% 290 votes	30.4% 364 votes	Eliminated
Beaver	8.3% 100 votes	11.2% 134 votes	Eliminated	

#### Explanation of Proportional RCV Example

- **Round 1.** This round shows the initial vote count from the ballots. Candidate Otter exceeded the Threshold number of votes and is declared a winner. A second round is necessary to determine the second winner.
- **Round 2.** The 99 “excess” votes (those above the Threshold) for Candidate Otter are then redistributed proportionately per the voters’ second place choice. In this example: 25 votes went to Candidate Seal; 40 votes went to Candidate Duck; and 34 votes to Candidate Beaver. No candidate exceeded the Threshold, so we move to Round 3.

<sup>19</sup> <https://wearedemocracy.org>

<sup>20</sup> Ranked Choice Voting Resource Center 2023; Multnomah County Elections Division, 2023

<sup>21</sup> Ranked Choice Voting in Palm Desert, [www.engagepalmdesert.com/ranked-choice-voting](http://www.engagepalmdesert.com/ranked-choice-voting)

- **Round 3.** Candidate Beaver has the least number of votes and is eliminated. The 134 votes Candidate Beaver received are redistributed in accordance with those voters' next choices (not counting votes for Candidate Otter who has been elected). In this example 60 votes went to Candidate Seal and 74 votes went to Candidate Duck.
- **End of Round 3.** Candidate Seal has now exceeded the Threshold number of votes and is the second winner for the two-seat district race.

### **Background for Districts and Ranked Choice Voting**

On March 9, 2022, the CRC established a Subcommittee to perform the following tasks:

- 1) Solicit community feedback regarding the City's election system;
- 2) Solicit more general community feedback regarding other matters related to the City Charter;

and

- 3) Interface with the City of Gresham's community outreach efforts and interact with a facilitator.

The Subcommittee met weekly, except for an August break, to undertake their charge. They received and assessed information and input from election and political science experts, solicited public opinion from Gresham residents, created and posted an online City survey—available in multiple languages—and directed and coordinated the efforts of a paid Community Outreach Facilitator.

Their research included examination of peer-reviewed journal articles and papers from non-partisan sources such as the Pew Research Center, Oxford University, and Cornell and Loyola Law. Additional information and material reviewed is listed below. An estimated 1,091-plus hours of work were devoted to the study of districts.

The recommendation comes forward after thorough examination of the *Benefits and Drawbacks*<sup>22</sup> of an At-Large Council (current system) vs Councilors elected by districts. Consideration was given to the number of districts and the number of City Councilors per district.

**1. *Gresham At-Large to Districts History of Arguments*,**<sup>23</sup> includes past ballot titles and vote records.

**2. *Timeline of Growth, Population and Events, 1950 - 2020.***<sup>24</sup>

**3. *Elections-Wards vs At-Large, Office of the City Attorney, presentation April 25, 2021,*** outlining Gresham's history, at-large/district/mixed system of elections, pros and cons of each system, the City Council structure in other cities in Oregon, and the Voting Rights Act.

#### **4. Election/Political Science Experts**

Ellen Seljan, Ph.D., Associate Professor of Political Science, Lewis & Clark College

Todd Lochner, Ph.D., Associate Professor of Government, Lewis & Clark College

- Memorandum on Electoral Systems, March 6, 2022
- Memorandum on Answers to Questions Poised About Electoral Systems, September 26, 2022
- Memorandum on Districts and Staggered Elections, January 4, 2023

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<sup>22</sup> Attachment A.

<sup>23</sup> Gresham At-Large to Districts History of Arguments, 11/09/2022

<sup>24</sup> Attachment

## 5. Presentations

The CRC Subcommittee received presentations from experts on voting reform and districting, including political science professors Dr. Todd Lochner and Dr. Ellen Seljan (April 27, 2022, June 29, 2022, and Oct 12, 2022). Other experts in the field that presented and took questions from members, informing the decision to move forward with the districting and voting system recommendation, included:

- Sightline Institute (April 13, 2022)
- Equal Vote Coalition (April 13, 2022)
- Healthy Democracy (April 20, 2022)
- STAR vote team (April 20, 2022)
- Coalition of Communities of Color (April 27, 2022)
- Fairvote (May 11, 2022)
- Oregon Ranked Choice Vote (May 11, 2022)
- City Club of Portland (May 18, 2022)

## 6. Community Outreach

Outreach occurred in four parts: working with Gresham Staff, attending and distributing multi-language information at community events, promoting the on-line survey via Gresham’s print and electronic communications mediums, and providing input on the Facilitator’s outreach plan. A detailed list of outreach events and activities can be found in Section I, Part II, 2019 – 2023 History, Community Outreach & Background.

## 7. Data Review

Subcommittee members analyzed Gresham’s population and geographic growth for the period beginning 1950 through 2020 using information from the U.S. Census and American Community Survey, Portland State University Population Research Center, and Gresham’s GIS data.<sup>25</sup>

Cities in Oregon of similar population size to Gresham were examined as to their Council structure.<sup>26</sup> Evaluation included whether the Council is elected At-Large or by districts/wards, number of districts/wards, Councilors per district/ward, Councilors’ term of office, election schedule as to staggered in-district terms or elected simultaneously, and how the mayor is elected and term of office. Evaluated were Bend, Eugene, Hillsboro, and Salem.

Additional review was made of Oregon municipalities with districts/wards: Albany, Corvallis, Eugene, Grants Pass, Hillsboro, Lebanon, Lincoln City, McMinnville, Medford, Pendleton, Roseburg, Salem and Springfield. Consideration was given to cities with two Councilors per district/ward: Albany, Grants Pass, Hillsboro, Lebanon, Lincoln City, McMinnville, Medford, Pendleton, and Roseburg.

The Subcommittee unanimously approved use of the term “districts” after considering Gresham’s history of having districts, past Gresham ballot titles using the term, and the historical connotation of “wards.”

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<sup>25</sup> Timeline of Growth, Population and Events, 1950 – 2020, Attachment

<sup>26</sup> Similar Sized Cities—Council Structure Memo, January 3, 2023

The findings of the *City of Gresham Elections and Voting Systems Survey, 05/04/2022 – 01/01/2023*<sup>27</sup> were evaluated including the numerical ranking of questions, response averages, and open-ended comments.

## **8. Oregon Elections Using RCV**

Benton County, Oregon switched to Single-Winner RCV for County elections in 2020. The Subcommittee reviewed information from Benton County Records & Elections Department Director James Morales as to implementation of the voting system and public educational material. The data analysis resulted in the Subcommittee recommending—and the CRC concurring—with the recommendation to implement RCV.<sup>28</sup> RCV was re-evaluated as to how it is applied and tabulated in multi-winner elections.<sup>29</sup>

## **9. November 8, 2022, Election Results**

Following the November 8, 2022, General Election, Subcommittee members undertook study of the election results for Multnomah County Ballot Measure 26-232 Ranked Choice Voting and for City of Portland Ballot Measure 26-228 Charter Changes. While the Multnomah County ballot measure passed countywide, it failed in each of Gresham’s precincts (failed citywide by ~7-percent).

Gresham benefits from the education and outreach Multnomah County will undertake prior to initiating Single-Winner RCV in November 2026 and from the City of Portland’s education efforts in advance of its first use of Proportional RCV in November 2024.

CRC members advocate that with thorough voter education, districts and RCV will be approved by the Gresham voters and encourages the City to use all available communication mediums to provide information such as, but not limited to, definitions, purpose, transitional period.

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<sup>27</sup> Ibid.

<sup>28</sup> Charter Review Committee, Meeting Minutes, Dec 12, 2022

<sup>29</sup> Professors Todd Lochner and Ellen Seljan, Lewis & Clark College, Memorandum on Electoral Systems, March 6, 2022, Ballot Exhaustion, pg. 7

## 2021-2023 CHARTER REVIEW COMMITTEE

### SECTION II

#### PART II ADDITIONAL CHARTER AMENDMENTS

##### AMEND THE 60% VOTE THRESHOLD REQUIRED TO CHANGE THE CHARTER

###### Action Requested

Amend the City of Gresham City Charter Section 45A such that amendments are approved with a “simple majority of voters” or “majority of electors voting” rather than 60%.

###### Explanatory Statement

If a majority of voters vote to amend the Charter, the measure should be implemented. Currently, the City Charter requires 60% voter approval to make any changes to the Charter. Charter amendments have failed despite a majority of voters supporting the change. The fact that the 60% threshold can deny the will of 59% of voters approving an amendment is anti-democratic.

Changing the requirements to amend the Charter to a “simple majority of voters” or “majority of electors voting” instead of 60% will resolve the problem.

###### Sections Of Charter To Be Amended

City of Gresham Charter, Section 45A, change 60% to “a simple majority of voters” or “a majority of electors voting” on the measure: *“Any measure which proposes to amend, repeal or replace this Charter shall take effect only if it is approved by at least ~~60 percent~~ a simple majority of voters casting votes for such measure.”*

###### Background

During the 1980s, the City of Gresham experienced rapid growth both in geographic size and population; from 14.85 square miles<sup>30</sup> and a population of 33,005 in 1980<sup>31</sup> to 22.2 square miles<sup>32</sup> and a population of 68,235 in 1990.<sup>33</sup> This was a **50%** increase in square miles and a **91%** increase in population in 10 years.

Ballot Measures put forward by the City Council in 1986 returned the City to At-Large Council elections<sup>34</sup> and imposed the 60% vote threshold to amend the Charter.<sup>35</sup> These citizen-lead

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<sup>30</sup> U.S. Census, Geography

<https://www.census.gov/quickfacts/fact/table/portlandcityoregon,greshamcityoregon,OR/HSG010221> ; City of Gresham GIS

<sup>31</sup> Portland State University Population Research Center, U.S. Census/American Community Survey

<sup>32</sup> Ibid.

<sup>33</sup> Ibid.

<sup>34</sup> Res. 1289, Gresham Ballot Measure 51, May 20, 1986, History of Changes of Charter of the City of Gresham (5/12)

<sup>35</sup> Gresham Ballot Measure 53, November 4, 1986, Ibid.

initiatives, along with a measure mandating voters approve “significant” changes to Urban Renewal,<sup>36</sup> were arguably a reaction to the tremendous geographic, population and housing growth of the City. Since the 1986 change requiring 60% voter approval to amend the Charter, at least two Charter Amendment measures were not implemented despite exceeding a majority (50% plus 1) vote threshold.

- **1994 Amendments Ballot Measure No. 26-16 (Received 50.16% yes votes):** Proposed adding a non-discrimination statement to the Charter, Section 40A, Non-Discrimination.
- **2004 Amendments Ballot Measure No. 26-66 (Received 54.43% yes votes):** Proposed creating a City Auditor position to be appointed by the City Council, Section 21B, City Auditor.

In the latter example, the City of Gresham hired two separate City Auditors after the position was incorrectly established in 2004 by Measure 26-66. Eight-years later, the failure to meet the 60% threshold to amend the Charter was discovered and the City Auditor position was eliminated.

See [Oregon Live Article "Gresham auditor job disappears after 2004 election error"](#)<sup>37</sup> for timely reporting on this issue.

After the 1994 and 2004 elections, despite a majority of electors casting votes in favor of an anti-discrimination provision and City Auditor Charter amendments, the 60% approval requirement to amend the Charter prevented those measures from being implemented.

The 60% threshold to amend the City Charter is unique to Gresham. The state of Oregon and other cities of similar size do not require Charter amendments to exceed such a high bar to be adopted:

- To amend the Oregon Constitution, per Article XVII, only a “majority of electors voting” is required.<sup>38</sup>
- Hillsboro’s Municipal Code, Subchapter 1.12 Elections, states an amendment to Hillsboro’s Charter is adopted if approved by a “Simple Majority” of voters.
- Eugene Municipality Code, Section 2.987, states a change to the Eugene Charter passes if approved “by a majority of the electors who vote on a measure.”
- Beaverton’s City Code, Section 2.06.460, states a change to the Beaverton Charter is approved by “a majority of City electors who voted on the City measure.”
- Per the Bend City Recorder, a change to the Bend Charter passes if approved by “a simple majority.”

It is worth noting that cities of a similar size to Gresham codify in their City or Municipal Code, not within their Charters, the requirements for a Charter Amendment to pass. With the exception of the Oregon Constitution, the "how to amend the Charter" language being in the Charter itself is distinct to Gresham.

Gresham’s 60% vote threshold to amend the Charter is unique to our City and an affront to majority rule.

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<sup>36</sup> Gresham City Council Resolution 1298; Gresham Ballot Measure 55, November 4, 1986, Ibid.

<sup>37</sup> [https://www.oregonlive.com/gresham/2011/09/gresham\\_auditor\\_job\\_disappears.html](https://www.oregonlive.com/gresham/2011/09/gresham_auditor_job_disappears.html)

<sup>38</sup> [https://www.oregonlegislature.gov/bills\\_laws/Pages/OrConst.aspx](https://www.oregonlegislature.gov/bills_laws/Pages/OrConst.aspx)



## **GENDER-NEUTRAL PRONOUNS**

### **Action Requested**

Amend the City of Gresham City Charter replacing gender-binary pronouns with gender-neutral terms to accommodate all people living here.

### **Explanatory Statement**

The existing City of Gresham Charter uses gender-binary pronouns throughout the document in sections 11, 12, 17, 20, 26, 31, 32, 34, 46, 47 and 48.

This amendment would replace all gender-binary pronouns throughout the Charter with gender-neutral terms. This is appropriate to the context so as to invite all people to serve in official capacities. By enacting this amendment, Gresham will be more inclusive with its official language and aim to honor the truth of gender-expansive and non-binary people that currently, and will in the future, live within the City.

### **Chapters and Sections to be Amended**

- Chapter III, Section 11(a): Qualification For Counsel
- Chapter III, Section 11(c)
- Chapter IV, Section 12(b) Meetings
- Chapter IV, Section 17 President of the City Council
- Chapter V, Section 20(a) City Manager
- Chapter V, Section 20(c)(10)
- Chapter V, Section 20(e) Manager Pro Tem.
- Chapter VI, Section 26 Election Results
- Chapter VII. Section 31(b) Office Vacancies
- Chapter VII, Section 32(a) Filling of Vacancies
- Chapter VII, Section 32(b)
- Chapter VIII, Section 34(e) Mode of Enactment
- Chapter XI, Section 46. Recall
- Chapter XI, Section 47. Conflict of Interest
- Chapter XI, Section 48. Presumption of Validity of City Action

### **Background**

The CRC wants the City Charter to be accurate, clear, and accessible. Replacing gendered language with gender-neutral terms will help in meeting these goals. Official documents, such as the Charter, which utilize only two gender options demonstrate a lack of awareness of and respect for non-binary, gender-fluid, bi-gender, intersex, and agender people. It is time to show respect for people who do not feel represented by the current language because:

1) This language shift is similar to what occurred in the 1980s when there was a push to adopt more gender-inclusive language from predominantly masculine-only references to both masculine and feminine language because (A) the word “man” or use of “he/him” did not feel inclusive to women; (B) the term “man” or use of “he/him” did not recognize nor affirm women’s acceptance into shifting societal roles and responsibilities. Contemporizing Charter language will recognize the scientific advances which have shifted what we understand about biological sex and gender.

2) The CRC recommendation to adopt this amendment aligns with City of Gresham's mission of “foster[ing] a safe, thriving, and welcoming community for all” and its strategic plan which involves a focus on diversity, equity, and inclusion (<https://greshamoregon.gov/strategic-plan/>).

3) DEI work is critical for attracting and retaining a vibrant and creative working City where everyone can thrive. City employees and residents of Gresham want to be in places where they know they and their loved ones will experience inclusion and belonging. A 2018 Pew Research Report showed that 35% of Gen Zs, 25% of Millennials, 16% of Gen Xers and 2% of Baby Boomers know someone who uses gender-neutral pronouns (Parker & Igielnik 2020). Constant references to the binary male and female groupings can be alienating for those who do not fall neatly into the male or female categories and re-enforces the concept that all people are either one or the other gender or sex when this is simply not the case (Morrison et al. 2021).

4) The words used are key to creating psychologically safe, inclusive, respectful, and welcoming environments (Carmeli et al. 2010, Rioux et al. 2022). The generic use of “he” and “she” reinforces gender-binary attitudes and behaviors which oppress those who identify otherwise (Gastil 1990) as the use of grammar shapes our thought (Whorf 1956). Gender is not simply binary (Bachtrog et al. 2011, Furman et al. 2020, Morrison et al. 2021). The amendment recommendation is intended to foster environments where everyone feels a sense of belonging regardless of gender identity, biological sex, sexual orientation, race, ethnicity, color, religion, multilingualism, neurodiversity, disabilities, economic status or national origin.

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## **ADD AN ELECTED CITY AUDITOR TO GRESHAM CITY CHARTER**

### **Action Requested**

Amend the City of Gresham City Charter establishing the position of an elected City Auditor within an Office of the City Auditor.

### **Explanatory Statement**

Gresham has grown from a town of 30,000 in the 1980s to a city of more than 114,000.<sup>39</sup> It is the fourth largest city in Oregon.<sup>40</sup> The total budget for Fiscal Year 2022-2023 is nearly three-fourths of a billion dollars (\$731,631,415)<sup>41</sup> and the number of FTE's (Full Time Equivalent positions) is 638.75.<sup>42</sup> In short, Gresham's financial, personnel and infrastructure management systems are complex. Decisions made by the government have a major impact on the quality of life for residents.

Currently, there is no independent, systematic process for evaluating the efficiency and effectiveness of government functions and operations. Additionally, there is very little transparency for residents into the way Gresham's City government functions.

### **Fiscal Impact**

The CRC reviewed the Fiscal Impact Statement prepared by the Office of Budget and Finance estimating the financial impact of adding a City Auditor and creating an Office of the City Auditor. While the cost is an important consideration, the CRC affirmed the need for an elected City Auditor within an Office of City Auditor to achieve the significant benefits identified herein.

### **Proposed Ballot Measure**

Amend the Gresham City Charter to establish the position of an independently elected City Auditor within a new Office of City Auditor. This office would focus on auditing City government functions in terms of efficiency and effectiveness of management, compliance with regulations, and safeguarding of assets, as a minimum. Audit reports shall be presented to the City Council and the public. The goal is to choose relevant topics to audit and complete the audits quickly, so the City of Gresham can constantly improve its services and accountability to the public.

It is recommended the Auditor:

- Be a full-time position, elected city-wide in the bi-annual general election, with a four-year term of office.
- Eligible candidates for election are required to have and maintain a CPA or preferably a Certified Internal Auditor<sup>43</sup> certification and have at least two-years of experience in municipal/governmental auditing.

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<sup>39</sup> U.S. Census Quick Facts: <https://www.census.gov/quickfacts/fact/table/greshamcityoregon/PST045222>

<sup>40</sup> World Population Review: <https://worldpopulationreview.com/states/cities/oregon>

<sup>41</sup> City of Gresham "Budget in Brief: Fiscal Year 2022/23", pp. 8-9.

<https://greshamoregon.gov/WorkArea/DownloadAsset.aspx?id=14491>

<sup>42</sup> Ibid, p. 12.

<sup>43</sup> CPA Accounting Institute for Success. This organization defines the function of a Certified Internal Auditor (CIA) as follows: "Bearing the designation, a CIA's job holds the responsibility of performing systematic and objective audits that are in the best interest of entities' overall and functional objectives. CIA's are not only confined with auditing the

- Have full authority to identify specific audit topics in any area of City government.
- Have sufficient staff, office area, equipment, supplies, etc. to conduct effective audits.
- Conduct audits that will include some or all the following areas:<sup>44</sup>
  - Program effectiveness and the extent that results are being achieved.
  - Management plans, methods, and procedures designed to meet its goals and objectives.
  - Compliance with laws, regulations, contract provisions, grant agreements and other requirements that could affect resources and service delivery.
  - Cost-effectiveness of alternative methods or delivering services and attaining goals or identifying best practices for evaluating programs or management approaches.
- Have full access to all City personnel, functions, facilities, records, and data necessary to conduct specific audits.
- Audits will not replace existing financial audits required by State law/regulations.
- Conduct follow-up audits on actions planned/taken by the City to resolve audit findings.

**How does this Charter Amendment Resolve the Issue**

The function of an independent Auditor, focused on the performance of City government functions, is currently not available. The addition of an elected City Auditor position, with appropriate staff, would enable planned and systematic auditing of government functions from the perspective of effectiveness and efficiency.<sup>45</sup>

Audit reports would be presented to the City Council and residents for their review and action at a public forum. Follow-up audit reports would assure the public that appropriate corrective actions were taken on a timely basis providing the residents with transparency in government and assurances the City is effectively using available financial and personnel resources.

**Chapter Or Section(s) To Be Amended**

This would be a new Section in the Gresham City Charter.

**Background**

The 2003-2004 Gresham CRC recommended to Council that the City Charter be amended to create the position of City Auditor. This recommendation was approved and referred to voters as Ballot Measure 26-66 in the September 2, 2004, election. Voters approved the measure on a vote of 18,051-yes and 15,112-no.<sup>46</sup>

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reliability of financial records, but are also involved in auditing efficiency and effectiveness of management, compliance with regulations, and safeguard of assets. In contrast with auditors focused on financial statement audits, CIAs take on a larger scope of providing services to help upper management mitigate risk and safeguard the company assets.

<https://www.ais-cpa.com/what-is-a-cia-certified-internal-auditor/>

<sup>44</sup> Oregon, Metro website: <https://www.oregonmetro.gov/regional-leadership/metro-auditor/about-metro-auditor/mission-and-authority/>

<sup>45</sup> Note: The financial audits conducted in accordance with State laws/regulations do not focus on the efficiency and effectiveness of management, compliance with regulations, and safeguarding of assets.

<sup>46</sup> Multnomah County Elections data: <https://www.multco.us/elections/november-2-2004-election-results>

The City Charter was amended to add Section 21B City Auditor, effective January 1, 2005,<sup>47</sup> with the position reporting directly to the City Council.<sup>48</sup> Over the next six years, the Auditor issued more than 16 audit reports on a wide variety of topics.<sup>49</sup>

One of these audit reports was entitled: *“Road Maintenance: Gresham Faces a Large and Rapidly Growing Backlog of Essential Road Repairs”* (February 2007). One of the four findings in that report addressed the backlog in road maintenance, especially on residential streets in Gresham.<sup>50</sup> The deferred maintenance at that time had doubled over the previous six budget cycles. Deferred maintenance was estimated at \$23,169,831 in Fiscal Year 2007-2008.<sup>51</sup>

This report was presented to the City Council with limited discussion of the issue.<sup>52</sup>

On June 26, 2009, the Auditor issued a report entitled: *“Road Maintenance Follow-up: Status Report # 09-4.”* One conclusion stated: *“The continual decrease in the PCI over the past 17 years indicates that overall conditions of the City of Gresham’s street system continue to decline while the costs to repair/replace continues to rise exponentially.”*<sup>53</sup>

The *“2009 State of the Streets & Pavement Condition Survey Overview”* report issued by the DES Transportation Division stated: *“due to insufficient annual maintenance revenues and ever-increasing costs, the deferred maintenance backlog has increased to \$68.7 million”.*<sup>54</sup>

The Auditor’s follow-up report stated: *“The Audit (Item #4) recommended that Council direct staff to prepare a long-term road pavement maintenance plan. The Council Work Plan includes an item regarding transportation maintenance funding. Staff continues to work with the Council to develop a transportation maintenance funding plan as part of the overall city budgeting process.”*<sup>55</sup>

On October 4, 2011, the independent City Auditor position was eliminated, after an election error was discovered. Ballot Measure 26-66 did not pass with the required 60% supermajority vote.<sup>56</sup> The audit function continued under the direction of the City Manager.<sup>57</sup> Later, the audit function was discontinued.

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<sup>47</sup> The History of Changes of Charter of the City of Gresham Oregon, page 10:

<https://greshamoregon.gov/WorkArea/DownloadAsset.aspx?id=1987>

<sup>48</sup> City of Gresham Memorandum, Sept. 11, 2006, *“City Auditor’s Annual Report”*, p. 1-2.

<https://web.archive.org/web/20101104065807/http://greshamoregon.gov/city/city-auditor/template.aspx?id=20795>

<sup>49</sup> Internet Archives *“WayBackMachine”*:

<https://web.archive.org/web/20100527093346/http://www.greshamoregon.gov/city/city-auditor/template.aspx?id=4548>

<sup>50</sup> Audit Report: *“Road Maintenance: Gresham Faces a Large and Rapidly Growing Backlog of Essential Road Repairs”* (Feb. 2007), pp. 20-21. <https://web.archive.org/web/20100527130149/http://www.greshamoregon.gov/city/city-auditor/template.aspx?id=20794>

<sup>51</sup> Ibid, p. 19.

<sup>52</sup> CRC Vice Chair Ardner’s communication with former City Councilor Richard Strathern who was on Council at that time.

<sup>53</sup> Audit Report: *“Road Maintenance Follow-up: Status Report # 09-4.”*, June 26, 2009, p. 4.

<https://web.archive.org/web/20100527130115/http://www.greshamoregon.gov/city/city-auditor/template.aspx?id=20764>

<sup>54</sup> Ibid, p. 4.

<sup>55</sup> Ibid, p. 8

<sup>56</sup> The History of Changes of Charter of the City of Gresham Oregon, page 10, states: *“Removed from the Charter on October 4, 2011 as void ab initio (from the very beginning) after discovery that the amendment was not approved by at least 60% of the electors casting votes for the measure as required by Section 45A of the Charter. (October 4, 2011)”*. Link: <https://greshamoregon.gov/WorkArea/DownloadAsset.aspx?id=1987>

<sup>57</sup> CRC Vice Chair Ardner communication with former City Councilor Richard Strathern who was on Council at that time.

On April 16, 2015, the City Traffic Manager stated, during a presentation to the SW Neighborhood Association (SWNA) entitled: *“Street Conditions and Maintenance,”*<sup>58</sup> that roads deteriorate at an exponential rate over time. The City was embarking on a five-year program to address this condition. At that time, SWNA required *“\$10.9 million to replace poor/failed roads.”* He estimated the cost for those types of repairs city-wide at \$105 million.<sup>59</sup>

Today, the City Street Reconstruction program, focused on *“rebuilding Gresham’s residential streets that are listed in failed condition,”* will continue into the summer of 2023.<sup>60</sup>

### **Supporting Evidence**

The history detailed above documents the role and significance of the Auditor’s reports. These reports served not only as an early warning system for Council and City leaders, but also to document areas where existing programs need improvement. The absence of a City Auditor today eliminates the early warning system – the ability to have a *“fresh set of eyes”* on issues/programs. This can result in the City staff *“flying blind”* as they try to manage complex programs and services.

In the case of road maintenance, huge benefits would have accrued to the City and the residents, if there had been a timely response. What was needed was both funding sources and a comprehensive road restoration program. During most of the years described above, there was no Auditor to check on progress and report on the magnitude of the cost being incurred. This issue was not going to *“go away.”* Years later, comprehensive restoration plans were put in place, but delays resulted in a huge increase in cost. Some of the benefits to immediately addressing the audit findings were:

- The City would have benefited by saving millions of dollars on future road maintenance costs. Since this was a service to the public that had to be done sooner or later, the benefits of having better roads would have provided benefits to the public.
- Residents would have benefitted dramatically because it would have eliminated a huge increase in future spending to bring the streets up to an acceptable condition. Also, they would have benefited by having good residential streets for travel and some could have experienced an increase in property value.

The role of the City Auditor was critical in documenting existing situations and bringing them forward so they could be addressed in a timely manner. During most of the 16-years since the road maintenance issue was documented in the 2007 audit report, there was no Auditor to monitor the situation and raise awareness of the huge costs the City was incurring.

An elected, independent City Auditor is necessary because it enables the Auditor freedom to identify specific areas/issues, implement appropriate audits and not be concerned about job security.

The elected Auditor would be accountable to the voters of Gresham.

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<sup>58</sup> PowerPoint presentation to the SW Neighborhood Association on April 16, 2015, *“Street Conditions and Maintenance”*, Slide 9.

<sup>59</sup> Jack Ardner: recollection of the estimated cost to remedy the deterioration of streets city-wide from the discussion during the PowerPoint presentation.

<sup>60</sup> Gresham, OR website. Link: <https://greshamoregon.gov/Street-Reconstruction/>

## AMENDMENT PERTAINING TO HOW ELECTED OFFICIAL VACANCIES ARE FILLED

### Action Requested

Amend the City of Gresham City Charter provisions on “Filling of Vacancies” to create a consistent repeatable process.

### Explanatory Statement

Defining the Issue:

- The existing language in the Gresham City Charter on filling vacancies has been used eight times in the last 18-years. From the resident’s perspective, the process to appoint replacement members to the City Council has varied from very good to very poor. Four of those vacancies were filled without seeking input or candidate applications from the residents.
- There is a clear need for revisions to the Charter language to ensure the process used by the City Council to fill vacancies: 1) involves the residents; 2) allows candidates to apply; and 3) is transparent, predictable, and consistent over time.

How does this resolve the Issue?

- This proposed ballot measure resolves previous issues by clarifying language in the City Charter as follows:
  - Requires the City Council to formalize the process for filling vacancies by ordinance.
  - Specifies procedures for handling vacancies: when there is less than one-year remaining in the term of office; and when there is more than one-year remaining in the term of office.
- These changes would: 1) reduce the separation between the residents and the Council; 2) increase transparency in government; 3) give residents the opportunity to have input and to apply as candidates; and 4) implement a consistent repeatable process over time.

### Chapter or Section to be Amended

Gresham City Charter, Chapter VII, Vacancies in Office, Section 32(a), Filling of Vacancies, reads:

*(a) “Vacant elective offices in the city shall be filled by appointment by a majority vote of the council within thirty days of the date the vacancy occurred. The appointee’s term shall begin immediately upon his or her appointment until the beginning of the year following the next biennial November election or until his or her successor is elected and qualifies therefore. An elected successor for the unexpired term shall be chosen at the next biennial November election. The date the vacancy occurred must be more than thirty days before the filing deadline for that election date.”*

### Proposed Revised Charter Section

The proposed new language would replace existing paragraph (a) above. The new text reads as follows:

Section 32. Filling of Vacancies

*(a) A Mayor or Councilor vacancy will be filled by appointment with a majority vote of the remaining Council members, no later than 45-days after the vacancy is declared.*

*Additional criteria include:*

- (1) *If less than one-year remains in the term of the person who held that vacant office, the Council may fill the vacancy and the Appointee will serve the unexpired term of the predecessor to the office.*
- (2) *If one-year or more remains in the term of the person who held the vacant office, or if for any reason the office is not filled and no person takes office, when the term of office otherwise would have commenced, Council may fill the vacancy. The Appointee will serve as an interim-Mayor or City Councilor, until a successor to the office is duly elected and is qualified to take office.*
- (3) *The election to fill the vacancy for the unexpired term of office must be held at the election that is next available pursuant to State law, which occurs no sooner than the one hundred twentieth day after the date upon which the vacancy occurred. The term of office for a person elected to fill a vacancy for an unexpired term of office commences upon the certification of the election.*
- (4) *The City Council will adopt by Ordinance a process to fill vacant Council positions. This process will include public notice for candidate applications, interview process, and public hearing prior to a Council vote.*

## **Background**

The CRC recommends this change given Gresham’s history with filling vacancies on City Council.

- 2005 – City Councilor.
  - Mr. David Widmark was appointed to City Council to serve the remainder of the term of a Councilor who resigned.
- 2007 – City Councilor.
  - August 1, 2007 – City Councilor Karylenn Echols resigned from Council. The City Council sought qualified applicants to fill the vacancy.<sup>61</sup>
  - Mr. David Widmark was selected, from a panel of seven applicants to serve as a City Councilor.<sup>62</sup>
- 2011 – City Councilor.
  - January 19, 2011 – The City Council filled a vacancy created by the resignation of Ms. Shirley Craddock who was elected to Metro Council.
  - Ms. Karylenn Echols was appointed to fill the vacancy on the vote of five City Councilors.<sup>63</sup>
- 2012 – City Councilor.
  - City Councilor John Kilian resigns from Council.<sup>64</sup>

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<sup>61</sup> OregonLive, Jul 31, 2007, [https://www.oregonlive.com/breakingnews/2007/07/gresham\\_accepting\\_applications.html](https://www.oregonlive.com/breakingnews/2007/07/gresham_accepting_applications.html)

<sup>62</sup> OregonLive, Aug 22, 2007, [https://www.oregonlive.com/breakingnews/2007/08/gresham\\_appoints\\_new\\_council\\_m.html](https://www.oregonlive.com/breakingnews/2007/08/gresham_appoints_new_council_m.html)

<sup>63</sup> Oregon Live, Jan 19, 2011, [https://www.oregonlive.com/gresham/2011/01/after\\_three\\_years\\_away\\_karylin.html](https://www.oregonlive.com/gresham/2011/01/after_three_years_away_karylin.html)

<sup>64</sup> OregonLive, Dec 11, 2012, [https://www.oregonlive.com/gresham/2012/12/john\\_kilian\\_leaves\\_preening\\_po.html](https://www.oregonlive.com/gresham/2012/12/john_kilian_leaves_preening_po.html)



- Gresham City Council appointed Mr. Mario Palmero to fill the Position 4 seat on Council.<sup>65</sup>
- 2013 – City Councilor.
  - The City Council seeks applications to fill a vacancy created by the resignation of Mr. Josh Fuhrer.<sup>66</sup>
  - The Council chose Mr. Kirk French to serve on City Council.<sup>67</sup>
- 2015 – City Councilor.
  - Mr. David Widmark was appointed as a City Councilor to fill out the remainder of the term. However, this time there was no public process for seeking applicants.<sup>68</sup>
    - “Nothing in the Gresham Charter, Gresham Revised Code, nor the Gresham Council Rules establishes a process for appointment to fill a vacant councilor position,” said Mr. David Ris, [former] City Attorney. “Therefore, Council is free to use whatever process deemed appropriate.”
    - Former Mayor Shane Bemis:
      - “Councilors could have voted in any of the three remaining scheduled meetings before the Sept. 9 deadline,” officials said Wednesday. Bemis said for this circumstance, the City should have a Councilor “who can step in right away and articulate the City’s vision, and who helped create that vision.”
      - “For anyone who feels like the decision to appoint Widmark was quick or that they didn’t get the chance to apply for the position,” the mayor said, “interested people should file the paperwork and run for City Council next year.”
- 2020 – Mayor.
  - Mayor Bemis resigned on June 17, 2020. Council President Janine Gladfelter was appointed Acting-Mayor.<sup>69</sup>
  - On June 29, 2020, Councilor Karylinn Echols was appointed as Interim-Mayor to serve 7-months until a new Mayor was elected.<sup>70</sup>
- 2020 – City Councilor.
  - City solicits applications to fill the seat vacated by Interim-Mayor Echols.<sup>71</sup>

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<sup>65</sup> OregonLive, Dec 19, 2012, [https://www.oregonlive.com/gresham/2012/12/gresham\\_council\\_appoints\\_forme.html](https://www.oregonlive.com/gresham/2012/12/gresham_council_appoints_forme.html)

<sup>66</sup> OregonLive, Oct 14, 2013, [https://www.oregonlive.com/gresham/2013/10/gresham\\_city\\_council\\_gets\\_two.html](https://www.oregonlive.com/gresham/2013/10/gresham_city_council_gets_two.html)

<sup>67</sup> OregonLive, Oct 21, 2013, [https://www.oregonlive.com/gresham/2013/10/gresham\\_city\\_council\\_picks\\_civ.html](https://www.oregonlive.com/gresham/2013/10/gresham_city_council_picks_civ.html)

<sup>68</sup> OregonLive, Aug 20, 2015, [https://www.oregonlive.com/gresham/2015/08/hallway\\_discussions\\_lead\\_to\\_ne.html](https://www.oregonlive.com/gresham/2015/08/hallway_discussions_lead_to_ne.html)

<sup>69</sup> OregonLive, June 24, 2020, <https://www.oregonlive.com/news/2020/06/after-wave-of-resignations-who-is-in-charge-in-gresham.html>

<sup>70</sup> KOIN News, <https://www.koin.com/news/civic-affairs/karylinn-echols-appointed-new-gresham-mayor/>

<sup>71</sup> The Outlook, Jul 8, 2020, [https://www.theoutlookonline.com/news/application-process-open-for-city-council-seat/article\\_c6c27cb8-4201-5e72-96e3-1871cbe0aab5.html](https://www.theoutlookonline.com/news/application-process-open-for-city-council-seat/article_c6c27cb8-4201-5e72-96e3-1871cbe0aab5.html)

- On July 23, 2020, the City Council appointed Mr. Vincent Jones-Dixon following an extensive interview process of 15 applicants to fill former Councilor Echols seat.<sup>72</sup>

### **Further Considerations**

The language in Section 32, Gresham City Charter, “Filling of Vacancies,” has been utilized eight times between the years 2005 and 2020. However, the processes used to fill these vacancies were dramatically different over time. The results of these different procedures ranged from very good to poor, especially in terms of transparency for the residents and their ability to have input in the process or to apply as a candidate.

- Examples of a good process include the advertised vacancy to fill a position on City Council in 2007, 2013 and 2020. The latter received praise from the President of the Coalition of Gresham Neighborhood Associations.<sup>73</sup>

- Examples of a poor process include the appointment of City Councilors in 2011, 2012, 2015 and the 2020 appointment of the Interim-Mayor. In these cases, there was no opportunity for the public to participate or to submit applications for consideration. When these instances occurred, they separated the City Council from the governed.

In short, this history of filling vacancies on City Council highlights the need for a revision of the Charter language to assure transparency in government and to provide residents with the opportunity to have input in the decision and the ability for potential candidates to apply.

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<sup>72</sup> KOIN News, Jul 23, 2020,

<https://www.koin.com/am-extra/gresham-names-vincent-jones-dixon-to-council-vacancy/>

<sup>73</sup> Excerpt from e-mail message from Ms. Carol Rulla, President, Coalition of Gresham Neighborhood Associations to Interim-Mayor Echols, July 22, 2020. “I also commend you on the process, interviews and discussion in appointing a new city councilor. I, too, was thrilled with all of the outstanding and diverse applicants who interviewed. I know it's very difficult for you to discuss and vote on someone in a public meeting, but it was wonderful to see as a member of the viewing public. I think you made an outstanding choice in selecting Vincent Jones.” Quote used with permission.

## 2021-2023 CHARTER REVIEW COMMITTEE

### SECTION III ADDITIONAL CONSIDERATION

#### ANTI-DISCRIMINATION

##### PREAMBLE

Authored by Charter Review Committee  
Member Dana Stroud

Through this past year of working together as a Charter Review Committee (CRC), we have been effective with our work and are very encouraged about the processes we created together. We came together as residents of Gresham, attuned to the Charter language, listened to the voices of the people and acclimated to the context, power, and privileges evident in our systems, as we tangentially learned about the issues from nonpartisan experts in the fields.

When we came together as a CRC, it was evident that bias occurred at several key moments. For this reason, we see the importance of continued DEI work for Gresham's growth and development. It is the CRC's understanding, based on our last year of community engagement on behalf of the City, that **discrimination is a pervasive problem in Gresham**. It is a violation of human rights and undermines the principles of equality and justice. Discrimination can take many forms including but not limited to racism, sexism, homophobia, and ableism. It can occur in the workplace, schools, committee meetings, public spaces, traffic stops, and our daily interactions with others. Effective anti-discrimination policies are essential to combat this problem. Anti-discrimination policies are based on the principles of fairness, respect, and dignity for all - values that are universally shared across Gresham.

We are thusly asking the City Council to craft a comprehensive and coordinated anti-discrimination work plan. Gresham is a city that fosters innovation, creativity, and growth. An active anti-discrimination policy and work plan on the issues uncovered and presented in this body of work will ensure everyone has equal access to opportunities, resources, and services. It ensures no one is discriminated against based on their differences and that the data needed to measure our successes over time will be stored securely.

We ask for your assistance as a Council with crafting enforcement. It was clear to us as a Charter body that accountability measures related to discrimination complaints are not currently in existence. In addition, effective anti-discrimination policies must be inclusive. They must take into account the intersectionality of discrimination, recognizing that individuals may face multiple forms of discrimination based on their identity.

Effective anti-discrimination policies must be responsive to the needs of the community. To form recommendations, such as this one, we listened to the call for changes and then researched how to create the changes needed. For us, some of these anti-discrimination needs were evident as we first convened as a body and recognized the stark lack of representation, some became evident as we began speaking to community members at events, some were summarized in the report prepared by our Facilitator, and some became even clearer after reading the reports written by Dr. Manson and the team at Berry Dunn. Anti-discrimination policies must be flexible and adaptable to changing

circumstances and must be regularly reviewed and updated to ensure they remain relevant and effective, hence the updated list of protected identities in the attached report.

Speaking more broadly about our community engagement efforts - as a CRC subcommittee we were warned repeatedly that online surveys won't work to get equitable community engagement. We decided to value historically minimized voices, allowing us to intervene as a Charter review body and envisioning more just alternatives everyone could get behind. We did so utilizing the best available evidence and research driven solutions. We were told we needed to create safe places where immigrants, refugees, folks with various disabilities, and folks who have been systemically left out of conversations could come forward and share their needs and that it would be our responsibility to circle back to demonstrate our accountability because folks have felt unseen, unheard, and lack trust due to the long history of being left out. Through this anti-discrimination recommendation, we aim to be accountable to and transparent with those who attended listening sessions; we took their voices seriously. The comments we heard lead us to believe that folks aren't feeling like they are being treated equally - and that the status of work to eliminate discrimination as a City is still very much in progress. For us, that's problematic and something we have an obligation to move forward with. We now elevate their concerns to the Council to demonstrate that same accountability in a transparent fashion.

This recommendation was also built around strengthening anti-discrimination via ceasing loopholes to accountability including all the components listed under Section 5 of the anti-discrimination recommendation. These issues hinder us as a City from being able to track achievements and / or measure improvements in trends over time. The CRC aims to support the City in showcasing its successes. When we became aware of these loopholes, we decided it was necessary to add extra components within this recommendation. Another finding that we are particularly concerned about is the knowledge that our Gresham police are not currently collecting race or gender data from all non-consensual stops, nor what occurred during the stop, and that existing data are not currently organized in a single database for folks to measure over time.

We believe the issues within this report hold value and the concepts within are not new requests, that the work stems from community concerns and independent audits that the City paid for, but that we don't have time as a CRC to bring to the finish line. Some of the details in this plan indeed are likely misworded and / or some of the concepts might be better placed in Gresham Revised Code, employee manuals, or other locations. As residents of Gresham, we are not the experts around where things fit in, and we are trusting you to do so. Given this understanding, we propose:

- The recommendation is submitted to Council not to head to the ballot as is, but with the understanding that it needs to be re-worked with City support (legal, DEI, or otherwise) and that parts of this work may need to be carried forward in other forms (e.g., Charter amendments, Gresham Revised Code, employee manual policies, etc.).

We wonder, thinking more broadly here, who does it hurt and who does it benefit if we do nothing with this body of work? Who benefits from us acting on these recommendations which stem from community concerns? We are hopeful that daylighting the CRC's concerns to the next level is the best we can do in terms of doing the job we were asked to do as a civilian body tasked with community outreach, accountability to the people we listened to, and how we want to see change for

the next 8-10 years as a City. We would be remiss to let this one go. For us, as a Charter review body, remaining silent on the issue feels like complacency and we will not stand for that.

We are not comfortable with NOT following through with this recommendation because we are afraid of the future and fear of retaliation. It feels wrong to choose to prioritize folks' emotional comfort over the actions that are necessary to begin to create safety for those who were bold enough to share their needs during our listening sessions. For us it would feel unethical to not forward this on for further policy change, resulting in meaningful police reform and City-wide accountability, so that nothing awful happens in Gresham.



## **ANTI-DISCRIMINATION RECOMMENDATION**

### **Action Requested**

The Charter Review Committee (CRC) recommends that the City Council redouble its actions to address all aspects of Diversity, Equity and Inclusion (DEI) identified in the following report.

CRC members received input that there are DEI issues in the City. As a result, the authors of the Anti-Discrimination Recommendation began researching actions needed to form a fuller proposal, including an in-depth review of the reports by Manson (2021), Berry Dunn (2022), and Harris-Bagwell (2022), which were used to document the factual basis for this recommendation.

We commend the City for its initial actions, beginning in late 2000.

The CRC recommends that now is the time for the Council to provide leadership and policy oversight of the efforts to date, and to establish specific short- and long-term goals to resolve these issues within City government and city-wide. Some of the critical areas include the need to establish and strengthen accountability structures to eliminate discrimination based on race, ethnicity, color, religion, gender identity or non-identity, sexual orientation, multilingualism, neurodiversity, disabilities, economic status, national origin, or other protected classes. The Council will note that this list of protected identities is more inclusive than those offered protections in existing Title IX or ADA protections. This will elevate the standards for identity protections in the City of Gresham.

We recommend that current and future Council Work Plans elevate and prioritize DEI issue resolution(s) as a major area of emphasis. This is especially true for the following issues: (1) Updating hiring, firing, and promotion policies; (2) A plan for requiring appropriate data to be collected on non-consensual police stops and having it stored in an electronic database; (3) New rules for how committee and commission applicant selection processes are filled; (4) Constructing a "Gresham Fair Campaign" statement; and (5) A plan for strengthening department accountability citywide, including the specific areas of concern detailed within this report.

To further this effort, the CRC recommends that the Council provide an annual report to the public on DEI goals/accomplishments over the previous year and specific DEI goals for the next year. With your leadership and a systematic approach to resolving DEI issues, Gresham will move forward to a brighter future for all.

### **Explanatory Statement**

It is the intent of the City of Gresham CRC that every individual who calls Gresham home shall have an equal opportunity to participate fully in the economic, cultural and intellectual life of the City

and to have an equal opportunity to employment, housing and commercial space, public accommodations, recreation, education and health and welfare services. This vision requires mindful diversity-equity-inclusion (DEI) work. The provisions of this recommendation align the direction of our City of Gresham Charter with the City's current DEI Resolution 3459. By enacting this recommendation, we are more thoughtful with our official language and consistent with our vision.

## **Background**

The CRC wants our City Charter to be a visionary document which sets intentions and direction for issues of non-discrimination for all residents. We recognize that discrimination can have lasting impacts on people based on their race, ethnicity, color, religion, gender identity, sexual orientation, multilingualism, neurodiversity, disabilities, economic status, and/or national origin. Discrimination occurs interpersonally, institutionally and systemically. Enforcing existing anti-discrimination mandates in the form of Charter reform or City policies is crucial for addressing systemic discrimination (Braveman et al. 2022).

Official documents, like our Charter, which do not take firm stances regarding discrimination or subjugation leave room for misinterpretation, prejudice, and unclear vision for where we are headed as a people. In Gresham, we need our government to be leaders in how we heal and close division between groups and in its place create caring and productive living and working communities for all to thrive and feel empowered. The CRC aspires to have governance that takes meaningful and immediate steps to build systems with everyone's success in mind, recognizing that our policies can cause great harm if we are not careful. In Oregon specifically, we created legal policies that caused systemic harm including but not limited to black exclusion laws (McClintock 1995), the history of Indigenous land rights (Singletary & Emm 2011) and Japanese internment (Burton et al. 2000). We further recognize that when it comes to the criminal justice system as a whole, a majority of Americans, regardless of race, say Black people are treated less fairly than white people (Horowitz et al. 2019).

We can start by acknowledging these facts and then create new systems to measure and eliminate disparities. However, the demographic data necessary to measure discrimination are not always collected to evaluate potential discrimination levels across departments meaningfully (Berry Dunn 2022) and existing "process[es] of how ... investigations are ... investigated is unclear" (Berry Dunn 2022). This recommendation promotes the collection of the data necessary to measure, track, and report anti-discrimination efforts meaningfully.

The CRC recognizes that not all City employees have the same responsibilities when it comes to the fair treatment of all Gresham residents. Some employees can bring increased safety or do extreme harm to communities based on their varied roles, responsibilities, and memberships in labor organizations. Our intent is that all departments and employees, contractors, subcontractors, and labor organizations would be held to the same high standards because the City Charter and policies can have disproportionate impacts on communities and we desire for these impacts to be measured, reported, and transparently communicated regardless of department. Our intent is that this recommendation supports the creation of more accountable systems because we know that our words and, more importantly, our actions are key to creating psychologically safe, inclusive, respectful, and welcoming environments (Carmeli et al. 2010).

This recommendation is in line with our City of Gresham's mission of "*foster[ing] a safe, thriving, and welcoming community for all*" and its strategic plan which involves a focus on diversity, equity,

and inclusion (<https://greshamoregon.gov/strategic-plan/>) and puts our Charter in alignment with Gresham Resolution 3459. We celebrate that Gresham has already begun meaningful work including but not limited to the passage of Resolution 3459, the DEI report (Manson 2020) and the policing assessment (Berry Dunn 2022), which each promote community trust and guidance. We believe these projects along with Charter amendments will move Gresham closer to its vision of being “...a vibrant, inclusive and resilient community where everyone can share in economic prosperity, enjoy connection and belonging, and live a high-quality life.” To this end, we believe DEI work is a critical component for attracting and retaining a vibrant and creative working City and government workforce where everyone can thrive, regardless of their race, ethnicity, color, religion, gender identity, sexual orientation, multilingualism, neurodiversity, disabilities, economic status, national origin, or other protected classes.

## **Sections Of Charter To Be Amended**

### **Addition:**

#### **Section on Non-Discrimination for Human Rights and Community Relations**

##### **– Powers and duties<sup>74</sup> –**

The CRC humbly requests that the City Council consider changing the city charter so that the powers and duties to investigate discrimination<sup>75</sup> reside with the Mayor and/or the City Council acting by resolution, to investigate incidents or patterns of discrimination by City agencies or employees based on an individual’s identity:<sup>76</sup> race, ethnicity, color, religion, gender identity or non-identity, sexual orientation, multilingualism, neurodiversity, disabilities, economic status, national origin, or other protected classes. We also highly recommend that when such investigations occur, the Mayor, Council Member, or individual(s) to whom the investigation is assigned, are obligated to report the findings within a reasonable time to the City Council.

#### **Prohibition of Discrimination in Employment, Housing and Commercial Space, Public Accommodations, Educational Institutions and Health and Welfare Services –**

##### **– Intent of City Council<sup>77</sup> –**

The CRC respectfully requests the City Council consider adopting Charter amendments so that every individual who resides in Gresham shall have an equitable opportunity to participate fully in the economic, cultural and intellectual life of the City and to have an equal opportunity to participate in employment, housing and commercial space, public accommodations, education, transportation, parks and recreation, and health and welfare services. And eliminate all discrimination based on

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<sup>74</sup> Inspired from National Civic League Model City Charter accessed January 2022 at

<https://www.nationalcivicleague.org/resources/model-city-charter-9th-edition/>

<sup>75</sup> Discriminate, discrimination, discriminatory practice means any difference in treatment or outcomes based on one or more of the following: race, ethnicity, color, religion, gender identity or non-identity, sexual orientation, multilingualism, neurodiversity, disabilities, economic status, national origin, or other protected classes of any individual who is otherwise qualified.

<sup>76</sup> Identity or identities include race, ethnicity, color, religion, gender identity or non-identity, sexual orientation, multilingualism, neurodiversity, disabilities, economic status, national origin, or other protected classes of any individual.

<sup>77</sup> Ibid.

identity<sup>78</sup> by employees, employers, politicians, contractors, subcontractors, departments, policies, and labor organizations.

**– Discriminatory practices in employment –**

1. It shall be considered discriminatory to do any of the following acts based upon a person's identity:<sup>79</sup>
  - a. By an Employer or Employment Agency: To not hire or promote an applicant, to fire or fail to promote or refer due to identity. With regard to employees, to offer equal compensation, terms, conditions or privileges, including job promotions or bonuses due to identity. To segregate or classify individuals in any way which would decrease employment opportunities or otherwise adversely affect a person's financial abilities or status. To not have a clear promotion policy<sup>80</sup> that outlines the processes to be used for the promotions, or changes in ranks for staff, which should be accessible for all within the department manual. One exception to hiring practice discrimination would be that it is not considered discriminatory if there is no reasonable accommodation that such person can make with regard to the disability, which may disqualify a person from being able to do the job;
  - b. By a labor organization: To not include or to remove individuals from its membership based on identity. To discriminate against any individual. To set limits, segregate or classify its membership in any way that would hurt a person's future employment, salary, or benefits;
  - c. By an employer, employment agency, apprenticeship program, contractor, subcontractors, committee, commission, or labor organization: To discriminate against any individual in hiring, firing, promoting, training, or apprenticeship opportunities based on identity. However, if there is no reasonable accommodation that can be made with regard to a disability, the disability actually disqualifies the applicant from the program and the disability has a significant impact on participation in the program.
2. With the intent of being able to measure and track discrimination scale and scope,<sup>81</sup> and to demonstrate accountability to the Gresham community,<sup>82</sup> this amendment would:
  - a. Oblige all departments to regularly and consistently collect standardized demographic data including, at an absolute minimum race and gender, and outcome data (such as searches,

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<sup>78</sup> Identity or identities include race, ethnicity, color, religion, gender identity or non-identity, sexual orientation, multilingualism, neurodiversity, disabilities, economic status, national origin, or other protected classes of any individual.

<sup>79</sup> Ibid.

<sup>80</sup> Need based on Berry Dunn finding 10-3 (“There is no formal policy on the promotion process for ... staff, which has led to a lack of confidence the promotional processes.”)

<sup>81</sup> Berry Dunn (2022) finding: 4.9 (“GPD does not regularly and consistently collect standardized demographic data including race and gender”) and 11-1 (“Complaints about employee conduct are not tracked and memorialized in an effective manner”). Solutions stem from the 21st-century policing report, which is in alignment with the recommendation from Berry Dunn (finding 2-1).

<sup>82</sup> Manson (2020) who reported “leaders in local community groups (community-based organizations) as well as Gresham residents have reason to doubt that the city will follow through on the transition from monocultural to multicultural.” Bagwell (2022) engaged in community outreach with 354 Gresham resident during the summer of 2022 who reported “the participants indicated that they believe the delays in response [by Gresham police] were racially motivated based on neighborhood and perceived race of the color. There were also several mentions of racist and discriminatory police responses making citizens in need fearful of calling for help. Participants also stated that they would like more accountability for the police and procedures for complaining about and disciplining poor performing or discriminatory police officers without backlash.”



warning, citation, arrest, use of force, etc.) on all non-consensual law-enforcement related contacts in a single database;

b. Oblige all departments, labor organizations, contractors or subcontractors to permanently retain the personnel files of workers who have been investigated for discrimination in a backed-up electronic database that would be made accessible to the City Manager, City Council, and/or Mayor upon their request; and

c. Authorize the City Manager to review all instances in which any employee, contractor, or subcontractor has been accused repeatedly of discrimination.

3. **Gresham Commissions and Committees:** This amendment would oblige all future City committees and commissions to be filled in a non-discriminatory method, based purely on the experience and qualifications of the applicants, and/or via democratically selected lotteries, as decided upon by the City Council.

4. **Gresham Fair Campaign Practices:** Persons who are candidates for public office in the City or persons representing organizations who campaign in support or opposition of a ballot issue may not discriminate against any individual or group. Instead, people running for office may voluntarily commit to conduct themselves in accordance with fair campaign practices. Gresham Fair Campaign Practices shall include the following statements made by candidates and made accessible to all on the City's website:

*"As I seek public office in Gresham, (or as I seek to support/oppose \_\_\_\_\_ ballot issue) I honor and will abide by the following principles as a guide to my conduct. I will neither use nor permit the use of appeals to bigotry in any form, and specifically to discriminatory behaviors or prejudice based on race, ethnicity, color, religion, gender identity or non-identity, sexual orientation, multilingualism, neurodiversity, disabilities, economic status, national origin, or other protected classes."*

5. Departmental **accountability.** This amendment would strengthen accountability measures<sup>83</sup> by removing barriers to discrimination investigations or incidents, including any structures that would potentially prevent justice from occurring,<sup>84</sup> including:

a. Permit an employee accused of discrimination with access to evidence of their alleged behavior prior to an investigation;<sup>85</sup>

b. Allowing employees / contractors / subcontractors to wait 48-hours or more before being interrogated or investigated after an alleged incident<sup>86</sup> and/or delaying interviews or interrogations after alleged wrongdoing for a set length of time;<sup>87</sup>

c. Prevent any person from being investigated for a discrimination or misconduct-related incident that happened 100 or more days prior and/or excluding discriminatory or disciplinary

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<sup>83</sup> Amendment supports Berry Dunn finding 2-1: ("GPD strives to exemplify the characteristics outlined in the 21st Century Policing Task Force Report, [but] there are several sections within the six main topic areas or 'pillars' that require focused attention from the GPD to achieve"). Ideas presented in this section are inspired by work accomplished by Rushin (2016), Cunningham et al. (2020) and the 21st Century Policing Report.

<sup>84</sup> Berry Dunn (2022) finding: 11-3 ("The process of how administrative investigations are classified, assigned, and investigated is unclear")

<sup>85</sup> Berry Dunn (2022) finding 11-5 ("the GPD allows employees under administrative investigation to review all evidence before providing statement evidence")

<sup>86</sup> Berry Dunn (2022) finding 6-5 ("The Investigations Section is understaffed and requires additional personnel to manage the investigative function for the GPD.")

<sup>87</sup> Rushin (2016). Police union contracts. Duke Law Journal 66, 1191.

records for future employment or destroying records from files after a set period<sup>88</sup> and/or not requiring external investigations of all uses of excessive or deadly force or other serious incidents;<sup>89</sup>

d. Any provisions that allow for the destruction, purging, or concealment of disciplinary records from personnel files after a set length of time, or limits the consideration of disciplinary records in future employment actions;<sup>90</sup>

e. Prevent any person's name or picture from being released to the public if they've been found guilty of repeat discriminatory behavior;<sup>91</sup>

f. Enable employees, labor organization members, contractors or (sub)contractors to appeal a disciplinary decision related to discrimination or misconduct to an internal hearing board;<sup>92</sup>

g. State that the heads of department have the sole authority to discipline or remove employees or contractors from their employment or contracts and/or prohibit independent commissions, committees, community residents, civilian oversight committees, the Mayor, or the City Council from having the power to discipline, subpoena or interrogate any person who may have been involved with a discrimination investigation<sup>93</sup> and/or setting limits on civilian oversight and/or prohibiting the Mayor, City Council, City Manager, or civilian groups, from acquiring the authority to investigate, discipline, or terminate officers for alleged wrongdoing;<sup>94</sup>

h. Provisions which require arbitration of disputes related to disciplinary penalties or termination;<sup>95</sup>

i. Setting limits on anonymous complaints, such that supervisors, department managers, Mayor, City Council, or City Manager could not interrogate, investigate, or discipline individuals based on anonymous civilian complaints.<sup>96</sup>

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<sup>88</sup> Ibid.

<sup>89</sup> Ibid.

<sup>90</sup> Ibid.

<sup>91</sup> Ibid.

<sup>92</sup> Rushin (2016). Police union contracts. *Duke Law Journal* 66, 1191.

<sup>93</sup> 11-4 ("GPD policy and procedures do not require external investigation of all use of deadly force or other serious incidents and there is no additional review of non-criminal investigations for possible criminal nexus or patterns of behavior").

<sup>94</sup> Rushin (2016). Police union contracts. *Duke Law Journal* 66, 1191

<sup>95</sup> Ibid.

<sup>96</sup> Ibid.

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**ATTACHMENT A**

**2022-2023 Gresham Charter Review Committee/Subcommittee  
DISTRICTS**

**BENEFITS & DRAWBACKS (Ordinance 3478)**

*The following analysis was performed by the Subcommittee Members.*

*The Benefits and Drawbacks are identified by citation, where such is available, the remaining Benefits and Drawbacks statements are the collective understanding of the Members.*

<b>TYPE</b>	<b>BENEFITS</b>	<b>DRAWBACKS</b>	<b>DATA SOURCE</b>
<b>Districts -- General Statements</b>	97% of Community Survey/Focus Group respondents support districts.		2022 Charter Review Subcommittee Community Outreach Report, Community Focus Groups, 354 people, Bagwell Report
	Regional representation is economical.		2022 Charter Review Subcommittee Community Outreach Report, Community Focus Groups, 354 people, Bagwell Report, citizen comment at July 17, 2022 Focus Group
	"I think that's a good idea (districts) because the district representative will have closer interactions with resident and attend to their needs."		2022 Charter Review Subcommittee Community Outreach Report, Community Focus Groups, 354 people, Bagwell Report, citizen comment at Aug 21, 2022 Focus Group
	"People's interests will be heard."		2022 Charter Review Subcommittee Community Outreach Report, Community Focus Groups, 354 people, Bagwell Report, citizen comment at Aug 18, 2022 Focus Group

**TYPE****BENEFITS****DRAWBACKS****DATA SOURCE**

"Yes, much more inclusive for communities of color."

2022 Charter Review Subcommittee  
Community Outreach Report, Community Focus Groups, 354 people, Bagwell Report, citizen comment at Aug 18, 2022 Focus Group

"I think a representative to a certain district would be a good idea (because) it will bring the government closer to the people ..."

2022 Charter Review Subcommittee  
Community Outreach Report, Community Focus Groups, 354 people, Bagwell Report, citizen comment at Aug. 21, 2022 Focus Group

"Personally the regional representation is the voice of the people."

2022 Charter Review Subcommittee  
Community Outreach Report, Community Focus Groups, 354 people, Bagwell Report, citizen comment at Aug. 18, 2022 Focus Group

"I feel my income/property tax dollars is not fairly represented without having local representation on City Council."

Southwest Neighborhood Association BBQ, Participant Comment, July 21, 2022

"Gresham should have at least 8 Council members, and they should be elected by Districts."

Gresham Arts Festival, Participant Comment, July 16, 2022

**TYPE****BENEFITS****DRAWBACKS****DATA SOURCE**

"Attendees wanted elected officials who care as much about their communities. Different neighborhoods and communities have different needs. Participants called for assurance that the people elected into office have a vested interest in and a direct responsibility to the citizens. People believe that representatives would care more about their problems if they lived in the same area. People want to be represented by someone who will care if the streets are without lights, because that elected official has to walk them as well."

2022 Charter Review Subcommittee  
Community Outreach Report, Bagwell  
Consulting, page 10

"They believe that district representation will force leaders to focus on "smaller" problems that affect the daily lives of residents instead of only focusing on macro issues that affect the City of Gresham as a whole but may not necessarily be as impactful."

2022 Charter Review Subcommittee  
Community Outreach Report, Bagwell  
Consulting, page 10

"The Charter Review Committee should propose a district representation model...I also believe that having district representation will allow people to feel like they know who to turn to if they have concerns where currently they don't know who to reach out to."

2022 Charter Review Subcommittee  
Community Outreach Report, Bagwell  
Consulting, page 14

**TYPE**

**BENEFITS**

**DRAWBACKS**

**DATA SOURCE**

Sample responses: "Do you feel represented by the Gresham City Council?": "I feel my area of residence is neglected; Because the council is not from this area; The form of government is less costly; Some areas are not well represented in the council; Only the majority have the say; This form of government encourages deception; Citizen still have a voice; I feel the interest of citizens are partially met; I have no idea what the city councilors have done to represent me."

Survey Question 7: "Right now, each City Councilor represents the entire City. It's possible to change this so that each Councilor represents the area of the city that they live in. Would you like this change?" Respondents scored their response as 3.3 on a scale of 1 to 5 in favor.

By pushing redistricting you are taking away the voters' rights to select ALL of the most experienced and qualified! Our Councilors over the years have always had the best interests of all of our communities and Rockwood has received billions of dollars.

Requires creation of district boundaries assuring, as much as possible, districts of equal populations to accord persons in the City the equal protections in the law.

City of Gresham, "Charter Review: Elections and Voting System Survey, On-line, May 4, 2022 - January 1, 2023, Questions 3 and 4

City of Gresham, "Charter Review: Elections and Voting System Survey, On-line, May 4, 2022 - January 1, 2023, Question 7.

City of Gresham, "Charter Review: Elections and Voting System Survey, On-line, May 4, 2022 - January 1, 2023. Response to Question 15: Is there anything else you'd like the Charter Review Committee to know about your experience with City elections?"

Oregon Secretary of State Values for Redistricting Process, 2022; Oregon Secretary of State Directives, Sept. 9, 2021

**TYPE****BENEFITS****DRAWBACKS****DATA SOURCE**

Accessibility: "minority representation is a key contributor to passing policies that are reflective of their constituents"

District elections have a strong relationship of increasing minority representation rather than at-large elections (Mireles 2020, pg 44)

Districting increases the odds of a minority candidate being elected

The average treatment effect of city switching from "at large" to districted for minority city council representation is between 10% to 12%, with even larger effects (21%) for cities with larger shares of Latinos (Collingwood & Long 2021).

The transition from at-large to district elections results in cost savings for cities.

Individual voters will have less influence on the City Council as a whole.

Allows money, power structure, and influence to support one perspective; potential to consolidate power.

Fiscal impact of voter education.

Mireles, J. (2020). The Transition from At-Large Elections to District Elections within Southern California.

Mireles, J. (2020). The Transition from At-Large Elections to District Elections within Southern California.

Statement represents the collective understanding of CRC members.

Abott, C., & Magazinnik, A. (2020). At-Large Elections and Minority Representation in Local Government. American Journal of Political Science, 64(3), 717-733.

Collingwood, L., & Long, S. (2021). Can states promote minority representation? Assessing the effects of the California Voting Rights Act. Urban Affairs Review, 57(3), 731-762.

Statement represents the collective understanding of CRC members.

Mireles, J. (2020). The Transition from At-Large Elections to District Elections within Southern California.

Statement represents the collective understanding of CRC members.



**TYPE**

**BENEFITS**

**DRAWBACKS**

**DATA SOURCE**

Some people worry that City Councilors will only consider the best interests of the residents of their district.

Statement represents the collective understanding of CRC members.

District systems provide ... diversity of interests

Lochner & Seljan Memo 3/6/22 pg. 4

Create a stronger bond between councilors & constituents

Lochner & Seljan Memo, 3/06/2022, pg. 5

Implementation: must establish how to address seated Councilors at time of apportionment and reapportionment in regards to residency requirements, remaining term of office, and such.

Statement represents the collective understanding of CRC members.

Need to establish a process that addresses annexations and boundary expansions.

Statement represents the collective understanding of CRC members.

Residents may not feel they or their community are represented in the district they're assigned.

Statement represents the collective understanding of CRC members.

Six or eight districts are smaller: "walkable" for candidates.

Citizen testimony before Subcommittee.

Councilor easily contacted by district residents; able to find direct contact information on City website.

Statement represents the collective understanding of CRC members.

Lower barrier of entry to seeking election.

Statement represents the collective understanding of CRC members.

**TYPE****BENEFITS****DRAWBACKS****DATA SOURCE**

District reform "causes the housing that is permitted to be more affordable and more equitably spread throughout the city. Thus, district elections both amplify the local interests of previously underrepresented groups, but also threaten the collective provision of goods that society needs..."

Hankinson, M., & Magazinnik, A. (2019). Aggregating Voters and the Electoral Connection: The Effect of District Representation on the Distributive Equity of the Housing Supply. Working paper. Aug. 21.

**Single-Member Districts**

Cannot create non-majoritarian representation.

CRC Subcommittee, 2022.12.14

Councilor accountability. Provide voters with strong constituency representation as each voter has a single, easily identifiable, district representation; encourage constituency service by providing voters with an easily identifiable "ombudsman;" maximize accountability as a single representative can be held responsible and can be re-elected or defeated; ensures geographic representation.

[ACE The Electoral Knowledge Network, https://aceproject.org/ace-en/topics/bd/bda/bda02/bda02a02a01](https://aceproject.org/ace-en/topics/bd/bda/bda02/bda02a02a01)

"Proponents assert that single-member district elections would reduce the costs of campaigning and, thus, reliance on special-interest contributions."

<https://www.heraldtribune.com/story/news/politics/elections/local/2019/10/08/editorial-say-no-to-single-member-districts/9552553007/>

**TYPE****BENEFITS****DRAWBACKS****DATA SOURCE**

More representative democracy with increased odds of minority candidate being elected.

Will always advantage dominant cultures or majority party.  
 Must be redrawn on a regular basis to maintain populations of relatively equal size; are usually artificial geographic entities whose boundaries do not delineate clearly identifiable communities; boundaries have no relevance to citizens; cannot produce proportional representation for political parties as they have a tendency to over-represent the majority party and under-represent other parties.

ACE The Electoral Knowledge Network, <https://aceproject.org/ace-en/topics/bd/bda/bda02/bda02a02a01>

Mireles, J. (2020). The Transition from At-Large Elections to District Elections within Southern California.  
 Abott, C., & Magazinnik, A. (2020). At-Large Elections and Minority Representation in Local Government. American Journal of Political Science, 64(3), 717-733.  
 Collingwood, L., & Long, S. (2021). Can states promote minority representation? Assessing the effects of the California Voting Rights Act. Urban Affairs Review, 57(3), 731-762.

"Opponents contend campaign donations remain a factor and that a single-member system results in ward-style politicking rather than bigger-picture policy-making."

<https://www.heraldtribune.com/story/news/politics/elections/local/2018/10/08/editorial-say-no-to-single-member-districts/9552553007/>

Furthers systemic exclusion.

Statement represents the collective understanding of CRC members.

TYPE	BENEFITS	DRAWBACKS	DATA SOURCE
	<p>"Strengths of single-member districts rests in the close ties between representatives and constituents, the accountability of representatives to the voters, and constituency service. Because single-member districts are used in conjunction with plurality or majority voting rules, they foster strong and stable government."</p>		<p>ACE The Electoral Knowledge Network,  <a href="https://aceproject.org/ace-en/topics/bd/bda/bda02/bda02a02a01">https://aceproject.org/ace-en/topics/bd/bda/bda02/bda02a02a01</a></p>
<p><b>Multi-Member, Multi-Winner Districts -- General Statements</b></p>	<p>Proportional "Ranked Choice Voting is used in multi-seat jurisdictions: Cambridge, Eastpoint, Minneapolis, Palm Desert, Albany, CA. ...This system ensures votes translate into seats accurately and legislative bodies reflect the communities they represent."</p>		<p><a href="https://msmagazine.com/2021/04/27/fair-representation-voting-ranked-choice-voting-multi-seat-districts-elections-politics-women-black-don-beyer/">https://msmagazine.com/2021/04/27/fair-representation-voting-ranked-choice-voting-multi-seat-districts-elections-politics-women-black-don-beyer/</a></p>
<p><b>Multi-Member, Multi-Winner Districts</b></p>	<p>More representative democracy.</p> <p>"However, most participants said that having multiple representatives could be beneficial. Supporting this point attendees suggested multiple representatives could share the workload and allow more time for electeds to attend to the needs of a wider group of residents. A few participants also expressed that it would be helpful if a representative was sick or incapacitated that they wouldn't be left without representation."</p>		<p>CRC Subcommittee, 2022.12.14</p> <p>2022 Charter Review Subcommittee Community Outreach Report, Bagwell Consulting, page 10</p>

**TYPE****BENEFITS****DRAWBACKS****DATA SOURCE**

Twice as much community support for multi-member districts as there is for single-member districts.

2022 Charter Review Subcommittee Community Outreach Report, Community Focus Groups, 354 people, Bagwell Report, page 10

"One notable comment was that multiple representatives could be expensive and they were unsure of where the money to pay them would come from".

2022 Charter Review Subcommittee Community Outreach Report, Bagwell Consulting, page 10

Citizens felt it dilutes accountability. Some attendees expressed concern that multiple representatives dilutes accountability and allows representatives to give citizens 'the run around' or create division on the Council."

2022 Charter Review Subcommittee Community Outreach Report, Community Focus Groups, 354 people, Bagwell Report, page 10

Can reflect administrative divisions or communities of interest because there is flexibility with regard to the numbers of representatives per district and the size and geographic composition of the district; are essential for achieving proportional representation, although not all multi-member district systems produce proportional representation for political parties; tend to produce more balanced representation by encouraging the nomination of a diverse roster of candidates.

ACE The Electoral Knowledge Network, <https://aceproject.org/ace-en/topics/bd/bda/bda02/bda02a02a01>

**TYPE****BENEFITS****DRAWBACKS****DATA SOURCE**

"Having fewer, larger districts each with multiple representatives..." on the condition that they adopt a non-winner-take-all election model" is ...supported by good governance organizations such as FairVote; the American Academy of Arts and Sciences in 2020"

Garg, N., Gurnee, W., Rothschild, D., & Shmoys, D. (2022, July). Combatting gerrymandering with social choice: The design of multi-member districts. In *Proceedings of the 23rd ACM Conference on Economics and Computation* (pp. 560-561).

Cost to City (salaries, physical expansion of the Council Chambers, and such).

Fiscal Statement (pending)

"Opponents of MMDs argue: --It is more difficult to build cohesion and to hold individual members accountable. -- Plunking, the act of voting for only one candidate, can work to the benefit of a party or interest group. --There is no direct connection between member and voter as with single-member system."

State legislative chambers that use multi-member districts - Ballotpedia, [https://ballotpedia.org/State\\_legislative\\_chambers\\_that\\_use\\_multi-member\\_districts](https://ballotpedia.org/State_legislative_chambers_that_use_multi-member_districts)

Promotes female candidates. Six of the 10 state legislatures with the greatest percentage of female representation use multi-member districts, Jan. 2014

[FairVote](#)

"Increases possibility of ideological diversity and encouraging minor party candidates. Incumbents have more time to spend serving candidates."

[https://ballotpedia.org/State\\_legislative\\_chambers\\_that\\_use\\_multi-member\\_districts](https://ballotpedia.org/State_legislative_chambers_that_use_multi-member_districts)

Allows status quo and "power centers" to dominate in a District.

Statement represents the collective understanding of CRC members.

Requires an even number of districts to achieve staggered terms.

Statement represents the collective understanding of CRC members.

**TYPE****BENEFITS**

Can more easily reflect administrative divisions or communities of interest ...because there is flexibility with regard to the numbers of representatives per district and, therefore, the size and geographic composition of the district...

Removes hesitancy for aspiring politicians to oppose incumbents for fear of spoiling the election and helping to elect someone even worse.

More positive campaigns.  
Create more balanced representation and move towards not exclusive majoritarian representation.

Lower vote threshold (RCV).  
Reduce barriers to entry because of smaller district size (lower cost to campaign). Paring RCV with multi-seat districts would also eliminate vote splitting and spoiler candidates, encourage issue-focused campaigns, make elections more positive and affordable.

Tend to elect more women-as well as ethnic, religious, and lingually diverse candidates. RCV, multi-member, multi-winner districts could marginally help non-majoritarian candidates.

**DRAWBACKS****DATA SOURCE**

Multimember Districts: Advantages and Disadvantages — (aceproject.org), <https://aceproject.org/main/english/bd/bda02a02.htm>

Sara Wolk, Equal Vote Coalition, 4/23/22 email, "Pros of multi-member districts"

Dr. Lochner, Professor at Lewis & Clark College

<https://msmagazine.com/2021/04/27/fair-representation-voting-ranked-choice-voting-multi-seat-districts-elections-politics-women-black-don-beyer/>

Professors Todd Lochner and Ellen Seljan, Lewis & Clark College, "Answers to Questions Posed in December 2022," pg. 5

**TYPE**

**BENEFITS**

**DRAWBACKS**

**DATA SOURCE**

Multi-Member Districts and RCV--benefit women. Small multi-member districts address 'natural' geographic imbalances and partisan gerrymandering. Removes hesitancy for aspiring politicians to oppose incumbents for fear of spoiling the election and helping to elect someone even worse.

Multi-member districts with non-Winner takes all rules "achieves an ideal balance between flexibility of representation while ensuring proportionality"

Produces more candidates.

<https://news.cornell.edu/stories/2021/09/ranked-choice-multimember-districts-blunts-gerrymandering>

Garg, N., Gurnee, W., Rothschild, D., & Shmoys, D. (2022, July). Combatting gerrymandering with social choice: The design of multi-member districts. In *Proceedings of the 23rd ACM Conference on Economics and Computation* (pp. 560-561).

Lochner & Seljan Memo 9/26/22 pg. 1

[https://ballotpedia.org/State legislative chambers that use multi-member districts](https://ballotpedia.org/State_legislative_chambers_that_use_multi-member_districts)

**At-Large**

Existing system.

“At-large representation is STUPID”

Citizen Comment, Gresham Arts Festival, July 16, 2022

“Councilors don’t communicate with me directly” under At-Large System

Charter Review Committee, Gresham City Survey, Elections and Voting Systems, May 4, 2022 to January 24, 2023, greshamoregon.gov



**TYPE**

**BENEFITS**

**DRAWBACKS**

**DATA SOURCE**

Residents don't know their City Councilor.	Charter Review Committee, Gresham City Survey, Elections and Voting System, May 4, 2022-January 24, 2023, greshamoregon.gov
Council is isolated or disconnected from the residents.	Charter Review Committee, Gresham City Survey, Elections and Voting System, May 4, 2022-January 24, 2023, greshamoregon.gov
“Due to the way we vote (position voting, which is meaningless), I don’t get the people in office I want and because we have a bastardized at-large election, not districts, I don’t have a councilor who represents MY neighborhood and me.”	Charter Review Committee, Gresham City Survey, Elections and Voting Systems, May 4, 2022 to January 24, 2023, greshamoregon.gov
“Unavailability of some leaders after election.”	Charter Review Committee, Gresham City Survey, Elections and Voting Systems, May 4, 2022 to January 24, 2023, greshamoregon.gov
“The majority still rules at the expense of the minority.”	Charter Review Committee, Gresham City Survey, Elections and Voting Systems, May 4, 2022 to January 24, 2023, greshamoregon.gov
“I would prefer each councilor to represent an area rather than an entire city.”	Charter Review Committee, Gresham City Survey, Elections and Voting Systems, May 4, 2022 to January 24, 2023, greshamoregon.gov

**TYPE**

**BENEFITS**

**DRAWBACKS**

**DATA SOURCE**

		"I feel my area of residence is neglected."	Charter Review Committee, Gresham City Survey, Elections and Voting Systems, May 4, 2022 to January 24, 2023, greshamoregon.gov
	Doesn't fractionalize Council.		Gresham Outlook, Ballot Measure 51, 1980
	(Doesn't) divide Gresham into a "group of political boroughs"		Gresham Outlook, Letter to the Editor from Mr. and Mrs. David K. Wilson, October 21, 1980
		Voters do not get a specific representative to hold accountable.	Center for Collaborative Democracy <a href="https://www.genuinerepresentation.org/does-your-community-need-change/election-system-pros-and-cons-glance.html">https://www.genuinerepresentation.org/does-your-community-need-change/election-system-pros-and-cons-glance.html</a>
		Minorities cannot obtain representation.	Center for Collaborative Democracy <a href="https://www.genuinerepresentation.org/does-your-community-need-change/election-system-pros-and-cons-glance.html">https://www.genuinerepresentation.org/does-your-community-need-change/election-system-pros-and-cons-glance.html</a>
		"Plurality-At-Large voting method" had been called the oldest trick in the book. Supreme Court Justice Ginsberg cited this method along with racial gerrymandering as a preeminent second-generation way to deny equal opportunity for minority voters and candidates.	Source: NonProfit Vote. <a href="https://www.nonprofitvote.org/the-bias-of-at-large-elections-how-it-works/">https://www.nonprofitvote.org/the-bias-of-at-large-elections-how-it-works/</a>

**TYPE****BENEFITS****DRAWBACKS****DATA SOURCE**

The huge advantage of the current "At Large" system falls to and gives advantage to the incumbents and then to the more wealthier campaigns.

<https://www.todayville.com/ward-system-vs-at-large-system-time-for-that-question-again/>

City costs remain relatively flat.

Statement represents the collective understanding of CRC members.

All registered voters get to vote for all members of the Council that are making decisions impacting the entire City.

Statement represents the collective understanding of CRC members.

Council members tend to focus on the entire community, not just their own neighborhood.

[Source: Center for Collaborative Democracy  
https://www.genuinerepresentation.org/does-your-community-need-change/election-system-pros-and-cons-glance.html](https://www.genuinerepresentation.org/does-your-community-need-change/election-system-pros-and-cons-glance.html)

**TYPE**

**BENEFITS**

**DRAWBACKS**

**DATA SOURCE**

At-Large voting could be seen as workable in the small-town scale of the 19th century. Today, beyond the inherent bias of At-Large block voting, the challenge of running across an entire city or county is compounded by the following:

- > The high cost of running—staff, communications, mail (still needed), database management, and media;
- > The burden of fund-raising to run citywide;
- > The need to contact voters and gain name recognition in a jurisdiction that can often be larger than a state senate or even congressional district; and
- > Added time away from work and family to campaign and raise funds.

[Source: Nonprofit Vote](https://www.nonprofitvote.org/the-bias-of-at-large-elections-how-it-works/)  
<https://www.nonprofitvote.org/the-bias-of-at-large-elections-how-it-works/>

City-wide campaigns are expensive. In 2022, six candidates for three Council positions spent a total of \$416,570.

Oregon Secretary of State, Elections Division, ORESTAR

Campaign costs create barriers to entry for potential candidates.

Statement represents the collective understanding of CRC members.

The United States Ninth Circuit Court of Appeals agreed that the at-large system was a form of voter discrimination. The Supreme Court declined to hear the city’s appeal, letting the Ninth Circuit ruling stand. Source: California Local.

<https://californialocal.com/localnews/statewide/ca/article/show/396-district-vs-at-large-elections-explained/>

**TYPE**

**BENEFITS**

**DRAWBACKS**

**DATA SOURCE**

It takes money to advertise to every household in the city, so naturally you will find that the wealthier candidates more often than not live in the wealthier neighborhoods.

[Todayville  
https://www.todayville.com/ward-system-vs-at-large-system-time-for-that-question-again/](https://www.todayville.com/ward-system-vs-at-large-system-time-for-that-question-again/)

At-large campaigns are "issue free;" usually determined by the number of campaign signs and mailers.

Statement represents the collective understanding of CRC members.

Limits grassroots campaigning, such as door-to-door due to geographic size.

Statement represents the collective understanding of CRC members.

Population/geography has grown from 33,000 in 1980 to more than 114,000 in 2020 and 14.85 square miles in 1980 to approximately 23.65 square miles in 2020, respectively.

Portland State University, Center for Population Research, 1980 U.S. Census, 2020 U.S. Census; City of Gresham, GIS, 2022

Over the last decade, successful City Council candidates have come from about half of Gresham's 16 neighborhoods which limits their knowledge of the other neighborhood needs.

Election Data, Gresham City Recorder's Office, 2023

**TYPE****BENEFITS**

At-large elections have been employed when ruling majorities attempt to emphasize the corporate identity of particular jurisdictions and to suppress partisan or ethnic factionalism. The basic idea being that those elected to AL districts will be more likely to work toward the best result for the whole community rather than pander to the specific demands in parts of the community. Work in political science broadly illustrates that substantive representation is most common in AL systems for the wealthiest and most connected in the community (Enns and Wlezien 2011; Gilens and Page 2014; Meier et al. 2005).

**DRAWBACKS****DATA SOURCE**

[https://uh.edu/hobby/cpp/white-paper-series/images/hspa-white-paper-series\\_no.-14.pdf](https://uh.edu/hobby/cpp/white-paper-series/images/hspa-white-paper-series_no.-14.pdf)

## ATTACHMENT B

### 2021-2023 GRESHAM CHARTER REVIEW COMMITTEE CONSIDERATIONS IN CREATING DISTRICTS AND DETERMINING BOUNDARY LINES

#### SOURCE

Oregon Secretary of State Values and Directives to ensure compliance with Oregon and federal law and constitutional commands.

Loyola Law, 2020

Reynolds v. Sims, 377 U.S. 533 (1964).  
Evenwel v. Abbott, 136 S.Ct. 1120 (2016).

#### STATEMENT/CRITERIA

Oregon Secretary of State Values for Redistricting Process, 2022; Oregon Secretary of State directives, September 9, 2021.

*Be contiguous; Utilize existing geographic or political boundaries; Not divide communities of common interest; Be connected by transportation links; Be of equal population; No district shall be drawn for the purpose of favoring any political party, incumbent elected official or other person; No district shall be drawn for the purpose of diluting the voting strength of any language or ethnic minority group.*

*Communities of Common Interest can be defined as: People who live in the same neighborhood; People in the same school zone; People with the same culture or language*

*To the extent possible, keep voting precincts intact.*

*Other considerations: minimize disruption of existing districts.*

Avoid pushing as many minority voters as possible into a few super-concentrated districts and draining the population's voting power from anywhere else.

*Compliance with the "one-person, one vote" principle, substantially equal populations. Prohibition on racial gerrymandering.*

Make good faith effort to draw districts with equal populations. Exact equality is not required for local districts if deviation is justified by legitimate state purposes. (1) Deviation of less than 10 percent is presumptively valid (2) Only if for legitimate reasons (3) Deviations should be explained on traditional redistricting criteria of other lawful justifications. (U.S. Constitution, Supreme Court Case Law including: Reynolds v. Sims, Gaffney v. Cummings, Larios v. Cox, Harris v. Arizona Independent Redistricting Commission)

## SOURCE

Compliance with the Voting Rights Act

US Constitution, 14th Amendment

ORS 246.410(1)(a) Apportionment and Reapportionment

Case Law, California Constitution Article XXI, Section 2;  
Californian Elections Code Section 21621

## OTHER CONSIDERATIONS

Areas planned for annexation.

Apportion and reapportion district boundaries by ordinance.

League of Oregon Cities

Additional Gresham City Council criteria.

## STATEMENT/CRITERIA

*Section Two provides that “[n]o voting qualification or prerequisite to voting or standard, practice, or procedure shall be imposed or applied by any State or political subdivision in a manner which results in a denial or abridgment of the right of any citizen of the United States to vote on account of race or color.” 52 U.S.C. Sec. 10301*

14th Amendment’s Equal Protection Clause prohibits the use of race as the predominant factor in redistricting except in narrow cases. Race generally cannot be “predominant” factor ( i.e., no racial gerrymandering). The 14th Amendment’s Equal Protection Clause does not, however, prohibit all consideration of race. Commissions may consider race as a factor along with traditional race-neutral redistricting criteria. Consideration of traditional criteria should not be subordinated to consideration of race and should be contemporaneous. (U.S. Constitution; Supreme Court Case law including Shaw v. Reno, Miller v. Johnson, Bush v. Vera, Cromartie I & II, Alabama

Population and Geographic Distribution, use most recent US Census data.  
Reapportionment process coincides with US Census Decennial and Oregon Secretary of

Base district lines on traditional standards: (1) contiguity, (2) compactness, (3) natural boundaries and street connections, (4) neighborhood and communities of interest (e.g. land use patterns [suburban, industrial, commercial]; cultural and language characteristics; Income level; educational background; employment and economic patterns; crime, schools, other common issues).

Oregon cities that manage the district boundary process by ordinance: Eugene, Corvallis, Medford, and Hillsboro.

Apportionment and reapportionment guidelines for cities using a 10% deviation or variation of the population.



## OTHER CONSIDERATIONS

Consider major business/institutional areas, neighborhoods, and sense of community.

Consider if district boundaries create economic diversity on Council.

Independent District Commission (IDC)

Members selected by democratic lottery system.

Appointment criteria: diversity of lived experiences resulting from race and/or ethnicity, educational attainment, location/geography, number of years a Gresham resident, housing status or type of housing, collaborative attitude, desire to learn and contribute, and such. [language modeled after Hillsboro, OR reapportionment committee criteria]. One IDC member from Youth Advisory Council.

Support the IDC with experts in analyzing all relevant Gresham data and in assisting with the development of district boundaries.

Hire a qualified demographer to provide demographic services and assist in the preparation of proposed district maps

Conduct public outreach, including to historically underserved communities, to explain the districting process and encourage participation.

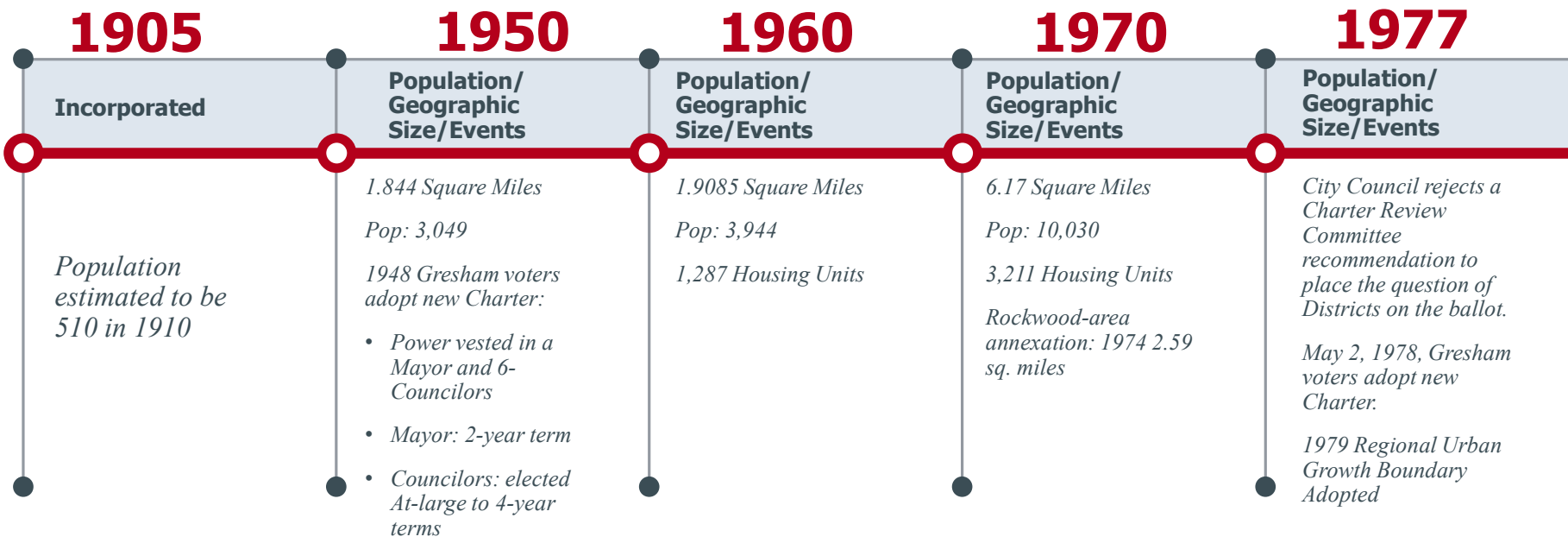
Educate the community before / during / after regarding the recommendation, the commission, and the proposed district lines.

Create a robust multi-lingual education platform for all residents to become aware of the recommendation and process to ease concerns and share knowledge with residents.

Before drawing map(s) of the proposed district boundaries, hold city-wide public hearings with translation services; invite public input regarding the composition of the Before final map adoption, publish the draft map(s) and the sequence of the district elections and hold at least two (2) public hearings with translation services; invite public to provide input regarding draft district maps.

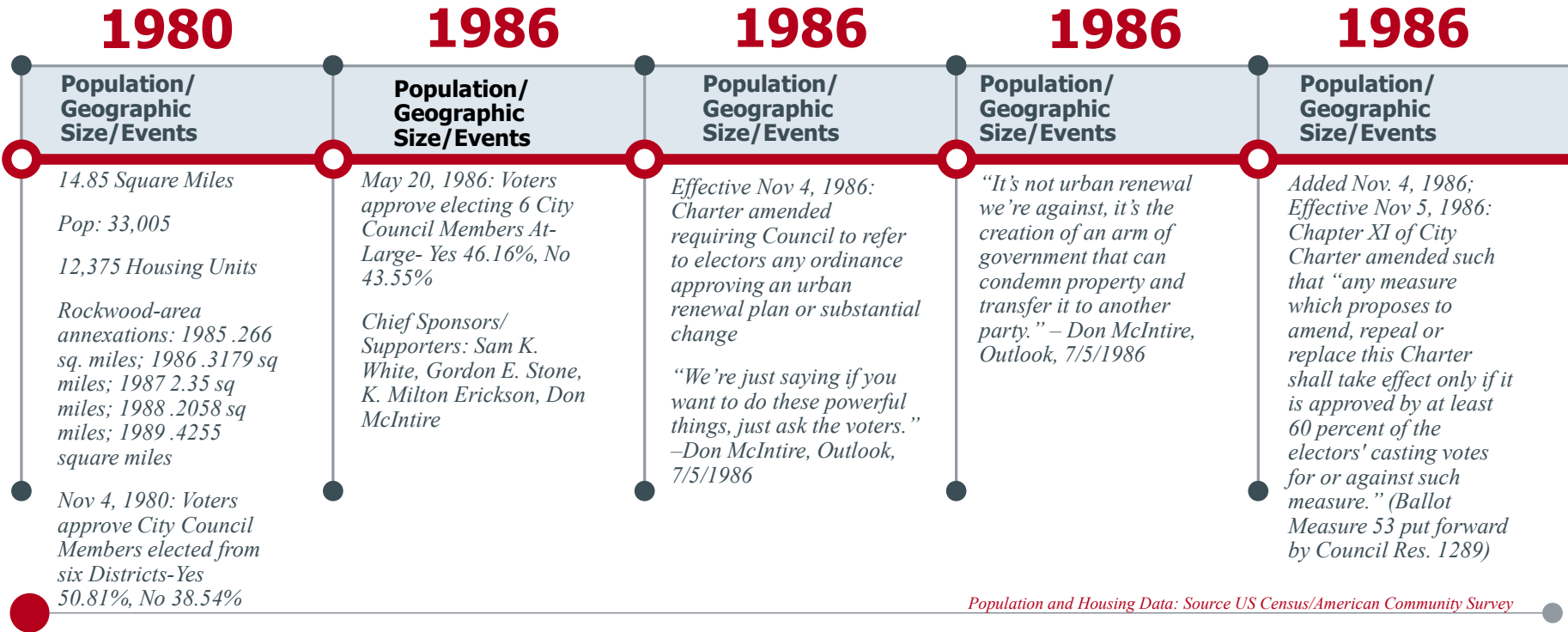
# Growth & Events

1905 to 2020



# Growth & Events

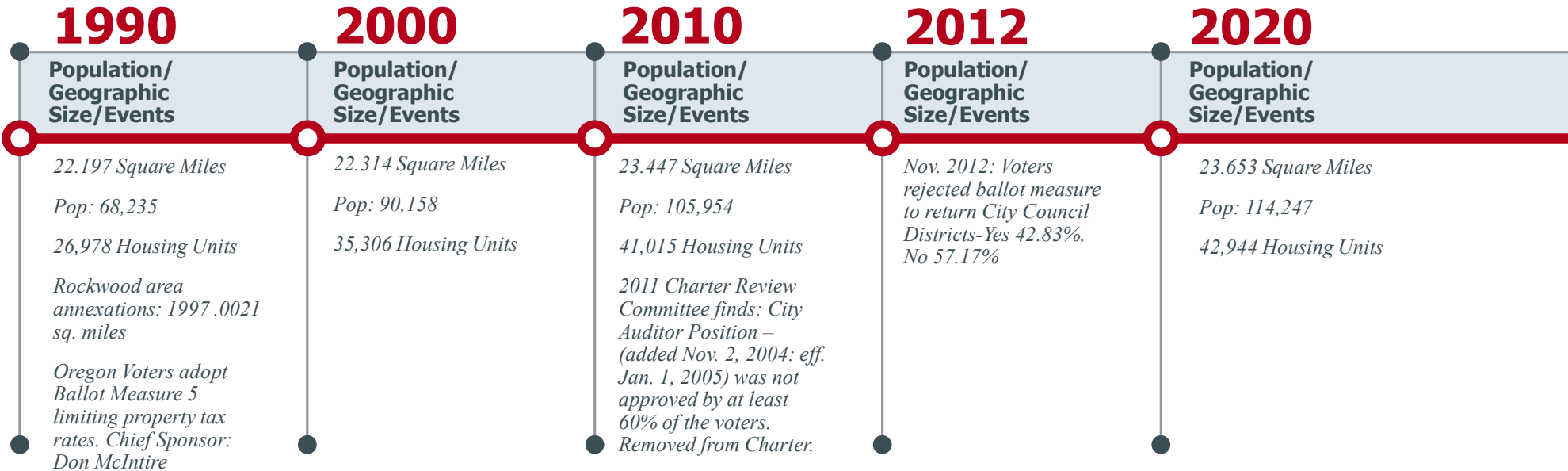
1905 to 2020



Population and Housing Data: Source US Census/American Community Survey

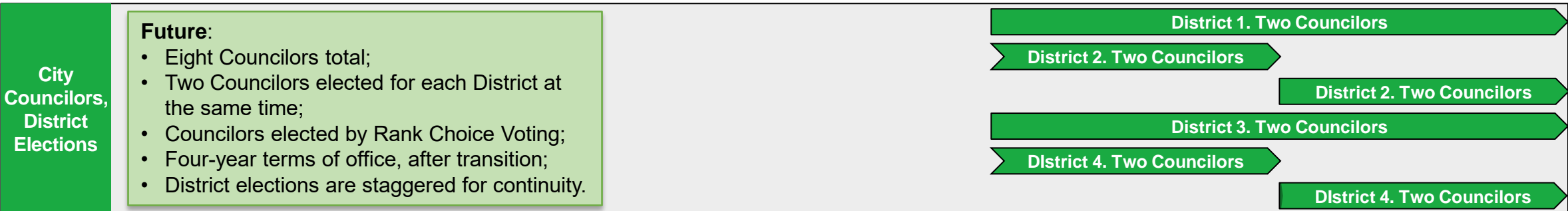
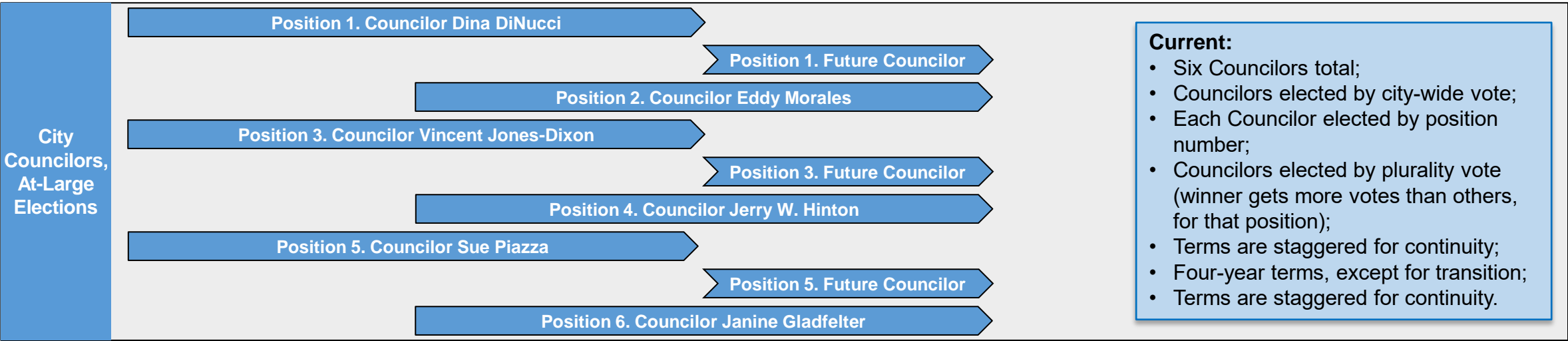
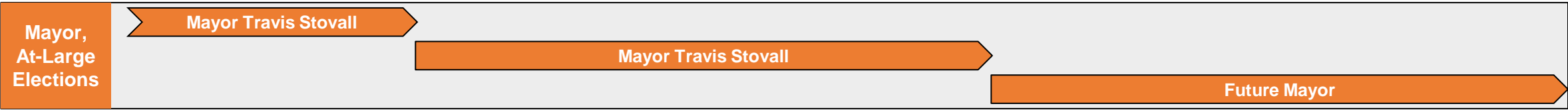
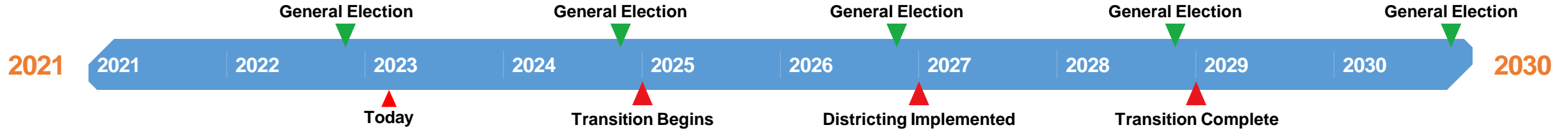
# Growth & Events

*1905 to 2020*



# Transition Plan for Gresham City Council

## Moving from Councilors Elected in At-Large Elections to District Elections



2021-2023 CHARTER REVIEW COMMITTEE CITY  
OF GRESHAM, OREGON

APPENDIX

# APPENDIX

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## RESOLUTION NO. 3478

### A RESOLUTION DIRECTING THE 2021 CHARTER REVIEW COMMITTEE TO REVIEW THE GRESHAM CHARTER OF 1978 AND SUBMIT A FINAL REPORT TO COUNCIL DETAILING RECOMMENDED CHARTER CHANGES

#### THE CITY OF GRESHAM FINDS:

On May 18, 2021, the Council passed Resolution 3453, which, among other things, dissolved the 2019 Charter Review Committee, and established an appointment process for a 2021 CRC (CRC), with each councilmember nominating two members to serve on the body, subject to the consent of the entire Council.

At the October 19, 2021, City Council Business Meeting and in accordance with Resolution 3453, the Council appointed 13 members to the CRC and granted Councilor Piazza leave to nominate another applicant to the CRC, as one of her original nominees was not appointed to the CRC (Agenda Item E-3). As part of the discussion regarding Agenda Item E-3, there was general consensus to have the CRC consider and make a recommendation on whether to place a ward/districting system measure on the ballot.

At the November 2, 2021, City Council Business meeting, Councilor Piazza nominated Tim Fier to serve on the CRC, and the Council approved the nomination. A list of the 14 members appointed to the CRC is attached hereto as Exhibit A. As part of the discussion, there was a general consensus to provide the CRC ample time to review the Charter and complete its duties.

#### NOW, THEREFORE, THE CITY OF GRESHAM RESOLVES AS FOLLOWS:

**Section 1.** The CRC shall submit proposed recommended Charter changes to the Council in the form of a Final Report. The Report shall be completed and delivered to the Manager on or before January 31, 2023, whereafter the Council shall review the CRC's recommendations and may, in its discretion, advance any recommended Charter amendments to the voters.

**Section 2.** The CRC shall consider and make a recommendation whether to place a ward/districting system measure on the ballot. The recommendation shall include, but not be limited to, information regarding the preferred type of ward/districting system, if any (*i.e.*, number of wards/districts, number of councilors from each ward/district, and/or a combination of ward/district and at-large positions), the potential drawbacks and benefits of each ward/districting system considered and the City's current at-large system, and information deemed necessary to successfully transition to a ward/district election system (*i.e.*, preferred method(s) in drawing ward/district boundaries and other related issues). Notwithstanding Section 1, the CRC may choose to submit its recommendation to the Council upon completion. The Council may thereafter, in its discretion, consider placing the CRC's recommendation on the November 2022 ballot.

**Section 3.** The CRC may recommend any other proposed Charter changes it deems necessary in its Final Report.

**Section 4.** The CRC shall submit status updates to the Council upon request, and may request Council guidance and direction as necessary to complete its duties.

**Section 5.** The City Attorney, after consultation with the CRC Chair and Manager, shall set the dates and times of all CRC meetings.



**Section 6.** After the Council completes its review of the Final Report, the CRC shall be dissolved. If needed, the Council may extend the term of the CRC.

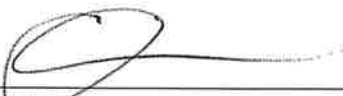
Yes: Stovall, Gladfelter, Piazza, Morales, DiNucci, Jones-Dixon, Palmero

No: None

Absent: None


Abstain: None

Passed by the Gresham City Council on November 16, 2021.

  
\_\_\_\_\_  
Nina Vetter  
City Manager

  
\_\_\_\_\_  
Travis Stovall  
Mayor

Approved as to Form:

  
\_\_\_\_\_  
Kevin R. McConnell  
City Attorney

## **2021 Charter Review Committee Members**

Listed in alphabetical order:

Joseph Andaya

John Ardner

Jacob Cleverley

Tim Fier

Amanda Gayken

Jack Hollis

Cathy Keathley

Britt McConn

Emanuel McFadden Jr.

Jacquenette McIntire

Michelle Reid

Nancy R. Seebert

Dana Stroud

Diana Marcela Wash

**RESOLUTION NO. 3538**

**A RESOLUTION AMENDING RESOLUTION NO. 3478, GRANTING ADDITIONAL TIME FOR THE 2021 CHARTER REVIEW COMMITTEE TO REVIEW THE GRESHAM CHARTER OF 1978 AND SUBMIT A FINAL REPORT TO COUNCIL DETAILING RECOMMENDED CHARTER CHANGES; CLARIFYING SCOPE OF WORK**

**THE CITY OF GRESHAM FINDS:**

At its January 4, 2023, Council Business Meeting, the Council moved to grant the 2021 Gresham Charter Review Committee (CRC) additional time to submit a Final Report containing its recommended Charter changes, clarified the CRC's scope of work and directed the City Attorney to prepare a draft resolution amending Resolution 3478 reflective of its decision.

**NOW, THEREFORE, THE CITY OF GRESHAM RESOLVES AS FOLLOWS:**

**Section 1.** The CRC shall submit proposed recommended Charter changes to the Council in the form of a Final Report no later than April 30, 2023.

**Section 2.** The CRC shall complete and formalize recommendations on districting and voting systems.

**Section 3.** The CRC may recommend other proposed Charter changes if such further recommendations can be researched, completed and made part of the Final Report by April 30, 2023.

**Section 4.** The Gresham City Council may by motion or resolution amend this Resolution.

**Section 5.** In all other respects, Resolution 3478 shall remain in full force and effect.


Yes: Stovall, Piazza, DiNucci, Gladfelter, Hinton, Jones-Dixon, Morales

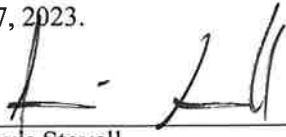
No: None


Absent: None

Abstain: None

Passed by the Gresham City Council on January 17, 2023.

  
\_\_\_\_\_  
Nina Vetter  
City Manager

  
\_\_\_\_\_  
Travis Stovall  
Mayor

Approved as to Form:  
  
\_\_\_\_\_  
Kevin R. McConnell  
City Attorney

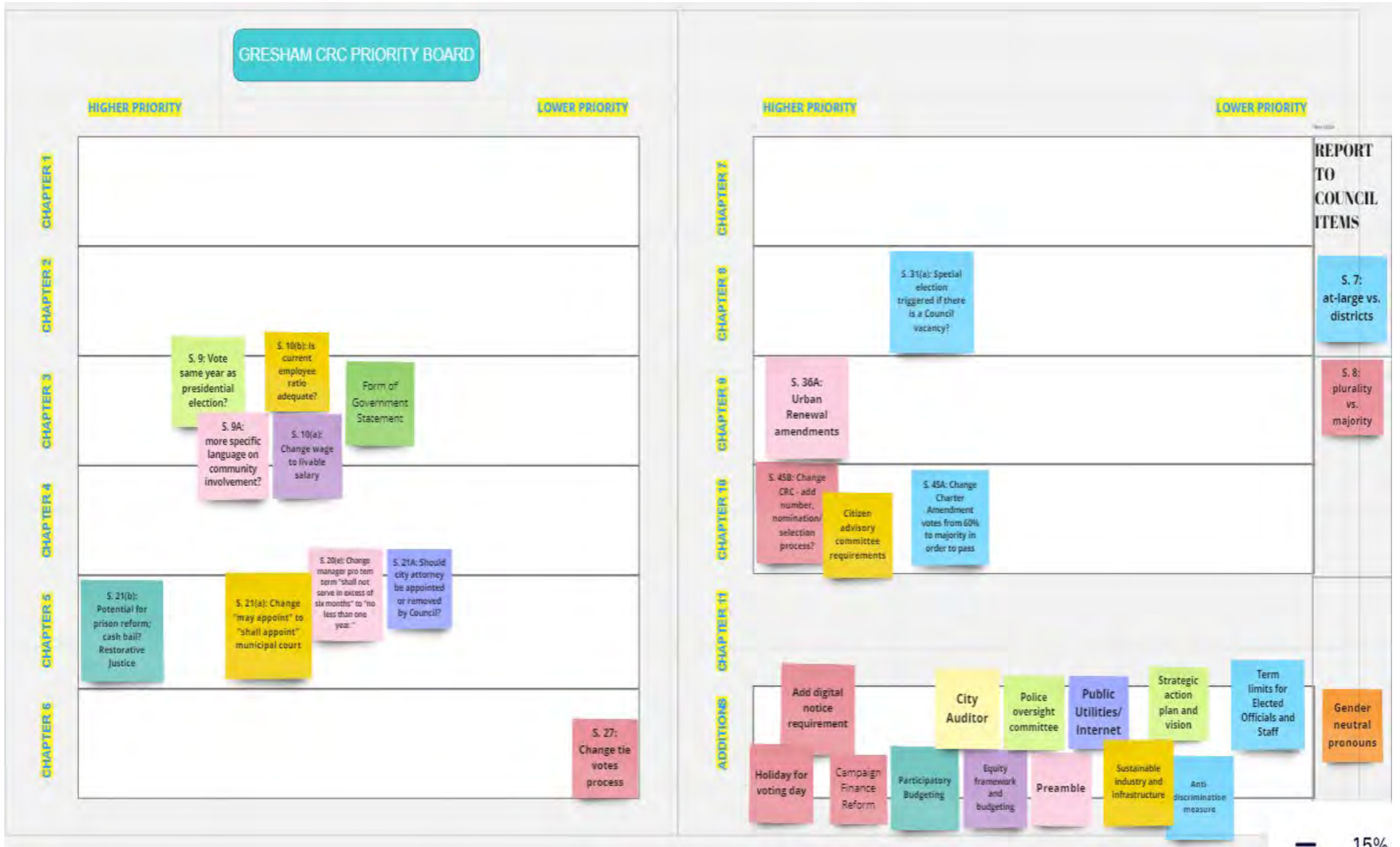
**City of Gresham  
Charter Review Committee  
Chronology of Events  
2019 – 2023**

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December 17, 2019	Council creates Charter Review Committee (CRC) pursuant to Section 45B of the Charter requiring review every eight years.
January 16, 2020	Council approves appointment of CRC members: Lia Gubelin, Amelia Salvador, Lee Dayfield, Richard Strathern, Travis Stovall, Kirk French, Vincent E. Jones
January 27, 2020	CRC in-person meeting
February 24, 2020	CRC in-person meeting
March 16, 2020	CRC meeting cancelled due to Covid-19 restrictions
June 9, 2020	City Manager Erik Kvarsten retires.
June 17, 2020	Gresham Mayor Bemis resigns.
August 26, 2020	CRC meets via Zoom. Member Travis Stovall announces he is seeking election as Mayor. Member Amelia Salvador announces candidacy for State Representative. CRC adopts motion to postpone meetings until after the election.
May 18, 2021	Resolution 3453 adopted. On April 27, 2021, the Council discussed the appointment process to the CRC and the general status of that body, considering the resignations of five of the original seven members and their lack of activity during the Covid-19 Pandemic. After review, the Council expressed a desire to dissolve the 2019 CRC and appoint fourteen members to a 2021 CRC, with each councilmember nominating two persons to serve upon consent of the Council. Council also expressed a desire for the 2021 CRC to represent the community as a whole and ensure it has the resources needed to effectuate its purpose as stated in Section 45B of the Charter. Resolution memorializes the will of the Council and reignites the process for a committee to review the Charter as required by law.
October 19, 2021	City Council appoints members to CRC pursuant to Section 45B of the Charter. (Appendix, Member Roster)
January 10, 2022	First CRC meeting. Monthly meetings held via Zoom.

March 9, 2022	CRC adopt motion to create a Subcommittee. Members: Christopher Dresel, Dana Stroud, Jack Ardner, Jack Hollis, Shelley Denison, Marcela Walsh (resigned from the subcommittee on 5/18/22, and from the CRC on 7/15/22). Tim Fier subsequently named to Subcommittee on 5/23/22.
March 24, 2022	First meeting of CRC Subcommittee. Meetings held, on average, weekly.
May-July 2022	CRC Subcommittee hosts information/listening session table at community events.
July-August 2022	Advisory Committee Summer Recess announced by City Manager. CRC does not meet between July 1 and September 26, 2022.
September 26, 2022	City hires Project Manager to oversee CRC project.
November 8, 2022	Gresham re-elects Mayor and three City Councilors.
November 9, 2022	CRC Subcommittee receives Community Outreach Final Report from Facilitator.
January 3, 2023	City Attorney presents to City Council draft Resolution 3538 amending Resolution 3478 requesting extension of time for CRC to present Final Report. CRC Chair and Subcommittee Chair and Vice Chair testify in support.
January 17, 2023	City Council amends and adopts Resolution 3538 granting CRC till April 30, 2023, to present Final Report on districts and voting systems Charter amendment recommendations.
	RESOLUTION 3538 – AMENDMENT TO RESOLUTION 3478 This item will move to amend Section 1 of Resolution 3478 (the Resolution) to state that the Charter Review Committee (CRC) shall submit a Final Report containing its recommended Charter changes no later than April 30, 2023; amend Section 3 of the Resolution to direct the CRC to complete and formalize recommendations on districting and voting systems as well as authorize the CRC to recommend other proposed Charter changes (identified in the attached Exhibit A – CRC Priority Items) as long as the work can be completed to meet the deadline.
February 27, 2023	Subcommittee presents final recommendations to the CRC. Subcommittee dissolved by CRC motion

April 10, 2023	CRC considers final report on districting, voting system, and other Charter recommendations: amend the 60% voter approval requirement, amend to use gender-neutral terms, add a City Auditor, and Council Vacancies.
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Gresham Charter Review Committee  
 Ranked priority items by aggregate median score  
 Created December 2022

PRIORITY ITEM	MEDIAN
(Addition) Campaign finance reform	24
(Addition) Police oversight committee	24
(Section 45A) Change Charter Amendment votes from 60% to majority in order to pass	23
(Addition) Participatory budgeting	22
(Addition) City auditor	22
(Addition) Public utilities/internet	21
(Section 21.b) Potential for prison reform; cash bail? Restorative justice	18
(Section 36A) Add urban renewal amendments	18
(Addition) Anti-discrimination measure	18
(Section 45B) Change CRC - add number, nomination/selection process	17
(Addition) Citizen advisory committee requirements	16
(Addition) Sustainable industry and infrastructure	16
(Section 9) Vote for mayor in same year as presidential election	15
(Section 10.a) Change wage to livable salary	15
(Addition) Equity framework and budgeting	15
(Section 9A) More specific language on community involvement	13
(Section 31.a) Special election triggered if there is a Council vacancy	13
(Addition) Holiday for voting day	13
(Section 20.e) Change manager pro tem term to "no less than one year"	12
(Addition) Add digital notice requirement	11
(Section 27) Change tie votes process	10
(Chapter 3) Add form of government statement	9
(Section 21A) Should city attorney be appointed or removed by Council?	9
(Section 10.b) Is current employee ratio adequate?	8
(Section 21.a) Change "may appoint" to "shall appoint" municipal court	8
(Addition) Strategic action plan and visions	8
(Addition) Preamble	4
(Addition) Term limits for elected officials and staff	2



2022

# BAGWELL CONSULTING



*City of Gresham  
Charter Review  
Subcommittee  
Community Outreach  
Report*



Prepared By :  
*Shani Harris-Bagwell*  
Bagwell Consulting  
[www.bagwellconsulting.com](http://www.bagwellconsulting.com)

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# Company Info

Bagwell Consulting is a Diversity and Accessibility consulting firm focused on policy and community outreach. We believe that every human has the capacity for profound change if they seek it. We believe in trauma-informed policy and practices and using the four 'Rs' of a trauma-informed approach: Four R's":

- Realization about trauma and how it can affect people and groups,
- Recognizing the signs of trauma,
- having systems which can
- Respond to trauma, and
- Resisting re-traumatization.

We believe that if we are curious, compassionate, and take time to have honest conversations, we can begin to push through our prejudices and do the work needed to become better humans for other humans.



# Our Team

Shani Harris-Bagwell is a Blacktorvist: a Black actor and activist. Shani has been working on political campaigns and as support for city officials since she was 4 years old. Her late aunt, San Francisco Supervisor Willie B. Kennedy and her very much alive 102 year old grandmother, Willard Harris, a former San Francisco Commissioner on Aging, taught her the importance of speaking up for herself and using her voice to make changes in her community. Because of them, she strongly believes that "it ain't no use sitting around complaining if you ain't gon' do somethin' bout it." She loves teaching others how to do somethin' bout it.

This is why Shani founded Bagwell Consulting: she envisions a world where a Black neurodivergent disabled trans genderqueer person can access spaces physically and emotionally regardless of disability. A world where we are all free to participate in any facet of life we choose. When that happens, we will all be 'eating 'cake'.

Shani understands that we have been taught, in our assimilation focused United States of America education system, that we must know the answer before raising our hands to speak. Bagwell Consulting believes that is the antithesis of learning. Bagwell Consulting seeks to create bravely unsafe spaces where we can learn and grow in educating ourselves to be better people today than we were yesterday in a way that is challenging but fun.



## Shani Harris-Bagwell

"It ain't no use sitting around complaining if you ain't gon' do somethin' bout it".

# Goal

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Our goal was to partner with the City of Gresham's Charter Review Committee subcommittee to engage diverse community members in conversation about key issues concerning Gresham City's Charter reform, specifically concerning government representation and voting methods.

# Methodology

## Summary

Bagwell Consulting met with a sub committee of the Gresham City Charter Review Committee for weeks to obtain a solid understanding of what they needed from community members. We helped them to formulate their community outreach plan and the questions they could ask to generate more response from community members when attending community events. Bagwell Consulting was given the Charter Review Committee Survey and analyzed that data. Bagwell Consulting also held focus groups to bring diverse members of the Gresham community together to take part in this discussion. The focus groups were compensated with \$10 Amazon gift cards.



## Outreach and Engagement

We began by crafting questions for the sub committee to help them engage people at in-person community events. Bagwell Consulting also reached out to several local culturally specific and culturally appropriate organizations to let them know about the work of the charter committee and to help funnel their membership into the Focus Groups. Bagwell Consulting held 4 anonymous community focus group sessions, with hundreds of diverse Gresham community members in attendance, to gather more information and distribute the survey.





### Target Participation Numbers for Focus Groups

40 people per session for six sessions totaling 240 people



### Actual Participation Numbers for Focus Groups

Average of 88.5 people per session for 4 sessions totaling 354 people. The last two sessions were canceled due to the City of Gresham not providing additional funding for compensation.



### Forum Format

Zoom



### Accessibility

Closed Captioning  
All questions Dropped into Chat  
Polled using Zoom's Polling feature



### RSVP Methods

All participants were required to register through Zoom with their name and email address.



### Reminders

An email reminder was sent the day before the forum.

# Questions Asked at In Person Events



If you could change one thing about the City of Gresham, what would it be?

How well do you feel the current city government represents you?

What are some things that the City of Gresham could change to make you feel more seen and better represented?

If you could change one thing about how we vote, what would it be?

Is there anything about our current voting system that keeps you from voting your heart?



# Questions Asked in the Focus Groups



The city of Gresham currently has city wide representation. How would you feel about a form of government where each representative represents a specific district, the same way the state and county representatives do?

How would you feel about multiple representatives for one district?

How would you feel about a voting system that allows you to rank or choose more than one candidate versus what we have now? For example, instead of choosing one candidate, what if you could pick three, or rank them all in the order you prefer?

What are some things that would make you feel safer in Gresham?

What are some things that would make the city or the government more accessible, website interpretation, language interpreters, building ramps, bathrooms etc...

Anything else you want to share?



# Results

Summer of 2022 brought a lot of changes and trauma both nationally and locally. Inflation and housing insecurity coupled with increased gun violence make people unstable, fearful, and desperate. Nationally and locally we are in an upheaval with the United States Supreme Court reversal of Roe vs Wade dividing the nation. Meanwhile, the criminal investigation and raid of a former US President has the country enthralled and increasingly distrustful of government agencies. Covid-19 took a toll on everyone mentally and financially and we were faced with the reality that we didn't have the mental health resources to support the needs of the people. Even with the slight relief of COVID rent restrictions in place, houselessness and housing insecurity are still at an all time high and increasing. People are feeling destabilized, scared, and fractured into factions. What people have shown solidarity around is their mistrust of the government's ability to handle the real day to day problems that are devastating the lives of Oregonians. They are also unified around the desire to live in a city that makes them feel safe, supported, and connected to the community.

"Regional representation is the voice of the people."

- FOCUS GROUP PARTICIPANT

# Form of Government

The people of Gresham stated they do not feel their current government is representative of their community or values. They shared descriptions of disconnect from the council. Even worse, they highlighted that certain areas of Gresham are overlooked. People questioned how certain citizens rights are decidedly disregarded. Focus Group members gave their Saturdays and evenings to respond on behalf of their communities. Attendees wanted elected officials who care as much about their communities. Different neighborhoods and communities have different needs. Participants called for assurance that the people elected into office have a vested interest in and a direct responsibility to the citizens. For these reasons, folks were overwhelmingly in favor of district representation. People believe that representatives would care more about their problems if they lived in the same area. People want to be represented by someone who will care if the streets are without lights, because that elected official has to walk them as well. They believe that district representation will force leaders to focus on "smaller" problems that affect the daily lives of residents instead of only focusing on macro issues that affect the City of Gresham as a whole but may not necessarily be as impactful on residents.

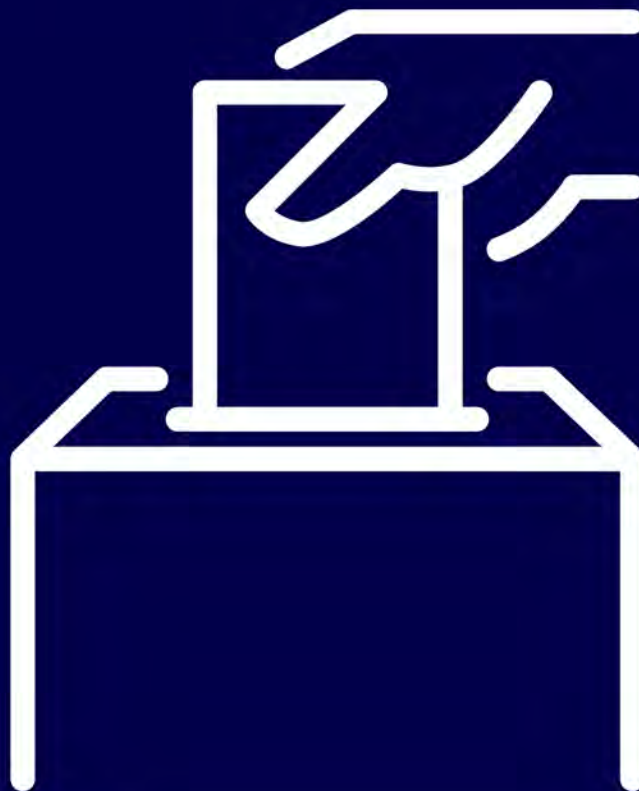
As to the size of the council, opinions were stratified. Some attendees expressed concern that multiple representatives dilutes accountability and allows representatives to give citizens 'the run around' or create division on the council. However, most participants said that having multiple representatives could be beneficial. Supporting this point attendees suggested multiple representatives could share the workload and allow more time for electeds to attend to the needs of a wider group of residents. A few participants also expressed that it would be helpful if a representative was sick or incapacitated that they wouldn't be left without representation. One notable comment was that multiple representatives could be expensive and they were unsure of where the money to pay them would come from.

"I'd go for the regional representation because I think everyone's needs will be represented and having multiple people in governance reduces the burden of having one person attend to different groups that definitely have different interests and needs like socio-economic, cultures, religious affiliations and I think sexual orientation too."

FOCUS GROUP PARTICIPANT

# Voting System

In the current system of voting people expressed pressure to pick just one candidate they think will win instead of whom they want to win. They succumbed to the pressure of making a decision they guess will be popular over a decision the voter is confident in. Almost everyone in attendance supported choice voting. Some supported ranking because it would encourage the candidates to work hard not to lose their ranking. Some supported choice because it would allow people to choose the candidate they wanted most. All agreed that some kind of choice voting system would be preferable. Attendees were excited by the possibility of voting their hearts desire over the undemocratically pragmatic way our current system forces us to.



# Safety



People don't feel safe. A significant number of people mentioned streetlights and sidewalks. Attendees were concerned that a large part of Gresham has no lights after dark which contributes to people feeling unsafe walking around their own neighborhoods. Similarly, people mentioned they only feel safe when they can safely navigate sidewalks and pathways to their destinations, so ensuring that all streets are paved is essential. Respondents expressed that something as seemingly simple as street lights would go a long way to making people feel safe and protected.

Police response was also mentioned. There were responses that ranged from closed circuit television (CCTV) to "creating automatic robot officers on our streets." Many present believed that the presence of cameras, even if they are non operational, would deter crime and increase safety. There was a lot of support for CCTV. Most attendees agreed that some type of that there needs to be more and faster safety responses for residents.

There is a split with some attendees stating a desire for more police and more police response and others desiring more security but not more police. However, the majority expressed a desire for community focused policing solutions. They stated they would like communities to be centered and included in finding solutions for violence.

Folks also mentioned, repeatedly, that police were slow to respond to calls in certain areas if they responded at all. The participants indicated that they believe the delays in response were racially motivated based on neighborhood and perceived race of the caller. There were also several mentions of racist and discriminatory police responses making citizens in need fearful of calling for help. Participants also stated that they would like more accountability for the police and procedures for complaining about and disciplining poor performing or discriminatory police officers without backlash.

There were also statements from queer residents that they would like a safe ride or escort system as they did not feel safe on the streets of Gresham.

"the communities that look like neighborhoods that have a lot of Black people living in such neighborhood(s), and there is always delay in safety response, like emergency response from the security personnel and this has been confirmed by some people living in the area, in the neighborhood, because they tend to have quick response from black cops, but they tend to have some delays on the white cops." FOCUS GROUP PARTICIPANT

# Accessibility

The people who responded listed language accessibility of the City of Gresham website and information, being able to sit at a bus stop, access to safe restrooms and community programs and spaces were important. Accessibility and affordability of healthcare and mental health services were a priority. People also expressed concern that the stop lights don't chirp for people who are blind or visually impaired. Folks also expressed that being able to access affordable housing was critical.



## Other Notable Comments



People would really like a website dedicated to complaints and concerns. Attendees wanted a one stop shop where they can present the problems they are having and be heard. They also indicated they would like town halls where they could present their concerns and be heard. Some also suggested that it would be helpful if, when there are important things for the community to know, that these things should be posted not only online but where people go like grocery stores and libraries.

People also mentioned infrastructure and development as a priority. Specifically, more gender neutral public restrooms and penalties for people who allow buildings to sit empty during a housing crisis. They also stated that the need for affordable childcare options was critical.

# RECOMMENDATIONS AND REFLECTIONS



Based on my analysis of the conversations I and the committee have had with Gresham community members, my suggestions are as follows:

The charter review committee should propose a district representation model. I recommend doing a detailed cost analysis of what it would mean to have multiple representatives and present that along with a multiple representation model. I also recommend including room in the budget to educate the public on the model and what it means for voters. It is my final recommendation for the Charter Review Committee to propose a well researched model for choice voting with plans on how to educate the public on that choice.

My reflections and recommendations outside of those topics are as follows:

I strongly recommend that the City of Gresham create a portal or website where citizens can input concerns that will be matched to the agency that handles those concerns. However, I also believe that having district representation will allow people to feel like they know who to turn to if they have concerns where currently they don't know who to reach out to. I also recommend that the City of Gresham hold more conversations and focus groups with the public concerning safety, accessibility, and infrastructure. Well lit streets, benches with shelters at bus stops, police with anti-bias training, and street lights with indicators for people who are blind or visually impaired would go a long way to helping Greshonites to feel safe and empowered in their community.

Investing in community infrastructure and programs like swimming pools and lessons, and covered basketball courts and after school programs would also help communities gather and feel like neighbors. People are also experiencing food and housing insecurity and many services aren't available to people who are at or just above the poverty line. People stated they need hot meal programs, bus passes, shelters at bus stops, and sidewalks. These programmatic and infrastructure changes would provide communities with opportunities to not only survive, but thrive.

Bagwell Consulting

# Raw Data

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The raw data from the focus groups and community events can be found by clicking the link above or by copy and pasting the link below.

<https://tinyurl.com/44rmuucz>



# BAGWELL CONSULTING

## TLDR VERSION



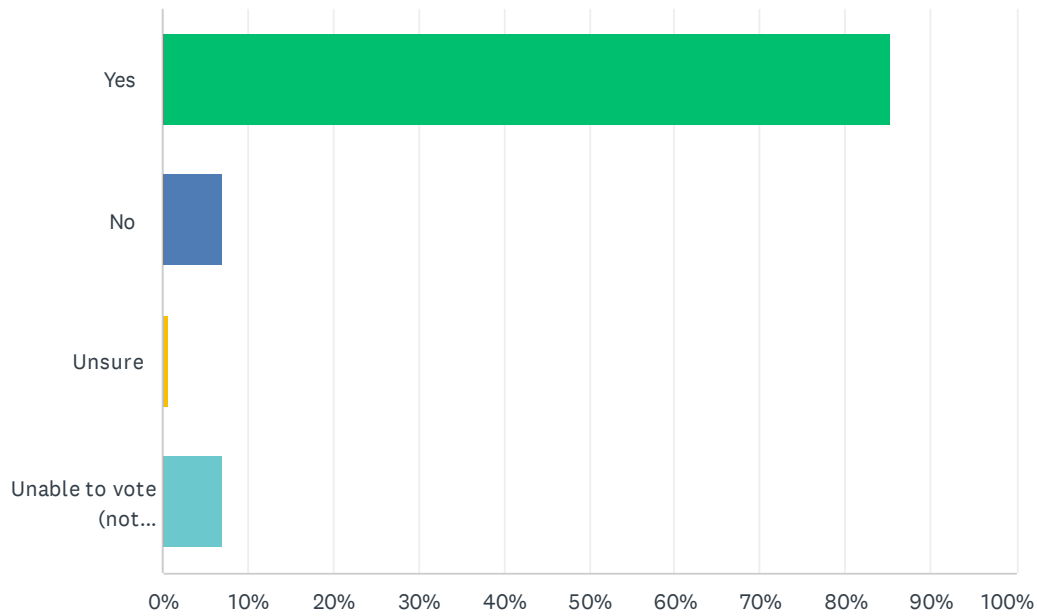
**CITY OF GRESHAM**  
**2022-2023 CHARTER REVIEW COMMITTEE**  
**SUBCOMMITTEE**

**ELECTIONS & VOTING SYSTEM SURVEY**  
**MAY 4, 2022 – JANUARY 1, 2023**

**FINAL REPORT**

## Q1 Did you vote in the last City Council election in 2020?

Answered: 170 Skipped: 0



ANSWER CHOICES	RESPONSES	
Yes	85.29%	145
No	7.06%	12
Unsure	0.59%	1
Unable to vote (not registered, underage, etc.)	7.06%	12
<b>TOTAL</b>		<b>170</b>

## Q2 Was there a reason why you didn't vote?

Answered: 54 Skipped: 116

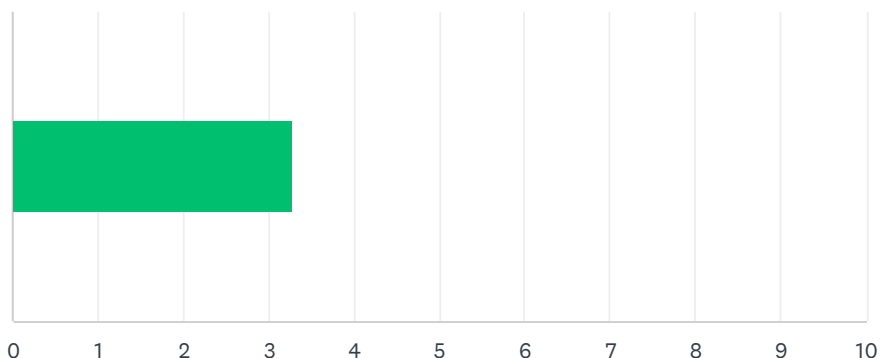
#	RESPONSES	DATE
1	N/A	10/4/2022 9:09 AM
2	Not a resident at that time	10/2/2022 2:12 PM
3	N/A	10/1/2022 12:16 PM
4	I voted!	9/30/2022 4:08 PM
5	O	8/22/2022 1:27 AM
6	Underage	8/21/2022 6:01 PM
7	Voted	8/21/2022 5:58 PM
8	No, I voted	8/21/2022 5:58 PM
9	-	8/21/2022 5:54 PM
10	Poor transport to the stations	8/21/2022 5:50 PM
11	I voted in 2020	8/21/2022 5:45 PM
12	Underage	8/21/2022 5:41 PM
13	Nil	8/21/2022 5:37 PM
14	Not registered	8/21/2022 5:31 PM
15	Yes, lack of multiple choice of leadership	8/21/2022 5:28 PM
16	Underage	8/21/2022 5:22 PM
17	N/A	8/21/2022 5:15 PM
18	N/A	8/21/2022 4:49 PM
19	Not applicable	8/21/2022 4:31 PM
20	Underage	8/21/2022 4:06 PM
21	Not registered	8/21/2022 3:53 PM
22	Nil	8/21/2022 3:47 PM
23	Unsure on who to vote for.	8/21/2022 3:41 PM
24	N/A	8/21/2022 3:33 PM
25	Underage.	8/21/2022 3:24 PM
26	I did vote	8/21/2022 3:12 PM
27	I was omitted from the list	8/21/2022 3:02 PM
28	I was not of the right age to vote.	8/21/2022 2:51 PM
29	Voted	8/21/2022 2:41 PM
30	I voted	8/21/2022 2:17 PM
31	No i voted	8/21/2022 1:46 PM
32	Not registered	8/18/2022 12:23 PM
33	No	8/18/2022 11:54 AM

## Charter review: Elections and voting system survey

34	Didn't live in Gresham on 2020.	7/9/2022 6:41 PM
35	Didn't live in Gresham then.	7/9/2022 7:59 AM
36	I have voted in all City Elections since 1971 when I moved here along with many other people	7/5/2022 12:29 PM
37	NA	7/4/2022 9:54 PM
38	No	7/3/2022 7:23 AM
39	N/A	7/2/2022 3:39 PM
40	Did not live in Gresham until 4/2021. Voted in Portland, Multnomah Cty	7/1/2022 5:21 PM
41	I vote whenever I receive a ballot in the mail. Usually, City Council elections are combined with other elections. The way this is worded it sounds like there are City Council Elections separate from the general. The question worded is confusing.	6/29/2022 3:45 PM
42	I voted	6/26/2022 10:13 AM
43	N/a	6/24/2022 4:22 PM
44	Just moved to Gresham	6/17/2022 4:41 PM
45	Not informed	6/10/2022 10:29 PM
46	I recently moved to Gresham from the East Coast.	6/7/2022 4:04 PM
47	I voted	6/5/2022 11:32 AM
48	N/A	5/24/2022 7:20 AM
49	Didn't live in Gresham	5/23/2022 9:27 PM
50	I lost my ballot	5/23/2022 8:49 PM
51	No	5/17/2022 1:00 PM
52	I Voted	5/17/2022 11:50 AM
53	I voted	5/13/2022 6:57 PM
54	Underage	5/6/2022 6:33 PM

### Q3 Do you feel represented by the Gresham City Council?

Answered: 168 Skipped: 2



ANSWER CHOICES	AVERAGE NUMBER	TOTAL NUMBER	RESPONSES
	3	551	168
Total Respondents: 168			

#		DATE
1	3	11/29/2022 10:19 PM
2	2	10/23/2022 11:48 AM
3	3	10/22/2022 8:28 PM
4	3	10/17/2022 11:11 AM
5	3	10/15/2022 6:49 AM
6	2	10/11/2022 11:40 PM
7	4	10/9/2022 11:51 AM
8	5	10/8/2022 3:40 PM
9	3	10/7/2022 12:46 PM
10	3	10/6/2022 8:13 AM
11	4	10/5/2022 9:06 PM
12	4	10/4/2022 5:41 PM
13	3	10/4/2022 9:09 AM
14	3	10/4/2022 1:20 AM
15	3	10/3/2022 6:54 PM
16	4	10/3/2022 10:22 AM
17	3	10/2/2022 2:12 PM
18	3	10/2/2022 11:24 AM
19	3	10/2/2022 10:15 AM
20	4	10/2/2022 9:33 AM

Charter review: Elections and voting system survey

21	3	10/1/2022 2:14 PM
22	3	10/1/2022 12:16 PM
23	3	10/1/2022 8:58 AM
24	3	9/30/2022 5:29 PM
25	5	9/30/2022 5:26 PM
26	3	9/30/2022 4:08 PM
27	3	9/30/2022 2:35 PM
28	2	9/30/2022 1:42 PM
29	5	9/25/2022 12:43 PM
30	3	9/21/2022 7:45 AM
31	5	8/22/2022 1:27 AM
32	5	8/21/2022 6:01 PM
33	1	8/21/2022 5:58 PM
34	1	8/21/2022 5:58 PM
35	5	8/21/2022 5:54 PM
36	3	8/21/2022 5:50 PM
37	1	8/21/2022 5:45 PM
38	5	8/21/2022 5:43 PM
39	3	8/21/2022 5:41 PM
40	5	8/21/2022 5:37 PM
41	3	8/21/2022 5:31 PM
42	3	8/21/2022 5:28 PM
43	3	8/21/2022 5:22 PM
44	5	8/21/2022 5:15 PM
45	3	8/21/2022 4:49 PM
46	4	8/21/2022 4:31 PM
47	5	8/21/2022 4:06 PM
48	5	8/21/2022 3:53 PM
49	5	8/21/2022 3:47 PM
50	3	8/21/2022 3:41 PM
51	5	8/21/2022 3:33 PM
52	5	8/21/2022 3:24 PM
53	5	8/21/2022 3:12 PM
54	3	8/21/2022 3:02 PM
55	3	8/21/2022 2:51 PM
56	5	8/21/2022 2:41 PM
57	5	8/21/2022 2:17 PM
58	5	8/21/2022 1:46 PM

Charter review: Elections and voting system survey

59	3	8/20/2022 4:48 PM
60	3	8/18/2022 12:23 PM
61	5	8/18/2022 11:54 AM
62	3	8/5/2022 10:30 AM
63	3	7/31/2022 7:01 PM
64	5	7/31/2022 3:14 PM
65	4	7/27/2022 8:39 PM
66	2	7/21/2022 7:12 PM
67	3	7/20/2022 3:05 PM
68	3	7/19/2022 1:26 PM
69	3	7/19/2022 9:02 AM
70	4	7/11/2022 9:10 AM
71	3	7/10/2022 11:39 PM
72	1	7/10/2022 10:14 AM
73	3	7/9/2022 6:41 PM
74	3	7/9/2022 7:59 AM
75	1	7/8/2022 3:56 PM
76	2	7/8/2022 2:56 PM
77	5	7/8/2022 2:01 PM
78	4	7/6/2022 6:35 PM
79	3	7/6/2022 10:40 AM
80	1	7/6/2022 7:47 AM
81	3	7/5/2022 8:26 PM
82	1	7/5/2022 1:35 PM
83	4	7/5/2022 12:29 PM
84	5	7/5/2022 7:15 AM
85	3	7/4/2022 9:54 PM
86	1	7/4/2022 9:33 PM
87	1	7/4/2022 7:52 PM
88	3	7/4/2022 11:21 AM
89	3	7/4/2022 8:56 AM
90	3	7/3/2022 6:47 PM
91	3	7/3/2022 10:26 AM
92	5	7/3/2022 7:33 AM
93	3	7/3/2022 7:23 AM
94	3	7/2/2022 6:46 PM
95	3	7/2/2022 3:39 PM
96	3	7/2/2022 3:02 PM



Charter review: Elections and voting system survey

97	4	7/2/2022 8:58 AM
98	4	7/1/2022 5:21 PM
99	5	7/1/2022 4:29 PM
100	3	7/1/2022 4:13 PM
101	4	7/1/2022 2:57 PM
102	3	6/29/2022 3:45 PM
103	3	6/29/2022 8:38 AM
104	4	6/28/2022 1:13 AM
105	3	6/27/2022 12:13 PM
106	3	6/26/2022 1:17 PM
107	3	6/26/2022 10:32 AM
108	5	6/26/2022 10:21 AM
109	5	6/26/2022 10:13 AM
110	1	6/26/2022 10:09 AM
111	3	6/24/2022 4:22 PM
112	1	6/18/2022 8:46 AM
113	3	6/17/2022 4:41 PM
114	2	6/17/2022 2:58 PM
115	3	6/17/2022 9:47 AM
116	2	6/14/2022 11:52 PM
117	4	6/10/2022 10:29 PM
118	3	6/8/2022 7:51 AM
119	2	6/7/2022 4:04 PM
120	3	6/5/2022 11:32 AM
121	3	5/26/2022 11:51 AM
122	5	5/26/2022 10:11 AM
123	3	5/25/2022 4:23 PM
124	2	5/24/2022 2:44 PM
125	4	5/24/2022 12:21 PM
126	3	5/24/2022 10:53 AM
127	3	5/24/2022 10:42 AM
128	3	5/24/2022 9:40 AM
129	4	5/24/2022 7:20 AM
130	3	5/23/2022 9:27 PM
131	4	5/23/2022 9:07 PM
132	2	5/23/2022 8:59 PM
133	3	5/23/2022 8:49 PM
134	4	5/23/2022 8:20 PM

Charter review: Elections and voting system survey

135	2	5/23/2022 7:21 PM
136	4	5/23/2022 5:01 PM
137	1	5/23/2022 5:01 PM
138	4	5/23/2022 4:41 PM
139	3	5/23/2022 4:40 PM
140	4	5/22/2022 12:15 PM
141	5	5/22/2022 8:20 AM
142	5	5/18/2022 9:44 AM
143	2	5/18/2022 2:15 AM
144	4	5/18/2022 12:14 AM
145	3	5/17/2022 6:05 PM
146	3	5/17/2022 4:15 PM
147	3	5/17/2022 1:24 PM
148	5	5/17/2022 1:00 PM
149	3	5/17/2022 12:05 PM
150	2	5/17/2022 11:50 AM
151	3	5/17/2022 10:52 AM
152	3	5/17/2022 10:34 AM
153	3	5/16/2022 10:57 AM
154	5	5/16/2022 1:11 AM
155	3	5/16/2022 12:00 AM
156	3	5/14/2022 8:22 AM
157	4	5/14/2022 4:43 AM
158	1	5/13/2022 10:19 PM
159	4	5/13/2022 8:12 PM
160	2	5/13/2022 7:21 PM
161	1	5/13/2022 6:57 PM
162	5	5/13/2022 5:53 PM
163	1	5/13/2022 5:18 PM
164	5	5/13/2022 4:05 PM
165	3	5/11/2022 3:07 PM
166	3	5/6/2022 7:02 PM
167	3	5/6/2022 6:33 PM
168	3	5/6/2022 6:30 PM

## Q4 Please share why you feel this way.

Answered: 128 Skipped: 42

#	RESPONSES	DATE
1	I don't stay current on the activities of the City Council.	11/29/2022 10:19 PM
2	I don't really know what council us up to so can't say if I'm represented	10/17/2022 11:11 AM
3	Lack of viewpoint diversity	10/11/2022 11:40 PM
4	I enjoyed getting to know the candidates at various community events, and I especially like Eddy Morales.	10/9/2022 11:51 AM
5	No problems. Homeless not allowed.	10/8/2022 3:40 PM
6	I never hear from the person who represents my area.	10/4/2022 9:09 AM
7	I don't think I have the same issues as most others, and therefore the City Council isn't focused on things that I think about.	10/4/2022 1:20 AM
8	To be honest I have not looked into what part of the city the councilors live in. I feel Gresham has a good ethnic representation.	10/3/2022 6:54 PM
9	There are a decent number of councilors of color, however I think I there is a need for a femme or color to also be on council. Additionally I know there are queer councilors and the majority of councilors currently are progressive-leaning. There are a couple of racist councilors that I would like to see gone. We don't need active racists making decisions about the safety and future of our community.	10/3/2022 10:22 AM
10	Very new here. We're very politically liberal and aren't sure where the council members lie on the spectrum	10/2/2022 2:12 PM
11	No idea who city council members are. Never hear from them once they're elected	10/2/2022 11:24 AM
12	There seem to be people of varying backgrounds, POC and LGBTQ+	10/2/2022 9:33 AM
13	Just not that involved.	10/1/2022 12:16 PM
14	I think the gender thing is out of control. We have male and female PERIOD. Who is pushing this nonsense? Voting should Not be allowed by people who are not citizens.	9/30/2022 8:43 PM
15	Probably my own fault. I don't stay very engaged with local politics.	9/30/2022 5:29 PM
16	I really don't know what they do.	9/30/2022 4:08 PM
17	The issues regarding, homelessness, graffiti, and overall not feeling safe to walk the streets of Gresham, is still ongoing with no end in sight.	9/30/2022 2:35 PM
18	Eddie morales has stated that I am an extremist because I don't agree with his beliefs. How is that representing me. I am tired of black or brown issues. White is actually a color. How about spending money on our streets. They are cobbled in many areas. Millions have been spent on homelessness... housing very few for the money.	9/30/2022 1:42 PM
19	The person who I voted for won, which is the base condition for "feeling represented."	9/25/2022 12:43 PM
20	The council is highly partisan and only seeks input from constituents they choose to have viewpoints from.	9/21/2022 7:45 AM
21	Very professional	8/22/2022 1:27 AM
22	The council has represented my needs as a citizen very well	8/21/2022 6:01 PM
23	I feel my area of residence is neglected	8/21/2022 5:58 PM
24	Because the council is not from this area.	8/21/2022 5:58 PM

## Charter review: Elections and voting system survey

25	The form of government is less costly	8/21/2022 5:54 PM
26	I didn't vote	8/21/2022 5:50 PM
27	Some areas are not well represented in the council	8/21/2022 5:45 PM
28	Because I the of the work done in the city	8/21/2022 5:43 PM
29	Not voted, but still the council is doing great job.	8/21/2022 5:41 PM
30	My interest are heard	8/21/2022 5:37 PM
31	Only the majority have the say.	8/21/2022 5:31 PM
32	The leaders are not from Gresham.	8/21/2022 5:28 PM
33	This form of government encourages deception.	8/21/2022 5:22 PM
34	Citizen still have a voice.	8/21/2022 5:15 PM
35	I feel the interest of citizens are partially met.	8/21/2022 4:49 PM
36	The representatives are performing theirs roles well	8/21/2022 4:31 PM
37	I feel the government is doing its best to maintain the economy of the city	8/21/2022 4:06 PM
38	Availability of social amenities, infrastructure, and security.	8/21/2022 3:53 PM
39	Our interest come first.	8/21/2022 3:47 PM
40	I sometimes see the councils working and later see they need to improve on some areas.	8/21/2022 3:41 PM
41	Leaders are working very well.	8/21/2022 3:33 PM
42	The government has ensured security in North gresham.	8/21/2022 3:24 PM
43	My interest and concerns are well represented.	8/21/2022 3:12 PM
44	I didn't vote first of all, second I can see hiccups in current government.	8/21/2022 3:02 PM
45	I somehow feel the government has worked but still it need to improve on some sectors on leadership.	8/21/2022 2:51 PM
46	Because I feel the leaders communicate with the community to understand their wants and needs.	8/21/2022 2:41 PM
47	I was involved in voting and the some of the manifesto are being worked on	8/21/2022 2:17 PM
48	It does it's work good	8/21/2022 1:46 PM
49	First of all I never voted so my need are not well represented	8/18/2022 12:23 PM
50	The city is much developed, available of infrastructure.	8/18/2022 11:54 AM
51	Haven't heard much of what they have accomplished	8/5/2022 10:30 AM
52	I don't attend meetings and don't reach out. I can only feel as represented as I participate.	7/31/2022 7:01 PM
53	There are many different ages, occupations, and cultures represented.	7/31/2022 3:14 PM
54	It's getting better. It feels like the city and the council has been reaching out to citizens a lot more than in previous years.	7/27/2022 8:39 PM
55	Paying thousands a year in income/property taxes for unsafe streets the minute we leave the bubble of SW Gresham. Rockwood and the surrounding area is riddled with crime, drugs and some of the most unstable people in the city.	7/21/2022 7:12 PM
56	Councilors don't communicate with me directly.	7/20/2022 3:05 PM
57	I read the Gresham Newsletter which I believe is quarterly, but news in Gresham is easily overshadowed or dropped on network news in favor of any news about Portland.	7/19/2022 1:26 PM
58	I'm not connected to know what city council is doing, to know if I'm represented	7/19/2022 9:02 AM
59	The members of the council are a strong representation of the diversity of Gresham.	7/11/2022 9:10 AM

## Charter review: Elections and voting system survey

60	Due to the way we vote (position voting, which is meaningless), I don't get the people in office I want and because we have a bastardized at large election, not districts, I don't have a councilor who represents MY neighborhood and me.	7/10/2022 10:14 AM
61	Don't know enough about it.	7/9/2022 7:59 AM
62	The city is focused on providing services to the "minority" and not looking at the whole of Gresham.	7/8/2022 3:56 PM
63	Many resources to support constituents isnt available	7/8/2022 2:56 PM
64	The council does not seem to care about the city of Gresham at all	7/8/2022 2:01 PM
65	For many of the things our household finds important, it always feels as though the city delivers on this. Clean/safe streets, clean trails, little homeless problems, and valuable investments.	7/6/2022 6:35 PM
66	Ambivalent	7/6/2022 10:40 AM
67	Liberal values that do not represent hard working people	7/6/2022 7:47 AM
68	I like the way of voting that was done in the past. In person voting in private voting booths.	7/5/2022 8:26 PM
69	The Eddie Morales majority makes decisions that are not based on the best interest or what's good for the community. He's a policitician, money driven and has no "skin in the game" here in Gresham. He doesn't live here, work here or care to understand what's right and best for those of us who do.	7/5/2022 1:35 PM
70	Some councilors are rather lazy and do not do their homework or just follow the leader. Councilors are being paid and they need to perform their duties with diligence.	7/5/2022 12:29 PM
71	I have no idea what the city councilors have done to represent me.	7/4/2022 9:54 PM
72	The Council President and three other Councilirs are all members of East County Rising. They only care about Rockwood, not all of Gresham. They vote in unison to support that area and don't fully support our Chamber or our Police. The Council President has also missed too many meetings, he is too busy with all of his other interests.	7/4/2022 9:33 PM
73	With the current members on council, the majority are voting against what it needed for everyone in Gresham and voting personal agendas and we are losing vital resources to select groups	7/4/2022 7:52 PM
74	I don't have any contact with Gresham City Council.	7/4/2022 8:56 AM
75	I haven't seen how my representative voted on particular issues.	7/3/2022 6:47 PM
76	I need to educate myself on how city council works and be better informed as to current activity	7/3/2022 7:23 AM
77	I'm not very familiar with local politics.	7/2/2022 6:46 PM
78	I am in Central City, which doesn't have a neighborhood association. Therefore, we don't have a voice.	7/2/2022 3:39 PM
79	I'm learning more about Gresham. I feel Gresham is run better than Portland. I have family who has lived in Gresham for years, so I'm familiar with its operations.	7/1/2022 5:21 PM
80	I got to vote for all open positions.	7/1/2022 4:29 PM
81	I'm not all that aware of what the City Council does for our City so, it's hard to say.	6/29/2022 3:45 PM
82	I feel like most of the new council membership is progressive. Of course, we can still do better.	6/28/2022 1:13 AM
83	The inconsistent manner in which candidate information is published	6/27/2022 12:13 PM
84	I'm not sure what they do	6/26/2022 1:17 PM
85	I think they are doing a good job now	6/26/2022 10:32 AM
86	With this diverse of a council how could I not be.	6/26/2022 10:21 AM
87	I participated in the election, met the candidates, and got to know their values.	6/26/2022 10:13 AM

## Charter review: Elections and voting system survey

88	I have no evidence that they do what the majority of people ask for. Only what they think people want.	6/26/2022 10:09 AM
89	I don't really feel like my opinion matters.	6/24/2022 4:22 PM
90	The CC is dominated by goofy-ass liberal loons without any reasonable understanding of municipal responsibilities and functions.	6/18/2022 8:46 AM
91	the majority of the current city councilors seem to represent activist factions rather than the city as a whole.	6/17/2022 2:58 PM
92	It's a council divided.	6/17/2022 9:47 AM
93	Unsure who is in part of the city of Gresham counsel	6/10/2022 10:29 PM
94	Feel some councilors represent the City as a whole. Others are focused on the Rockwood area while other parts of the City are ignored and receive little of no support.	6/8/2022 7:51 AM
95	Because I was down the street I don't see any police officer that looks like me. My representative have limited voices.	6/7/2022 4:04 PM
96	I feel like the real issues our city faces are not truly addressed, instead, partisan politics and outside money/interests have made their way into the City Council and Mayor's office. What are we doing to help our schools, businesses, local non-profits, homeless, jobs, etc?	6/5/2022 11:32 AM
97	Not sure what all they do	5/26/2022 11:51 AM
98	Gresham politics were previously dominated by an unrepresentative business community, who has held power through at-large elections. Beginning in 2018, a group of residents that is more representative came together, and the current Council is much more representative of the community at large. I'd still like to see structural changes so that the at-large positions aren't a barrier to representation.	5/26/2022 10:11 AM
99	There are too many leftists on the council.	5/24/2022 2:44 PM
100	There are people with differing viewpoints working together to make Gresham work for all it's citizens	5/24/2022 12:21 PM
101	Feeling somewhat ignored. High property taxes, but a failed street that makes the neighborhood look like it's falling apart.	5/24/2022 10:53 AM
102	I think there needs to be representation by district or area. Currently I feel like there is more representation for the RW area than for the rest of the City.	5/24/2022 10:42 AM
103	I think I get to know the candidate	5/24/2022 7:20 AM
104	Have not interacted with the council	5/23/2022 9:27 PM
105	?	5/23/2022 8:59 PM
106	Because finally there is a small pool of people that look like me but it's not enough of them unfortunately especially in each category.	5/23/2022 8:49 PM
107	I think they do alright	5/23/2022 8:20 PM
108	The majority of them feel parks are more important than police and fire	5/23/2022 7:21 PM
109	Diverse experienced council members.	5/23/2022 5:01 PM
110	Lots of changes, many focusing on diversity above all else. I do want our mix of residents reflected in our elected officials as long as we do not focus solely on diversification to the detriment of other vital needs.	5/22/2022 12:15 PM
111	Diverse group of city council members	5/22/2022 8:20 AM
112	They often (not always) respond to my emails and messages when I reach out.	5/18/2022 9:44 AM
113	I don't think safety issues are taken seriously. Rockwood seems to get all the resources .	5/18/2022 2:15 AM
114	SW Gresham and its voices and concerns are not being heard by the current government leaders and the past ones too	5/18/2022 12:14 AM

## Charter review: Elections and voting system survey

115	There is little contact between elected officials and the citizens of Gresham. It seems like because the elected officials are at large they're not really representing portions at the city that need to be really looked at. With all the counselors years ago or up in persimmon that's what they were interested in not the rest of the city. We need to have districts and vote for people within our area.	5/17/2022 1:24 PM
116	A variety of ethnicities and opinions are represented.	5/17/2022 1:00 PM
117	Rockwood is getting 90% of the attention. Public safety has been reduced to an unacceptable level, we need to increase the # of police officers and get back to the basics of policing. We're well on our way to be Portland far east.	5/17/2022 11:50 AM
118	There is very little information coming out of Council about what specifically they are deciding and how individual councilors are voting on these issues. What issues do they have jurisdiction over?	5/17/2022 10:52 AM
119	I don't pay enough attention to city government.	5/17/2022 10:34 AM
120	City council too often reflects Portland values and should be more like LO or West Linn. We seem to adopt new land use requirements aggressively and quickly to the detriment of our development patterns. Why not implement new requirements reluctantly and at the deadline?	5/16/2022 10:57 AM
121	No one lives near me and I don't feel like several members really care about the things our city faces.	5/16/2022 12:00 AM
122	Councilors were elected by less than 50% of the vote. Therefore, more people didn't want the person that was elected.	5/13/2022 10:19 PM
123	They don't seem to truly discuss all of the options or listen to citizens, listening to city staff instead.	5/13/2022 7:21 PM
124	Get rid of Eddy Morales & Dina DiNucci and replace them with someone that meets the needs of the community.	5/13/2022 6:57 PM
125	I don't feel that the Mayor and the City Councilors are connected to the residents of Gresham. Further, I don't believe that they are accountable to the residents for their actions.	5/13/2022 5:18 PM
126	not sure of where they all stand	5/11/2022 3:07 PM
127	I haven't been overly involved in following the actions of the city council. The few things that I am aware of are negative. I don't think the Rockwood development money has been spent well in the past.	5/6/2022 7:02 PM
128	I know It's hard to make change but I haven't seen any real change I feel	5/6/2022 6:33 PM

## Q5 What issues, if any, do you or your friends, family and community, experience when voting in Gresham's City elections?

Answered: 119 Skipped: 51

#	RESPONSES	DATE
1	No issues when voting.	11/29/2022 10:19 PM
2	Last minute cram for exams - we don't know anything about the candidates prior.	10/17/2022 11:11 AM
3	None	10/9/2022 11:51 AM
4	Too many choices.	10/8/2022 3:40 PM
5	None	10/4/2022 5:41 PM
6	None, our vote by mail works great!	10/4/2022 9:09 AM
7	I don't have any issues when voting in Gresham City elections.	10/4/2022 1:20 AM
8	I don't experience any strong issues when voting	10/3/2022 6:54 PM
9	I would like more organizations to host candidate forums.	10/3/2022 10:22 AM
10	No experience yet	10/2/2022 2:12 PM
11	None	10/2/2022 11:24 AM
12	Mail is best, in person would be a challenge.	10/2/2022 10:15 AM
13	No issues with mail in ballot	10/1/2022 2:14 PM
14	None	10/1/2022 12:16 PM
15	Costs of services, crime, code enforcement failures	10/1/2022 8:58 AM
16	No issues.	9/30/2022 5:29 PM
17	None	9/30/2022 5:26 PM
18	None	9/30/2022 4:08 PM
19	None drop off balloting works great	9/30/2022 1:42 PM
20	A commitment to investing in the city.	9/25/2022 12:43 PM
21	none	9/21/2022 7:45 AM
22	NA	8/22/2022 1:27 AM
23	No	8/21/2022 6:01 PM
24	Some indigenous areas not given opportunity to vote	8/21/2022 5:58 PM
25	No issue	8/21/2022 5:58 PM
26	Non	8/21/2022 5:54 PM
27	Polling Station scarcity in some areas	8/21/2022 5:50 PM
28	Some people don't vote.	8/21/2022 5:45 PM
29	No issue	8/21/2022 5:43 PM
30	Election votes stealing	8/21/2022 5:41 PM
31	No	8/21/2022 5:37 PM



## Charter review: Elections and voting system survey

32	Names of registered voters being omitted.	8/21/2022 5:31 PM
33	Multiple choice of leaders	8/21/2022 5:28 PM
34	Corruption.	8/21/2022 5:22 PM
35	Unregistered voters.	8/21/2022 5:15 PM
36	No issues	8/21/2022 4:49 PM
37	Elections violence	8/21/2022 4:31 PM
38	I current don't know.	8/21/2022 4:06 PM
39	Inadequate time for registration of votes	8/21/2022 3:53 PM
40	Some old age people find it hard to vote.	8/21/2022 3:47 PM
41	Knowledge on how to cast votes.	8/21/2022 3:41 PM
42	Missing registered voters on the lists	8/21/2022 3:33 PM
43	Lack of enough ballot box to casts votes	8/21/2022 3:24 PM
44	Votes rigging.	8/21/2022 3:12 PM
45	Names of registered voters being ommited, or unqualified with lame excuses.	8/21/2022 3:02 PM
46	Challenge of party representatives.	8/21/2022 2:51 PM
47	Confusion on who to vote and not	8/21/2022 2:41 PM
48	Not seen any.	8/21/2022 2:17 PM
49	Delay of voting practice	8/21/2022 1:46 PM
50	Corrupted leaders	8/18/2022 12:23 PM
51	Transportation to go and vote	8/18/2022 11:54 AM
52	None	8/5/2022 10:30 AM
53	No issues	7/21/2022 7:12 PM
54	None	7/20/2022 3:05 PM
55	haven't heard of any myself....	7/19/2022 1:26 PM
56	none	7/11/2022 9:10 AM
57	Need Council Districts	7/10/2022 11:39 PM
58	I am not sure I understand this question. If you mean because of the warped voting system we have here, then see my answer to question 4.	7/10/2022 10:14 AM
59	None as long as vote by mail continues and a drop box is conveniently located.	7/9/2022 6:41 PM
60	They will be community safety, and supporting the police. Making sure Gresham does NOT emulate Portland in any way.	7/9/2022 7:59 AM
61	I have a PDX address but I don't get to vote for some PDX stuff, I get gresham stuff, it would be nice if my address reflected where I am actually living and the city that governs me.	7/8/2022 2:56 PM
62	When is the city going to do something about the way people drive in the city. You can't go anywhere with out people going 60 plus on any givin street	7/8/2022 2:01 PM
63	Community	7/6/2022 10:40 AM
64	public safety, fiscal responsibility	7/6/2022 7:47 AM
65	It can be difficult to get enough information on the people running. Sometimes they are in the information pamphlet and sometimes not. I also do not like two conflicting questions together for one vote. They should be separate on the ballot so as not to confuse.	7/5/2022 8:26 PM
66	Again, the Eddie Morales mojority (The Quad) are supported by outside funds and can buy	7/5/2022 1:35 PM

## Charter review: Elections and voting system survey

their way into whatever direction they want things to go. It's real hard to compete with that or to feel that our votets make a difference when we're up against this.

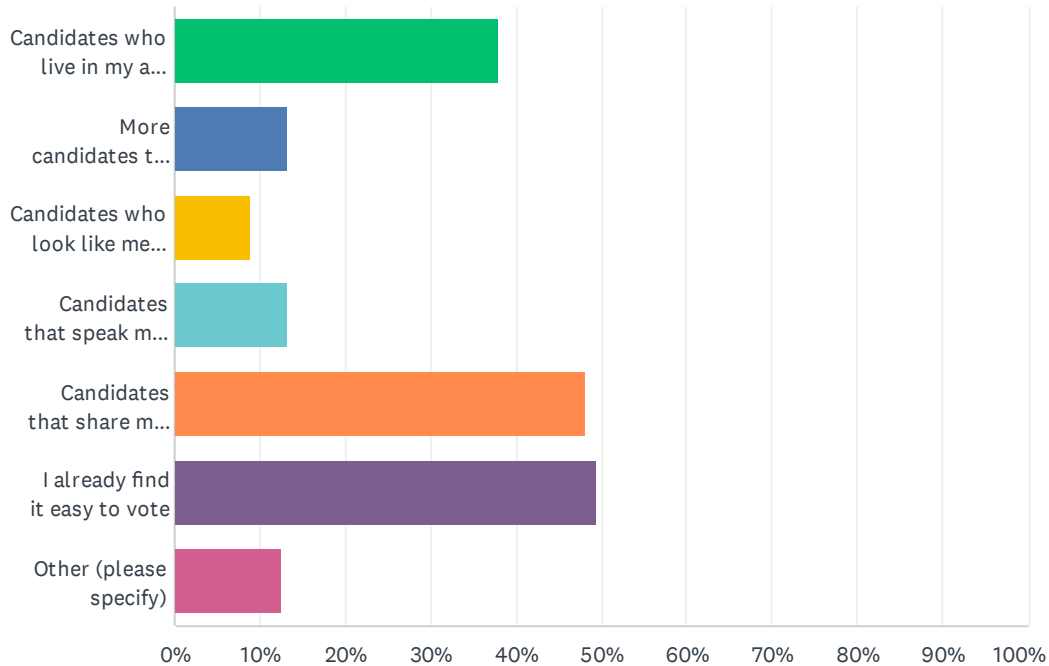
67	None ..... it is easy if a voter has done their due diligence by being informed about the various candidates.	7/5/2022 12:29 PM
68	None	7/5/2022 7:15 AM
69	I have no issues with voting.	7/4/2022 9:54 PM
70	no issues	7/4/2022 7:52 PM
71	None. The vote by mail system is great. Don't change it!	7/4/2022 8:56 AM
72	No issues, but in general I believe we should return to in person balloting.	7/3/2022 6:47 PM
73	Other than reading a short bio, I haven't met any candidates.	7/3/2022 10:26 AM
74	None	7/3/2022 7:33 AM
75	None	7/2/2022 6:46 PM
76	None that I know of	7/2/2022 3:39 PM
77	No issues, I found it easy to vote	7/2/2022 8:58 AM
78	Safety is my biggest concern at this time. My husband and I totally support our law enforcement and first responders. Crime is out of control and I avoid driving areas where crimes are reported.	7/1/2022 5:21 PM
79	None.	7/1/2022 4:29 PM
80	None	7/1/2022 2:57 PM
81	not sure	6/29/2022 3:45 PM
82	Voting is easy. More needs to be done to encourage non-voters. Educate! Educate and encourage!	6/29/2022 8:38 AM
83	Voting by mail, we need to go back to in person with ID	6/27/2022 12:13 PM
84	None. We vote via mail.	6/26/2022 10:21 AM
85	I feel like they think politics on the city level are not as important as the state/federal level.	6/26/2022 10:13 AM
86	Not having enough info about the candidates other than what they decide to advertise for themselves.	6/26/2022 10:09 AM
87	Too much related junk mail	6/24/2022 4:22 PM
88	none. Its extremely simple to vote.	6/17/2022 2:58 PM
89	I formation provided or relevant	6/10/2022 10:29 PM
90	Asking what "issues" friends, family and community, experience" is a poor question as it allows non personal experiences and unverifiable comments. Question wording is tainted by starting out with "What issues" and instead approaching it with "Have you had any issues with voting in our elections" with a Yes, please explain or No.	6/8/2022 7:51 AM
91	Education fair Education for all. Every politician come to the marginalized communities when they need to get elected and making broken promises to the community and never change anything.	6/7/2022 4:04 PM
92	I don't have any issue voting.	6/5/2022 11:32 AM
93	It is hard to understand the platform of candidates. Without political parties, and when electing 3+ positions every 2 years, it is just too much for an average voter to really follow along on.	5/26/2022 10:11 AM
94	No issues.	5/24/2022 2:44 PM
95	None	5/24/2022 10:53 AM
96	None, I vote and drop it in the mail or in the box at the library.	5/24/2022 10:42 AM

## Charter review: Elections and voting system survey

97	A solid place to drop them off	5/24/2022 7:20 AM
98	No issues. Vote by mail makes it super easy!	5/23/2022 9:07 PM
99	No	5/23/2022 8:59 PM
100	Not having enough information about voting and in different languages.	5/23/2022 8:49 PM
101	none	5/22/2022 12:15 PM
102	Getting to know the candidates and what they stand for.	5/22/2022 8:20 AM
103	I wish there was more centralized information about each candidate to make better decisions. Sometimes I see names on the ballot that I cannot find any news about at all.	5/18/2022 9:44 AM
104	None	5/18/2022 12:14 AM
105	Nothing. Vote by mail! I dont' have any issues with the voting.	5/17/2022 6:05 PM
106	None	5/17/2022 1:00 PM
107	No issues	5/17/2022 12:05 PM
108	Public safety	5/17/2022 11:50 AM
109	Everyone running for office should be required to have a statement in the election guide which is mailed out to voters detailing experience and position on issues affecting the city. A list of who endorses them is also helpful. In most cases, I do not cast a vote for a candidate who has not bothered to make information available about themselves	5/17/2022 10:52 AM
110	Good. I research candidates, their backgrounds, accomplishments, what their vision is, and who's supporting them.	5/17/2022 10:34 AM
111	I don't understand the question	5/16/2022 10:57 AM
112	Don't know them.	5/14/2022 8:22 AM
113	None.	5/14/2022 4:43 AM
114	None	5/13/2022 8:12 PM
115	None	5/13/2022 6:57 PM
116	None.	5/13/2022 5:18 PM
117	it has been fine	5/11/2022 3:07 PM
118	I don't have any issues voting	5/6/2022 7:02 PM
119	Not knowing who's running/ why they are running	5/6/2022 6:33 PM

## Q6 What would make it easier for you to vote or encourage you to vote? (Select all that apply)

Answered: 166 Skipped: 4



ANSWER CHOICES	RESPONSES
Candidates who live in my area of the city	37.95% 63
More candidates to choose from	13.25% 22
Candidates who look like me running for office	9.04% 15
Candidates that speak my language running for office	13.25% 22
Candidates that share my values running for office	48.19% 80
I already find it easy to vote	49.40% 82
Other (please specify)	12.65% 21
Total Respondents: 166	

#	OTHER (PLEASE SPECIFY)	DATE
1	Other than someone holding the ballot, putting it in my mailbox and raising the pick up flag...I can't see how current voting can be improved.	10/1/2022 2:14 PM
2	Candidates who represent my neighborhood and immediate community.	7/21/2022 7:12 PM
3	District elections	7/10/2022 10:14 AM
4	In person private voting booths. Bring back this way of voting. More information on each individual running on the ballot.	7/5/2022 8:26 PM
5	Candidates that KNOW this community, LIVE and WORK in this community. Desire what's	7/5/2022 1:35 PM

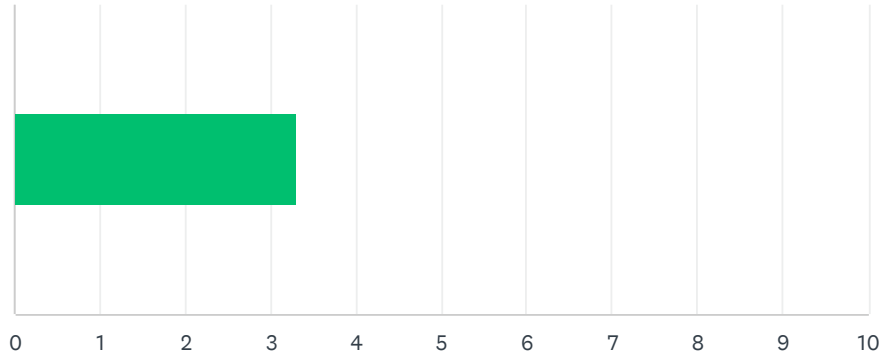
## Charter review: Elections and voting system survey

BEST and what helps to GROW this community and what brings unity not division. I don't care what your skin color is or what your sexual preference is. Those are not foundational platforms to make good decisions for this community.

6	I vote for the best qualified (in my opinion) candidate who will fairly represent all Gresham citizens/viewpoints. I will not vote for any candidate that has an 'agenda' that is contrary to my beliefs or is part of a slate where their votes are directed by a 'ring master'. I want candidates that desire the best for ALL of Gresham even if it means some of their personal goals takes a back seat. I do not favor candidates who focus on one issue, one race, one age group or one ethnic group agenda. The Council has to fairly represent all citizens. Voting is a privilege and should be done with thought. Financial info is available on OreStar. Local newspapers contain valuable info re each candidate. Vote as though your life and the good of the greater community depends on it because it does.	7/5/2022 12:29 PM
7	What is the purpose of these questions. Seriously some of sound like child is asking.	7/5/2022 7:15 AM
8	values that represent what is needed to move forward in our community, councilors that actually work for Gresham instead of their own personal agendas and councilors that actually show up every meeting instead of being off on some trip NOT connected to Gresham business but furthering their own political career	7/4/2022 7:52 PM
9	People need to make it a matter of personal responsibility to vote.	7/3/2022 6:47 PM
10	No mail in ballots! Vote in person at polling locations AND show proper ID, US Citizens only!!!	7/1/2022 5:21 PM
11	I read the pamphlet with all the measures, politicians running for office therefore, I think it's fairly easy to vote.	6/29/2022 3:45 PM
12	A standardized format for candidate information. This is a statewide problem	6/27/2022 12:13 PM
13	Details about how this person would actually represent the residents	6/26/2022 1:17 PM
14	I already find it easy to vote. Whether the candidates "look like me", "share my values" etc is a completely separate issue.	6/17/2022 2:58 PM
15	Again, question leading and a neutral wording such as "Is there anything that would make it easier or encourage you to vote"	6/8/2022 7:51 AM
16	I think we need a removal/restriction of any donation from outside the State of Oregon. We need local elections to matter to local people, not big business or people outside our state. They don't live here and have no real idea of our issues.	6/5/2022 11:32 AM
17	I'd love it the city would host a friendly "town hall" style debate for each candidate that is broadcast for all of us to engage with. I want to hear from each candidate what they love about our city and what they'd want to see changed.	5/18/2022 9:44 AM
18	Candidates who are focused on doing what's right for Gresham in total. Not on history making or superficial agendas like parks. We need a safe environment that is liveable. Candidates that are transparent in agenda and spending.	5/18/2022 2:15 AM
19	Can't get any easier than mail in ballots.	5/13/2022 10:19 PM
20	I voted. Leave the city charter alone.	5/13/2022 6:57 PM
21	...	5/13/2022 4:05 PM

### Q7 Right now, each City Councilor represents the entire City. It's possible to change this so that each Councilor represents the area of the city that they live in. Would you like this change?

Answered: 165 Skipped: 5



ANSWER CHOICES	AVERAGE NUMBER	TOTAL NUMBER	RESPONSES
	3	545	165
Total Respondents: 165			

#		DATE
1	4	11/29/2022 10:19 PM
2	3	10/23/2022 11:48 AM
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4	4	10/17/2022 11:11 AM
5	2	10/15/2022 6:49 AM
6	3	10/11/2022 11:40 PM
7	3	10/9/2022 11:51 AM
8	3	10/8/2022 3:40 PM
9	5	10/7/2022 12:46 PM
10	3	10/6/2022 8:13 AM
11	4	10/5/2022 9:06 PM
12	3	10/4/2022 5:41 PM
13	5	10/4/2022 9:09 AM
14	2	10/4/2022 1:20 AM
15	3	10/3/2022 6:54 PM
16	5	10/3/2022 10:22 AM
17	5	10/2/2022 2:12 PM
18	2	10/2/2022 11:24 AM

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21	1	10/1/2022 12:16 PM
22	1	10/1/2022 8:58 AM
23	4	9/30/2022 5:29 PM
24	3	9/30/2022 5:26 PM
25	1	9/30/2022 4:08 PM
26	5	9/30/2022 2:35 PM
27	3	9/30/2022 1:42 PM
28	5	9/25/2022 12:43 PM
29	1	9/21/2022 7:45 AM
30	5	8/22/2022 1:27 AM
31	1	8/21/2022 6:01 PM
32	5	8/21/2022 5:58 PM
33	5	8/21/2022 5:58 PM
34	1	8/21/2022 5:54 PM
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44	3	8/21/2022 4:49 PM
45	5	8/21/2022 4:31 PM
46	1	8/21/2022 4:06 PM
47	5	8/21/2022 3:53 PM
48	5	8/21/2022 3:47 PM
49	5	8/21/2022 3:41 PM
50	5	8/21/2022 3:33 PM
51	3	8/21/2022 3:24 PM
52	3	8/21/2022 3:12 PM
53	3	8/21/2022 3:02 PM
54	5	8/21/2022 2:51 PM
55	1	8/21/2022 2:41 PM
56	3	8/21/2022 2:17 PM

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58	1	8/20/2022 4:48 PM
59	5	8/18/2022 12:23 PM
60	3	8/18/2022 11:54 AM
61	1	8/5/2022 10:30 AM
62	3	7/31/2022 7:01 PM
63	1	7/31/2022 3:14 PM
64	5	7/27/2022 8:39 PM
65	5	7/21/2022 7:12 PM
66	1	7/20/2022 3:05 PM
67	3	7/19/2022 1:26 PM
68	3	7/19/2022 9:02 AM
69	1	7/11/2022 9:10 AM
70	5	7/10/2022 11:39 PM
71	3	7/9/2022 6:41 PM
72	3	7/9/2022 7:59 AM
73	3	7/8/2022 3:56 PM
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77	4	7/6/2022 10:40 AM
78	1	7/6/2022 7:47 AM
79	1	7/5/2022 8:26 PM
80	1	7/5/2022 1:35 PM
81	1	7/5/2022 12:29 PM
82	1	7/5/2022 7:15 AM
83	5	7/4/2022 9:54 PM
84	1	7/4/2022 9:33 PM
85	5	7/4/2022 7:52 PM
86	1	7/4/2022 11:21 AM
87	2	7/4/2022 8:56 AM
88	4	7/3/2022 6:47 PM
89	4	7/3/2022 10:26 AM
90	5	7/3/2022 7:33 AM
91	2	7/3/2022 7:23 AM
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94	3	7/2/2022 3:02 PM



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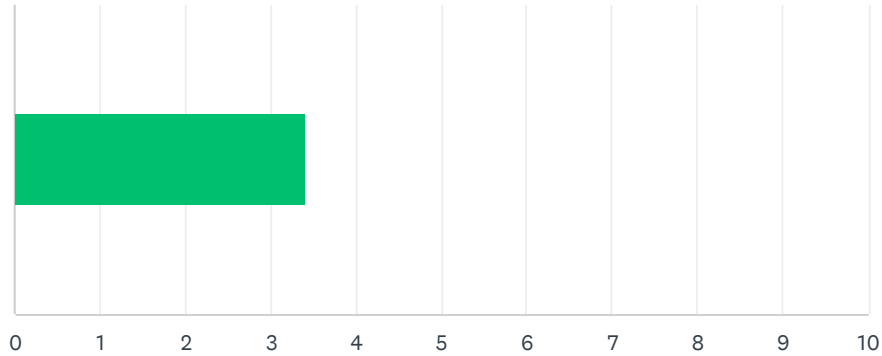
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102	5	6/28/2022 1:13 AM
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108	4	6/26/2022 10:09 AM
109	4	6/24/2022 4:22 PM
110	1	6/18/2022 8:46 AM
111	4	6/17/2022 4:41 PM
112	2	6/17/2022 2:58 PM
113	4	6/17/2022 9:47 AM
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124	5	5/24/2022 10:53 AM
125	5	5/24/2022 10:42 AM
126	2	5/24/2022 9:40 AM
127	3	5/24/2022 7:20 AM
128	3	5/23/2022 9:27 PM
129	4	5/23/2022 9:07 PM
130	5	5/23/2022 8:59 PM
131	4	5/23/2022 8:49 PM
132	4	5/23/2022 8:20 PM

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133	3	5/23/2022 7:21 PM
134	5	5/23/2022 5:01 PM
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136	5	5/23/2022 4:41 PM
137	3	5/23/2022 4:40 PM
138	5	5/22/2022 12:15 PM
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159	1	5/13/2022 6:57 PM
160	5	5/13/2022 5:18 PM
161	3	5/13/2022 4:05 PM
162	3	5/11/2022 3:07 PM
163	3	5/6/2022 7:02 PM
164	5	5/6/2022 6:33 PM
165	3	5/6/2022 6:30 PM

### Q8 Right now, you vote for one candidate. Would you prefer to vote by putting candidates in order of preference? (favorite to least favorite)

Answered: 155 Skipped: 15



ANSWER CHOICES	AVERAGE NUMBER	TOTAL NUMBER	RESPONSES
	3	529	155
Total Respondents: 155			

#		DATE
1	2	11/29/2022 10:19 PM
2	5	10/22/2022 8:28 PM
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4	1	10/15/2022 6:49 AM
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6	5	10/9/2022 11:51 AM
7	1	10/8/2022 3:40 PM
8	1	10/7/2022 12:46 PM
9	1	10/6/2022 8:13 AM
10	5	10/5/2022 9:06 PM
11	2	10/4/2022 5:41 PM
12	3	10/4/2022 9:09 AM
13	2	10/4/2022 1:20 AM
14	3	10/3/2022 6:54 PM
15	5	10/3/2022 10:22 AM
16	5	10/2/2022 2:12 PM
17	2	10/2/2022 11:24 AM
18	3	10/2/2022 10:15 AM
19	4	10/2/2022 9:33 AM

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89	4	7/2/2022 6:46 PM
90	5	7/2/2022 3:39 PM
91	2	7/2/2022 8:58 AM
92	3	7/1/2022 5:21 PM
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Charter review: Elections and voting system survey

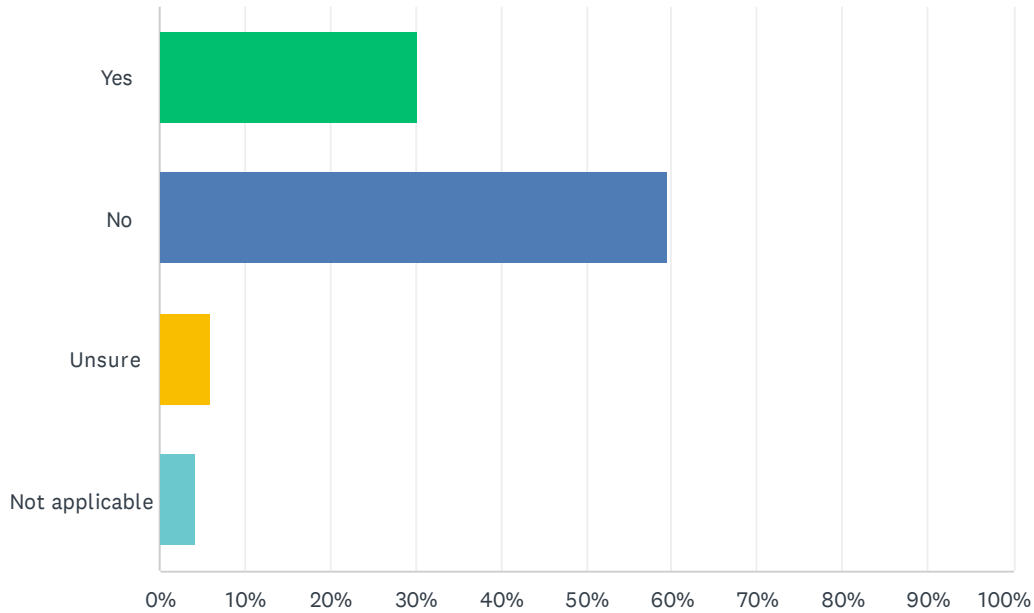
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101	1	6/26/2022 10:21 AM
102	4	6/26/2022 10:13 AM
103	4	6/26/2022 10:09 AM
104	3	6/24/2022 4:22 PM
105	1	6/18/2022 8:46 AM
106	4	6/17/2022 4:41 PM
107	2	6/17/2022 2:58 PM
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128	3	5/23/2022 4:41 PM
129	5	5/23/2022 4:40 PM
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133	3	5/18/2022 12:14 AM

Charter review: Elections and voting system survey

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140	1	5/17/2022 10:52 AM
141	2	5/17/2022 10:34 AM
142	3	5/16/2022 10:57 AM
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146	1	5/13/2022 10:19 PM
147	5	5/13/2022 8:12 PM
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153	5	5/6/2022 7:02 PM
154	4	5/6/2022 6:33 PM
155	1	5/6/2022 6:30 PM

## Q9 Have you ever voted for a candidate who wasn't your favorite because you didn't think the candidate you really wanted would win?

Answered: 168 Skipped: 2

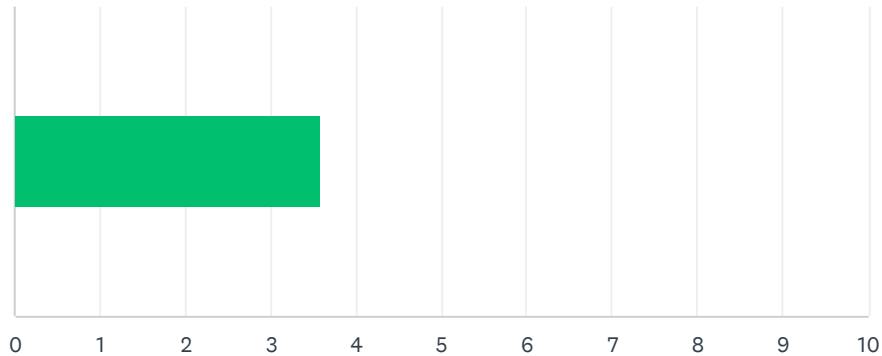


ANSWER CHOICES	RESPONSES	
Yes	30.36%	51
No	59.52%	100
Unsure	5.95%	10
Not applicable	4.17%	7
<b>TOTAL</b>		<b>168</b>



**Q10 Gresham's City Council has six Councilors. These Councilors are voted on by every voter in the City and they serve for four years. When someone is running for City Council, they win the election if they get more votes than the other people running. Do you think the way we elect Mayor and City Councilors is working?**

Answered: 166 Skipped: 4



ANSWER CHOICES	AVERAGE NUMBER	TOTAL NUMBER	RESPONSES
	4	596	166
Total Respondents: 166			

#		DATE
1	4	11/29/2022 10:19 PM
2	5	10/23/2022 11:48 AM
3	2	10/22/2022 8:28 PM
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Charter review: Elections and voting system survey

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Charter review: Elections and voting system survey

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Charter review: Elections and voting system survey

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Charter review: Elections and voting system survey

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166	3	5/6/2022 6:30 PM

## Q11 Please share why you feel this way.

Answered: 116 Skipped: 54

#	RESPONSES	DATE
1	The current method is a common practice for voting and seems to work. I don't see a reason to make things more complicated by changing the method of determining a winner.	11/29/2022 10:19 PM
2	The person with the most votes wins. To do it any other way could get someone who does not represent the majority. Besides it has worked for over 200 years!	10/23/2022 11:48 AM
3	More votes than others running can still be less than the majority depending on the vote split. Rank choice would allow people to more easily voice if they would choose anyone else over a certain candidate	10/22/2022 8:28 PM
4	I don't have enough information to form an opinion	10/9/2022 11:51 AM
5	I don't know these people. I just vote for the women first, then the man if like his name.	10/8/2022 3:40 PM
6	Because our votes get stolen and do not matter, it's all about government control.	10/7/2022 12:46 PM
7	Because it works, just change the city councilors into districts like the school board so everyone is actually represented!	10/4/2022 9:09 AM
8	There aren't a lot of people knocking down the door to run for city council. Fortunately, though we usually do have a choice of 2 or sometimes 3 candidates to choose from. Two issues with "districts" is: 1) enough candidates within a district to run and 2) Would the vote be city wide (districts 2,3,4) also voting for a candidate in district 1? Regarding city wide voting, would we have enough candidates to warrant "ranked choice voting"? Which is one option I believe you are researching. Which for a city wide election I would be willing to give it a chance.	10/3/2022 6:54 PM
9	We definitely need wards. Having only at-large councilors does not allow certain areas of the city to have representation. I want to know that my councilor is a part of my neighborhood and representing the specific people in my neighborhood and working to ensure that underrepresented/underfunded areas get the support they need. Additionally rank choice voting is the way we need to moving. It is a more accurate way to elect people.	10/3/2022 10:22 AM
10	Not enough time here yet	10/2/2022 2:12 PM
11	What is more democratic than those that get the most votes wins?	10/2/2022 11:24 AM
12	Splitting the city into areas with candidates being elected by those constituents can too easily turn to the situation we currently have in heavily gerrymandered states. That's not working well as a model for elections.	10/1/2022 2:14 PM
13	Just makes sense to me	10/1/2022 12:16 PM
14	If they get the most votes honestly they should win	9/30/2022 8:43 PM
15	I'm interested in exploring other options for voting.	9/30/2022 5:29 PM
16	I think the two candidates with the highest vote totals should compete in a runoff if nobody originally gets over 50%.	9/30/2022 5:26 PM
17	It's the most democratic way.	9/30/2022 4:08 PM
18	There should be more Councilors to better represent Gresham for how populous the city is; I would recommend around 55. I also think that there needs to be multi-member districts with ranked ballots (single transferable vote method using the Droop quota with Robson Rotation) so that results are more proportional to the true wishes of the electorate. With 55 councilors, Gresham could have 11 5-member districts elected in this way.	9/25/2022 12:43 PM
19	That's how voting works.	9/21/2022 7:45 AM
20	It's the best way to practice democracy to the voter and to the candidates	8/22/2022 1:27 AM

## Charter review: Elections and voting system survey

21	Final decision is from one person.	8/21/2022 6:01 PM
22	It only favour few, mostly the majority win.	8/21/2022 5:58 PM
23	This is because the one who have won election is given the chance to lead.	8/21/2022 5:58 PM
24	Decision are make faster and easily.	8/21/2022 5:54 PM
25	Interest of majority are heard.	8/21/2022 5:50 PM
26	It discourages participation of everyone	8/21/2022 5:45 PM
27	Because councillor with majority of people are allowed to have the leadership.	8/21/2022 5:43 PM
28	Rules comes from on person	8/21/2022 5:41 PM
29	It provides thorough representation of the general public.	8/21/2022 5:37 PM
30	Its fairly working but at a cost	8/21/2022 5:31 PM
31	Because by the end of the day the work they do to the people is what matter	8/21/2022 5:28 PM
32	The majority still rules at the expense of the minority.	8/21/2022 5:22 PM
33	It simplifies the decision making process	8/21/2022 5:15 PM
34	Some areas in the city of gresham are left out in terms of distribution of resources due to poor governance.	8/21/2022 4:49 PM
35	Every type of representation is good as along as leaders execute theirs chores.	8/21/2022 4:31 PM
36	It's good to have one councilor to ensure rules comes from them.	8/21/2022 4:06 PM
37	I prever should specialise on the areas they feel they know well.	8/21/2022 3:53 PM
38	It enhances a peaceful city.	8/21/2022 3:47 PM
39	Democracy is the best way to rule a city.	8/21/2022 3:41 PM
40	I guess as long as the representative are carrying on their duties, there is nothing to fear	8/21/2022 3:33 PM
41	I feel in both representation as long as leaders are working, the city will be fine	8/21/2022 3:24 PM
42	I feel its good because having power from different areas make it difficult for policy to be passed	8/21/2022 3:12 PM
43	I think when leadership is split into small manageable areas, leaders will be given enough energy to concentrate on problems affecting the area.	8/21/2022 3:02 PM
44	Unavailability of some leaders after election.	8/21/2022 2:51 PM
45	I prefer a leaders should be chosen on where they live because they understand the needs of people around them.	8/21/2022 2:41 PM
46	Because if the majority chooses a particular person, that mean he/she has leadership skills	8/21/2022 2:17 PM
47	It's the only transparent way	8/21/2022 1:46 PM
48	They are able to concentrate on the needs of a certain city than overall	8/18/2022 12:23 PM
49	Yes, majority wins	8/18/2022 11:54 AM
50	I think the winner should receive the majority of the votes (at least 51%)	8/5/2022 10:30 AM
51	I'm happy with the direction Gresham is taking.	7/31/2022 7:01 PM
52	It is the fairest way to represent Gresham.	7/31/2022 3:14 PM
53	The councilors should reflect the communities they represent. They should live in the community and know the issues their constituents are concerned about.	7/21/2022 7:12 PM
54	I see a growing diversity and I value this.	7/20/2022 3:05 PM
55	I would like them to have won a majority of votes. If they need to do this they may feel they must be broader & more tolerant of the views of their constituents.	7/19/2022 1:26 PM

## Charter review: Elections and voting system survey

56	I like the idea of ranking systems	7/19/2022 9:02 AM
57	See my answer to question 4	7/10/2022 10:14 AM
58	I don't know the history.	7/9/2022 6:41 PM
59	I think whoever gets the most votes wins in local elections.	7/9/2022 7:59 AM
60	majority wins works	7/8/2022 2:56 PM
61	I believe a true popular vote, and a majority is important in elections.	7/6/2022 6:35 PM
62	my vote counts	7/6/2022 7:47 AM
63	The one with the most votes should win. The voting should be in person in private voting booths like in the past. I also would like to see the votes counted and tallied by back ground screened individuals who live in Gresham who want to volunteer their time counting and tallying ballots.	7/5/2022 8:26 PM
64	Yes, this works as long as voters are not "bought". You have enough money now days, you can win any election you want. Not sure how to fix that.	7/5/2022 1:35 PM
65	Under the current system I can vote for all 7 over a two year period. The system works and should not be changed . All 7 make decisions that affect me therefore I want a voice in who they are. Voters have to do their part and be well informed. Remember .... any time you change the rules, the Devil is in the details. If a Councilor is elected to represent 1 district but the district boundaries change because of population shifts does that Councilor still represent that district even though he no longer lives in the district?	7/5/2022 12:29 PM
66	I want all the councilors and mayor to represent all the people I think if you break this down and they only rep a small area we get less representation. These new ways of voting that portland is talking about is horrible. It's not for Gresham	7/5/2022 7:15 AM
67	That is the standard procedure for voting.	7/4/2022 9:54 PM
68	I have no problem with the way we elect our Councilors.	7/4/2022 9:33 PM
69	all votes should count. WE like our choices in each indiv race Leave well enough alone	7/4/2022 7:52 PM
70	Ranked choice voting would be Gresham's best option.	7/4/2022 8:56 AM
71	I'm not sure whether it's working or not. What is the criteria for "working"?	7/3/2022 6:47 PM
72	Would like to see candidates explain why they feel they would be a good Gresham representative, what they intend to accomplish and how they expect to communicate with their constituents	7/3/2022 7:23 AM
73	This seems like a logical and efficient system.	7/2/2022 6:46 PM
74	I've only lived here two years,so still sizing things up	7/2/2022 3:39 PM
75	I'm not familiar enough yet to know if it's working.	7/1/2022 5:21 PM
76	When the city makes a spectacular improvement my view will change.	6/29/2022 8:38 AM
77	I would like us to move towards rank choice voting	6/28/2022 1:13 AM
78	Again, we don't know the same information for all candidates	6/27/2022 12:13 PM
79	In theory, people vote for the candidate they feel will do the best in that job, given their education, experience, and examples of their previous work. I'm not sure how to achieve the best results any other way.	6/26/2022 1:17 PM
80	I would prefer that winners have to represent a majority and not just one faction.	6/26/2022 10:32 AM
81	I want all the councilors to represent all people.	6/26/2022 10:21 AM
82	I voted for one candidate because I felt strongly that I did NOT want another candidate to win, and I felt that my favorite candidate did not have a chance, but I would sacrifice my vote for my favorite candidate to vote for someone who had a chance to win, in order to keep the wrong person out of office.	6/26/2022 10:13 AM
83	A lot of people that actually vote don't seem to care about local elections. Only the big ones.	6/26/2022 10:09 AM



## Charter review: Elections and voting system survey

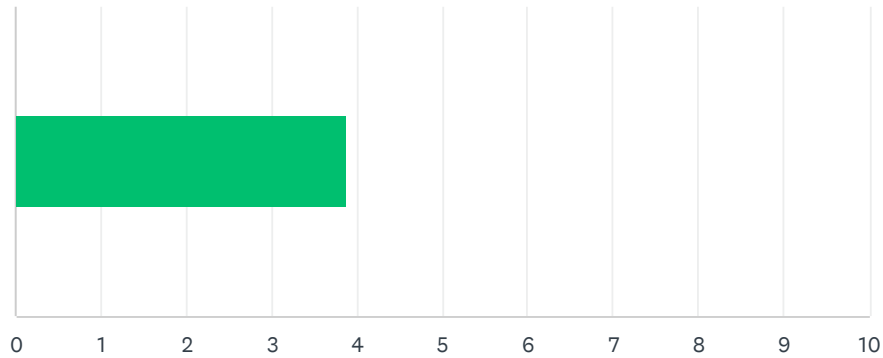
84	Makes sense	6/24/2022 4:22 PM
85	Of course that's how it works. The person with the most votes, wins. Simple really. What are you even asking here?	6/18/2022 8:46 AM
86	Gresham is not nearly large enough to need separate councilors to represent different "wards". Dividing that way would be ..... divisive.	6/17/2022 2:58 PM
87	I feel if you rank vote, then the win by plurality makes sense for the top 3 or 6 vote getters. If multiple candidates, then having majority support over 50% will at least represent the majority. However, plurality voting does make it so that every vote really does matter.	6/17/2022 9:47 AM
88	Voters recently chose to elect a very diverse City council so the system worked. ***However, candidate financial spending limits should be a priority and a change that would level and open the playing field.	6/8/2022 7:51 AM
89	I think we should break the City into sections, as the school board does, and vote for counselors from areas where we live. Some areas are overrepresented and others not at all, which is not really how we should be operating.	6/5/2022 11:32 AM
90	Would prefer ranked-choice voting	5/26/2022 11:51 AM
91	I'm not sure that there's another viable (and legal) method.	5/24/2022 2:44 PM
92	It is how a democratic election is supposed to work- the person with the most votes wins.	5/24/2022 12:21 PM
93	The person on the Council from my area lives in Persimmon. That's a world away from the residents on the other side of the Butte.	5/24/2022 10:53 AM
94	There are times when certain areas of the City are more heavily represented. Districts would provide representation for all citizens.	5/24/2022 10:42 AM
95	Still not sure about that	5/24/2022 7:20 AM
96	Because it's the way it should be! EXCEPT in the case of this last election where a councilor was running for Mayor! Had he won there would have been an empty seat to fill. If a councilor with time left in their term wants to run for another office that will require them to vacate their councilor position. They should have to vacate that councilor position ahead of the election. And that councilor seat open for candidates during that election!	5/23/2022 8:59 PM
97	It's not the best but could be worse. Ranked choice voting would be better.	5/23/2022 8:20 PM
98	I am not sure how changing the current process would improve anything. I do believe having council members elected from specific areas of the city would improve the balance of ideas and program.	5/22/2022 12:15 PM
99	The popular and wealthy candidates have a sizable advantage. I'm afraid our city doesn't have enough moderate bridges between the parties. Who voices the needs of the Green Party? Libertarians? Immigrant families? I think we need more councilors and that the playing field needs to be made more equitable.	5/18/2022 9:44 AM
100	I feel that whoever gets the most votes wins.	5/17/2022 4:15 PM
101	I believe it's an equal representation. We need to vote in districts within the city so we can actually have a representative that's going to be for our portion of the city	5/17/2022 1:24 PM
102	There could be a run-off if two candidates are within, say 3-5%, of each other.	5/17/2022 1:00 PM
103	Because it seems to be the fairest way.	5/17/2022 12:05 PM
104	It seems like most of the candidates are clones of one another. We need people that represent both the political left and right!	5/17/2022 11:50 AM
105	Chronic low voter turnout. A small percentage of people are electing the mayor and city councilors but that can be true in any election	5/17/2022 10:52 AM
106	If there are 3 open seats, the top three candidates should each get a seat. Are the candidates still required to run for one seat?	5/16/2022 10:57 AM
107	Plurality is a fair way.	5/16/2022 1:11 AM

## Charter review: Elections and voting system survey

108	We should break up the city into zones and vote that way, like the school board.	5/16/2022 12:00 AM
109	Keep it simple Stupid!	5/14/2022 4:43 AM
110	There should be a primary. If no one wins more than 50% of the vote, there should be a run-off election in November so that the person serving as councilor actually represents Gresham citizens.	5/13/2022 10:19 PM
111	They don't represent the city as a whole, and aren't accountable.	5/13/2022 7:21 PM
112	I don't want any changes in the city charter. We don't need districts. Stop bankrupting the community with higher fees and taxes. Get rid of Eddy Morales & Dina, DiNucci this will create a beautiful day in the city.	5/13/2022 6:57 PM
113	Frequently, the Mayor and many of the City Councilors are elected by less than 50% of the voters. When this occurs, the winners have no mandate to make changes in City governance and represent rule by a minority of the voters.	5/13/2022 5:18 PM
114	They should have to get more votes	5/11/2022 3:07 PM
115	I don't see anything wrong with the current way things are run	5/6/2022 7:02 PM
116	Don't know much about the process	5/6/2022 6:33 PM

## Q12 Do you feel like your vote for city council shapes City policies and decisions that affect your life?

Answered: 165 Skipped: 5



ANSWER CHOICES	AVERAGE NUMBER	TOTAL NUMBER	RESPONSES
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Total Respondents: 165			

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32	5	8/22/2022 1:27 AM
33	4	8/21/2022 6:01 PM
34	5	8/21/2022 5:58 PM
35	5	8/21/2022 5:58 PM
36	5	8/21/2022 5:54 PM
37	5	8/21/2022 5:50 PM
38	4	8/21/2022 5:45 PM
39	5	8/21/2022 5:43 PM
40	5	8/21/2022 5:41 PM
41	5	8/21/2022 5:37 PM
42	5	8/21/2022 5:31 PM
43	1	8/21/2022 5:28 PM
44	5	8/21/2022 5:22 PM
45	4	8/21/2022 5:15 PM
46	5	8/21/2022 4:49 PM
47	5	8/21/2022 4:31 PM
48	5	8/21/2022 4:06 PM
49	5	8/21/2022 3:53 PM
50	5	8/21/2022 3:47 PM
51	4	8/21/2022 3:41 PM
52	5	8/21/2022 3:33 PM
53	4	8/21/2022 3:24 PM
54	5	8/21/2022 3:12 PM
55	5	8/21/2022 3:02 PM
56	5	8/21/2022 2:51 PM
57	5	8/21/2022 2:41 PM

Charter review: Elections and voting system survey

58	5	8/21/2022 2:17 PM
59	5	8/21/2022 1:46 PM
60	5	8/20/2022 4:48 PM
61	3	8/18/2022 12:23 PM
62	3	8/18/2022 11:54 AM
63	5	8/5/2022 10:30 AM
64	5	7/31/2022 7:01 PM
65	5	7/31/2022 3:14 PM
66	4	7/27/2022 8:39 PM
67	2	7/21/2022 7:12 PM
68	5	7/20/2022 3:05 PM
69	4	7/19/2022 1:26 PM
70	5	7/19/2022 9:02 AM
71	4	7/11/2022 9:10 AM
72	3	7/10/2022 11:39 PM
73	5	7/10/2022 10:14 AM
74	3	7/9/2022 6:41 PM
75	3	7/9/2022 7:59 AM
76	5	7/8/2022 3:56 PM
77	3	7/8/2022 2:56 PM
78	5	7/8/2022 2:01 PM
79	4	7/6/2022 6:35 PM
80	4	7/6/2022 10:40 AM
81	4	7/6/2022 7:47 AM
82	3	7/5/2022 8:26 PM
83	5	7/5/2022 1:35 PM
84	5	7/5/2022 12:29 PM
85	5	7/5/2022 7:15 AM
86	1	7/4/2022 9:54 PM
87	5	7/4/2022 9:33 PM
88	5	7/4/2022 11:21 AM
89	3	7/4/2022 8:56 AM
90	3	7/3/2022 6:47 PM
91	2	7/3/2022 10:26 AM
92	3	7/3/2022 7:33 AM
93	4	7/3/2022 7:23 AM
94	3	7/2/2022 6:46 PM
95	3	7/2/2022 3:39 PM

Charter review: Elections and voting system survey

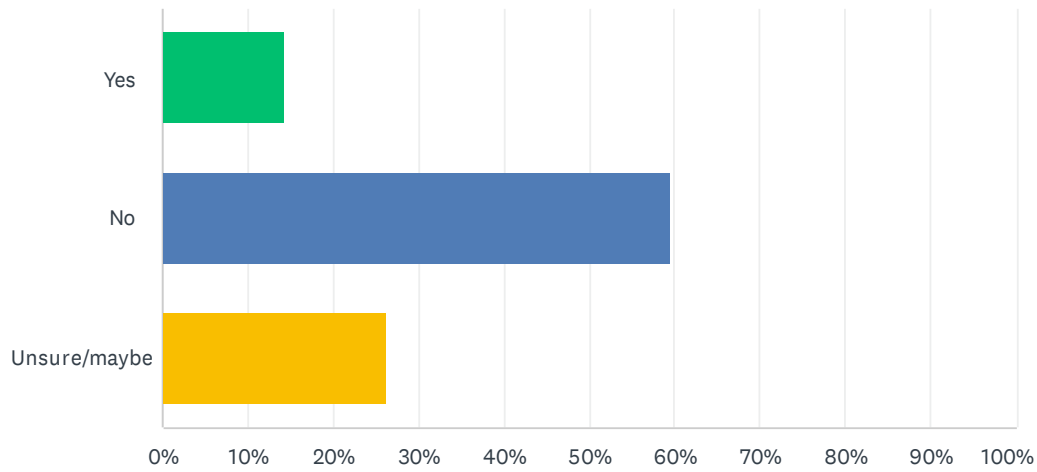
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101	3	7/1/2022 2:57 PM
102	3	6/29/2022 3:45 PM
103	3	6/29/2022 8:38 AM
104	4	6/28/2022 1:13 AM
105	3	6/26/2022 1:17 PM
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109	3	6/24/2022 4:22 PM
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111	3	6/17/2022 4:41 PM
112	5	6/17/2022 2:58 PM
113	3	6/17/2022 9:47 AM
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115	3	6/10/2022 10:29 PM
116	4	6/8/2022 7:51 AM
117	3	6/7/2022 4:04 PM
118	3	6/5/2022 11:32 AM
119	5	5/26/2022 11:51 AM
120	4	5/26/2022 10:11 AM
121	5	5/25/2022 4:23 PM
122	4	5/24/2022 2:44 PM
123	5	5/24/2022 12:21 PM
124	2	5/24/2022 10:53 AM
125	5	5/24/2022 10:42 AM
126	5	5/24/2022 9:40 AM
127	3	5/24/2022 7:20 AM
128	3	5/23/2022 9:27 PM
129	3	5/23/2022 9:07 PM
130	4	5/23/2022 8:59 PM
131	3	5/23/2022 8:49 PM
132	1	5/23/2022 7:21 PM
133	3	5/23/2022 5:01 PM

Charter review: Elections and voting system survey

134	4	5/23/2022 5:01 PM
135	4	5/23/2022 4:41 PM
136	3	5/23/2022 4:40 PM
137	5	5/22/2022 12:15 PM
138	4	5/22/2022 8:20 AM
139	5	5/18/2022 9:44 AM
140	3	5/18/2022 2:15 AM
141	3	5/18/2022 12:14 AM
142	3	5/17/2022 6:05 PM
143	3	5/17/2022 4:15 PM
144	5	5/17/2022 1:24 PM
145	5	5/17/2022 1:00 PM
146	2	5/17/2022 12:05 PM
147	1	5/17/2022 11:50 AM
148	5	5/17/2022 10:52 AM
149	4	5/17/2022 10:34 AM
150	3	5/16/2022 10:57 AM
151	5	5/16/2022 1:11 AM
152	3	5/16/2022 12:00 AM
153	4	5/14/2022 8:22 AM
154	5	5/14/2022 4:43 AM
155	2	5/13/2022 10:19 PM
156	4	5/13/2022 8:12 PM
157	3	5/13/2022 7:21 PM
158	1	5/13/2022 6:57 PM
159	3	5/13/2022 5:53 PM
160	1	5/13/2022 5:18 PM
161	5	5/13/2022 4:05 PM
162	4	5/11/2022 3:07 PM
163	3	5/6/2022 7:02 PM
164	5	5/6/2022 6:33 PM
165	1	5/6/2022 6:30 PM

## Q13 Would you ever be interested in running for Council?

Answered: 168 Skipped: 2

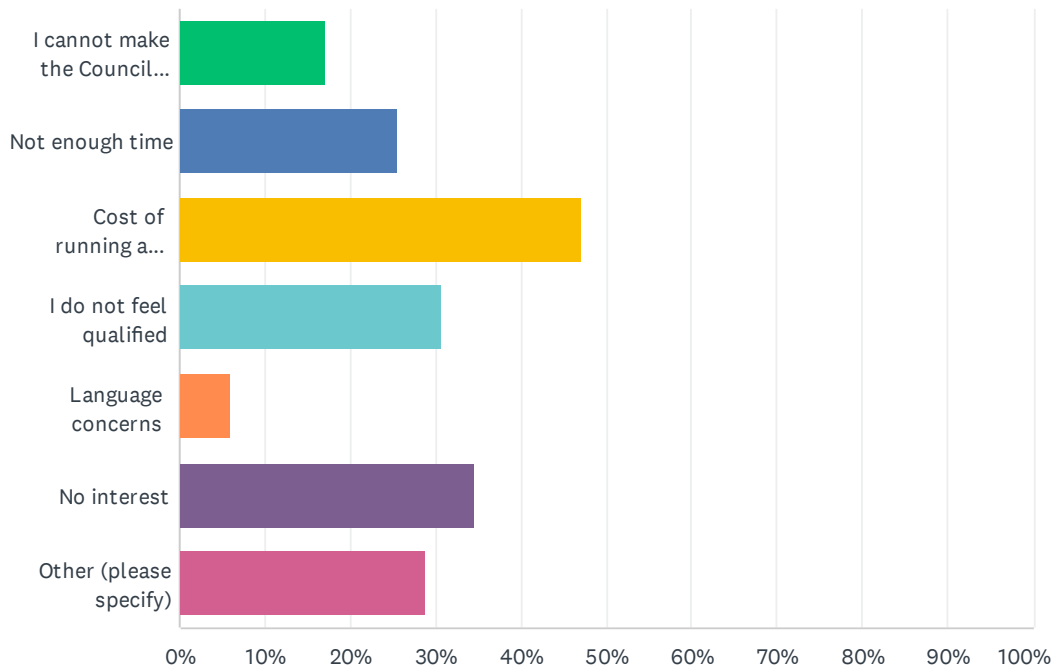


ANSWER CHOICES	RESPONSES	
Yes	14.29%	24
No	59.52%	100
Unsure/maybe	26.19%	44
<b>TOTAL</b>		<b>168</b>



### Q14 If you selected no or unsure, why? (Select all that apply)

Answered: 153 Skipped: 17



ANSWER CHOICES	RESPONSES	
I cannot make the Council meeting times, due to work or family	16.99%	26
Not enough time	25.49%	39
Cost of running a campaign	47.06%	72
I do not feel qualified	30.72%	47
Language concerns	5.88%	9
No interest	34.64%	53
Other (please specify)	28.76%	44
Total Respondents: 153		

#	OTHER (PLEASE SPECIFY)	DATE
1	75 years old. 5 heart operations. Alot of my get up go has got up and went.	10/23/2022 11:48 AM
2	It's expensive, time consuming, and so I'd probably divide the vote with other candidates running so someone else we all don't like wins	10/11/2022 11:40 PM
3	Threat of vitriol/violence toward elected officials	10/5/2022 9:06 PM
4	I worked 34 1/2 years making stressful, sometimes difficult decisions and enjoy the freedom of mentally relaxing now. I am and have been involved in several levels of church operations so my plate is fairly full. I do not have the demeanor nor patience to deal with the politics and bureaucracy, and "legaleze" of government.	10/3/2022 6:54 PM

## Charter review: Elections and voting system survey

5	Still feel relatively new here and would like to learn more about the history of our communities and be more connected to residents	10/3/2022 10:22 AM
6	Too introverted	10/2/2022 9:33 AM
7	Sadly I'm too old. Certainly old enough to have an opinion, but too old to hold office.	10/1/2022 2:14 PM
8	Councilors are under appreciated	10/1/2022 8:58 AM
9	Too old.	9/30/2022 5:26 PM
10	I don't understand the budget stuff.	9/30/2022 4:08 PM
11	This city only cares about black or brown. Not in the most qualified person	9/30/2022 1:42 PM
12	NA	8/22/2022 1:27 AM
13	Because I am ready to support those with the same values as me by voting.	8/21/2022 5:58 PM
14	Nil	8/21/2022 5:45 PM
15	Not applicable	8/21/2022 5:31 PM
16	NA	8/21/2022 1:46 PM
17	I don't want to use my time this way.	7/20/2022 3:05 PM
18	I am 82 years old with health issues. Would not be fair to the City or me.	7/10/2022 10:14 AM
19	Mobility challenged (stairs, pavement, distances etc). Gresham needs to be more considerate of handicapped people.	7/5/2022 12:29 PM
20	I vote for the peephole I think will represent my values and then I let them do the work and I go on with my life. Less government is best.	7/5/2022 7:15 AM
21	I don't care to have a high profile position.	7/4/2022 9:54 PM
22	I like being behind those that are running and helping them and have been active in attending council meetings for years , and have a better attendance record than some on council	7/4/2022 7:52 PM
23	I have other priorities in my life right now, and I don't think this is in my wheelhouse.	7/3/2022 6:47 PM
24	People would probably think I'm too old at 71	7/1/2022 5:21 PM
25	I'm relatively new to the city still and would want to spend more time here	6/28/2022 1:13 AM
26	Too old. The young people who have to live with the consequences should run things. For me 40-50 is young.	6/26/2022 10:32 AM
27	I feel like I could bring a different voice to the table, but I don't know if that is a good or bad thing. I'm not educated, I'm working class, I have only lived in Gresham 6 years but I plan to stay the rest of my life.	6/26/2022 10:13 AM
28	Not familiar what the Council does and how much responsibility and fear of failure	6/17/2022 4:41 PM
29	Politics seem interest based driven agendas and dividing for the community at-large. If I ran, I'd be interested in serving the needs of my specific area/district to keep it focused and representative of my area of the city and our unique challenges and needs.	6/17/2022 9:47 AM
30	Would be more inclined to do so I could represent my District/geographical area	6/8/2022 7:51 AM
31	I am old and white. We need younger people from more varied backgrounds making the decisions.	5/26/2022 11:51 AM
32	I've previously run for Council unsuccessfully. A successful at-large campaigns across the entire city is expensive and difficult, and favors well-organized groups.	5/26/2022 10:11 AM
33	Not sure how effective I would be, as my voice might be in the minority opinion in a large number of issues, some of which do not lend themselves to compromise, which is needed to make the council less fractured, and more effective.	5/24/2022 12:21 PM
34	Don't want to be harrassed.	5/24/2022 10:53 AM
35	This is not my Lane	5/24/2022 7:20 AM

## Charter review: Elections and voting system survey

36	Do not want to be the public scrutiny of office	5/23/2022 9:27 PM
37	My age and health would not allow me to give as much time and energy I believe these position require.	5/22/2022 12:15 PM
38	Politics instead of transparency runs too rampant in city government. Any suggestions made have not been given consideration. We need practical people with common sense. City codes are nonsensical, spending is not transparent, our streets have barriers to people crossing the street.	5/18/2022 2:15 AM
39	My age)84)	5/18/2022 12:14 AM
40	In this day and age it seems like there's so many people that are unhappy with everything and I'm sure a person like me has relatively strong opinions but views and listens to other views I don't know he's like a tough position that is virtually unpleasable by our Citizens.	5/17/2022 1:24 PM
41	Age	5/17/2022 10:52 AM
42	too old	5/14/2022 4:43 AM
43	We need a more conservative council board.	5/13/2022 6:57 PM
44	The cost of running a city-wide campaign is both very daunting and expensive. It requires a strong campaign organization to pull together a winning effort. That is way beyond what I or most residents of Gresham can even imagine.	5/13/2022 5:18 PM

## Q15 Is there anything else you'd like the Charter Review Committee to know about your experience with City elections?

Answered: 83 Skipped: 87

#	RESPONSES	DATE
1	No.	11/29/2022 10:19 PM
2	I like dropping the ballot off at the library. Or the parking lot big metal ballot box. Nice and secure. I like mail-in voting too. I like receiving my ballot in mail.	10/8/2022 3:40 PM
3	Most of the time the KISS (Keep It Simple Stupid) theory is best to go with. Keep the elections as they are? Ranked choice voting is very confusing to the general public. IF it is decided to change to "ranked choice" voting, then do ALL elections for councilors, mayor, and other elected officials that way. For example: Alaska's primary and special election. Alaska has open primaries. Both elections were held at the same time with the same candidates but one was the traditional "plurality of vote" and the other under "ranked choice" rules. Too confusing. Do one or the other.	10/3/2022 6:54 PM
4	Voting by mail is safe, secure, and equitable to all individuals	10/2/2022 2:12 PM
5	No	10/2/2022 11:24 AM
6	We need more POC representing our diverse population, but I'm white, so I didn't pick "people who look like me" Mr. Morales is great.	10/2/2022 9:33 AM
7	I'd like to know why this is a problem. Is there something wrong with our safe and secure election process?	10/1/2022 2:14 PM
8	No	10/1/2022 12:16 PM
9	Would having each councilor represent the area they live in attract more interest in running? I suspect it might...which would be a good thing.	9/30/2022 5:29 PM
10	No	9/30/2022 5:26 PM
11	I do not like the idea of each area having a rep because how would you define areas? Also, then that person would only care about their area & not the city as a whole.	9/30/2022 4:08 PM
12	no	9/21/2022 7:45 AM
13	NA	8/22/2022 1:27 AM
14	No	8/21/2022 6:01 PM
15	Change the form Of governance.	8/21/2022 5:58 PM
16	No	8/21/2022 5:58 PM
17	Non	8/21/2022 5:54 PM
18	Improve on polling Station.	8/21/2022 5:50 PM
19	No	8/21/2022 5:45 PM
20	No	8/21/2022 5:43 PM
21	Lower age limit for voters	8/21/2022 5:41 PM
22	No	8/21/2022 5:37 PM
23	No	8/21/2022 5:31 PM
24	No	8/21/2022 5:28 PM
25	The government should change the form Of government	8/21/2022 5:22 PM

## Charter review: Elections and voting system survey

26	Involve citizen in election preparations	8/21/2022 5:15 PM
27	No	8/21/2022 4:49 PM
28	Prepare electrol bodies adequately before elections	8/21/2022 4:31 PM
29	Be held after 2years	8/21/2022 4:06 PM
30	No	8/21/2022 3:53 PM
31	Work on election rigging.	8/21/2022 3:47 PM
32	Educate citizens on electoral process before holding elections.	8/21/2022 3:41 PM
33	No	8/21/2022 3:24 PM
34	Corruptions should be dealt with in election time.	8/21/2022 3:12 PM
35	Voting challenges should be solved	8/21/2022 3:02 PM
36	I would prefer each councilor to represent an area rather than an entire city.	8/21/2022 2:51 PM
37	No	8/21/2022 2:41 PM
38	No for now.	8/21/2022 2:17 PM
39	No	8/21/2022 1:46 PM
40	Elections should be held after 2years	8/18/2022 12:23 PM
41	No	8/18/2022 11:54 AM
42	Publish the charter	8/5/2022 10:30 AM
43	More emphasis/promotion of debates between candidates.	7/27/2022 8:39 PM
44	Move the council election process towards representing local communities	7/21/2022 7:12 PM
45	No.	7/20/2022 3:05 PM
46	See my answers above.	7/10/2022 10:14 AM
47	We moved to Gresham from Portland last November. The mayor and city council let Portland be destroyed by rioters and stopped holding criminals accountable for breaking the law. Don't want that to happen to Gresham.	7/9/2022 7:59 AM
48	rank choice voting	7/8/2022 2:56 PM
49	No	7/5/2022 8:26 PM
50	Vetting the candicates, back ground checks and the like so we don't get people buying their way into our community making decisions for us that are not invested here!!	7/5/2022 1:35 PM
51	City elections are supervised by Multnomah County Elections personnel. Eric Sample and Tim Scott are extremely qualified and run FAIR elections .... they bend over backwards to help inexperienced voters so their vote will count.	7/5/2022 12:29 PM
52	Make the councilors show up to the meetings in person and stay off their phones in the meetings.	7/5/2022 7:15 AM
53	No	7/4/2022 9:54 PM
54	By pushing redistricting you are taking away the voters rights to select ALL of the most experienced and qualified! Our Councilors over the years have always had the best interests of all of our communities and Rockwood has received billions of dollars. Tell President Morales that they are not "Unrepresented and Underserved"!	7/4/2022 9:33 PM
55	how about working on real issues concerning the city and having real business people/ owners on the charter review because there are no business people / owners on current charter review due to some current council bias	7/4/2022 7:52 PM
56	My experience is fine. Please don't change the mail in ballots system. Ranked choice is the fairest system we can take for the future.	7/4/2022 8:56 AM

## Charter review: Elections and voting system survey

57	No.	7/3/2022 6:47 PM
58	I think they are fair, none candidates have to canvas the whole city which is educational and gives candidates a better perspective vs. if there were districts.	7/3/2022 7:33 AM
59	Nnone	7/2/2022 3:39 PM
60	How is the charter review board elected. Who can be on this committee?	7/1/2022 5:21 PM
61	Nope	7/1/2022 4:29 PM
62	The charter review committee does not represent the people of gresham. This committee was stacked by the liberal 4 councilors that always vote together. So maybe that system is what needs to be changed.	6/26/2022 10:21 AM
63	I volunteered on a city councilor and the mayor campaign.	6/26/2022 10:13 AM
64	As far as i can tell it's a uniparty. There's not much push or pull. Everyone just agrees. At least from the outside it seems that way.	6/26/2022 10:09 AM
65	No	6/24/2022 4:22 PM
66	Unfortunately, the wording of some questions seem slanted and appears the Committee has decided there are problems/issues in voting rather than asking IF people have problems and if so then ask for more specifics.	6/8/2022 7:51 AM
67	Would love for us to get to know our constituents better and for them to get know us and the real us that have been oppressed and marginalized for the past few years in Gresham.	6/7/2022 4:04 PM
68	Do we really need to pay city counselors? What is the City doing to stop the surge in housing prices? What is the City doing about truly AFFORDABLE housing options? What is the City doing to help make sure our schools are FULLY funded? What is the plan for the repair and upkeep of our infrastructure (roads and bridges)? What is the City doing to make sure businesses that move here actually PAY their fair share in taxes?	6/5/2022 11:32 AM
69	no	5/26/2022 11:51 AM
70	No.	5/24/2022 2:44 PM
71	Voting is easy, but the candidates don't generally reflect my interests.	5/24/2022 10:53 AM
72	Making sure there are more investment into what the community wants oncecommunit wants	5/24/2022 7:20 AM
73	Make sure local election results get published!	5/23/2022 5:01 PM
74	I know in the past when there were council areas/districts there was a big issue with garnering candidates for all of the races. I could foresee that issue in the future if the city went back to districts.	5/23/2022 4:40 PM
75	I think anyone with a library card from Gresham should be able to vote in Gresham. There are so many hard working folks who live here that aren't technically citizens, but are paying taxes and contributing members of society. Many of them work harder than I do to stay engaged, which is a lot! I wish they could have their voices heard.	5/18/2022 9:44 AM
76	who decides who gets to be on this committee?	5/18/2022 2:15 AM
77	No	5/17/2022 1:00 PM
78	no	5/16/2022 1:11 AM
79	The system feels broken. I don't have enough money to run but I care deeply about the issues. I am worried about racism in our city and the impacts on my family.	5/13/2022 8:12 PM
80	Very cut throat cause city wide. Too much for a candidate to canvass entire city.	5/13/2022 7:21 PM
81	Leave the city charter the way it is and go home. We don't need districts, we don't need the rich, the churches, business, non-profits to rule the neighborhood. We don't need to group each ethnic race together in a district so some political person can be king of the neighborhood.	5/13/2022 6:57 PM
82	I would like to see City Councilors elected by Districts with candidates from those Districts. This would significantly reduce the expense of running and the need for an experienced	5/13/2022 5:18 PM

## Charter review: Elections and voting system survey

campaign team. I would like to be able to rank the candidates using some type of different voting system.

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83	No	5/6/2022 6:33 PM
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## Q16 If you would like to receive periodic updates on the Charter Review Committee’s work, please include an email below.

Answered: 77 Skipped: 93

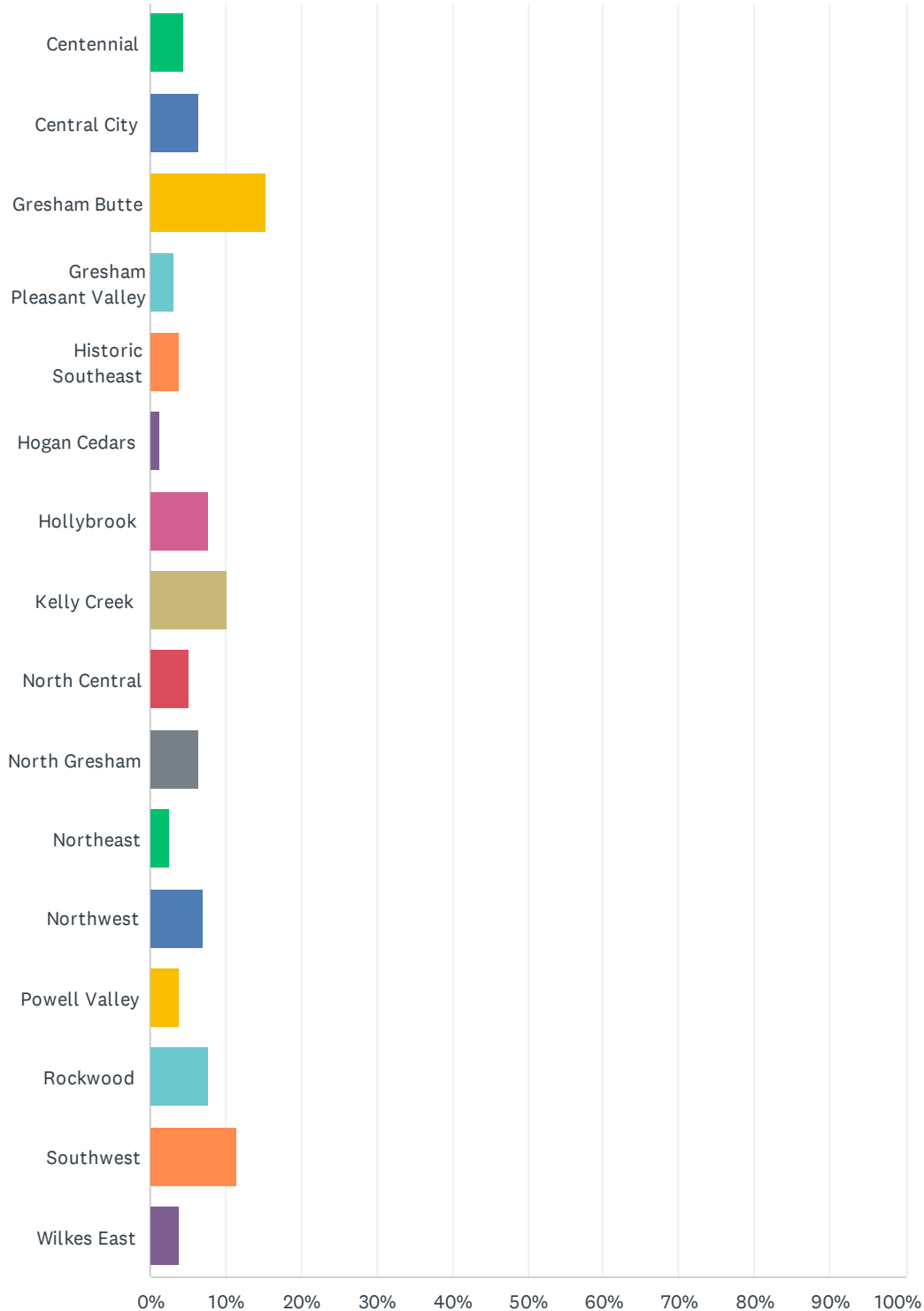
ANSWER CHOICES	RESPONSES	
Name	0.00%	0
Company	0.00%	0
Address	0.00%	0
Address 2	0.00%	0
City/Town	0.00%	0
State/Province	0.00%	0
ZIP/Postal Code	0.00%	0
Country	0.00%	0
Email Address	100.00%	77
Phone Number	0.00%	0

#	NAME	DATE
	There are no responses.	
#	COMPANY	DATE
	There are no responses.	
#	ADDRESS	DATE
	There are no responses.	
#	ADDRESS 2	DATE
	There are no responses.	
#	CITY/TOWN	DATE
	There are no responses.	
#	STATE/PROVINCE	DATE
	There are no responses.	
#	ZIP/POSTAL CODE	DATE
	There are no responses.	
#	COUNTRY	DATE
	There are no responses. <b>EMAIL</b>	
#	ADDRESS	DATE
1	Email addresses redacted. Pages	
2	55 and 56 removed.	
3		
4		



# Q17 What Gresham neighborhood do you live in? (You can enter your address in the Neighborhood Finder Map to determine the neighborhood you live in.)

Answered: 157 Skipped: 13

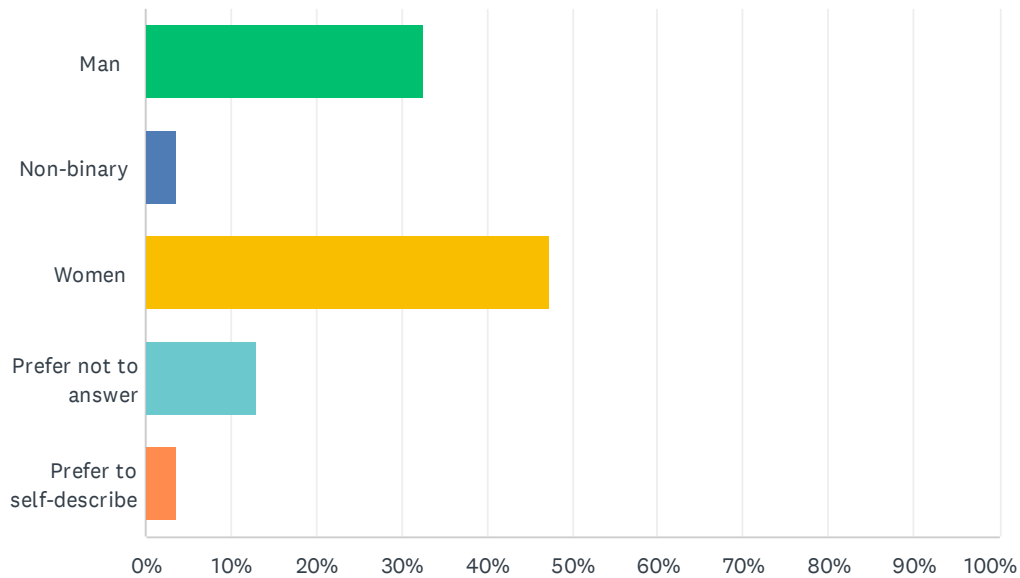


Charter review: Elections and voting system survey

ANSWER CHOICES	RESPONSES	
Centennial	4.46%	7
Central City	6.37%	10
Gresham Butte	15.29%	24
Gresham Pleasant Valley	3.18%	5
Historic Southeast	3.82%	6
Hogan Cedars	1.27%	2
Hollybrook	7.64%	12
Kelly Creek	10.19%	16
North Central	5.10%	8
North Gresham	6.37%	10
Northeast	2.55%	4
Northwest	7.01%	11
Powell Valley	3.82%	6
Rockwood	7.64%	12
Southwest	11.46%	18
Wilkes East	3.82%	6
<b>TOTAL</b>		<b>157</b>

## Q18 How do you identify your gender?

Answered: 169 Skipped: 1

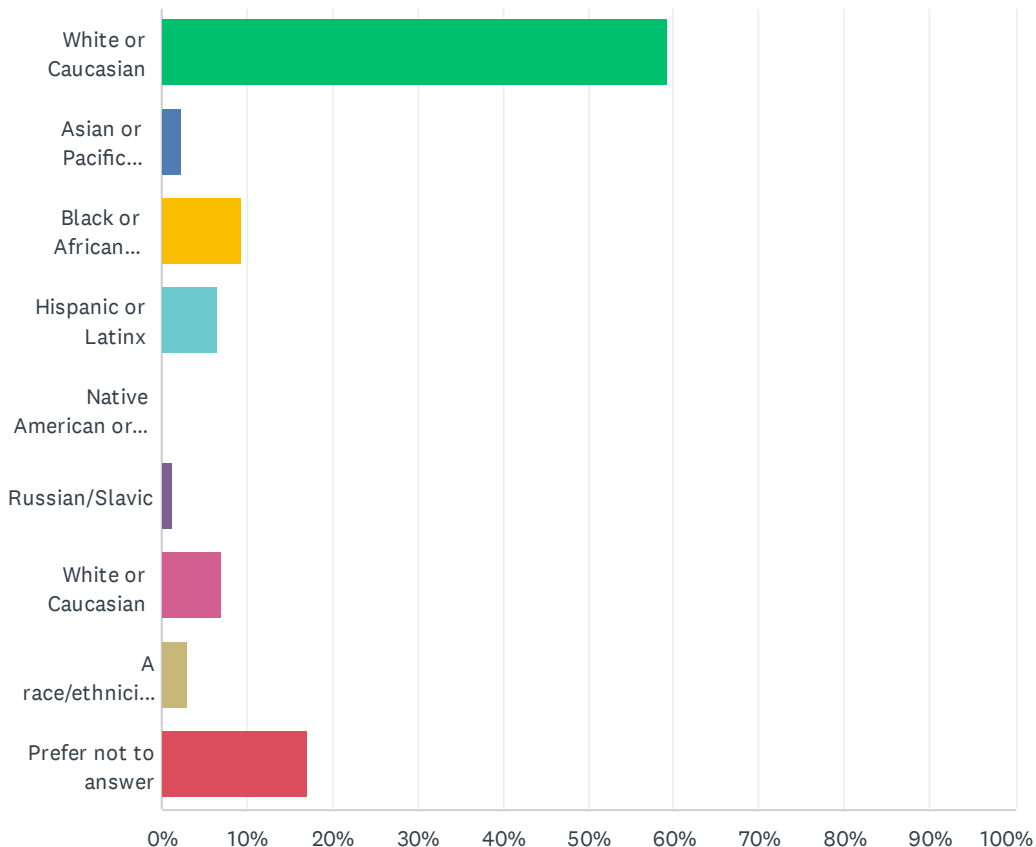


ANSWER CHOICES	RESPONSES	
Man	32.54%	55
Non-binary	3.55%	6
Women	47.34%	80
Prefer not to answer	13.02%	22
Prefer to self-describe	3.55%	6
<b>TOTAL</b>		<b>169</b>

#	PREFER TO SELF-DESCRIBE	DATE
1	Woman	10/8/2022 3:40 PM
2	Woman, not women. I'm only one person.	10/4/2022 1:20 AM
3	There are only men and women	7/8/2022 2:01 PM
4	OMG! Stupidest question ever! Huge part of our problem!!	7/5/2022 1:35 PM
5	Why is women plural ? I can't be more than one woman.	7/3/2022 10:26 AM
6	Woman, "Women" is still considered plural I believe	6/8/2022 7:51 AM

### Q19 Which of the below best describes your race/ethnicity? (Select all that apply)

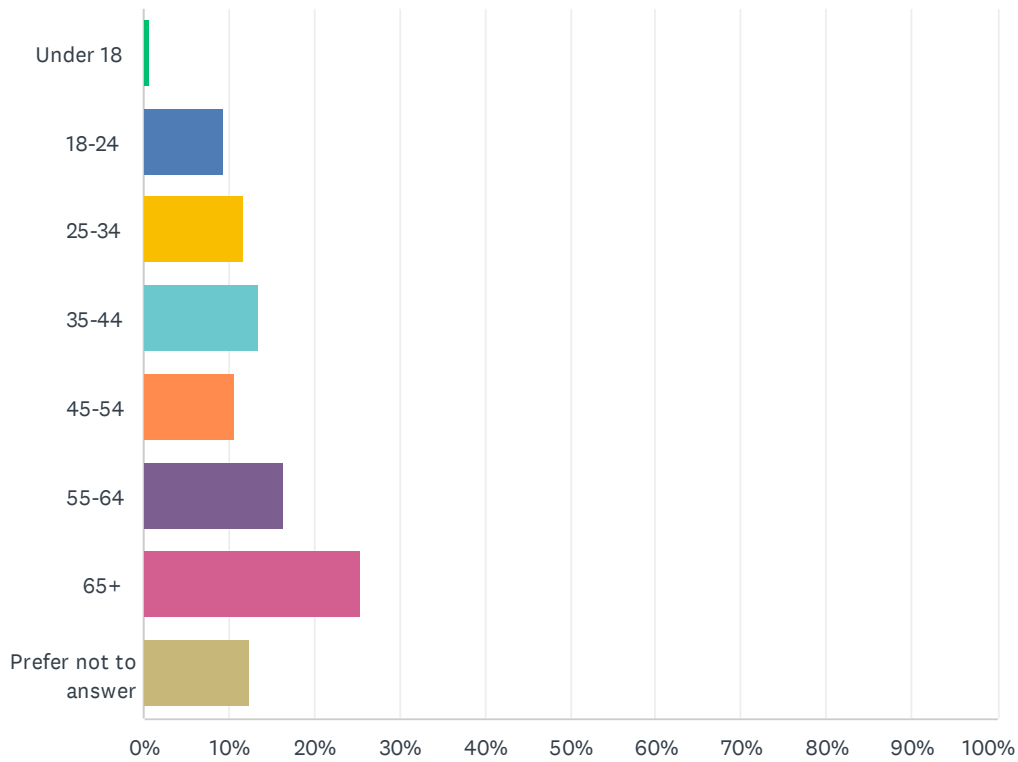
Answered: 169 Skipped: 1



ANSWER CHOICES	RESPONSES	
White or Caucasian	59.17%	100
Asian or Pacific Islander	2.37%	4
Black or African American	9.47%	16
Hispanic or Latinx	6.51%	11
Native American or Alaskan Native	0.00%	0
Russian/Slavic	1.18%	2
White or Caucasian	7.10%	12
A race/ethnicity not listed here	2.96%	5
Prefer not to answer	17.16%	29
Total Respondents: 169		

## Q20 What is your age?

Answered: 170 Skipped: 0



ANSWER CHOICES	RESPONSES	
Under 18	0.59%	1
18-24	9.41%	16
25-34	11.76%	20
35-44	13.53%	23
45-54	10.59%	18
55-64	16.47%	28
65+	25.29%	43
Prefer not to answer	12.35%	21
<b>TOTAL</b>		<b>170</b>

To: Members of the Charter Review Committee for the City of Gresham  
From: Professors Todd Lochner and Ellen Seljan  
Date: March 06, 2022  
Re: Memorandum on Electoral Systems

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## **Introduction**

The purpose of this memorandum is two-fold. First, it is designed to provide relevant background information and briefly describe several types of voting systems for the CRC to consider. Second, we hope that this brief summary will assist the CRC in narrowing its focus for future discussion—of the options we discuss, which are you interested in evaluating further, and which are not of interest to the CRC? We focus on four issues: first, the size of the city council; second, the question of at-large versus ward-based elections; third, alternative voting mechanisms such as ranked choice voting (sometimes labeled “instant runoff voting”), multi-member proportional ranked choice voting, and cumulative voting; finally, legal issues regarding districting. Before doing so, we offer some background information.

We begin with national data. In 2019, the International City/County Management Association (ICMA) conducted a survey of local governments.<sup>1</sup> First, it found that council size varied: including the Chief Executive Officer if the CEO sits on the council, 12% had councils of four or fewer members, 39% had councils of five members, 13% had councils of six members, 26% had councils of seven members, and 10% had councils of eight or more. Second, it found that 68% of council members were selected by at-large elections, 18% were selected by ward/district elections, and 14% were selected by a mixed combination of the two. Third, although results varied a small amount by selection method, almost two-thirds of councilors serve four-year terms, with 81% of systems using staggered elections. Finally, 91% do not use term limits.

Closer to home, we compare Gresham’s city council structure to several other Oregon cities of roughly similar population, excluding Portland due both to its size and its significantly different political structure.<sup>2</sup>

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<sup>1</sup> <https://icma.org/sites/default/files/2018%20Municipal%20Form%20of%20Government%20Survey%20Report.pdf>

<sup>2</sup> This summary does not include mayors who also sit on the city council. Population data from [https://www.oregon-demographics.com/cities\\_by\\_population](https://www.oregon-demographics.com/cities_by_population). City council data found on the respective city’s website, with any ambiguities resolved by phoning and/or emailing city government officials.

City	Population	Seats	Term Length	At-Large	Ward, City-wide Vote	Ward, Ward-only Vote
Eugene	176654	8	4			x
Salem	175534	8	4			x
Gresham	114247	6	4	x		
Hillsboro	106447	6	4		x	
Bend	99178	6	4	x		
Beaverton	97494	6	4	x		
Medford	85824	8	4			x
Springfield	61851	6	4		x	

Although these cities varied in how they selected their city councilors, all employed four-year terms, and all the city councils were composed of either six or eight members. We would be happy to provide more Oregon cities for comparison, though we would caution about comparing Gresham to cities that are substantially different in population (given that it can be more difficult to effectively run certain types of electoral systems in very small cities). Finally, we tally the total number of candidates for Gresham City Council elections for all elections since 2010.<sup>3</sup>

Election Type	Year	Council Seat	# Candidates	Total Candidates Per Election Year
General	2020	1	2	
General	2020	3	5	
General	2020	5	4	11
General	2018	2	2	
General	2018	4	6	
General	2018	6	1	9
General	2016	1	2	
General	2016	3	1	
General	2016	5	2	5
General	2014	2	2	
General	2014	4	2	
General	2014	6	1	5
General	2012	1	2	
General	2012	3	4	

<sup>3</sup> <https://www.multco.us/elections/results-and-history-multnomah-county-elections>

General	2012	5	2	8
General	2010	2	2	
General	2010	4	1	
General	2010	6	2	5
Av. candidates per seat			2.4	

**I. Size of city council**

There is no “correct” size for a city council. It should be large enough to adequately represent the interests of the community, while small enough to be logistically and administratively efficient. As noted, Gresham’s present city council is consistent with other Oregon cities of its size, though increasing its size to eight members would not make it unusual. If the CRC is considering altering the size of the city council, it may wish to reflect on the following questions:

- What are the budgetary implications for increasing the council’s size (salaries, administrative support, etc.)?
- To what extent would increasing the council’s size facilitate the representation of a greater diversity of interests?
- Would one be required to increase or maintain the council’s size if one opted for some of the alternative electoral systems described below?
- To what extent would a larger city council facilitate or impede the ability of councilors to interact with their constituents?
- To what extent would increasing its size create logistical difficulties for the council or impede communication?
- If one were to increase the council’s size, would there be enough candidates interested in running to facilitate competitive elections?

**II. At-large versus ward/district elections**

Although most American cities employ at-large elections, Oregon cities of comparable size to Gresham employ both systems in equal measure. We begin by discussing at-large elections.

Supporters of at-large elections suggest that because city councilors legislate for the entire city, it is only appropriate that all city voters take part in their election. Based on this normative belief, supporters claim that councilors elected from at-large systems in fact are better at considering the diverse and multifaceted interests of the community. These supporters may be concerned that ward systems could create a parochial mindset that sacrifices the good of the city for the interests of the ward itself, thus increasing the risk of political polarization.



Critics of at-large elections argue that in cities with pronounced political divisions that persist over time, at-large elections may disproportionately amplify the political power of the majority group. (When we use the terms “majority” and “minority” in this memorandum, we are referring simply to the mathematical concept—given two groups, the larger one is the majority, the smaller is the minority. Political minorities may be characterized by partisan affiliation, race, political interests, or any other descriptive characteristic.) For example, assume that there are two groups in a city, Group A, which enjoys 60% popular support, and Group B, which enjoys 40% popular support. Assuming these preferences persist over time in every election, and that the city uses plurality voting rather than proportional voting—as do the vast majority of American cities—Group A’s preferred candidates would win every election and control 100% of the city council. While some may view this as democracy in action—the candidates who received the most popular support always won—critics of at-large elections would view these results as fundamentally unfair. These critics also would point to the historical use of at-large elections in the United States, particularly in Southern states, to minimize the political power of African Americans and other racial minorities.<sup>4</sup>

Of course, how a particular at-large system operates in practice depends on a number of related rules and policies. The example above assumed that at-large elections took place within a framework that apportioned the city council into single-winner “positions” or “seats,” as is true of Gresham and many such systems in Oregon. One can also have what’s known as a “top-three” or “top-two” (or “top-any number”) system in which voters choose from a slate of candidates. For example, Lake Oswego employs a “top-three” model in which all council candidates run in a single pool. Each voter gets to cast three votes, and the three candidates with the most votes win. This arrangement *might* yield different outcomes than a single-winner system, but if the majority of voters all prefer the same three candidates, the outcome would look like the single-winner example described above. The point is that a “top-three” at-large system *might* have different outcomes from Gresham’s current system, but it would depend on the specifics of other voting aggregation policies (such as cumulative voting or proportional RCV, discussed below).

In contrast to an at-large system, a ward or district system (we use these terms interchangeably) divides the city into separate wards, with each ward having a council representation. Often each ward has a single representative, but some cities such as Hillsboro have multiple representatives from each ward. Usually candidates must reside in the ward that they wish to represent. Oregon cities differ as to whom may vote in these ward elections. In Salem, only voters who live in that ward may vote in the ward election, whereas Springfield holds a city-wide election for each ward position.

There are many different ways to configure a ward system, but its supporters would suggest the following advantages. First, ward systems provide better representation for a diversity of interests. As we all know, the makeup of a city sometimes can change with geography; perhaps some parts of a city are more affluent than others, or perhaps some parts of a city are very closely tied to a particular industry. These regional variations in interests may not be given adequate due in an at-large election where the majority controls the entire city council.

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<sup>4</sup> See, e.g., Guinier, Lani. *Tyranny of the Majority: Fundamental Fairness in Representative Democracy*. Free Press, USA, 1995.

Second, proponents of ward systems suggest that they create a stronger bond between councilors and their constituents. Not only are voters more likely to know their councilor, the councilor is more likely to know the specific needs of the ward. Third, proponents of ward systems suggest that they help to minimize campaign costs. It can be much cheaper to have to campaign in only one section of town rather than the entire town.

Opponents of ward systems suggest that by focusing the councilor’s attention on their own ward, the councilor will not be as attentive to the needs of the city as a whole. If true, this might lead to increased tension and gridlock on the council itself. Second, a ward system by definition requires the city to be districted. Opponents might worry that the districting process itself may create political or legal problems. What if the districting body cannot agree on districts? What if the districting process opens the city up to lawsuits? (See Section Four below, though in fairness it also is possible that retaining an at-large scheme may, under certain conditions, also create legal problems.) Third, opponents of a ward system might be concerned that there are not enough candidates in each ward to assure competitive elections.

We expect that the CRC will have many questions about these issues. Instead of highlighting such questions here, we instead would emphasize a fundamentally important point: ward systems make sense *mainly* to the extent that there are politically-relevant distinctions that are geographically-based. Two examples demonstrate this point. Imagine a city called Laconia which has a very wealthy Northern section and a less affluent Western section. If one were concerned that the at-large system of government in Laconia was not adequately representing the interests of less affluent Westerners, it might make sense to adopt a ward system to ensure that Westerners have representation on the city council. But next imagine that left-handed people in Laconia believe that their political views are being ignored by the city. If left-handed people are scattered equally throughout all parts of Laconia, then even if one grants that they should have more political power, a ward system would not be an effective means of achieving that goal because one cannot create a geographic division to help solve the problem. Of course, there are other reasons besides political representation to have a ward system; maybe a city simply wants to reduce the costs of campaigning and thinks a ward system will help. When thinking about whether a ward system makes sense, one should have a good idea of what the wards are designed to accomplish—after all, the answer to this question will affect how district lines are drawn.

### **III. Alternative voting mechanisms**

Deciding whether to have an at-large or ward system is one important consideration when creating an electoral system, but there are other types of rules that one might wish to consider as well. In reality, there are many different types of rules that matter. We don’t want to discuss all of them here (though we would be happy to conduct further investigation should the CRC desire), but it is our understanding that you wanted some discussion of a few options.

#### **A. Ranked choice voting—the basics**

Most of us are probably used to a system where in a given election, we cast one vote in favor of the candidate on the ballot we most prefer. It’s a very simple and straightforward choice,

easy to understand, and we shouldn't underestimate the merits of this simplicity. But this style of voting does have potential downsides as well. One potential problem is what we will call "satisficing." Imagine that there are five candidates running for a city council seat (A, B, C, D, and E). You really love Candidate D, but recognize that she just doesn't have the numbers to win the election. Fearing that you will "waste your vote" by voting for Candidate D, you vote for Candidate B, who, while not your favorite candidate, is "OK" and has a good shot at winning. Your vote for B is "satisficing" because it is not an accurate reflection of your true preference. A system called Ranked Choice Voting (RCV) is designed to help minimize this problem.

RCV has become increasingly popular in the United States. It's currently been adopted by 52 distinct governments in the United States, although more than half of these programs have yet to experience a ranked choice election because they are so new. The vast majority of RCV systems (49 out of 52) have been adopted at the municipal level; for example, Utah uses RCV in twenty different municipalities, more than any other state. Among the municipalities, ranked choice voting is used to fill a variety of office positions, including the mayor, city councils, school boards, and the sheriff's office. When it comes to council seats, sometimes RCV is used for single-member district elections, while other times (about 19 municipalities) it is used for sequential multi-member elections. (Included in this count are cities that use a mix of single-post and multi-member elections.)<sup>5</sup> RCV has important implications for election administrators, voters, candidates, and principals of representation. We discuss each in turn.

Adopting ranked choice voting would have a significant impact on election administration. As with any new system of voting, it would require a proactive information campaign to alert voters on this new voting technique—ballots would look a little different than what most voters have seen before. Most cities that have adopted RCV raise awareness through multiple communication channels, including the production of websites and videos. When it comes to Election Day, tallying votes is probably going to take longer if you use a RCV system. It probably would be a good idea for voters to know beforehand that the time between when ballots are due and the announcement of election results will be extended—considerably so if a recount is necessary. Additional publicity, the design of new ballots, and vote tallying will cost money, though in some municipalities this has been offset by the fact that you no longer have to run primary elections.<sup>6</sup>

How will voters likely respond to a RCV system? As previously stated, RCV lessens the need for satisficing, allowing voters to highly rank their top preferences without considering viability in terms of winning. Some voters may believe that this system is easy to understand and very useful, while others may find it too challenging to collect information and assess lots of different candidates. Not surprisingly, critics and supporters of RCV disagree in their evaluations of whether voters find RCV easy to use. Survey research and exit polls have generally found the proportion of voters who deem ranking candidates "simple" or "easy" ranges roughly from

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<sup>5</sup> Data on prevalence of RCV compiled from: [https://www.fairvote.org/where\\_is\\_ranked\\_choice\\_voting\\_used](https://www.fairvote.org/where_is_ranked_choice_voting_used)

<sup>6</sup> Drutman, Lee. *Breaking the two-party doom loop: The case for multiparty democracy in America*. Oxford University Press, USA, 2020, pp. 182-183.

eighty to ninety percent of respondents. However, older voters are more likely to find this method of voting more challenging.<sup>7</sup> National surveys generally find support for RCV is high in theory, though most voters would prefer to maintain their status quo election methods when paired head-to-head; voters like the concept of RCV but prefer to stick with what they know.<sup>8</sup> Political scientists are not certain whether RCV increases voter turnout in municipal elections, though some research shows higher levels of youth turnout.<sup>9</sup>

RCV has potentially important implications for the number of candidates and campaign messaging. Theoretically, RCV could increase the number of candidates by allaying fears of an additional candidate acting as a “spoiler.” A reduced need for “gatekeeping” may open doors for a wider array of candidates, potentially increasing candidate diversity. Additionally, because candidates may strategically want to ally themselves with other favored candidates, RCV is often associated with more positive campaign messaging. This positivity has been cited as a second reason why RCV may attract more women and racially diverse candidates. Researchers have documented this effect as well as an overall increase in the number of candidates.<sup>10</sup>

Theoretically, RCV is better suited to satisfy the “majoritarian principle” of elections, that the winner is supported by a majority of its voters. This is particularly true in comparison to elections governed by plurality rule with more than two candidates, as is relatively common in Gresham city council elections. By eliminating candidates with minimal support, and transferring the vote of that candidate to a voter’s second ranked preference, the winner of the election will receive a majority of votes tallied.

Critics of RCV, however, note the distinction between majority support among votes tallied and majority support overall is quite significant. These outcomes can diverge due to “ballot exhaustion”, which occurs when a ballot is cast for ranked preferences eliminated in tallying. High levels of ballot exhaustion have been documented in the 2011 election for the mayor of San Francisco (27%) and the 2021 Democratic primary election for the Mayor of New York (estimated at nearly 15% exhaustion). Critics of RCV warn that ballot exhaustion is problematic both for voter morale and because the elected candidate will not receive majority support from the overall electorate.

Although RCV is theoretically designed to cure problems associated with vote-splitting spoiling outcomes, there will still be cases in which this occurs and is viewed publicly as “unfair.” This occurred, for example, in the 2009 Burlington, Vermont mayoral election, leading

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<sup>7</sup> Coll, Joseph A. "Demographic disparities using ranked-choice voting? Ranking difficulty, under-voting, and the 2020 Democratic primary." *Politics and Governance* 9, no. 2 (2021): 293-305.

<sup>8</sup> Blais, André, Carolina Plescia, and Semra Sevi. "Choosing to vote as usual." Available at SSRN 3784822 (2021).

<sup>9</sup> Juelich, Courtney L., and Joseph A. Coll. "Ranked choice voting and youth voter turnout: The roles of campaign civility and candidate contact." *Politics and Governance* 9, no. 2 (2021): 319-331.

<sup>10</sup> Kimball, David C., and Joseph Anthony. "Ranked choice voting: A different way of casting and counting votes." *Changing how America votes* (2018): 100-112.

to significant public backlash and abolition of RCV. It may be that backlashes like this are more likely when expectations have been set that a voting system has been “improved.” Unfortunately, the lack of a perfect voting system means that this expectation can never be truly satisfied in cases.<sup>11</sup>

## **B. Multi-member voting**

As previously discussed, officials can be elected either at-large or by districts. Within each of these systems, it’s also possible to elect a single member or multiple members in any given contest. Currently, the City of Gresham elects its councilors using a single-member, at-large system, with councilors running for individual seats. In a multi-member framework, the distinction between seats would be discarded and candidates would face off in the same contest but with multiple winners. Let’s use the 2020 Gresham elections as an example. Under the present system, there were three council seats up for election (Seats 1, 3, and 5). Seat One had two candidates, Seat Three had five candidates, and Seat Five had four candidates, for a total of eleven candidates. Under a multi-member approach, “seats” would be abolished, all eleven candidates would run against each other, and three candidates would be selected. Multi-member districts have significant precedent in American politics. In addition to being used in a variety of municipal elections, they are also relatively common for U.S. state legislatures. Currently, ten states elect members in at least one chamber using multi-member districts, accounting for approximately 15% of US state legislatures.<sup>12</sup>

Multi-member elections can occur by allowing voters to cast multiple votes and electing the top vote receivers (as mentioned above, this is the practice in Lake Oswego, and is frequently called a “top-X” system, where X is the number of council members to be elected). In addition to a top-X system, you could use a sequential ranked choice voting method—a system frequently referred to as “proportional ranked choice” or the “Single Transferable Vote.”

Top-X multi-member districts can be significantly affected by the number of candidates running. Consider a top-three election in our fictional city of Laconia, with Party A enjoying about 40% of the popular vote and Party B enjoying about 60% of the popular vote. If there were three candidates for party B and one candidate for Party A, Party B would likely sweep the election. However, if Party B put forward double the number of candidates and Party A did not, this could lead to vote splitting among Party B nominees and result in a successful candidacy from Party A (or even a sweep by Party A if they only fielded 3 candidates and Party B fielded 6). This means that candidates and voters will behave strategically to avoid such spoiler effects, as they do in single-member districts.

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<sup>11</sup> Besides the “majoritarian principle” there are a variety of other fairness criteria by which political scientists judge electoral systems. For example, one criteria evaluates whether a candidate is preferred head to head against every other candidate but ends up not being the winner of the election. Another criteria evaluates whether candidates with no chance of winning an election can still affect the election outcome. Unfortunately, it is well established that there is no single electoral system that will satisfy all fairness criteria.

<sup>12</sup> [https://ballotpedia.org/State\\_legislative\\_chambers\\_that\\_use\\_multi-member\\_districts](https://ballotpedia.org/State_legislative_chambers_that_use_multi-member_districts)

Multi-member districts that employ proportional ranked choice tallying methods reduce the need for strategic candidate nominations and voter satisficing. Tallying is conducted in a way that aims to select winners while minimizing “wasted votes.” (This can be a little complicated, so we will describe proportional ranked choice and then provide an example.) Tallying occurs sequentially, either by transferring excess votes of favored candidates to candidates a voter ranks as next favored, or by removing last-place candidates and transferring their votes to next-favored candidates. Votes would be considered to be in excess if they surpass the minimum threshold needed to win an election. For example, in a race electing three councilors with six candidates, any candidate achieving votes above a threshold of 25% would win their election.<sup>13</sup> Now let’s run an election using proportional ranked choice voting.

### Illustration of Proportional Ranked Choice Voting

*100 voters electing 3 seats*

	Round 1	Round 2	Round 3	Round 4	Round 5	Round 6
Candidate 1 <i>Party A</i>	22	22	22	22	22	40
Candidate 2 <i>Party A</i>	12	12	12	18	18	-
Candidate 3 <i>Party A</i>	6	6	6	-	-	-
Candidate 1 <i>Party B</i>	33	25	25	25	25	25
Candidate 2 <i>Party B</i>	18	26	25	25	25	25
Candidate 3 <i>Party B</i>	9	9	10	10		

In the city of Laconia, let’s assume there are 100 voters; 40% of voters support Party A and 60% of voters support Party B. Within each voting party, 55% of voters have the 1st preference for Candidate 1, 30% of voters have the 1st preference of Candidate 2, and 15% have the 1st preference of Candidate 3. Voters who initially prefer Candidate 3, prefer Candidate 2 over Candidate 1. Voters who initially prefer Candidate 1, prefer Candidate 2 over Candidate 3.

<sup>13</sup> The three winning candidates would receive just above 25% of the vote each, and the maximal losing candidate would come in shy just below 25%. This is the “threshold of representation” we talk about in footnote 18, as well as the concept of “threshold of exclusion.”

Vote tallying for the election would proceed as following:

Following Round 1, **Candidate 1, Party B is elected**, and their excess votes will be transferred to the next preferred candidates (here, Candidate 2, Party B)

Following Round 2, **Candidate 2, Party B is elected**, and their the excess votes will be transferred to the next preferred candidates (here, Candidate 3, Party B)

Following Round 3, Candidate 3 of Party A is eliminated and their votes are transferred to Party A, Candidate 2.

Following Round 4, Candidate 3 of Party B is eliminated. If this candidate's voters were unwilling to even rank members of the other party, these ballots would be exhausted. Alternatively, votes could be transferred to the most-preferred candidate in Party A. This preference could be pivotal to which member of party A is elected.

Following Round 5, the excess votes of Candidate 2, Party A will be transferred to the next preferred candidates, **Candidate 1, Party A, who is elected**.

So we've demonstrated an election using proportional ranked choice voting. Why might one want to use this system? Supporters of the system note that this method of tallying has been shown to be more likely to result in election outcomes that are proportional to preferences. Put simply, this is a very good system for translating voters' preferences into actual representation. Furthermore, social science evidence demonstrates conclusively that states with multi-member districts have greater female representation than those with single-member districts,<sup>14</sup> while states that move away from multi-member elections see a decrease in female representation.<sup>15</sup>

Less clear cut is the evidence on how multi-member districts affect racial representation. Here, we once again return to the importance of context when evaluating any political institution. It is entirely possible that the same political system can have opposite consequences based on the community for which it is employed. Multi-member districts were commonly used in the Jim Crow South, and, not surprisingly, were associated with diminished racial representation in that context. However, recent research on Maryland's state legislature, which has both single-member and multi-member races, suggests that multi-member districts may increase the racial diversity

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<sup>14</sup> Matland, Richard E., and Deborah Dwight Brown. "District magnitude's effect on female representation in US state legislatures." *Legislative Studies Quarterly* (1992): 469-492.

<sup>15</sup> King, James D. "Single-member districts and the representation of women in American state legislatures: the effects of electoral system change." *State Politics & Policy Quarterly* 2, no. 2 (2002): 161-175. Why does this occur? Supporters of multi-member districts theorize that a desire for gender diversity becomes more salient when selecting multiple candidates simultaneously, prompting voters to vote for women more often than they would in head-to-head matchups. Anticipating this, women candidates are more likely to run or be nominated.

of the candidate pool but have no effect, either in favor or detrimentally, on the likelihood of voting for racial minorities.<sup>16</sup>

Opponents of proportional ranked choice voting argue that it is a complex system, and some voters may not understand it. Again, maybe voter education could help solve this problem, maybe not. A second objection to this process is that the tallying of votes can take much longer than the typical single-member style election. Maybe election results will be known quickly, but it is also very possible that it could take several days to determine who won.

### **C. Cumulative voting**

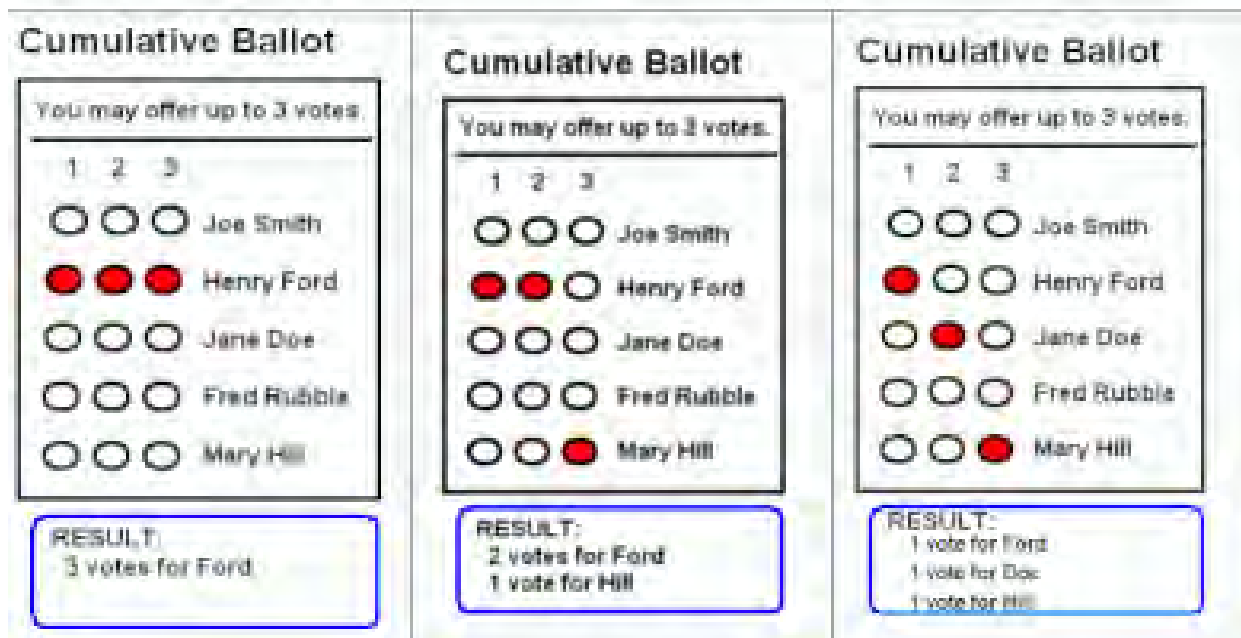
A second potential problem of conventional voting relates to intensity of preference. (Note, this intensity of preference problem is more applicable in multi-member election systems like Lake Oswego's.) Imagine that you are in a multi-member Top-X election where ten candidates are running for three seats and you get three votes. You absolutely love Candidate Nine and want more than anything for him to win. You also like Candidates Three and Six, though not nearly as much. Under conventional voting rules you get to cast three votes for three candidates, and vote for Candidates Nine, Three, and Six. But your votes here do not accurately convey your intensity of preference because all three of your choices get exactly the same support of one vote, even though you strongly preferred Candidate Nine. Indeed, it is theoretically possible that your votes for Candidates Three and Six may be the final vote they need to beat Candidate Nine! A system called cumulative voting is designed to allow voters to more accurately reflect their intensity of preference.

Let's stick with Lake Oswego's system where candidates run against each other for three seats, and each voter can cast a single vote for three different candidates. Cumulative voting alters this procedure by giving each voter as many votes as there are seats, and allowing voters to cast all their votes for a single candidate if they wish (this process usually is termed "plumping"). In the hypothetical above, you would be allowed to cast all three of your votes for Candidate Nine, which more accurately conveys your true preferences. There are many different ways to structure a ballot for cumulative voting, but here is one example:

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<sup>16</sup> Herrnson, Paul S., Stella M. Rouse, and Jeffrey A. Taylor. "The Impact of Electoral Arrangements on Minority Representation: District Magnitude and the Election of African American State Legislators." *Election Law Journal: Rules, Politics, and Policy* 19, no. 1 (2020): 64-78.





Source: [https://en.wikipedia.org/wiki/Cumulative\\_voting](https://en.wikipedia.org/wiki/Cumulative_voting)

One need not cast all your votes for the same candidate; you can divide them up however you prefer. Supporters of cumulative voting suggest that this ability to ensure that your vote more closely aligns with your true preferences is one of its greatest assets.

Supporters of cumulative voting also suggest that it can provide better representation of minority political interests.<sup>17</sup> For example, assume that there is a minority political interest that has about 30% support in the community. If those citizens plump all their votes for their preferred candidate, odds are very good that this candidate will win, ensuring some minority representation on the council. That said, there are mathematical limits to this argument. If there are only three seats, and voters only get three votes to apportion as they wish, a political minority with only 10% support probably would not get elected even if those citizens plumped all their votes.<sup>18</sup> Finally, supporters of cumulative voting might note that because this system makes the most sense in multi-candidate contests, one would probably use it only for at-large elections (basically, adopt a system like Lake Oswego’s but add cumulative voting). Thus there is no need to create wards, and no need to district the city.

Opponents of cumulative voting would voice at least three concerns. First, very few American elections have used cumulative voting, so it could be confusing for many voters. There

<sup>17</sup> Guinier, Lani. *Tyranny of the Majority: Fundamental Fairness in Representative Democracy*. Free Press, USA, 1995.

<sup>18</sup> Political scientists have a term “threshold of representation” to refer to the minimum percentage of votes one needs in order to win a given election. This threshold will vary by how many seats are available in the election. The larger the number of seats (and consequently, the number of votes each voter gets), the lower the threshold of representation. For example, under a CV election for a six-seat city council, the threshold of representation is about 15% of voters. See Bowler, S., T. Donovan, and D. Brockington. *Electoral Reform and Minority Representation: Local Experiments with Alternative Elections*. Ohio State University Press, 2003.

could be the risk of spoiled ballots if voters filled out the ballot incorrectly. Perhaps an educational outreach program could mitigate this risk. Second, opponents worry that cumulative voting may balkanize political institutions and lead to more contentious politics.<sup>19</sup> For example, go back to the fictional city of Laconia, and assume that about two-thirds of the voters favor the Green Party and one-third favor the Libertarians. Under an at-large system is it likely that the Greens would control every city council seat. Under a system of cumulative voting, it might turn out that Libertarian candidates have two seats on the city council—but are then routinely outvoted by the four Green Party members. Libertarian voters now have representation (seats on the city council), but they never win on policy outcomes. In reality, of course, things are much more complex than this basic description. Merely creating a system of cumulative voting could work to reorient voters’ preferences, creating incentives for the Greens and Libertarians to work more closely. Indeed, social science research confirms that altering an electoral system will alter the behavior of both politicians and their constituents, as discussed above. Third, critics of CV note that it has a higher potential for “wasted votes” than some types of RCV schemes. For example, assume the voter who we described earlier (the one who really wanted Candidate Nine to win) casts all her votes for Candidate Nine but it turns out that Candidate Nine would have won even without those votes. Under the CV system those votes are “wasted” whereas under some types of RCV systems the voter’s votes would have gone to another candidate.

Admittedly, we cannot be absolutely certain whether CV always achieves these goals in practice, given that the U.S. does not have a lot of experience with this system of voting in political elections. The Illinois state legislature used cumulative voting throughout much of the 20th century. Some local governments in the U.S. adopted systems of cumulative voting in response to Voting Rights Act litigation, such as Alamogordo, New Mexico and Chilton County, Alabama. Since 1987, at least nineteen localities adopted CV for either city council or school board elections, mostly in Alabama and Texas.<sup>20</sup> However, the available evidence does suggest some reason for optimism. Research from 2003 concluded that CV correlates to increased minority electoral success, more competitive elections, and higher voter turnout.<sup>21</sup> Again, this is not a guarantee that Gresham would see similar results, but rather suggestive evidence of the real-world effects of a cumulative voting system.

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<sup>19</sup> Guinier admits this theoretical possibility, but argues that the advantages of cumulative voting outweigh its disadvantages.

<sup>20</sup> Bowler, S., T. Donovan, and D. Brockington. *Electoral Reform and Minority Representation: Local Experiments with Alternative Elections*. Ohio State University Press, 2003.

<sup>21</sup> *Id.*

#### IV. Legal obligations for districting

Because the CRC is contemplating the possibility of creating a ward system, we turn now to a discussion of the state and federal law relating to the districting process. **We begin with a very important point: As per our written contract with the City of Gresham, neither Professor Lochner nor Professor Seljan offer legal advice. While we provide an academic analysis of case law in this memorandum, legal questions about either federal or state law should be directed to an attorney licensed to practice law in the State of Oregon.**

When dividing a city into districts, one should consider traditional districting principles. These include the “one person, one vote” standard (discussed below), compactness, contiguity, communities of interest (whether some sections of the city have distinct interests from others), and possibly incumbency protection. One cannot form districts based on race unless doing so is necessary to comply with the Voting Rights Act (more on this in a bit).

Federal constitutional and statutory law place three main requirements on districting: compliance with the “one person, one vote” principle, compliance with the Voting Rights Act, and a prohibition on racial gerrymandering. The Supreme Court recently held that the federal constitution does not prohibit partisan gerrymanders (where district lines are drawn with the purpose of advantaging a particular party),<sup>22</sup> and its decision in *Shelby County v. Holder* had the practical effect of nullifying Section Five preclearance requirements of the Voting Rights Act.<sup>23</sup>

As to the first requirement, the federal constitution requires that almost all political subdivisions adhere to the “one person, one vote” principle. That is, districts should have substantially equal populations.<sup>24</sup> Unlike districts for federal elections (which require almost perfect mathematical equality), state and municipal districts can have some small degree of population variation. Some cases suggest that population deviations up to 10% between districts are permissible, though the Supreme Court has found smaller deviations to violate the Equal Protection Clause if the reasons for such deviation are “illegitimate.”<sup>25</sup> When defining “population” for the purposes of districting, almost every political entity takes the term to mean “people” rather than “voters.” The Supreme Court in *Evenwel v. Abbott* affirmed this view, holding that districting based on census population, rather than citizens of voting age (also known as “citizen voting age population” or “CVAP”) is permissible.<sup>26</sup> It is precisely because of

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<sup>22</sup> *Rucho v. Common Cause*, 588 U.S. \_\_\_ (2019) specifically held that partisan gerrymander claims are nonjusticiable political questions.

<sup>23</sup> 570 U.S. 529 (2013). We have no reason to believe that Section Five preclearance requirements would have applied to the City of Gresham in any event, so this point is moot.

<sup>24</sup> *Reynolds v. Sims*, 377 U.S. 533 (1964).

<sup>25</sup> See *Gaffney v. Cummings*, 412 U.S. 735 (1973), but see *Harris v. Arizona Independent Redistricting Commission*, 136 S.Ct. 1301 (2016).

<sup>26</sup> 136 S.Ct. 1120 (2016). The Court declined to answer the question whether it would be permissible for districts to be drawn based on CVAP.

this constitutional requirement that political districts usually are redrawn following the decennial federal census. Particularly for fast-growing cities, population changes over a decade may have put the prior district lines out of compliance with the legal rule.

The second requirement is that districts must comply with the Voting Rights Act. Because Section Five of the Voting Rights Act is irrelevant to the City of Gresham, the main concern would be that districts comply with Section Two. Section Two provides that “[n]o voting qualification or prerequisite to voting or standard, practice, or procedure shall be imposed or applied by any State or political subdivision in a manner which results in a denial or abridgment of the right of any citizen of the United States to vote on account of race or color.”<sup>27</sup> If a class of voters, based on race, is given “less opportunity than other members of the electorate to participate in the political process and to elect representatives of their choice”<sup>28</sup> Section Two is violated. Lawyers and judges simplify this language by saying that Section Two prohibits *racial vote dilution*. Vote dilution can happen in different ways. For example, it can occur if a city tries to place all of its racial minority voters into one district. This is called “packing.” To use the example of our fictional city of Laconia, assume that African-Americans make up about 30% of the city with an eight-member city council. If Laconia creates a district that is 99% African American voters, leaving the other seven districts majority White, that may very well be seen as a packing form of vote dilution. But vote dilution can also occur by “cracking.” This would happen if Laconia created eight districts in which Black voters were only 30% of the population. If Black voters failed to elect their preferred candidates in all eight districts, it might well be seen as a cracking form of vote dilution.

OK, so we know Section Two prohibits vote dilution. How do we know if we are complying with the Voting Rights Act? The answer is complicated, but the basic rule comes from a case called *Thornburg v. Gingles*.<sup>29</sup> *Gingles* creates a three-part test to determine if one is *required* to create a “majority-minority district” (i.e., a district in which a majority of the voters are racial minorities). First, it must be shown that a racial minority is *sufficiently large and geographically compact* to constitute a numerical voting majority of a district. Second, it must be shown that minority voters are *politically cohesive*—that is, they consistently vote for the same candidates. Third, it must be shown that *White voters consistently vote as a block* to defeat the candidate preferred by minority voters. There are many nuances that we would be happy to elaborate upon in a different memo if you wish: for example, How cohesive must minority voters be? How consistent must White voters be to constitute “block voting?” What happens if partisan affiliations overlap with race? For right now, we think it makes most sense to focus on the first prong in the *Gingles* test—could Gresham draw a geographically compact majority-minority district? Below are demographic data for Gresham for 2019 broken down by race.

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<sup>27</sup> 52 U.S.C. Sec. 10301.

<sup>28</sup> *Id.*

<sup>29</sup> 478 U.S. 30 (1986).

## **Gresham Census Data, 2019**

White:	64%
Hispanic:	21%
Asian:	5%
Black:	5%
Multiracial:	5%
Islander:	1%
Native:	1%

Note: Numbers do not sum to 100% due to rounding.

<https://censusreporter.org/profiles/16000US4131250-gresham-or/>

The important question, if one wanted to create districts, is whether non-White citizens are geographically concentrated or dispersed throughout the City of Gresham. If non-White citizens are geographically concentrated—stated differently, if Gresham is highly racially segregated—a refusal to create a majority-minority district might very well create Section Two problems, assuming the second and third prong of *Gingles* are satisfied. But if Gresham is largely racially integrated, it would be impossible to create a geographically compact majority-minority district. Therefore, the first requirement of *Gingles* is not satisfied, and Section Two compliance is unlikely to be an issue.

Recognizing that *Gingles* determines when majority-minority districts *must* be drawn, what if we simply want to create a majority-minority district even though Section Two doesn't require us to do so? This leads to the third federal requirement for districting: a prohibition on racial gerrymandering. Put simply, if race is the *predominant factor* in how district lines are drawn, it is a racial gerrymander.<sup>30</sup> If it is a racial gerrymander, the state must show a compelling state interest that the plan is narrowly tailored to meet, and compliance with Section Two is about the only compelling state interest the Supreme Court now accepts. *Therefore, a city cannot purposely draw district lines based predominantly on race unless they are required to do so to avoid a Section Two violation. Whether this would be true for Gresham depends on the geographic concentration of its racial minority voters.*

Having discussed federal requirements for districting, we turn to a discussion of Oregon State requirements. The Oregon Secretary of State, who oversees state election laws, has created a directive at <https://sos.oregon.gov/elections/Documents/Directive-Redistricting-2021.pdf>. It has some similarities with federal law, but also imposes additional requirements. To quote directly, “Each district or precinct, as nearly as practicable, shall: be contiguous; utilize existing geographic or political boundaries; not divide communities of common interest; and be

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<sup>30</sup> *Miller v. Johnson*, 515 U.S. 900 (1995). “The plaintiff’s burden is to show, either through the circumstantial evidence of a district’s shape and demographics or more direct evidence going to legislative purpose, that race was the predominant factor motivating the legislature’s decision to place a significant number of voters within or without a particular district. To make this showing, a plaintiff must prove that the legislature subordinated traditional race-neutral districting principles, including but not limited to compactness, contiguity, respect for political subdivisions or communities defined by actual shared interests, to racial considerations.” *Id.* at 916.

connected by transportation links. For districts, be of equal population.” Additionally, “no district shall be drawn for the purpose of diluting the voting strength of any language or ethnic minority group.” (Note that this language focuses on the intent of people creating the districts, not simply the effects of the districts themselves.) Unlike federal law, Oregon’s Secretary of State has held that it is impermissible for districts to be drawn in order to favor a political party or incumbent politicians. Finally, the directive states that

“Each county clerk and any local government, as defined in ORS 174.116, or special government body, as defined in ORS 174.117, that fixes or modifies electoral district boundaries based on population shall, to the greatest extent practicable, consider newly drawn legislative and congressional district boundaries as well as the boundaries of neighboring jurisdictions when drawing districts. When drawing new district boundaries, the Secretary of State recommends close consultation with relevant county clerks for advice on meeting the election administration goals of this directive.”<sup>31</sup>

## **Conclusion**

We hope this memorandum has been helpful in clarifying possible options so that you can narrow the focus of future discussions. Please let us know if we can provide a more detailed analysis of anything we’ve discussed herein. Also, we would be happy to gather data if it would inform your decision; for example, we could survey city councilors in Oregon or elsewhere about their experiences with their respective electoral systems.

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<sup>31</sup> *Id.*

To: Members of the Charter Review Committee for the City of Gresham  
From: Professors Todd Lochner and Ellen Seljan  
Date: September 26, 2022  
Re: Answers to Questions Posed About Electoral Systems

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This memorandum proceeds in two sections: the first section answers the four questions we were originally tasked by the CRC to answer; the second section answers some additional questions that were forwarded to us by Kevin.

### **Section One: Originally Posed Questions**

Earlier this summer the CRC asked us to answer the following four questions:

1. Do electoral reforms affect the number of candidates in local elections?
2. Do electoral reforms affect the cost of elections for candidates in local elections?
3. What are the financial costs associated with electoral reforms?
4. How do electoral reforms affect the racial diversity of candidates in local elections?

Each is discussed in turn.

#### ***1. Do electoral reforms affect the number of candidates in local elections?***

**Answer:** Yes. Multivariate analysis suggests that multi-member districts and at-large elections produce more candidates than either single-member districts or systems that require candidate residency. Also, using primaries slightly decreases the number of candidates in council elections, but not mayoral elections. Further, the size of a city council does not seem to affect the number of candidates who run, though larger city councils have fewer contested elections.

Electoral competition is the foundation of any functioning democracy, though there are different ways that one can analyze the concept “competition.” In this analysis we employ three different measures of electoral competition:

- *Number of Candidates Per Seat.* The total number of candidates whose names appear on the ballot, including primary races.
- *Contested Seat.* An indicator for whether candidates run unopposed, including primary races.
- *Competitive Seat.* An indicator for whether the top two candidates received vote shares within ten percentage points.

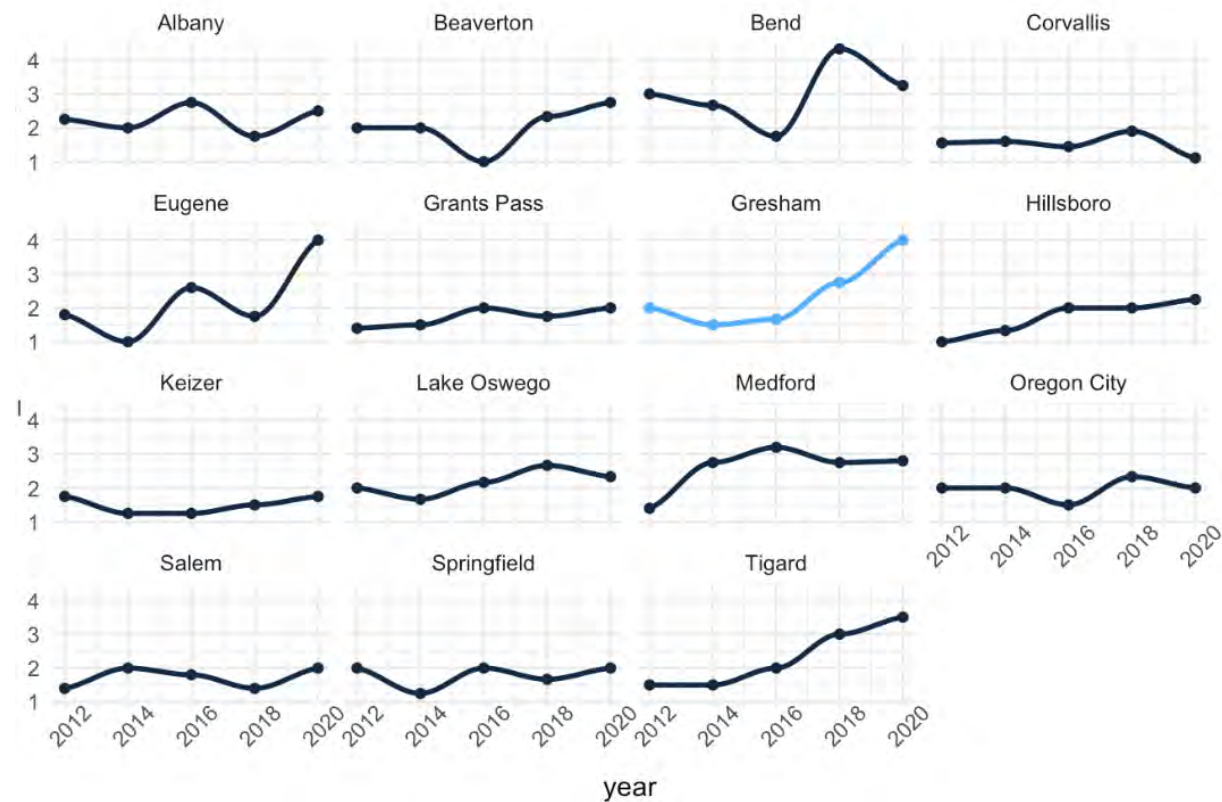
The City of Gresham has experienced increasing levels of competition for both council and mayoral races in the last ten years. Figure One displays the average number of candidates across all elected offices per year for all electoral races in the fifteen comparison cities we studied. In 2012, Gresham averaged 1.8 candidates per seat. By 2020, however, this figure had doubled to 4 candidates per seat. In 2012, only half of the elected office races were contested, compared to all

seats in 2020. Gresham’s growth of electoral competition outpaces many of the comparison cities; the average number of candidates per seat in all other cities combined grew only modestly, from 2 in 2012 to 2.45 in 2020. Finally, contestation rates grew from 53% to 70%.

If one ignores the recent uptick in Gresham candidates, Gresham looks relatively similar to other cities *on average*. Over the entire time series, 68% of races were contested in Gresham, compared to 63% of all other cities. Similarly, 21% of Gresham races were marked by close electoral margins by the top two candidates, compared to 16% for all comparison cities combined. That said, Gresham elections have become increasingly competitive (more candidates and more contested seats) both compared to older Gresham electoral cycles and to many other Oregon cities.

The marked growth of electoral competition in Gresham in the absence of any institutional changes is a reminder that institutions are by no means the only variable that affects electoral outcomes. Nonetheless, we now will explore how institutional variation across comparable Oregon cities is associated with varying levels of electoral competition.

**Figure One: Average Number of Candidates Per Seat By Year**



At-Large versus District Representation



The fifteen comparison Oregon cities we study use five different variations of at-large and district representation to elect city council members.

- *At-Large, Single-Winner*: Voters across the entire city vote in all council races. No intra-city residency requirements for candidates. One winner per electoral race. Gresham is an example.
- *At-Large, Multi-Winner*: Voters across the entire city vote in all council races. No intra-city residency requirements for candidates. In each election, voters select their top-n choices of candidates and elect multiple winners in the same electoral contest. Lake Oswego is an example.
- *At-Large, Single-Winner with Wards*: Voters across the entire city vote in all council races. Seats require candidate residence in intra-city “wards.” One winner per electoral race. Hillsboro is an example.
- *Multi-member Districts, Single-Winner*: Council seats are divided into districts. Voters and candidates must reside in these districts to take part in the election. Multiple seats exist per district with one winner for each electoral race. Medford is an example.
- *Single-Member Districts, Single-Winner*: Council seats are divided into districts. Voters and candidates must reside in these districts to take part in the election. One seat exists per district. Salem is an example.

As noted in our first memorandum, political scientists disagree as to how these different institutions affect electoral competition. Supporters of at-large elections suggest that this system can, all else equal, create a larger pool of candidates. Conversely, supporters of districts suggest that relatively lower campaign costs will attract more candidates. It therefore is useful to examine these comparative Oregon cities and their experiences.

Figure Two below displays the average number of candidates per seat and contestation rates across at-large and district variation.<sup>1</sup> The figure suggests that multi-member districts, as employed by Albany and Medford, are associated with the largest number of candidates per seat and strong levels of contestation. At-large systems without wards have the second highest levels of candidate participation and the highest levels of contestation. Systems that more strictly limit the supply of candidates through smaller geographic restrictions, both at-large systems with wards and single-member districts, have the lowest levels of candidate participation and contestation.

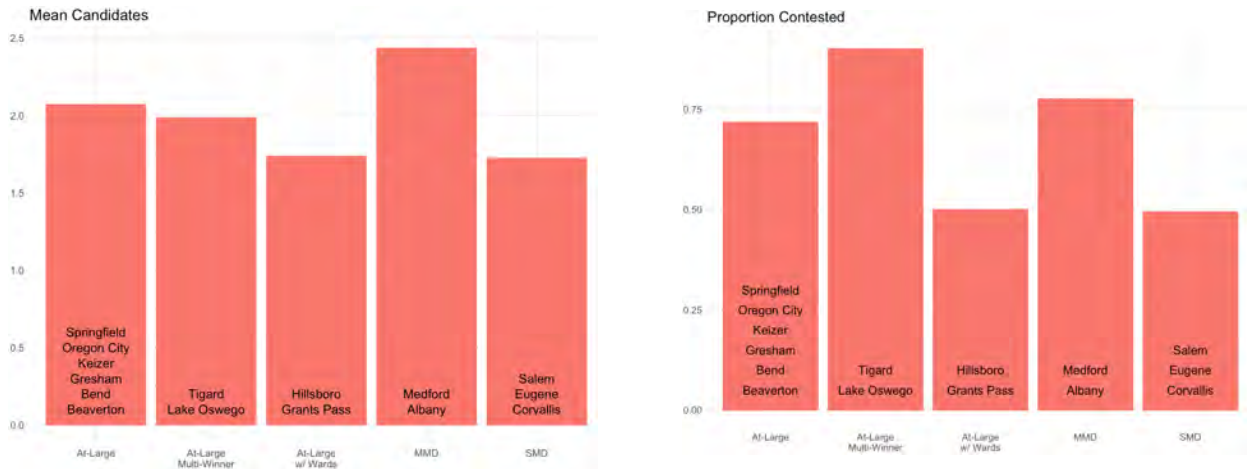
These results require further scrutiny because it is possible that other variations between cities, correlated with electoral variation, drive the results. To investigate this possibility, we conducted a multivariate analysis that controls for other institutional variation (council size, the existence of primaries) as well as city population, median income, and year indicators. With these control variables included, the negative effects of single-member districts and requirements of candidate residency in wards remain robust. However, multi-member districts are statistically indistinguishable from at-large systems in the multivariate analysis.

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<sup>1</sup> To discount the influence of cities that hold relatively more council elections, due to short terms or larger council sizes, means are calculated using city-year groupings.

Additional support for the findings of the multivariate analysis comes from a placebo test of mayoral competition. Electoral rules specific to council representation should *not* affect mayoral competition. If they did, this would strongly suggest that differences between cities unaccounted for in our model were driving the results. Null results across the board when using council electoral rules to predict mayoral competition give us greater confidence in the result of our analysis.

**Figure Two: Average Number of Candidates by Election System**



### Primaries

Four of the fifteen Oregon cities analyzed in this report conduct primary elections - Beaverton, Eugene, Salem, and Springfield. In these cities, candidates that surpass the fifty percent threshold in a primary are either automatically elected or sent in isolation to the general election ballot, again ensuring election. By this mechanism, primary elections are often determinant in our data. More precisely, of the 70 races for city council conducted with primary elections, only seven moved forward to have multiple candidates on the general election ballot.

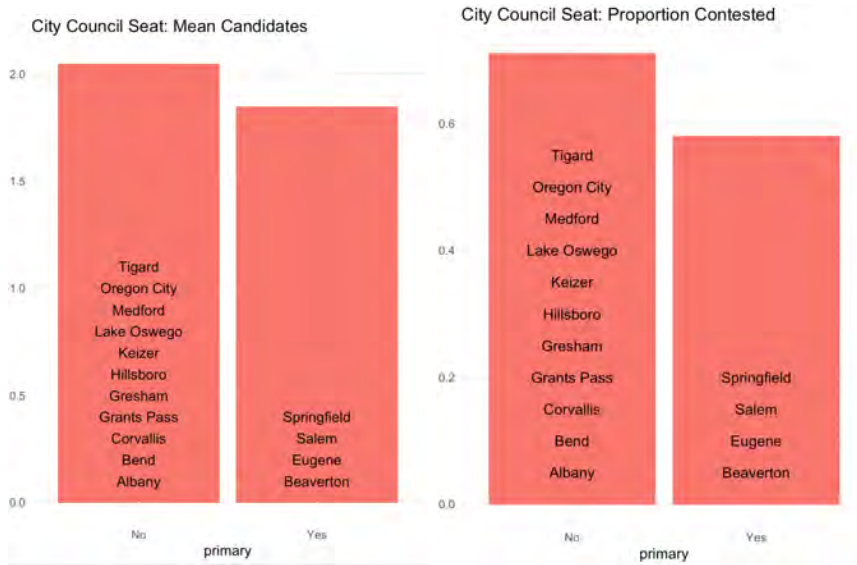
Does the existence of primaries increase or decrease the number of candidates vying for office? Again, the political science literature offers conflicting opinions. On the one hand, the existence of a primary may encourage more candidates to run, because ideologically similar candidates probably will not end up competing for votes in the general election. On the other hand, the existence of a primary acts like a gauntlet, sometimes requiring two consecutive wins and thus longer campaigns, potentially dissuading would-be candidates.

The Oregon data offered in Figure Three demonstrate that primaries have a deterrent effect on the number of candidates in city council races. The effect is small, 2.05 candidates compared to 1.85 candidates, but it remains significantly negative in the multivariate model. In terms of average contestation, 58% of races with primaries are contested compared to 71% without. Finally, council seats with primaries in Oregon are largely uncompetitive in electoral margins. Only 8% of council races with primaries have close electoral margins (when the top two

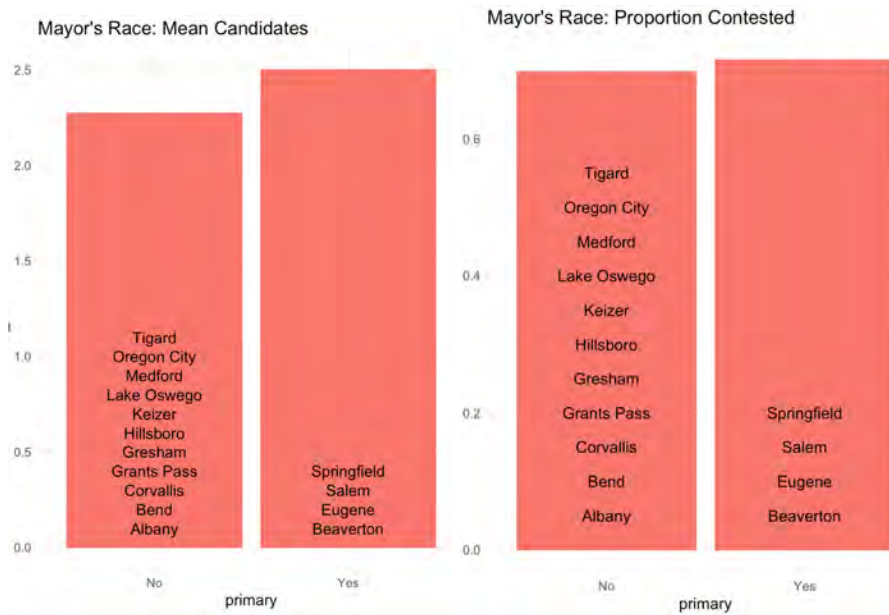
candidates are within 10% of the vote share), compared to 32% of races for seats without primaries.

The same conclusion cannot be made for the effect of primaries on mayoral races, as seen in Figure Four. Here, we see that the existence of primaries has a positive effect on the number of candidates. This finding, however, is not statistically significant in a multivariate model.

**Figure Three: Effects of Primaries on Mean Candidates and Proportion of Council Seats Contested**



**Figure Four: Effects of Primaries on Mean Candidates and Proportion of Mayoral Races Contested**

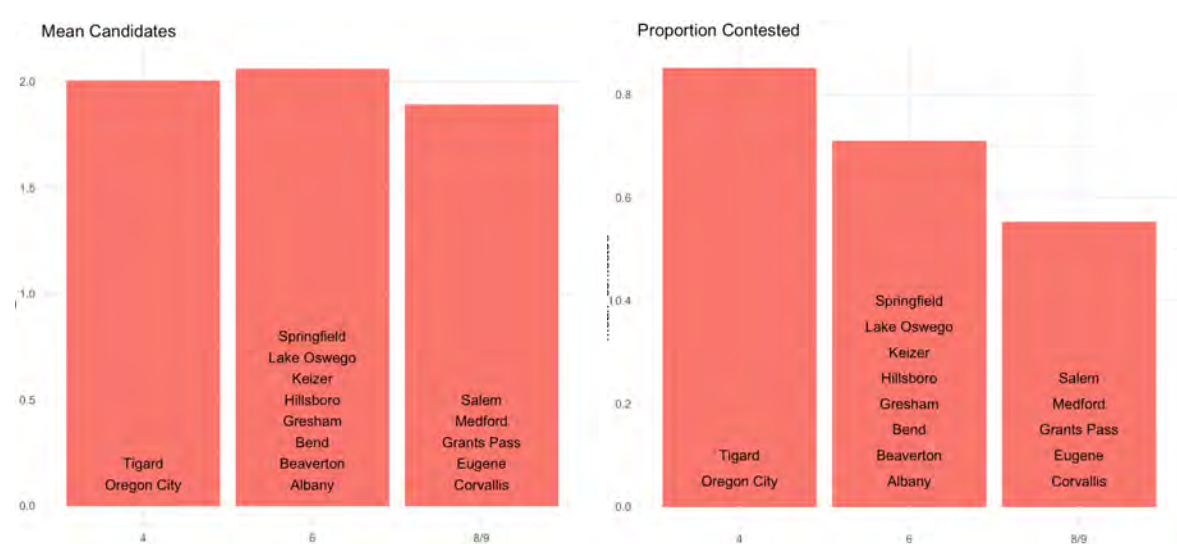


## Council Size

City councils in Oregon range from four members to nine members, with a modal size of six. Theoretically, council size could affect electoral competition in two ways. If there is a set pool of candidates in a given city, mathematically a smaller council will result in more candidates per seat. But it is also possible that the size of the council affects the total pool of candidates. On the one hand, a small council means each individual councilor is relatively more pivotal, perhaps attracting a larger pool of candidates. On the other hand, a larger council means that workload could be more distributed, perhaps attracting more individuals for this reason.

As Figure Five demonstrates, the mean number of candidates per seat looks very similar for four and six member councils, with a slight decrease in this figure for councils of size eight or nine. However, these results are not robust to the multivariate model. The effect on the proportion of contested races is more pronounced, with the proportion of contested races decreasing with council size. The variation between these two outcomes suggests that, in larger councils, there is a greater degree of variation between seats for electoral competition—some seats see a large number of candidates seeking office, while others go uncontested, perhaps due to strong incumbents.

**Figure Five: Council Size Effect on Mean Candidates and Proportion of Council Seats Contested**



## ***2. Do electoral reforms affect the cost of elections for candidates in local elections?***

**Answer:** Although the costs of campaigns in Oregon have increased over time, we find no evidence that electoral systems significantly affect the cost of elections. Other variables, however, do. Unsurprisingly, whether an election is contested is the most important predictor of larger campaign expenditures.

There has been an astonishing rise in the cost of running for office in American politics. The trend is most prominent at the federal level and for state-wide offices, but is increasingly spreading to local races as well. In order to evaluate the effect of election reforms on the cost of Oregon elections, we collect data on campaign expenses from the Oregon Secretary of State Office. We count only expenses incurred during the calendar year of an election, combining expenses for primary and general election campaigns when applicable. Costs were adjusted to inflation and are stated in 2020 dollars.

Table One charts the growth of the costs incurred by races for council and mayor seats, and the totals represent the amount spent by all candidates seeking office combined. Gresham itself had no spending by any candidate until 2018, when races for Position 2 and Position 4 incurred costs (total costs for Position 4 totaled over \$70,000). The year 2020 marked the first Gresham mayoral race in our time series with campaign expenses, totaling an extraordinary \$317,538. Notably, this is the single most expensive race for any office in our data.

**Table One: Average Campaign Expenses for Fifteen Oregon Cities**

<u>Year</u>	<b>Council:</b> Expenses Per Seat		<b>Mayor:</b> Expenses Per Seat	
	<u>Median</u>	<u>Mean</u>	<u>Median</u>	<u>Mean</u>
2012	\$0	\$891	\$0	\$1,553
2014	\$0	\$3,181	\$75	\$316
2016	\$0	\$6,423	\$4,492	\$33,314
2018	\$618	\$7,104	\$3,807	\$30,401
2020	\$4,535	\$13,190	\$60,004	\$80,440

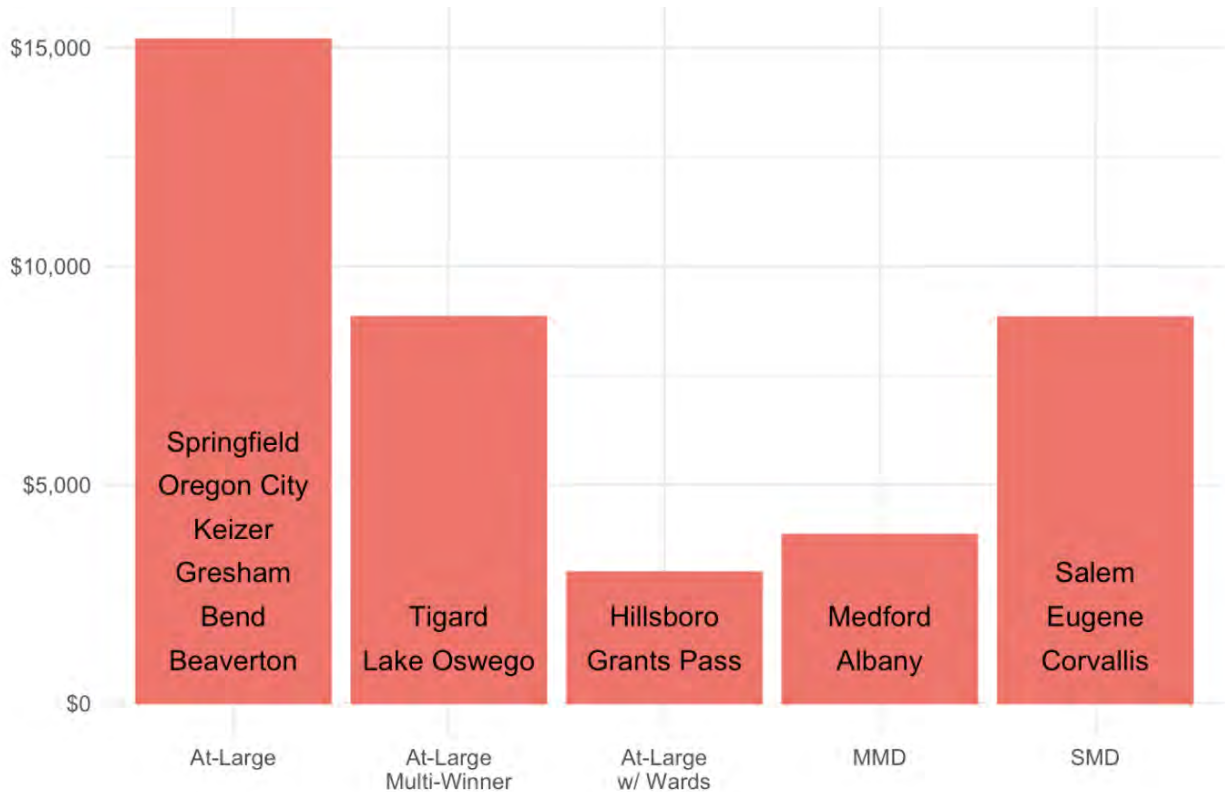
Changes in electoral institutions obviously cannot explain all the growth in campaign costs. After all, cities like Gresham did not change their institutions between 2012 and 2020. However, it still is worth exploring how institutional variation correlates with campaign costs. Intuitively, the single largest determinant of campaign costs will be the existence of electoral competition—one doesn’t have to spend money if one is running unopposed. For this reason, we limit our data to only races for office where there was contestation in all figures presented and we control for contestation in the multivariate analysis.

As Figure Six demonstrates, the highest total campaign expenses for city council races were incurred for seats elected by at-large elections. Higher costs relative to district-only races are intuitive, as at-large competition would require larger campaign efforts throughout the entire city. More surprising in our findings are the low costs of elections using at-large systems with wards. There is no theoretical rationale for lower campaign costs in these settings, which suggests other factors are influencing the results, such as lower levels of competition not accounted for by the presence of contestation.

Average campaign costs are nominally higher in both city council and mayoral races that utilize primaries. This is somewhat surprising given that primary races were somewhat less competitive than races determined in the general election. Though we did not collect data on this variable, we suspect that primaries are benefitting incumbent officers, who are more equipped to raise and spend campaign dollars, perhaps scaring away potential challengers. This phenomenon would also explain the negative relationship between primaries and the number of candidates in city council elections.

Using a multivariate analysis, we predict costs of campaigns per council seat as a function of electoral systems, controlling for population, income, time, and contestation. Not surprising, contestation is the most significant predictor of high campaign costs. A city population and the year of the election are also important contributors. At-large systems are predicted to have higher levels of campaign expenses than all other systems, but the difference is not large enough to elicit statistical significance. The finding on primary systems is reversed, suggesting a negative but insignificant effect of primaries on campaign expenditures, once you control for contestation and other factors. Given these mixed and insignificant findings, we make no definitive conclusions regarding the effect of electoral systems on campaign expenditures.

**Figure Six: Average Campaign Expenses per Seat in Contested City Council Elections**



### 3. What are the financial costs associated with electoral reforms?

**Answer:** We limit our answer to an analysis of Ranked Choice Voting (RCV). We cannot give a valid estimate, given that the costs associated with transitioning to RCV depend on a wide variety of factors. That said, we describe the various factors one should consider below, and also touch on the issue of voter knowledge/education for RCV.

To answer this question we relied on two sources of information: a recently published survey conducted by the National Conference of State Legislatures, and an email response from James Morales, Clerk and Director of the Benton County Records and Elections Department (the only county in Oregon to have implemented RCV).

On July 31st of this year, the NCSL released an excellent online report entitled *Ranked Choice Voting in Practice: Implementation Considerations for Policymakers*.<sup>2</sup> We recommend that anyone interested in RCV administration review the report, though we will summarize its findings here. The survey requested that respondents estimate the costs incurred for a transition to RCV, to quote:

- Equipment changes or software costs needed to conduct RCV elections, if any.
- Costs associated with educating voters on how to cast an RCV ballot.
- Any additional purchases of single-use items like ballot paper, perhaps in anticipation of an increase in ballot spoilage in the first election using RCV, or because RCV ballot items take up more space than plurality ballot items.
- The total cost of labor dedicated to implementing any of the above changes.
- The total cost of labor dedicated to implementing RCV above and beyond the above changes.<sup>3</sup>

We report their findings verbatim, and suggest the reader focuses on the median costs rather than the average costs, as extreme outliers in either direction may present idiosyncratic circumstances:

“NCSL’s survey found the average cost of switching to RCV was \$154,759 among responding jurisdictions. When the highest (\$1,000,000) and lowest (\$0) amounts were excluded, the average dropped to \$39,673. The median cost was \$17,000. Costs-per-voter averaged 94 cents; the median cost was 43 cents. According to NCSL’s survey, the key factors impacting the cost of switching to RCV included labor, whether any existing equipment needed to be replaced or supplemented, whether legal or public affairs expertise was acquired to ease the transition, and the size of the jurisdiction. Savings are possible if a RCV election can be used to combine two separate elections, such as a primary and a primary runoff.”<sup>4</sup>

As true with any government policy, one may spend as much as budgets allow. Thus, the costs for Gresham to transition to RCV would depend on a number of factors such as how much the

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<sup>2</sup><https://www.ncsl.org/research/elections-and-campaigns/ranked-choice-voting-in-practice-implementation-considerations-for-policymakers.aspx>

<sup>3</sup> Id.

<sup>4</sup> Id.

City wished to spend on voter education outreach, or how many present city employees would be available to answer phone calls from voters with questions about the process. The NCSL survey reported the following strategies used to educate voters:

- Educational flyers as inserts in absentee ballots sent to voters.
- Printing instructions on completing an RCV ballot on the ballot itself.
- Web dissemination, including through social media platforms like Facebook.
- Newspaper advertisements.
- Conducting a mock RCV election and inviting the public to participate.
- Holding informational sessions at community centers and other local events like farmers markets.
- Publishing a page on RCV on the local election office’s website.
- Producing videos on RCV in partnership with a public affairs company.
- Partnering with community organizations like the League of Women Voters.
- Special training on RCV for candidates running in those elections.<sup>5</sup>

As to voter comprehension of RCV, the NCSL survey concludes that “[l]imited research indicates that while minority groups report lower levels of comprehension on how to vote using RCV, this lower understanding mirrors reduced comprehension rates in elections broadly. Socioeconomic status, relative partisan lean, and sex identification have not been shown to impact voters’ ability to successfully cast a ballot using RCV. Among all groups of voters, only age was tied to overvoting or ballot exhaustion.”<sup>6</sup> This last point finds support in a 2019 California study that surveyed voters who recently had voted under both RCV and plurality systems.<sup>7</sup> The study did not find racial disparities in voter comprehension of RCV specifically. It did, however, find that older people were less likely to understand RCV in comparison to plurality systems. That said, the study found that the number of voters who self-reported understanding RCV “not at all” were similar to the number of voters who said the same about other electoral systems.

In addition to the NCSL study, we reached out to the Benton County Records and Elections Department, as this is the one county with experience in implementing RCV. Director Morales began by noting that

“As City governments consider the adoption of Ranked Choice Voting for their elected officials it is vital that they work closely with the County Election Officials that might be affected by their decisions. . . . There are many reasons for this, however, some of the most important are to allow those counties the opportunity to identify cost, time to certify and implement the needed tabulation systems, how those costs are to be funded and who will be responsible for public education and awareness campaigns. . . .”<sup>8</sup>

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<sup>5</sup> Id.

<sup>6</sup> Id.

<sup>7</sup> Donovan, Todd, Caroline Tolbert, and Kellen Gracey. "Self-reported understanding of ranked-choice voting." *Social Science Quarterly* 100.5 (2019): 1768-1776.

<sup>8</sup> Unrelated to the question of financial costs, Director Morales notes that “Another important consideration and Oregon entities move toward the consideration and potential adoption of Ranked Choice Voting is the effect on ballot design, complexity both the voter and the implementing election official, voter fatigue that might result from



Benton County received \$200,000 in pilot funds to implement RCV, of which about half has been spent. Consistent with the NCSL survey, Director Morales noted the following factors to consider when estimating costs of transition, to quote:

- Acquiring or revising the County Vote Tabulation System(s) to tabulate RCV contests
- Obtaining the required State Certification of the Vote Tabulation System for use in Oregon, once it has been revised or acquired.
- Developing a pre-election RCV testing process that ensures the accuracy and integrity of the tabulation system.
- Planning and Implementation of Public Awareness & Education Campaign to help voters understand and vote the RCV contests without errors.
- Materials, supplies and staff time required to support the implementation of RCV process. E.g. Hosting and attending public events.

Finally, Director Morales noted that “Benton County was fortunate in that our Vote Tabulation System Vendor (ES&S) Election Systems & Software had already developed an RCV Vote Tabulation System. As a result, there were no development costs assessed to Benton County for the software, simply the annual license and maintenance costs associated with these systems. Additionally, ES&S paid the cost for receiving Oregon Certification of the RCV Tabulation system, another significant cost savings we were able to secure given the vote tabulation system vendor we had chosen.”

#### ***4. How do electoral reforms affect the racial diversity of candidates in local elections?***

**Answer:** We expect that single-member districts would not increase, and could potentially decrease, minority representation in the City of Gresham. There is insufficient evidence to gauge the effect of alternative voting methods or multi-member districts on this question.

The most cited, recent published research on the effect of electoral design on racial representation in US Cities is a 2008 article by Trounstine and Valdani.<sup>9</sup> This paper compares the effects of single-member districts to at-large elections. This article shows that the relationship between single-member districts and enhanced racial minority representation is driven largely by cities where underrepresented groups are highly concentrated and compose a substantial portion of the population. In particular, their research suggests that single-member districts would not be associated with increased representative diversity in the city of Gresham. Using the measurement of racial concentration used in her paper, the “isolation index”, no minority group in the city of Gresham is sufficiently concentrated to induce increased representation under single-member

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too many rankings to consider or an overly complex ballot, perhaps even multiple pages if RCV continues to expand to multiple contests on the same ballot.” Email to Todd Lochner and Ellen Seljan, August 23, 2022.

<sup>9</sup> Trounstine, Jessica, and Melody E. Valdini. "The context matters: The effects of single-member versus at-large districts on city council diversity." *American Journal of Political Science* 52.3 (2008): 554-569.

districts.<sup>10</sup> Indeed, their model suggests that single-member districts would potentially have negative effects of Black representation given city demographic and residential characteristics.

There exists burgeoning research on the effect of alternative vote methods and racial representation, though few firm conclusions can be made at this point in time. Rigorous research on cities in California suggests a robust increase in the number of minority candidates, but not victors, in cities adopting ranked choice voting.<sup>11</sup> Experimental survey work, which uses the same candidate descriptions but varies voting rules, suggests null results on the effect of ranked choice voting rules on the likelihood of supporting candidates of color.<sup>12</sup> Proportional Ranked choice, which was not considered in the previous studies mentioned, has been shown to be associated with the election of minority candidates roughly in proportion to their prevalence; that is, government bodies' racial demographics will mirror the underlying demographics of citizens.<sup>13</sup> At this point in time, given the current demographic composition of the Gresham City Council, such an outcome could thus theoretically result in a decrease in minority representation

## **Section Two: Supplemental Questions**

1. State Representative Zach Hudson asked for clarification about RCV voting. He proposed the following scenario: A. RCV is the voting method; B. There are three or more candidates for one office in an election cycle; C. The first place finisher in round one does not achieve a 50 + 1 vote majority threshold; D. In the second and subsequent rounds, the second selection of the lowest performing candidate is counted. E. However, he states that the second place choice of the highest place candidate is not counted in determining the ultimate winner. Question: Is that true?

**Answer:** If we understand the hypothetical, this claim is true. Note that the hypothetical assumes a 50+1 vote majority threshold and a single office. No candidate won the first round, and it remains to be seen how the votes of the second selection of the lowest performing candidate are allocated. Focusing only on the second place choice of the highest place candidate, those second place votes will not be counted, but only to the extent that the first place choice of those voters—the first place finisher in round one—is counted. Put simply: If my first place choice is still “alive” in the process, my second place choice will not be counted. The answer to this question would be different if one were using RCV in a multi-member election—for example, if voters were asked to rank their top three candidates in a multi-member district that elected three members. In that case, if candidate X received more votes than she needed, a fraction of those excess votes would go to other candidates (but again, that depends exactly on how the RCV rules are constructed).

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<sup>10</sup> Trounstone and Valdani's model uses data from 7,000 US Cities in the time interval of 1986-2021. Gresham's isolation index for each demographic group is drawn from 2020 Census Data and was calculated by the Diversity and Disparities project at Brown University. This information is available at: <https://s4.ad.brown.edu/projects/diversity/segregation2020/city.aspx?cityid=4131250>

<sup>11</sup> John, Sarah, Haley Smith, and Elizabeth Zack. "The alternative vote: Do changes in single-member voting systems affect descriptive representation of women and minorities?." *Electoral Studies* 54 (2018): 90-102.

<sup>12</sup> Crowder-Meyer, Melody, Shana Kushner Gadarian, and Jessica Trounstone. "Ranking Candidates in Local Elections: Neither Panacea nor Catastrophe." *Available at SSRN 3787548* (2021).

<sup>13</sup> Benade, Gerdus and Buck, Ruth and Duchin, Moon and Gold, Dara and Weighill, Thomas, Ranked Choice Voting and Proportional Representation (February 2, 2021). Available at SSRN: <https://ssrn.com/abstract=3778021>.

2. Vote Exhaustion in RCV. Representative Hudson asks: Vote exhaustion is a common argument we have heard against RCV. It looks to me that when a ballot is exhausted, that means that the vote has been fully counted to the extent of the data on the ballot. To me, this sounds correct and not something to be avoided or a negative about RCV. Am I missing something? Are there scenarios in ballot exhaustion where a ballot that still has a preference marked for a viable candidate is discarded or not counted?

**Answer:** This description of RCV is accurate. Whether this is a problem depends on one's perspective. Consider a hypothetical. If there are ten candidates on the ballot and a voter only prefers three, and is completely indifferent to the other seven, then it would make no sense to mark any but the first three candidates. In this situation, the ballot with only three votes would be a perfect representation of the individual voter's preferences. However, it could be the case that the voter has preferences for the first five candidates, but they simply do not want to take the time to mark all five spots on the ballot. If this behavior were widespread, failure to rank could result in an election outcome that does not reflect true voter preferences, only demarcated preferences. One can debate whether this is a problem, as the voter could solve the issue but chooses not to do so.

Instead of a normative debate about voter autonomy, we suspect the concern here relates instead to voter information. If RCV incentivizes more candidates to run, it will require voters to acquire more information about those candidates. Also, as RCV is a more complex voting system, it requires voters to correctly understand how the system works, and to have fully-developed preferences about how to rank the candidates. But if voters do not invest the time and effort to gather this information, they may not vote for the candidate they would have had if the voter possessed perfect information. An analogy to breakfast cereal and consumer choice may be useful. If you have a choice of only four cereals, you probably can make a choice very quickly—and it will be the right choice for you. But if you must choose from twenty cereals, you may suffer information overload, decide it is not worth your time to think through all twenty choices, and just reach for the first one in front of you. (In a voting context, “first one in front of you” might be whatever candidate has the greatest name recognition, the one whose advertisement you most recently saw, etc.) It is difficult to know whether an exhausted ballot is a perfect description of a voter's preferences, or instead an example of a voter who just gave up because the ballot was viewed as too burdensome and confusing. That said, one should remember that the 2019 California study mentioned above found that the number of people who reported understanding RCV “not at all” were similar to those who reported the same result for other electoral systems. As to the question “Are there scenarios in ballot exhaustion where a ballot that still has a preference marked for a viable candidate is discarded or not counted” the answer is no, assuming the ballot is not legally invalidated for other reasons.

3. Spoilage. When comparing RCV to STAR voting, a point of contention we often hear is that RCV has more ballot spoilage than STAR. My understanding is that using STAR voting, if you make a mistake on the ballot it will count as a vote, instead of spoiling. Are there any studies that account for this discrepancy when looking at ballot spoiling rates? My concern is that counting an accident is not better than spoiling a vote, and perhaps is even worse as it misrepresents the voter.

**Answer:** There are two questions here, one normative and one empirical. The normative question is whether an improperly marked STAR ballot (i.e., a ballot that is counted but does not accurately represent the true preferences of the voter) is better or worse than a ballot that is not counted at all. We cannot speak to the normative question, as people’s opinions about it will reasonably differ. The empirical question is the extent to which RCV results in more ballot spoilage than STAR. This question is difficult to answer because, while it is possible to determine the amount of disqualified ballots under both systems, there is not a good way to determine the number of improperly marked ballots under a STAR system—that would require us to compare what is on the ballot with what was going on in the voter’s mind.

In RCV, ballots are considered spoiled (and not counted) when an “overvote” occurs, defined as when a voter selects two candidates for the same rank. Such error is not possible in STAR voting since equal point scores may be awarded. Most research shows that overvotes occur fairly rarely, generally in less than 1% of ballots cast. For example, overvotes in Bay Area elections ranged from 0.24% to 1.14%, rates similar to traditional plurality election races.<sup>14</sup> These statistics put an upper bound on potential differences in spoilages between RCV (and plurality elections) and STAR voting.

In comparison, ballot exhaustion, which is largely due to “undervoting” occurs at more significant levels. For example, one study of California municipalities showed exhaustion rates ranging from 9.6 percent to 27.1 percent.<sup>15</sup> Other case studies have documented similar exhaustion rates, with undervoting generally increasing with the number of candidates<sup>16</sup>. There is not currently any scholarly research that compares undervotes in ranked choice and STAR voting. That said, our professional expectation is that failure to rank and star candidates would occur at similar rates for each voting system, leading to similar rates of countable, expressed preferences between the two candidates left standing in the final round of vote tallying.

4. Election Accountability. One of our concerns when looking at a voting system change is how that change would influence the integrity of the system as a whole. It has been proposed to us that RCV would require single point tabulation, which would eliminate or greatly reduce the ability for multiple points of checks and balances that currently exist in our vote auditing process. Is this true, and to what degree would RCV be limiting the ability for multiple points of voting integrity checks or audits?

**Answer:** Oregon, like the majority of other states, requires post-election audit procedures. Currently, county clerks may choose from two post-election audit procedures, traditional or risk-limiting audits. In a traditional post-election audit in Oregon, a proportion of precincts are hand-counted to verify the election results. In risk

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<sup>14</sup> Neely, Francis, and Jason McDaniel. "Overvoting and the equality of voice under instant-runoff voting in San Francisco." *California Journal of Politics and Policy* 7.4 (2015).

<sup>15</sup> Burnett, Craig M., and Vladimir Kogan. "Ballot (and voter)“exhaustion” under Instant Runoff Voting: An examination of four ranked-choice elections." *Electoral Studies* 37 (2015): 41-49.

<sup>16</sup> Kilgour, D. Marc, Gregoire, Jean-Charles, and Foley, Angele M. (2020), The Prevalence and Consequences of Ballot Truncation in Ranked-Choice Elections, *Public Choice* 184: 197-218.

limiting audits, a random sample of ballots is examined for evidence that the originally reported outcome of the election is correct. Nationwide, traditional audits are more common than risk-limited audits, although the former significantly increased in prevalence since the 2020 election.<sup>17</sup>

Risk-limiting audits can occur in Ranked Choice elections, but with two limitations. First, unlike traditional audits, this form of audit cannot validate precinct level results, simply because precinct level results are not meaningful, and hence not tallied, in ranked choice elections. It is possible to do multi-point validation, for example by taking multiple random samples of different precincts or different races, but all verification of election results would necessarily occur at an aggregated level. Second, risk-limiting audit methods are not currently suitable for multi-winner elections, which would require even more sophisticated, statistically-derived audits.

More generally, election audits perform two central tasks: to verify election tabulations and to convince the public of election integrity. Satisfactory procedures can surely be put in place to audit ranked choice elections to achieve the first goal. The second goal, in contrast, depends more on public trust of potentially complex procedures, which is harder to guarantee.

5. Single-winner vs multi-winner. One of the considerations the committee is looking at is changing from a single winner system to a multi-winner system. Would that change any of the above answers, and if so how would it differ?

**Answer:** As previously indicated, multi-winner elections in Oregon are associated with lower number of candidates and election costs. We additionally note that multi-winner elections will likely increase undervoting. Finally, multi-winner elections in conjunction with alternative voting systems, are more likely to produce proportional, as opposed to majoritarian, outcomes.

Two cities of the 15 comparable cities that we analyzed allow for multi-winner elections, Lake Oswego and Tigard. Our answers above indicate that these multi-winner systems have a slightly lower number of candidates and costs per seat than some other systems in Oregon. We lack sufficient data to determine whether a multi-winner system would affect the racial diversity of candidates.

Our analysis of Oregon election data additionally suggests that multi-winner elections will be associated with a disproportionate number of undervotes (failures to vote). Our expectation is grounded in a comparison of multi-winner city council elections in Oregon, namely those taking place in Lake Oswego and Tigard, to those occurring in at-large races with single-winner elections, namely Bend, Grants Pass, Gresham, Hillsboro, Keizer, and Oregon City. Limiting the data to only those races that occur in a general election on the same ballot as a mayoral election, we find that undervotes occur at rates of 9% in single-winner elections and 36% in multi-winner elections. This analysis uses the total number of votes cast for the mayor's office race as the benchmark by which to calculate undervotes. In other words, if 100 votes were cast for mayoral candidates in total, we would expect on average 91 votes cast per seat in single-winner elections

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<sup>17</sup> <http://electionlab.mit.edu/sites/default/files/2019-06/Election-Auditing-Key-Issues-Perspectives.pdf>

and 64 votes cast per seat for multi-winner elections for city council races. Though we do not have the data to test this proposition, we expect that this finding would be further amplified if a multi-winner election was implemented in conjunction with Ranked Choice or Star Voting.

It is also important to note that multi-winner elections, at least when implemented in conjunction with Ranked Choice or Star Voting, have significant implications for fulfillment of the majority criterion sometimes used to evaluate the fairness of an election. Primary elections, and Ranked Choice or Star Voting in single-winner elections, maximize or guarantee the likelihood that a candidate will be elected with majority support, at least among those casting full ballots. In contrast, the lower vote thresholds required in multi-winner elections that use alternative voting methods, will allow for representation from candidates who might not be able to achieve majority support. Whether this is normatively desirable for democracy cannot be objectively evaluated.

6. Districts. Could you provide information on how best to successfully transition to a ward/district system, particularly how to best prevent gerrymandering (for example, some city councils appoint an independent commission to draw the lines after every census, some hire a contractor to do this work, etc.)?

**Answer:** First, the most important thing to remember is that whoever is charged with drawing district lines—be they a city council, an independent commission, or anyone else—must comply with the rules promulgated by the Secretary of State.<sup>18</sup> These rules prohibit drawing district lines based on partisanship or incumbency protection, as well as specifying other criteria (districts must be contiguous, respect existing geographic and political boundaries, be of equal population, not divide communities of interest, not dilute the voting strength of any language or ethnic minority group, etc.). Second, all of the Oregon cities we examined in Part One allocate redistricting powers to their city councils as far as we are aware,<sup>19</sup> and cities often will seek out community input and/or expert assistance when drawing district lines.<sup>20</sup> Third, scholarly research on the merits of having districts drawn by independent commissions is mixed, given the different political contexts in which these independent commissions operate, as well as differences in their enabling legislation. Some studies find that districts drawn by independent commissions produce more competitive elections while others find little or no effect on competitiveness.<sup>21</sup> Best et al. (2022) found that independent commissions did a better job than state legislatures in preventing partisan gerrymandering in some, but not all, circumstances (but again, partisan gerrymandering is prohibited in Oregon regardless of

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<sup>18</sup> <https://sos.oregon.gov/elections/Documents/Directive-Redistricting-2021.pdf>

<sup>19</sup> For example, see Eugene, <https://www.eugene-or.gov/4702/Census-and-Ward-Boundary>; Salem, <https://www.cityofsalem.net/government/shaping-salem-s-future/reports-studies/redraw-ward-boundaries>; Grants Pass, <https://www.grantspassoregon.gov/609/Chapter-III—Form-of-Government>; Medford, <https://www.medfordoregon.gov/News-Articles/Council-approves-ward-boundary-updates>

<sup>20</sup> See, eg., Hillsboro, <https://hillsboro-redesign.prod.govaccess.org/our-city/departments/city-manager-s-office/hillsboro-101/council-wards-redistricting>

<sup>21</sup> Henderson, John A., Brian T. Hamel, and Aaron M. Goldzimer. "Gerrymandering incumbency: does nonpartisan redistricting increase electoral competition?" *The Journal of Politics* 80.3 (2018): 1011-1016.

who draws the lines).<sup>22</sup> Contrary to conventional wisdom, VanderMolen and Milyo (2016) found that independent redistricting commissions had no effect on levels of public confidence about the districting process.<sup>23</sup> Edwards et al. (2017) found that relative to legislatures, independent redistricting commissions drew more compact districts and split fewer political subdivisions. In short, the research does not allow us to make definitive statements as to whether redistricting via an independent commission is better or worse than relying on a city council, particularly when applied to the specific case of Gresham.<sup>24</sup>

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<sup>22</sup> Best, Robin E., et al. "Do Redistricting Commissions Avoid Partisan Gerrymanders?." *American Politics Research* 50.3 (2022): 379-395.

<sup>23</sup> VanderMolen, Kathryn, and Jeffrey Milyo. "Public confidence in the redistricting process: The role of independent commissions, state legislative polarization, and partisan preferences." *State and Local Government Review* 48.4 (2016): 236-245.

<sup>24</sup> Edwards, Barry, et al. "Institutional control of redistricting and the geography of representation." *The Journal of Politics* 79.2 (2017): 722-726.

To: Members of the Charter Review Committee for the City of Gresham  
From: Professors Todd Lochner and Ellen Seljan  
Date: January 02, 2023  
Re: Answers to Questions Posed in December 2022

The CRC asked us to respond to several questions in December 2022 for presentation at the January 04, 2023 meeting. Our answers are outlined below, though we begin with three important points of clarification.

## I. Points of Clarification

**First**, it is our understanding that the CRC has opted to pursue ranked-choice voting (RCV). All answers below assume this fact.

**Second**, many of the questions below use the phrase “proportional representation” without clearly defining it. Because our answers are contingent upon a common understanding of the phrase, we need to specify exactly what we take the phrase to mean. We offer four possible meanings of “proportional representation” and explain which are tenable for your situation, as well as alternative phrases one might use.

- *Proportional representation* (strictly defined). When social scientists and lawyers use this phrase, they refer to an electoral system where a political party’s seats in the legislature are proportionate to the party’s share of the popular vote. For example, if the Libertarian Party won 15% of the popular vote, they would receive 15% of the seats in the legislature. This phrase is not appropriate for your purposes for two reasons. First, city elections are nonpartisan, so there are no parties with which to proportionately apportion seats. Second, this electoral system is only possible for large governmental bodies—for example, a 100-seat legislature—and could not be used to constitute a city council.
- *Demographic proportionality*. Perhaps the CRC envisions an electoral system that works to ensure that city council members are demographically representative of the citizens of the City of Gresham. This use of the phrase is theoretically possible, but problematic for two reasons. First, it is unclear what demographic characteristics you care about—gender, area of employment, marital status, etc. Absent this clarification, we cannot give input as to how a given electoral system would improve or impede the demographic representation. Second, there are some demographic characteristics, such as race, that would likely be illegal to pursue. Hypothetically, were the CRC to say “We want to design an electoral system to ensure that the city council is racially proportionate to the underlying racial demographics of the City of Gresham” that would be dangerously close to making race the “predominant factor” in your decision making—and this could result in



a legal claim that you engaged in a racial gerrymander in violation of the 14th Amendment. As we have stated in prior memoranda, **we do not provide legal advice.** Still, if this is what you mean by proportional representation, we would encourage you in the strongest possible terms to seek the advice of legal counsel before proceeding any further. We will assume that this is not what you mean when you use the phrase “proportional representation.”

- *Non-majoritarian systems.* Perhaps when you use the phrase “proportional representation” you don’t mean proportionality per se; rather, you are speaking of a preference for an electoral system that maximizes the possibility of non-majoritarian outcomes. That is, you wish to create a system whereby a candidate with some significant amount of support less than 50% (say 20-25%) could win. If this is what you mean, it is a perfectly reasonable goal and some electoral systems will achieve it better than others. For the sake of clarity, we will use the phrase “**non-majoritarian systems**” when referring to such arrangements.
- *Minimizing wasted votes.* Finally, perhaps you are speaking of a desire to maximize the probability that everyone’s vote counts as much as possible. Not everyone’s vote gets to select a winner, of course, but social scientists do have a concept of “wasted votes” that we spoke about in our first memorandum. Wasted votes are defined as votes in excess of what a candidate needs to win a seat. Indeed, many variations of ranked-choice voting are designed for the very purpose of “**minimizing wasted votes.**”

To summarize, our answers to the questions below will consider both non-majoritarian systems and the goal of minimizing wasted votes whenever relevant.

**Third**, many of the questions below use the term “multi-member” districts. We think we can avoid some confusion here if we distinguish between two concepts: multi-member and multi-winner. A multi-member district is any district with more than one council seat; i.e., a system that divides a city in districts rather than using at-large elections, and assigns more than one seat to a given district. A multi-winner system is one in which more than one council seat is determined *in the same election*. Consider three examples.

- The fictional City of Laconia has a four-member city council. Laconia is divided into two districts, A and B, and city council members serve staggered four-year terms. In 2018, Seats A1 and B1 have elections, and in 2020 Seats A2 and B2 have elections. This system is multi-member (because District A is represented by two councilors), but not multi-winner (because there is only a single seat up for grabs in each district in any even election year). Medford uses a multi-member, single-winner system.

- The real City of Lake Oswego has at-large, top-three elections. In each election, voters get to cast three votes, and the top-three vote getters are elected. This system is not multi-member (because elections are at-large rather than using districts), but it is multi-winner.
- The fictional City of Rosieville has an eight-member city council. Rosieville is divided into two districts, A and B, and city council members serve staggered four-year terms. Furthermore, *and this is crucial*, elections in each district use a top-two model (any number of candidates can run, and the top-two vote-getters win). In 2018 voters select seats A1 and A2, as well as B1 and B2. In 2020, voters select seats A3 and A4, as well as B3 and B4. This would be an example of a multi-district *and* multi-winner system.

In our answers below, we will clarify whether we are speaking of an electoral system that is multi-member (versus single-member or at-large), multi-winner (versus single-winner) or both.

## II. Answers to Questions Posed

*Question: What are the advantages/disadvantages of electing City Councilors on staggered terms both in-District (the two Councilors representing a district are elected at the same time) and by-District (for example, Councilors serve in terms that expire in alternate 2-year terms such that there is always an Incumbent Councilor in the District)?*

As mentioned in our Memorandum of March 06, 2022, 81% of city councils nationally use staggered terms. There are significant advantages and very few disadvantages to using staggered terms. First, staggered terms promote institutional memory—the incumbent council member can help the new council member understand how the job works. Second, staggered terms lower information costs for voters. Staggering elections ensures that only half of all city council seats are up for election in a given cycle. All things equal, the more candidates in a given election, the more information each voter would have to process. Third, staggering elections allows the City Council to more quickly respond to changes in voter preference. Assuming four-year terms, every even-numbered year would bring one or more new councilors to city government. We cannot think of any serious disadvantages to using staggered elections, unless one were to view increased responsiveness by councilors to voters as disadvantageous. (Theoretically, there could be cost savings if one didn't use staggered elections, and there was nothing else up for vote in city elections that year, because the City of Gresham would not have to hold any elections. But this scenario seems unlikely.) Of course, if one were to make a purposeful decision to have a top-two system within a given district, and had only two seats from that district, then one couldn't have staggered elections.

*Will multi-member districts create proportional representation in Gresham?*

We take this question to ask “Will multi-member districts promote non-majoritarian outcomes and/or minimize wasted votes?” Remember that RCV itself tends to minimize wasted votes (if your preferred candidate has the least number of votes, and the election outcome is still indeterminate, then your vote will go to your next-most-preferred candidate). If one is using districts with only one winner, then the non-majoritarian goal is not realized—the winning candidate will by definition end up having a majority of the vote. However, if one is using districts and one *also uses multi-winner elections* in those districts, using multi-winner RCV theoretically increases the odds of electing non-majoritarian candidates. How much those odds are increased will depend on a variety of factors (total number of seats up for grabs, etc.). And of course, non-majoritarian outcomes need not always be proportional, particularly when the number of legislators to be selected is small.

We also remind readers of a crucial point: Electoral rules and institutions have some effect on diversity of candidates and election outcomes, but other things such as voter mobilization, voter interest in a given election, interest group influence, campaign finance regulation, salaries of city councilors, etc., probably matter as much or more.

*What is needed to achieve proportional representation, such as number of districts and number of Councilors? What should be considered to achieve proportionality?*

We take these two questions together. As discussed above, it is very difficult for us to answer these questions, as we are unsure what the author intends. We can, however, make the following observations. First, RCV helps to minimize wasted votes. Second, if RCV is used for a single seat, it will guarantee majoritarian outcomes insofar as the candidate that ultimately wins will have received a majority of the votes cast (this doesn’t necessarily mean a majority of all Gresham citizens, because not all citizens vote). Third, if multi-winner RCV is used, it will tend to promote non-majoritarian outcomes (insofar as the second place winner may have received substantially fewer votes than the first place winner). Fourth, given the realistic size limits of a city council, it is not possible to guarantee that a city council will accurately and proportionately represent the views of all citizens. Fifth, increasing the size of the city council (for example, to twenty members) would marginally help to ensure that the city council would accurately and proportionately represent the views of all citizens, but would come at enormous costs such as more expensive maintenance, more administrative burdens, and far less competitive elections. As we noted in our Memorandum of March 06, 2022, only 10% of city councils nationwide have eight or more councilors.

*Which approach/approaches are commonly used for a city the size of Gresham (8-Districts/Single City Councilor versus 8-Districts/Multi-Member City Councilors)?*

As discussed in our Memorandum of March 06, 2022, of the seven cities most directly comparable to Gresham in terms of population, three have eight-member city councils (Eugene, Medford, and Salem) and four have six-member city councils (Beaverton, Bend, Hillsboro and Springfield). As discussed in our Memorandum of September 22, 2022, Eugene and Salem both use single-member, single-winner districts whereas Medford uses multi-member, single-winner districts.

*In a multi-member district, what has been adopted by cities of similar size to Gresham?*

Medford has four districts, two councilors per district. Albany has three districts, two councilors per district.

*Has it been found that districts—single-member and multi-member—advantage or disadvantage grassroots, marginalized, and/or unaffiliated candidates?*

We are not sure exactly what groups the author intends when they say grassroots; we take “marginalized” to refer to racial minorities and people of lower socio-economic status. We also assume the question presupposes that 1) these groups vote cohesively for candidates that are 2) not favored by the majority (making no judgment as to whether these assumptions are correct as applied to the City of Gresham). The short answer is “it depends.” Both single-member districts and multi-member districts have been used to dilute the political power of racial minorities in the past; by the same token, the creation of single-member majority-minority districts has been used pursuant to Sections Five and Sections Two of the Voting Rights Act to mitigate previous racial discrimination. We would reiterate the points made above. Given the use of RCV, multi-member, multi-winner districts could marginally help non-majoritarian candidates. The only situation in which single-member districts would help a non-majoritarian candidate is if their supporters are geographically homogenous and segregated. Finally, all candidates for city council are unaffiliated given that the elections are nonpartisan.

*Have elections by District—single-member and multi-member—been found to dilute or weaken the traditional, well-funded, power base?*

We are unsure what the author intends by traditional, well-funded power base, as those three qualities do not always co-exist together. Consider three examples: an extremely wealthy technology start-up business (not really traditional, certainly well-funded, indeterminate power base); a labor union (traditional, possibly well-funded, possibly

strong power base); an evangelical church group (traditional, unlikely to be well-funded, but likely a strong power base if it has a large congregation composed of single-issue voters). We suspect that the motivation for this question is whether the creation of districts will meaningfully alter the degree to which campaign contributions affect the outcome of elections. Our answer is necessarily speculative, but we would suggest three points. First, we should distinguish between two related but independent concepts: the cost of a given election to a campaign, and the total amount of money spent in elections inclusive of non-campaign spending such as independent expenditures. Second, the City of Gresham is large enough that moving to districts probably would decrease campaign costs to some degree, but the effects likely would be marginal. Third, the total amount of money spent in city elections depends on a wide range of factors such as campaign finance rules, the nature of a given campaign, the candidates running (remember that campaigns where incumbents run unopposed are very inexpensive), the presence or absence of salient ballot propositions, etc. In short, one probably will not meaningfully reduce the amount of money in elections by changing a city's electoral institutions.

*Have multi-member districts been shown to reduce entry barriers for minority and/or low-income individuals?*

We would generally refer the reader to pages 12-13 of our September 26, 2022 Memorandum. The creation of single-member districts is unlikely to yield more diversity of candidates unless the groups supporting those candidates are geographically concentrated. Using Trounstine and Valdani's "isolation index" Professor Seljan did not believe that this situation likely applies to the City of Gresham. As for multi-member districts and alternative voting mechanisms like RCV, the data are ambiguous. Some research found that RCV increased the number of racial minority candidates but not victors, some research indicates that multi-winner RCV tends to result in racially-proportionate effects, and some experimental research found no statistically significant impact whatsoever. In short, the evidence is mixed. If one is interested in incentivizing low-income individuals to run for city council, we suspect that other proposals, such as public financing of city elections and/or increasing the salaries of city council members, would matter more than electoral institutions.

*Please discuss the "10% Rule" as it applies to district lines being redrawn.*

In Reynolds v. Sims (1964), the Supreme Court created the "One Man One Vote" (today, "One Person One Vote") standard which required that seats in a state legislature be apportioned on a substantially equal population basis. Although malapportionment—where one district has far more people in it than another district—used to be acceptable, Reynolds held that malapportioned districts can violate the Equal Protection Clause of the 14th Amendment. Additional cases

applied the OPOV standard to most, but not all, political subdivisions within a state, including city government. The question becomes exactly *how* precise must the populations in each district be? For example, what if one district had 17,500 people and another district had 17,825? Would that violate the constitution? A general rule of thumb, articulated in Gaffney v. Cummings (1973) seemed to suggest that city or state legislative districts could have population deviance of up to 10% without creating a legal problem. But the 10% Rule is just that—a rule of thumb. It sometimes is possible to have even larger population deviance under certain conditions, such as the need to respect previously-existing political boundaries (though this applies more to state legislative districting rather than city districting). Similarly, the 10% Rule is *not* a safe harbor provision (what lawyers call a “Get Out of Jail Free Card”). Population deviance below 10% may still be illegal if it is due to an arbitrary or otherwise impermissible purpose. If the City of Gresham decides to adopt districts, we would encourage it to work with the Oregon Secretary of State's Office and appropriate legal counsel in this matter.

To: Subcommittee Members of the Charter Review Committee  
From: Jane Leo, Policy Analyst  
CC: Kevin McConnell, City Attorney  
Date: November 9, 2022  
Re: City of Gresham At-Large/Districts/At-Large History of Arguments

Residents of the City of Gresham have been debating the topic of adopting a system whereby members of the City Council, except for the mayor, are elected by District vs At-Large since 1973. Historical records and records since this time are limited or non-existent due to changes in record keeping and stored documents being damaged.

This memo presents a review of the City's At-Large/Districts/At-Large history for the period 1980 to 2012 specific to stated pro/con arguments regarding each of the ballot measures put before the voters in 1980, 1986, and 2012. Included is the ballot title, question, and certified votes.

As used within this document, at-large is defined to mean all registered voters who reside in the City are eligible to vote for all candidates seeking election to the City Council. Each City Councilor serves the population as a whole.

District representation is defined to mean a council member, or members, being selected from a corresponding geographical section of the city, called District or Ward. The exception is the election of the mayor, who is elected At-Large.

The Charter, first adopted on May 2, 1978, created a City Council consisting of a mayor and six councilors. In 1980, voters approved changes to the Charter such that Gresham's City Council consisted of six districts with one City Councilor per district.

In reviewing the elections information, it is of value to consider Gresham's population. Per the 1980 U.S. Census, the City had a population of 33,005: 15,933 Male, 17,072 Female; 95% White, 2% Hispanic, < 1% Black, < 1% American Indian/Alaska Native, < 1% Asian/Native Hawaiian/Pacific Islander/Other.<sup>1</sup> In 1986, the voters repealed the district representation election system adopting an at-large method of selecting the City Council members.

Per the 1990 U.S. Census, the City's population was 68,235: 33,117 Male, 35,118 Female; 92% White, 3% Hispanic, 1% Black, 3% American Indian/Alaska Native, < 1% Asian/Native Hawaiian/Pacific Islander/Other.<sup>2</sup>

In 2012, the voters were again asked to consider district representation. This measure was not adopted.

<sup>1</sup> Source: Portland State University, Population Research Center  
<sup>2</sup> Ibid.

In 2010, Gresham's total population was 105,594 (51,786 male, 53,808 female). Gresham was 68% White, 20% Hispanic, 3% Black, 1% American Indian or Alaska Native, 4% Asian, 1% Native Hawaiian or Pacific Islander, and 3% two or more races (from 2008-2012 American Community Survey).<sup>3</sup>

NOTE: As a point of reference regarding changes to the population, per the 2020 U.S. Census, the City of Gresham's total population was 114,247. Gresham is 48.5% Male (approximately 55,409 male, 58,837 female). Gresham is 63% White, 21% Hispanic, 5% Black, 1% American Indian or Alaska Native, 5% Asian, 1% Native Hawaiian or Pacific Islander, and 5% two or more races (from 2015-2019 American Community Survey).<sup>4</sup>

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November 4, 1980

The City Council forwarded to the voters<sup>5</sup>:

Ballot Measure 51

Caption: City Charter amendments to elect councilors from districts

Question: Shall the city charter be amended to elect city councilors from six districts instead of at large?

Explanation: Amends city charter to elect city councilors from six districts established by city council; Councilors elected from three districts November 1982 and remaining three districts November 1984; except for councilors in office on February 1, 1981, councilors must reside in district for which elected or appointed; successors elected at next city election held 120 days or more after vacancy occurs; petition of 10-percent of registered voters required for recall; effective December 15, 1980.

Results: 7,168 Yes, I vote to elect councilors from districts

5,437 No, I vote to elect councilors at large

1,501 Blank Vote (No Vote Recorded)

Arguments in Favor of Ballot Measure 51 (source: The Gresham Outlook):

- Council person would live in neighborhood who knows the problems
- Eliminates proliferation of yard signs; reduce yard signs by 80-percent
- Preclude several or all councilors from living in only one area of city
- Would get more people interested in process
- Give residents specific contact for requests or problems
- Get councilors into every area of the city
- Voter difficulty familiarizing themselves with six people
- Districts allow voters to know their council member, keep in touch with them
- Allows residents to "get a look at" candidates in their districts not "their broken and scattered signs all over the city"<sup>6</sup>

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<sup>3</sup> Ibid.

<sup>4</sup> Ibid.

<sup>5</sup> Source: Multnomah County Elections Archive, November 4, 1980

<sup>6</sup> Gresham Outlook, Letter to the Editor from Mrs. H.P. Sharkey, May 17, 1980



Arguments Against Ballot Measure 51 (source, The Gresham Outlook):

- City not of size that warrants splitting up in districts
- Would fractionalize Council
- Means residents have only one councilor to channel requests and problems through (rather than six)
- Decreases citizen input if that councilor disagreed with or disregarded the citizen's concerns
- "Gresham is a bedroom community, a homogeneous culture without the divisions common to other larger communities. Let's keep it that way..."<sup>7</sup>
- Districts may force newly, recently elected, or mid-term councilors to seek immediate election
- Divides Gresham into a "group of political boroughs"<sup>8</sup>
- Creates "narrow visioned leaders"
- Political trade-offs occur
- "In the end the city tax-payers lose because it becomes a system where small group needs or wants are purchased by the larger group..."<sup>9</sup>

May 20, 1986, Gresham voters were asked to decide a citizen driven initiative<sup>10</sup>. Chief Petitions: Sam K. White, Gordon E. Stone, K. Milton Erickson.

<p>Ballot Measure 51 Caption: Election of City Councilors Question: Shall city councilors be elected from the city at large instead of from six councilor districts? Explanation: Gresham city councilors are now elected from six council districts. This measure would amend the Gresham City Charter to elect city councilors at large. Beginning with the November 1986 general election, all six councilors would be elected by city voters from positions instead of from districts. This measure would also require city councilors seeking reelection to file their nomination petitions at least 10-days prior to the filing deadline for other candidates.</p> <p>Results: <u>3,867</u> Yes, I vote for this amendment</p> <p><u>3,648</u> No, I vote against this amendment</p> <p><u>862</u> Blank Vote (No Vote Recorded)</p>
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Arguments in Favor of Ballot Measure 51 (source: Gresham Outlook):

- "Silly for a city our size to be able to vote for only one out of six people who are making laws that affect our lives and economy," Don McIntire, Gresham Outlook, April 3, 1986
- Discourages qualified people from running
- Qualified people may not run because they like their current councilor. But the system doesn't allow them to run against other councilors who don't share their view

<sup>7</sup> Gresham Outlook, Letter to the Editor from Mr. and Mrs. David K. Wilson, October 21, 1980

<sup>8</sup> Ibid.

<sup>9</sup> Ibid.

<sup>10</sup> Source: Multnomah County Elections Archive, June 6, 1986

- Voters have a greater impact on the council since they could have a voice in choosing all six representatives
- Creates a greater pool of candidates

Arguments Against Ballot Measure 51:

- “You may only get to vote for one person, but that person is accountable to your area,” Gresham City Council President Larry Deyo
- Gives incumbent candidates the advantage
- Councilors elected on a citywide basis may defer complaints to other councilors
- Almost every other form of government, such as Congress, allows for specific representation from each area to help formulate policy
- “District races are less expensive than citywide. A district race can cost less than \$1000 compared to \$2000 for citywide,” Gresham City Council President Larry Deyo
- Citywide elections allow special interest groups with money to determine who gets elected
- Gresham neighborhoods differ and need to be equally represented
- Residents have more influence with a councilor from the district because there are fewer people voting
- Neighborhoods and the community lose if voters return to citywide councilors
- Councilors more responsible to individual neighborhoods and the community rather than special interest groups
- Businesses get influence
- Cost of campaigns are a barrier with special interests benefiting
- Citywide, councilors are less accountable
- An attempt to eliminate council districts is an attempt to dilute the value of residents’ votes
- “Those with significant financial interest in development could buy your next city council through campaign contributions...”<sup>11</sup>
- Increase in number of campaign lawn signs

In November 2012, Gresham voters were presented with the question of creating City Council Districts.<sup>12</sup> The voters rejected this measure by approximately 4,789 votes.<sup>13</sup>

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<sup>11</sup> Gresham Outlook, Letter to the Editor from Chuck Becket, date unknown

<sup>12</sup> November 2012 General Election – Online Voters’ Guide, November 6, 2012

<sup>13</sup> Election Results Source: <https://www.multco.us/elections/november-2012-general-election-election-results>

Ballot Measure 26-141

GRESHAM CHARTER AMENDMENT: MAYOR ELECTED AT LARGE; COUNCILORS BY DISTRICT

QUESTION: Shall the Gresham Charter be amended to elect the mayor at large and councilors elected and residing in six districts?

SUMMARY: This measure was proposed by initiative petition. If approved, it would amend the Gresham Charter to provide that council shall consist of a mayor elected at large and one councilor elected and residing in each of six districts.

The voters of the City of Gresham currently elect the mayor and six councilors at large. All voters in the city can seek city elective office and all voters in the city may vote for each city elective office without regard to where in the city the voter resides.

This initiative measure would change the manner in which councilors are elected from at large to a district system. Six districts would be established within the city. The voters of each district would elect one councilor who resides within that district. Voters would not elect the councilors who reside in other districts. The mayor would continue to be elected at large. This measure would take effect when approved by at least sixty percent (60%) of the votes cast for or against this measure.

Results: Yes . . . . .	14,301	42.83%
No. . . . .	19,090	57.17%
Over Votes . . . . .	7	
Under Votes . . . . .	5,556	

Arguments in Favor

(Source: Gresham6 website as reported in The Outlook, October 30, 2012)

- Citizens in every neighborhood of Gresham will have a voice
- Increases ethnic, economic, demographic diversity and geographic representation on the City Council
- Electing councilors by district encourages candidates who know the area well, but don't typically run for council seats
- Citizens will know which councilor to contact for help solving problems
- Councilors will be accountable to citizens in their District<sup>14</sup>
- At-large system has built in inequities
- Has consequences on citizen engagement and influence at both the ballot box and in council chambers
- Districts return to the citizens their voice and ability to hold the mayor and city councilors accountable

Arguments Against

(Source: Gresham Outlook, *Guest Comment*, October 30, 2012, by Harrison Braaksma, member of the Charter Review Committee and former chairman of the Gresham Youth Advisory Council)

- We have seven voices advocating for us
- Under the proposal, residents can't call another councilor if theirs does not respond
- "Citizens in every neighborhood of Gresham will lose their voice"
- There is no research supporting the statement "...districts encourage candidates who know the area well, but don't typically run..."

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<sup>14</sup> Gresham Outlook, Letter to the Editor, June 29, 2012, by Richard Strathern, former Gresham City Council and member of the Committee for Restoration of District Representation

- No council member has ever explained they couldn't do something because their house was in a certain part of the city
- Compensating council members would increase pool of candidates, not creating districts
- Residents can call any member of the City Council for help resolving issues; this goes away with districts
- All seven members of the Council are accountable to every citizen in the entire city
- If Measure passes, voters give up their right to vote for five councilors
- Measure makes the city council less accountable to voters<sup>15</sup>
- "Invisible Lines are Meaningless"<sup>16</sup>
- I've never felt disenfranchised because a council member doesn't live near me
- Dividing the city into sections "opens the door" for lobbying
- Mayor and City Council should be compensated
- Districts are divisive<sup>17</sup>
- During budget time, councilors who represent districts may be less likely to collaborate on solutions that benefit the entire city<sup>18</sup>
- Districts called "gerrymandering," "divisive," "unnecessary and damaging"<sup>19</sup>

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<sup>15</sup> Gresham Outlook, Readers' Letters, July 29, 2012, by Debbie Wingate

<sup>16</sup> Gresham Outlook, Readers' Letters, July 29, 2012, by Debbie Wingate referencing Gresham Outlook *Guest Comment* by City Councilor Lori Stegmann

<sup>17</sup> OregonLive.com, July 18, 2012, regarding June 19, 2012 letter approved by Mayor Shane Bemis, Council President Karylenn Echols, Councilors Lori Stegmann, David Widmark, Josh Fuhrer

<sup>18</sup> Ibid.

<sup>19</sup> OregonLive.com, July 16, 2012, "Leader of controversial districting effort files for Gresham City Council seat"

**CITIES IN OREGON WITH CITY COUNCIL WARDS/DISTRICTS**

Prepared for the 2019-2023 Gresham Charter Review Committee

City Name	Population*	Mayor Elected	Councilors	Number of Wards	Councilors Per Ward	Term Length	Councilors Elected
Albany	56,828	At-large; 2 yr term	6 Councilors	3 Wards	2 per Ward	4-year term	1 Council position in each ward up for election every 2-yrs.
Beaverton	97,466	At-large; 4 yr term	6 Councilors	None	NA	4-year term	3 Councilors elected every 2-yrs.
Bend	102,059	At-large; 4-yr term	6 Councilors	None	NA	4-year term	3 Councilors elected every 2-yrs.
Corvallis	59,864	At-large; 4 yr term	9 Councilors	9 Wards	Single Member	2-year term**	Councilor from each ward is elected at each general municipal election.
Eugene	173,278	At-large; 2-yr term	8 Councilors	8 Wards	Single Member	4-year term	1-Councilor is elected from each of 8-wards with one-half of the Council elected every 2-years.
Gresham	114,164	At-large; 4-yr term	6 Councilors	None	NA	4-year term	3 Councilors elected every 4-yrs.
Hillsboro	105,909	At-large; 4-yr term	6 Councilors	3 Wards; Elected At-Large; Must live in Ward	2 per Ward	4-year term	1 Council position in each ward up for election every 2-yrs.
Medford	86,367	At-large; 4-yr term	8 Councilors	4 Wards	2 per Ward	4-year term	1 Council position in each ward up for election every 2-yrs.
Salem	174,193	At-large; 2-yr term	8 Councilors	8 Wards	Single Member	4-year term	4 Councilors elected every 2-yrs.
Springfield	62,256	At-large; 4-yr term	6 Councilors	6 Wards; Elected At-large	Single Member	4-year term	3 Councilors elected every 2-yrs.

\*2021 American Community Survey, US Census

\*\* Use Ranked Choice Voting if 3 or more candidates for elected position; 2 or fewer candidates use "choose one" voting



**Charter Review Committee Meeting  
Via Zoom  
December 12, 2022 – 6:00 p.m.**

**Committee Members Present:** Joseph Andaya, chair  
John “Jack” Ardner  
Christopher Dresel  
Shelley Denison  
Tim Fier  
Jack Hollis  
Cathy Keathley  
Dana Stroud

**Committee Members Not Present:** Jacob Cleverley  
Amanda Gayken

**Staff Present:** Kevin McConnell, City Attorney  
Margarita Contreras, Administrative Assistant  
Jane Leo, Policy Analyst

A public meeting of the Charter Review Committee was called to order by Chair Andaya at 6:01 p.m., via Zoom. The meeting was recorded digitally and minutes prepared by Jane Leo.

**1. PUBLIC TESTIMONY/OPEN PUBLIC COMMENTS**

Members were directed to written comments in the meeting packet submitted by Mr. Paul Wilcox.

**3. APPROVE MINUTES FROM PREVIOUS MEETING**

Motion by Member Keathley to approve the meeting minutes of November 14, 2022, seconded by Member Stroud. Without objection, the minutes were approved.

**4. REPORT FROM SUBCOMMITTEE**

Subcommittee Chair Hollis inquired if the Members had questions or needed clarification of the Subcommittee’s voting methodology recommendation that the City Council refer Ranked Choice Voting (RCV) to the Gresham voters. Member Stroud summarized why the Subcommittee recommends RCV. In response to a question from Member Keathley, she explained how RCV works if there are one, two, or more candidates for an office.

Member Keathley further inquired what will be improved or changed in Gresham with a new voting system. She asked, per the Subcommittee's motion, to what extent RCV will improve equity and election integrity for Gresham residents. Member Denison cited the research considered by the Subcommittee referring to the spreadsheet of voting systems pros and cons. Chair Andaya spoke to the closeness of the recent election for Mayor. Vice Chair Ardner commented that RCV allows voters to vote for candidates they like best rather than feeling pressured to vote for the one most likely to win. In the end, the person elected is the candidate preferred by the most voters. Member Stroud illustrated the point with an example.

Member Keathley cited her research which shows Gresham voters are open to electing BIPOC candidates.

Member Hollis added that in the evaluation of RCV the Subcommittee considered how to reduce barriers to minority representation. The Subcommittee's recommendation is not trying to push anyone into anything but instead is trying to allow the population to be able to make whatever choice they want and vote accordingly. Member Keathley said that was a key point and should be included in the education as it will resonate with voters.

Member Denison spoke how the Subcommittee found RCV to meet more of the equity and integrity criteria than First-Past-the-Post. Although it is a little more complex of a voting system, the trade-offs are worth it. She also addressed the need for robust voter education as to the advantages of RCV and how it works. Member Keathley concurred and commented on the lack of education conducted on the Multnomah County Ballot Measure. Members discussed the Charter requirement that amendments must be approved by 60-percent of the voters and the impact this could have on whether voters approve the voting system change. Mr. McConnell informed the Committee of the restrictions placed on City employees regarding political campaigning. Generally, City employees can not engage in any political activity while on the job which includes promoting or opposing a ballot measure. After the ballot title is forwarded to County Elections, the restrictions are enforced. However, because the City of Portland and Multnomah County voters both adopted RCV, extensive outreach and education by Portland and the County should be expected. Ms. Leo added that, as private citizens and not as members of the CRC or Subcommittee, Members have the right and ability to present personal views including submitting a statement for the Voter's Pamphlet. Restriction is Members cannot say or express that they are speaking for the City. Member Keathley spoke to an experience as a member of the Fire Advisory Committee and she cautioned Members to be clear as to who they are representing in their statements and actions.

**Motion** made by Member Hollis to approve the Subcommittee's recommendation to endorse RCV. Seconded by Member Fier. Chair Andaya asked if there was any discussion.

Vice Chair Ardner introduced an amendment to the Subcommittee's recommendation memo; seconded by Member Dresel and Member Keathley:

Page 1, Paragraph 3, Original Language:

Election results from the past 24 years show (Source: Multnomah County Elections Division):

- Winning candidates in 32% of the elections received less than 50% of the vote.
- In two election cycles, a majority of the City Council members were elected with less than 50% of the vote (1998, 2020).
- Voter apathy (undervote) ranged from 17% to 42% of ballots received.

New Language:

Election results from Multnomah County Elections Division website, for the past 24 years (1998-2022) shows:

- In three of 13 elections (1998, 2000 and 2020), a voting majority of City Council members were elected by a plurality of votes (less than 50%).
- Voter apathy is significant:
  - In four of 13 election cycles, the number of registered voters who did return a ballot exceeded 40%.
  - In 17 of 31 contested City Councilor elections, over 30% of voters returned a ballot that was “blank” (undervote) for these races. In an additional seven races, the undervote was greater than 20%.

Chair Andaya called for a roll-call vote on the Amendment as introduced by Vice Chair Ardner:

	Yes	No
Member Dresel	Y	
Member Stroud	Y	
Vice Chair Ardner	Y	
Member Hollis	Y	
Member Denison	Y	
Member Fier	Y	
Member Gayken	Absent	
Member Keathley	Y	
Member Cleverley	Absent	
Chair Andaya	Y	

Motion passed on a vote of 8-yes, 0-no, 2-absent.

Chair Andaya called for a roll-call vote on the amended main motion:

	Yes	No
Member Dresel	Y	
Member Stroud	Y	
Vice Chair Ardner	Y	
Member Hollis	Y	
Member Denison	Y	
Member Fier	Y	
Member Gayken	Absent	
Member Keathley	Y	
Member Cleverley	Absent	
Chair Andaya	Y	

Motion passed on a vote of 8-yes, 0-no, 2-absent.

Member Hollis concluded the Subcommittee Report with an update on Districting stating that they have begun their work with the intention of getting a recommendation to the Charter Review Committee in January. The Subcommittee’s next meeting is December 14<sup>th</sup> then, due to a lack of quorum, will take a break until January 4, 2023.



## 5. REVIEW OF PRIORITY SURVEY RESULTS

Complimenting the work done by Member Denison to create and tabulate the Priority Survey, Chair Andaya asked Member Denison to speak to the methodology and results.

Member Denison thanked the Members for taking the survey. She reviewed the methodology as stated in her memo and, in response to Members' questions, discussed how ranking is achieved and how despite the number of questions the results illustrate a member's top choice(s) as well as bottom choice(s). She explained how two items can achieve the same ranking as results are based on the median.

Chair Andaya read the top six priority items; the top two—of equal ranking—are Campaign Finance Reform and Police Oversight Committee. These were followed by: Change the Charter Amendment votes from 60-percent to majority to pass, Participatory Budgeting, City Auditor, and Public Utilities/Internet. Member Hollis commented that identification of the Priority Items is a good way to prioritize what to work on first but cautions that this doesn't mean another item on the list is not important. The list is just a means by which to determine what to do first. Member Denison encouraged the Committee to undertake a smaller number of items on which to make recommendation based on good research and analysis rather than taking on a lot of items and not doing them as well. Member Keathley echoed this comment referencing Mr. McConnell's recommendation that the Committee limit its recommendations to five or six items.

Mr. McConnell informed the Members that the Chair of the Charter Review Committee and the Chair of the Subcommittee will be meeting with the City Council on January 3, 2023, to update the Council on the work that has been completed, is underway, and is not yet begun. He reminded the Members that per Resolution 3478, the Committee has a deadline of January 31, 2023, to provide a final report to the City Council. He suggested the first task should be to decide how much additional time is needed to complete the work by determining how many of the Priority Items can be accomplished.

Chair Andaya cited the number of items to send to Council based on the Miro Board and the Priority Survey Results: voting system, gender neutral pronouns, districts, changing the Charter from 60-percent to majority to pass, and anti-discrimination statement. He added campaign finance and police oversight committee to the list adding that the latter items depend on the Council's time extension.

Member Fier suggested deleting items that received a single-digit score on the Priority Survey. Member Keathley stated the objective of the Survey was to narrow down the list of items to be worked on. She questioned the value of the current conversation until after the Chairs meet with the City Council as they may only give the Committee three or six more months to complete the assignment. She commented on the amount of information on urban renewal already received by the Committee and suggested it remain on the work list.

Ms. Leo reviewed the six items identified by the Committee as top priorities on the Miro Board: voting system, districts, gender neutral pronouns, anti-discrimination, plurality v majority (60-percent threshold), and urban renewal. Regarding districts, she commented that the item is specifically named in Council Resolution 3478.

She and Mr. McConnell spoke to the timeline for the Council to send an item to the ballot. An item for the November ballot must be sent to the City Recorder by June for inclusion in the City Council Agenda. Any items the Council directs be sent to the voters must be sent to County Elections Officials 60-days before a September deadline. Mr. McConnell commented the Council will need time to study the recommendations and receive public input. Working backwards from that date, staff needs at least a month or more to compile the final report to the

Council and to present it for approval to the Charter Review Committee. This means the Committee would need to stop working before the end of May.

Member Denison reminded the Members that what isn't completed by this Charter Review Committee can be recommended for the next Committee to undertake. Member Stroud said it seemed likely a decision needs to be made as to which items can be forwarded to the Subcommittee to handle once their work on districts is complete. She furthered that the Committee may need to consider meeting weekly and research may need to be done by individual members.

Ms. Leo suggested a member volunteer to draft the supporting statement for gender neutral pronouns and present it to the Committee at the January meeting. Member Stroud volunteered to take on the task. Discussion ensued, and guidance was offered by Mr. McConnell, that the recommendation be specific to one subject in compliance with State Law. Member Stroud will also undertake drafting of an Anti-Discrimination recommendation.

Vice Chair Ardner volunteered to draft a City Auditor statement and outlined the scope of work. Chair Andaya will undertake a statement on changing the Charter requirement from 60-percent to majority vote for amendments to pass.

Regarding Campaign Finance, Ms. Leo and Member Keathley stated that the starting place is defining the term. Member Keathley added she would like to have the Committee do this. Member Fier agreed on the need to define the term and spoke to the vastness of the topic. He added that the City of Portland has a 12-member committee that works on this issue.

**Motion** proposed by Member Hollis, seconded by Member Stroud:

The Subcommittee will undertake to determine the scope of work necessary to complete a recommendation to be forwarded to Council on Campaign Finance and Police Oversight and will report its findings to the Charter Review Committee at their January meeting. Without objection, the two items were moved to the Subcommittee.

## **6. REVIEW AND FINALIZATION OF PRIORITY ITEMS ON COLLABORATION BOARD (MIRO)**

Without objection, Chair Andaya announced Agenda Item 6 would be skipped as it had been part of the previous conversation.

## **7. DISCUSSION OF EXTENTION OF TIME REQUEST TO CITY COUNCIL**

Referencing information provided by the City Attorney during this meeting, Chair Andaya commented that the request for an extension of time, at minimum, is until May or early June adding that he advocates for a six-month extension during which time the Committee will work on four issues. Member Hollis suggested offering a second, longer period, request. He added that if the Committee were allowed to continue working for another year to year and a half, they could solve more problems. He advocated that the minimum request should be six months. Member Keathley stated the need to formally ask Committee members what their expectations are for staying on the Committee as members signed up for a very specific period. Ms. Leo iterated comments on deadlines for the City Council to forward items to the November ballot and the amount of time staff needs to prepare the final report. While the final report is being drafted the Committee will not meet. Member Fier spoke in support of a three-to-four-month

extension adding his support for including in that period consideration of staff's needs to compile the final report.

## **8. AGENDA ITEMS FOR FUTURE MEETING; FUTURE SCHEDULE**

Chair Andaya stated the topics of future meetings would depend on the Chairs' meeting with City Council. However, he directed staff to schedule a one-hour presentation on Participatory Budgeting. If they are not available, he asked that Urban Renewal be scheduled and requested that Albina CDC and Rockwood CDC be invited to make a one-hour present at the meeting. He furthered that the Charter Review Committee work cannot be delayed if these groups are unavailable, or non-responsive, to meeting.

Member Stroud commented that Participatory Budgeting is the fourth item on the Priority Survey and advocated that the organization be invited to present at an upcoming meeting.

Mr. McConnell reminded the Committee that the City's Urban Renewal Department previously presented to the Members and that they would like to continue working with the Committee on Charter changes. Member Keathley spoke in support of Urban Renewal being presented before Participatory Budgeting.

There being no other business, the meeting was adjourned at 8:28 p.m.

**Next meeting:** To Be Scheduled. Members were asked to state their availability for a January meeting via a Doodle Poll. The meeting will begin at 6:00 p.m. via Zoom.

RESOLUTION NO. 1289

A RESOLUTION SUBMITTING TO THE VOTERS  
AT THE NOVEMBER 4, 1986 ELECTION THREE  
MEASURES AMENDING THE CITY CHARTER

The City of Gresham Resolves:

Section 1. At the election to be held on November 4, 1986, three measures proposing amendments to the City Charter shall be submitted to the voters of the City, numbered 51, 52, and 53. The measures are incorporated as Exhibit "A" to this resolution.

Section 2. The ballot titles for the three measures to be submitted to the voters are identified by measure number and incorporated as Exhibit "B" to this resolution.

Section 3. The city recorder is directed to furnish a certified copy of this resolution to the Multnomah County Director of Elections and to publish notice of each measure in accordance with the Gresham Code and state law.

Adopted by the City Council of the City of Gresham  
on July 29, 1986.

YES: \_\_\_\_\_ DEYO, SCOTT, SULLIVAN AND WALKER \_\_\_\_\_  
NO: \_\_\_\_\_ MORDELL AND GRIFFITH \_\_\_\_\_  
ABSTAIN: \_\_\_\_\_ NONE \_\_\_\_\_  
ABSENT: \_\_\_\_\_ WEIL \_\_\_\_\_

  
\_\_\_\_\_  
City Manager *AK*


  
\_\_\_\_\_  
Mayor

EXHIBIT A

MEASURE NO. 51

SECTION A. Section 8 of the City Charter of the City of Gresham is amended to read as follows:

Section 8. COUNCILLORS. At each biennial November election commencing in 1986, councillors shall be elected from six positions by a plurality of the voters for terms of two years.

SECTION B. Upon approval by the voters, this measure shall become effective on November 5, 1986.

EXHIBIT A

MEASURE NO. 52

SECTION A. Section 10 of the City Charter of the City of Gresham is amended to read as follows:

Section 10. COMPENSATION. The council shall fix the amount of compensation for city officers and shall approve a compensation plan for city employes. The council shall fix compensation for elected officers only prior to a general election and such compensation shall take effect in January following such election.

SECTION B. Upon approval by the voters, this measure shall become effective on November 5, 1986.

MEASURE NO. 53

SECTION A. Section 45A is added to the City Charter of the City of Gresham to read as follows:

Section 45A. CHARTER AMENDMENTS. Any measure which proposes to amend, repeal or replace this Charter shall take effect only if it is approved by at least 60 percent of the electors casting votes for or against such measure.

SECTION B. Upon approval by the voters, this measure shall become effective on November 5, 1986.

MEASURE NO. 51

BALLOT TITLE

CAPTION: Councillor reelection nomination petitions

QUESTION: Shall councillors who are candidates for reelection file their nomination petitions at the same time as other candidates?

EXPLANATION: The City Charter now requires city councillors who are candidates for reelection to file their nomination petitions before other candidates. Councillors must file at least 10 days before the deadline established by state law. This measure remove the filing requirement from the City Charter. Councillors would then be required to comply with state law along with other candidates. Effective November 5, 1986.

\_\_\_\_\_ YES, for amendment

\_\_\_\_\_ NO, against amendment



MEASURE NO. 52

BALLOT TITLE

CAPTION: Compensation for elected officers

QUESTION: Shall the authority of the city council to set compensation include elective city officers?

EXPLANATION: The City Charter now authorizes the city council to fix the amount of compensation for the services of each appointive city officer and employe. This measure would amend the Charter to permit the city council to also fix compensation for elected officers. The measure would require the council to fix compensation for elected officers only before a general election. The compensation would take effect in January following a general election. Effective November 5, 1986.

YES, for amendment

NO, against amendment

EXHIBIT B

MEASURE NO. 53

BALLOT TITLE

CAPTION: Approval of City Charter amendments

QUESTION: Shall approval by 60% of the electors be required for City Charter amendments?

EXPLANATION: A majority of the votes cast is now sufficient to approve amendments to City Charter. This measure would require future measures proposing to amend, repeal or replace City Charter to be approved by at least 60 percent of the votes cast. Effective November 5, 1986.

\_\_\_\_\_ YES, vote for amendment

\_\_\_\_\_ NO, against amendment

RESOLUTION NO. 1298

A RESOLUTION SUBMITTING TO THE ELECTORS  
AT THE NOVEMBER 4, 1986 ELECTION A  
MEASURE AMENDING THE CITY CHARTER  
RELATING TO URBAN RENEWAL PLANS

The City of Gresham Resolves:

Section 1. At the election to be held on November 4, 1986, measure no. 55 proposing an amendment to the City Charter relating to urban renewal plans shall be submitted to the electors of the City. This measure is incorporated as Exhibit "A" to this resolution.

Section 2. The ballot title for this measure is incorporated as Exhibit "B" to this resolution.

Section 3. The city recorder is directed to furnish a certified copy of this resolution to the Multnomah County Director of Elections and to publish notice of this measure in accordance with the Gresham Code and state law.

Adopted by the City Council of the City of Gresham  
on September 2, 1986.

YES: Deyo, Griffith, Mordell, Walker & Weil  
NO: None  
ABSTAIN: NONE  
ABSENT: Scott & Sullivan

  
\_\_\_\_\_  
City Manager

  
\_\_\_\_\_  
Mayor

1- RESOLUTION NO. 1298

EXHIBIT A

MEASURE NO. 55

SECTION A. Section 40A is added to and made a part of the City Charter of the City of Gresham to read as follows:

Section 40A. URBAN RENEWAL. The council shall refer to the electors any ordinance approving an urban renewal plan under the provisions of ORS Chapter 457.

SECTION B. There is a conflict between this measure and initiative measure no. 54. If both measures are approved by the electors and this measure receives more affirmative votes than measure no. 54, then measure no. 54 shall not take effect and this measure shall become effective on November 5, 1986. If measure no. 54 is not approved by the electors and this measure is approved by the electors, then this measure shall become effective on November 5, 1986.

EXHIBIT B

MEASURE NO. 55

BALLOT TITLE

CAPTION: Charter amendment requires Council referral of urban renewal ordinances

QUESTION: Shall City Charter be amended to require City Council to refer to electors ordinances approving urban renewal plans?

EXPLANATION: Proposed City Charter amendment to add urban renewal section. Under state law City Council must approve urban renewal plans by ordinance. This measure requires City Council to refer such ordinances to City electors. It conflicts with initiative measure no. 54. If both measures are approved and this measure receives more affirmative votes than measure no. 54, then measure no. 54 will not take effect and this measure will become effective on November 5, 1986.

HISTORY OF CHANGES OF  
CHARTER OF THE  
CITY OF GRESHAM OREGON



**CITY OF GRESHAM – CHARTER**  
**HISTORY OF CHANGES**

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The following sections show the amendments made by Gresham Voters to some Charter sections since the Charter was adopted on May 2, 1978. The current language of these sections is in the body of the Charter, and is not repeated here.

**Sec 7.**     CITY COUNCIL. The council shall consist of a mayor and six councilors. (May 2, 1978)

CITY COUNCIL. The council shall consist of a mayor and six councilors. Councilors shall be elected from six districts. The city council shall divide the city into six districts and establish the boundaries thereof by June 30 of each even numbered year. District boundaries shall accord citizens equal protection of the laws and recognize neighborhood groupings, compactness of area, and regularity of boundaries insofar as can reasonably be attained. (November 4, 1980)

CITY COUNCIL. The council shall consist of a mayor and six councilors elected from the city at large. (Amended May 20, 1986; effective June 1, 1986)

**Sec 8.**     COUNCILORS. On the second Tuesday of September, following the adoption of this charter, three councilors shall be elected by position, by a majority of the voters, for a term of four years. At each biennial May election thereafter, three councilors shall be elected by position, by a majority of the voters, for a term of four years.

If no candidate for a position receives a majority of the votes cast, the councilor for that position shall be elected at the ensuing biennial November election from the two candidates with the highest number of votes in the preceding election.

Councilors in office when this charter is adopted shall continue in office for the term for which then elected.

At each biennial May election, the number of councilors to be elected to fill vacancies pursuant to Section 32 of this charter shall be elected. (May 2, 1978)

## CITY OF GRESHAM – CHARTER

### HISTORY OF CHANGES

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COUNCILORS. At each biennial November election commencing in 1982, councilors shall be elected from three districts. A councilor shall be elected by a plurality of the voters for a term of four years. Except as provided below, each councilor shall reside in the district for which elected or appointed.

A councilor who does not change residence may be a candidate for reelection for the district from which elected even if boundary changes place the councilor's residence in another district.

Councilors in office on February 1, 1981, shall continue in office until the expiration of their terms and may be candidates for reelection from any district at the general election immediately preceding the end of their terms. (November 4, 1980)

COUNCILORS. At each biennial November election commencing in 1986, councilors shall be elected from six districts. A councilor shall be elected by a plurality of the voters for a term of two years. Except as provided below, each councilor shall reside in the district for which elected or appointed.

A councilor who does not change residence may be a candidate for reelection for the district from which elected even if boundary changes place the councilor's residence in another district.

Councilors in office on May 15, 1984, shall continue in office until the expiration of their terms. At the November 1984 election, councilors shall be elected from three districts for a term of two years. (May 15, 1984)

COUNCILORS. At each biennial November election commencing in 1986, councilors shall be elected from six positions by a plurality of the voters for terms of two years.

Councilors who are candidates for reelection shall file their nomination petitions at least 10 days prior to the filing deadline established by state law. (May 20, 1986)

COUNCILORS. At each biennial November election commencing in 1986, councilors shall be elected from six positions by a plurality of the voters for terms of two years. (November 4, 1986)



**CITY OF GRESHAM – CHARTER**  
**HISTORY OF CHANGES**

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COUNCILORS. At the 1996 November election, councilors from positions 1, 3 and 5 shall be elected for four year terms and councilors from positions 2, 4 and 6 shall be elected for two year terms. At each biennial November election commencing in 1998, councilors shall be elected from three positions by a plurality of the voters for terms of four years. (Amended November 8, 1994; effective November 9, 1994)

**Sec 9.** MAYOR. On the second Tuesday of September following the adoption of this charter, a mayor shall be elected by the majority of the voters for a term of four years. Each fourth year thereafter, the mayor shall be elected at the biennial May election.

If no candidate for mayor receives a majority of the votes cast, the mayor shall be elected at the next ensuing biennial November election from the two candidates with the highest number of votes in the previous election.

The mayor in office when this charter is adopted shall continue in office for the term for which then elected.

At each biennial May election, a mayor shall be elected, if necessary, to fill any vacancies pursuant to Section 32 of this charter. (May 2, 1978)

MAYOR. At the November election held in 1986 and every fourth year thereafter, a mayor shall be elected for a term of four years.

The mayor in office when this charter is amended shall continue in office for the term for which then elected.

At each biennial November election, a mayor shall be elected, if necessary, to fill any vacancies pursuant to Section 32 of this charter. (Amended May 15, 1984; effective June 1, 1984)

**Sec 10.** SALARIES. The compensation for the services of each city officer and employee shall be the amount fixed by the council. (May 2, 1978)

SALARIES. The compensation for the services of each city appointive officer and employee shall be the amount fixed by council. (May 15, 1984)

**CITY OF GRESHAM – CHARTER**  
**HISTORY OF CHANGES**

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**Sec 11.** QUALIFICATION OF OFFICERS. No person may be eligible to fill an elective office unless at the time of their election he or she is a qualified voter under the meaning of the Constitution of Oregon and has resided in the city at least one year immediately preceding the election. For the purpose of this section, city shall mean any area included in the corporate limits as of the date of the election. (May 2, 1978)

QUALIFICATION FOR COUNCIL. No person may be eligible to serve on the council unless at the time of their election he or she is a qualified voter under the meaning of the Constitution of Oregon and has resided in the city at least one year immediately preceding the election. For the purpose of this section, city shall mean any area included in the corporate limits as of the date of the election. (November 8, 1983)

QUALIFICATION FOR COUNCIL.

(a) No person may be eligible to serve on the council unless at the time of their election he or she is a qualified voter under the meaning of the Constitution of Oregon and has resided in the city at least one year immediately preceding the election. For the purpose of this section, city shall mean any area included in the corporate limits as of the date of the election.

(b) No person who is an employee of the City may be eligible to serve on the council.

(c) No elected officer of the state, or another city, county or special district, including school districts, may be eligible to serve on the council during his or her term of office. (November 8, 1994)

QUALIFICATION FOR COUNCIL.

(a) No person may be eligible to serve on the council unless at the time of their election he or she is a qualified voter under the meaning of the Constitution of Oregon and has resided in the city at least one year immediately preceding the election. For the purpose of this section, city shall mean any area included in the corporate limits as of the date of the election.

**CITY OF GRESHAM – CHARTER**  
**HISTORY OF CHANGES**

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(b) No person who is an employee of the city may be eligible to serve on the council.

(c) No elected officer of the state, or another city, county or special district, including school districts, may be eligible to serve on the council during his or her term of office. (January 7, 1997)

**QUALIFICATION FOR COUNCIL.**

(a) No person may be eligible to serve on the council unless at the time of their election he or she is a qualified voter under the meaning of the Constitution of Oregon and has resided in the city at least one year immediately preceding the election. For the purpose of this section, city shall mean any area included in the corporate limits as of the date of the election.

(b) No person who is an employee of the City may be eligible to serve on the council.

(c) No elected officer of the state, or another city, county or special district, including school districts, may be eligible to serve on the council during his or her term of office.

(d) No person shall hold more than one elective city office at one time. (Amended November 4, 1998; effective January 3, 2001)

**Sec 12. MEETINGS.**

(a) **REGULAR.** The council shall hold a regular meeting at least twice each month in the city at a time and at a place which it designates. It shall adopt rules for the government of its members and proceedings.

(b) **SPECIAL.** The mayor, upon his or her own motion, may or at the request of three councilors shall, by giving notice thereof to all councilors then in the city, call a special meeting of the council for a time not earlier than three nor later than forty-eight hours after the notice is given. Special meetings of the council may also

**CITY OF GRESHAM – CHARTER**  
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be held at any time by the common consent of a majority of the members of the council. (May 2, 1978)

**Sec 20. CITY MANAGER**

(a) Office. The manager shall be the administrative head of the government of the city. He or she shall be chosen by the council without regard to political considerations or residency, and solely with reference to his or her executive and administration qualifications. Before taking office, he or she shall give a bond in such amount and with such surety as may be approved by the council. The premiums on the bond shall be paid by the city.

(b) Term. The manager shall be appointed for an indefinite term and may be removed at the pleasure of the council. Upon any vacancy occurring in the office of manager, the council shall appoint another manager as expeditiously as possible.

(c) Powers and Duties. The powers and duties of the manager shall be as follows:

(1) Devote entire time to the discharge of official duties, attend all meetings of the council unless excused therefrom by the council or the mayor, keep the council advised at all times of the affairs and needs of the city, and make reports annually, or more frequently if requested by the council, of all the affairs and departments of the city.

(2) See that all ordinances are enforced and that the provisions of all franchises, leases, contracts, permits and privileges granted by the city are observed.

(3) Appoint and may remove appointive city officers and employees and have general supervision and control over them and their work.

(4) Supervise the departments to the end of obtaining the utmost effectiveness.

(5) Prepare the annual budget.

(6) Make all purchases.

## CITY OF GRESHAM – CHARTER

### HISTORY OF CHANGES

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(7) Act as business agent for the council for the sale of real estate and other matters relating to franchises, leases and other business and property transactions.

(8) Prepare and furnish all reports requested by the council.

(9) Perform such other duties as the council directs.

(10) Direct, organize and, as he or she deems necessary, disband or reorganize the various city departments. The manager shall have no control over the council or the judicial activities of the municipal judge.

(d) Seats at City Council Meetings. The manager and such other officers as the council designates shall be entitled to sit with the council but shall have no vote on questions before it. The manager may take part in all council discussions.

(e) Manager Pro Tem. Whenever the manager is temporarily disabled from acting as manager, or whenever his or her office becomes vacant, the council shall appoint a manager pro tem who shall possess the powers and duties of the manager. A manager pro tem shall not serve for a term in excess of six months and shall not be reappointed as the manager pro tem.

(f) Interference in Administration and Elections.

(1) No member of the council shall directly or indirectly, by suggestion, or otherwise, attempt to influence or coerce the manager in the making of any appointment or the removal of any officer or employee or in the purchase of supplies, or attempt to exact any promise relative to any appointment from any candidate for manager.

(2) A violation of the foregoing provisions of this section forfeits the office of the offending member of the council or mayor after a public hearing by the council is held and a determination of guilt is established.

(3) Nothing in this section prohibits, however, the council, in open session, from fully and freely discussing with or suggesting to the manager anything pertaining to city affairs or the interests of the city.

## CITY OF GRESHAM – CHARTER

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(4) Neither the manager nor any person in the employ of the city shall take part in securing or contributing any money toward the nomination or election of any candidate for a municipal office.

(g) Ineligible persons. Neither the manager's spouse or any person related to the manager or his or her spouse by consanguinity or affinity within the third degree may hold any appointive office or employment with the city. (May 2, 1978)

#### CITY MANAGER.

(a) OFFICE. The manager shall be the administrative head of the government of the city. He or she shall be chosen by the council without regard to political considerations or residency, and solely with reference to his or her executive and administrative qualifications. Before taking office, he or she shall give a bond in such amount and with surety as may be approved by the council. The premiums on the bond shall be paid by the city.

(b) TERM. The manager shall be appointed for an indefinite term and may be removed at the pleasure of the council. Upon any vacancy occurring in the office of the manager, the council shall appoint another manager as expeditiously as possible.

(c) POWERS AND DUTIES. The powers and duties of the manager shall be as follows:

(1) Devote entire time to the discharge of official duties, attend all meetings of the council unless excused therefrom by the council or mayor, keep the council advised at all times of the affairs and needs of the city, and make reports annually, or more frequently if requested by the council, of all the affairs and departments of the city.

(2) See that all ordinances are enforced and that the provisions of all franchises, leases, contracts, permits and privileges granted by the city are observed.

(3) Appoint and may remove appointive city officers and employees and have general supervision and control over them and their work.

(4) Supervise the departments to the end of obtaining the utmost effectiveness.

**CITY OF GRESHAM – CHARTER**  
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(5) Prepare the annual budget.

(6) Make all purchases.

(7) Act as business agent for the council for the sale of real estate and other matters relating to franchises, leases and other business and property transactions.

(8) Prepare and furnish all reports requested by council.

(9) Perform such other duties as the council directs.

(10) Direct, organize and, as he or she deems necessary, disband or reorganize the various city departments. The manager shall have no control over the council or the judicial activities of the municipal judge.

(d) **SEATS AT CITY COUNCIL MEETINGS.** The manager and such other officers as the council designates shall be entitled to sit with the council but shall have not vote on questions before it. The manager may take part in all council discussions.

(e) **MANAGER PRO TEM.** Whenever the manager is temporarily disabled from acting as manager, or whenever his or her office becomes vacant, the council shall appoint a manager pro tem who shall possess the power and duties of the manager. A manager pro tem shall not serve for a term in excess of six months and shall not be reappointed as the manager pro tem.

(f) **INTERFERENCE IN ADMINISTRATION.**

(1) No member of the council shall directly or indirectly, by suggestion or otherwise, attempt to influence or coerce the manager in the making of any appointment or the removal of any officer or employee, or in the purchase of supplies, or attempt to exact any promise relative to any appointment from any candidate for manager.

(2) A violation of the foregoing provisions of the section forfeits the office of the offending member of the council or mayor after a public hearing by the council is held and a determination of guilt is established.

**CITY OF GRESHAM – CHARTER**  
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(3) Nothing in this section prohibits, however, the council, in open session, from fully and freely discussing with or suggesting to the manager anything pertaining to city affairs or the interests of the city.

(g) **INELIGIBLE PERSONS.** Neither the manager’s spouse nor any person related to the manager or his or her spouse by consanguinity or affinity within the third degree may hold any appointive office or employment with the city. (November 8, 1983)

NOTE: Subsection (d) of the 1978 Charter used the phrase “shall have no vote.” A 1983 typographical error resulted in this being changed to “shall have not vote.” In 2004, the City Attorney revised the Charter to read “shall not vote.” A review of the 1983 ballot material, including Resolution No. 1130, confirms that no change to the original 1978 Charter language of “shall have no vote” was presented to or intended by the voters. The City Attorney has updated the Charter to be consistent with the language approved by the voters in the 1978 Charter.

**Sec 21B.** CITY AUDITOR. Added November 2, 2004; effective January 1, 2005. Removed from the Charter on October 4, 2011 as void *ab initio* (from the very beginning) after discovery that the amendment was not approved by at least 60% of the electors casting votes for the measure as required by Section 45A of the Charter. (October 4, 2011)

**Sec 23.** REGULAR ELECTIONS. The manager, pursuant to directions from the council, shall give at least ten days' notice of each regular city election by posting notice thereof at a conspicuous place in the city hall and in such other manner as may be provided by ordinance. The notice shall state the officers to be elected at the election, the ballot title of each measure to be voted upon at the election and the time and place of the election. (May 2, 1978)

**Sec 24.** SPECIAL ELECTIONS. The council shall provide the time, manner, and means for holding any special election. The manager shall give at least ten days' notice of each special election in the manner provided by the action of the council ordering the election. (May 2, 1978)



## CITY OF GRESHAM – CHARTER

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**Sec 26.** CANVASS OF RETURNS. In all elections held in conjunction with state and county elections, the state laws governing the filing of returns by the county clerk shall apply. In each special city election the returns therefrom shall be filed with the manager on or before noon of the day following. Not later than five days after the election, the council shall meet and canvass the returns. The results of all elections shall be entered in the record of the proceedings of the council. The entry shall state the total number of votes cast at the election, the votes cast for each person and for and against each proposition, the name of each person elected to office, the office to which they have been elected, and a reference to each measure enacted or approved. Immediately after the canvass is completed, the manager shall make and sign a certificate of election of each person elected and deliver the certificate to him or her within one day after the canvass. A certificate so made and delivered shall be prima facie evidence of the truth of the statements contained in it. (May 2, 1978)

**Sec 31.** OFFICE VACANCIES. An elective office becomes vacant upon its incumbent's death, removal of their residence from the city, resignation, or ceasing to be a qualified elector of the city. An elective office becomes vacant whenever its incumbent is absent from the city for a period of forty-five days, except that the council may grant the incumbent a leave of absence of not more than ninety days. An elective office may be declared vacant whenever its incumbent fails to attend three consecutive regular meetings of the council, unless absent upon leave of the council first obtained, or whenever the incumbent removes his or her residence from the city. (May 2, 1978)

OFFICE VACANCIES. An elective office becomes vacant upon its incumbent's death, removal of residence from the district from which elected or the city, resignation, or ceasing to be a qualified elector of the city. An elective office becomes vacant whenever its incumbent is absent from the city for a period of 45 days except that the council may grant the incumbent a leave of absence of not more than 90 days. An elective office may be declared vacant whenever its incumbent fails to attend three consecutive regular meetings of the council, unless absent upon leave of the council is first obtained, or whenever the incumbent moves his or her residence from the district from which they were elected or the city. (November 4, 1980)

## CITY OF GRESHAM – CHARTER

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OFFICE VACANCIES. An elective office becomes vacant upon its incumbent's death, removal of residence from the district from which elected or the city, resignation, recall from office, failure of the person elected to the office to qualify therefor at the time the term of office is to begin, or ceasing to be a qualified elector of the city. An elective office may be declared vacant whenever its incumbent fails to attend three consecutive regular meetings of the council, unless absent upon leave of the council is first obtained. (May 15, 1984)

OFFICE VACANCIES. An elective office becomes vacant upon its incumbent's death, removal of residence from the city, resignation, or ceasing to be a qualified elector of the city. An elective office becomes vacant whenever its incumbent is absent from the city for a period of 45 days except that the council may grant the incumbent a leave of absence of not more than 90 days. An elective office may be declared vacant whenever its incumbent fails to attend three consecutive regular meetings of the council, unless absent upon leave of the council is first obtained, or whenever the incumbent moves his or her residence from the city. (May 20, 1986)

OFFICE VACANCIES. An elective office becomes vacant upon its incumbent's death, removal of residence from the city, resignation, or ceasing to be a qualified elector of the city. An elective office becomes vacant whenever its incumbent is absent from the city for a period of 45 days except that the council may grant the incumbent a leave of absence of not more than 90 days. An elective office shall be declared vacant whenever its incumbent fails to attend three consecutive meetings of the council, unless absent upon leave of the council is first obtained, or whenever the incumbent moves his or her residence from the city. (November 8, 1994)

**Sec 32.** FILLING OF VACANCIES. Vacant elective offices in the city shall be filled by appointment by a majority vote of the council. The appointee's term shall begin immediately upon his or her appointment and shall continue until the beginning of the year following the next biennial May election and until his or her successor is elected and qualified therefor. The successor, for the unexpired term shall be chosen at the next biennial May election after said appointment, or at the next biennial November election if no candidate receives a majority of the votes. During the temporary disability of any officer or during his or her absence temporarily from the city for any cause, his or her office may be filled pro tem in the manner provided for filling vacancies in office permanently. (May 2, 1978)

**CITY OF GRESHAM – CHARTER**  
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FILLING OF VACANCIES. Vacant elective offices in the city shall be filled by appointment by a majority vote of the council. The appointee’s term shall begin immediately upon his or her appointment until the beginning of the year following the next biennial November election or until his or her successor is elected and qualifies therefor. An elected successor for the unexpired term shall be chosen at the next biennial November election. During the temporary disability of any officer or during his or her absence temporarily for any cause, his or her office may be filled pro tem by a majority vote of the council.  
(May 15, 1984)

NOTE: Subsection (b) contains a typographical error “disability of absence” since this Charter section was amended in 1998. A review of the legislative history, including Resolution No. 2230, confirms that the language adopted by Council and placed before the voters was the phrase “disability or absence.” The Charter should reflect the language put before the voters. The City Attorney has updated the Charter to be consistent with the language approved by the voters.

FILLING OF VACANCIES.

(a) Vacant elective offices in the city shall be filled by appointment by a majority vote of the council within thirty days of the date the vacancy occurred. The appointee's term shall begin immediately upon his or her appointment until the beginning of the year following the next biennial November election or until his or her successor is elected and qualifies therefor. An elected successor for the unexpired term shall be chosen at the next available election date. In order to be an available election date:

- (1) The date the vacancy occurred must be:
  - (i) more than thirty days before the filing deadline for that election date; and
  - (ii) at least one year before the election date established by Charter for that incumbent’s position but for the vacancy; and

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(2) There must be at least one other issue or candidate on the ballot for that date.

(b) During the temporary disability of any officer or during his or her absence temporarily for any cause, when an officer is not able to attend meetings by an alternative form such as telephone, his or her office may be filled pro tem, for the term of the disability of absence, by a majority vote of the council. (Amended November 4, 1998; effective January 3, 1999)

**Sec 34. MODE OF ENACTMENT:**

(a) Except as paragraph (b) of this section provides to the contrary, every ordinance of the council shall, before final passage, be read fully and distinctly in open council meeting.

(b) An ordinance may be enacted at a single meeting of the council by majority vote of all council members present, upon first being read by title only if:

(1) a copy is provided for each council member and copies provided for the public in the office of the manager not later than one week before the reading of the title of the ordinance; and

(2) notice of availability of the ordinance is posted at the city hall; and

(3) the title of the ordinance is published in a newspaper of general circulation in the city; and

(4) a copy is available for public use in the council chambers at the meeting of the council.

(c) Any section of an ordinance changing substantially the legal effect of the ordinance as previously circulated shall be read in full in open council meeting prior to being adopted by the council.

(d) Upon the final vote of an ordinance, the ayes and nays of the members shall be taken and entered in the record of the proceedings.

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(e) Upon the enactment of an ordinance, the manager shall sign it with the date of its passage and his or her name and title of office, and immediately thereafter the mayor shall sign it with the date of his or her signature and the title of the office. All ordinances enacted by the council shall take effect thirty days after their passage unless a later date is fixed therein, in which event they shall take effect at such later date, subject to referendum if legislative. Provided, however, an ordinance, (1) making appropriations and the annual tax levy, (2) relative to local improvements and assessments thereof, or (3) emergency ordinances, shall take effect immediately upon their passage, or any special date less than thirty days after passage, specifically fixed in such ordinance. (May 2, 1978)

#### **Sec 36B.** MAJOR ROADS AND HIGHWAYS.

(a) No limited access road or highway of four lanes or more shall be constructed within city limits, nor shall the City of Gresham promote or even acquiesce in any such construction, without prior approval of the location of the road and the general design of the project by a majority of the electors of the city voting in a regular May or November election.

(b) Approval by the electors of the location of the road and approval of the general design of the project may be sought in separate elections.

(c) This measure applies to all aforementioned road or highway projects which have not secured one hundred percent of the funding necessary to complete the project or have not had final environmental impact statements approved by the time the signatures on this petition have been submitted to the City Elections Official for validation. (May 22, 1996)

**Sec 37.** IMPROVEMENTS. The procedure for making, altering, vacating, or abandoning a public improvement shall be governed by general ordinance or, to the extent not so governed, by the applicable laws of the state. Street, sewer, sidewalk, water, storm drainage and such other public improvements as the council deems necessary may be undertaken on the motion of a majority of the council or on petition of the owners of two-thirds of the property to benefit specially from the improvements. A remonstrance of the owners of two-thirds of the frontage of the property to be specially affected by such improvement shall defeat such a motion or petition, in

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which event no further action to effect the improvement shall be taken for six months. (May 2, 1978)

**Sec 39.** BIDS. A contract in excess of \$2,500.00 shall be let to the lowest responsible bidder for the contract and shall be done in accordance with plans and specifications approved by the council. (May 2, 1978)

**Sec 44.** INITIATIVE. The people reserve to themselves the initiative power, which is to propose ordinances and amendments to the charter and enact or reject them at an election independent of the council.

(a) An initiative ordinance or amendment to the charter may be proposed by a petition signed by three percent of the number of persons registered to vote at the last general election.

(b) An initiative petition shall include the full text of the proposed law or amendment to the charter. A proposed law or amendment to the charter shall embrace one subject only and matters properly connected therewith.

(c) An initiative petition shall be filed not less than 120 days before the election at which the proposed law or amendment to the charter shall be voted upon. (May 2, 1978)

**Sec 45.** REFERENDUM. The people reserve to themselves the referendum power, which is to approve or reject at an election, any ordinance or part thereof, as provided by general law. (May 2, 1978)

**Sec 46.** RECALL. The citizens of the city of Gresham shall have the power and authority to recall an elective officer of the city in the manner and with the effect prescribed by state law excepting a recall may be ordered by a petition signed by three percent of the number of persons registered to vote at the last general election. The petition shall set forth the reasons for the recall. If the official affected by the petition for recall offers his or her resignation to the council, it shall be accepted and take effect on the day it is ordered and be effective for the remainder of the term. (May 2, 1978)

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**Sec 47.** CONFLICTS OF INTEREST. No councilor may be pecuniarily interested in any contract, the expenses of which are to be paid by the city, or vote upon any subject in which he or she is pecuniarily interested. No elected official of the city or member of the planning commission shall vote on any city business or conduct themselves officially in such a manner as to place, or to appear to place, their personal or financial welfare above the unbiased performance of the duties of their office. (May 2, 1978)