

AGENDA COVER MEMO



Memo Date: June 27, 2024
Public Hearing/Order Date: July 9, 2024

TO: Lane County Board of Commissioners

DEPARTMENT: Lane County Administration

PRESENTED BY: Judy Williams, County Administration
Jenna Cusimano, County Administration
Steve Thiel, Assistant County Counsel

AGENDA ITEM TITLE: In the Matter of Referring to Election Six Amendments to the Lane County Home Rule Charter.

I. MOTION

To approve the order – as is or with revisions – directing that the proposed amendments to the Home Rule Charter be presented to the County Clerk and directing the County Clerk to place the proposed amendments on the November 5, 2024, ballot.

II. AGENDA ITEM SUMMARY

Per direction of the Board of County Commissioners (hereinafter, “Board”), the Charter Review Committee has identified 6 proposed amendments to the Lane County Home Rule Charter.

A Public Hearing was conducted on June 26, 2024 and a July 9, 2024 Public Hearing is scheduled to be conducted just prior to this agenda item.

III. BACKGROUND/IMPLICATIONS OF ACTION

In July 2022, the Board directed staff to begin the process of convening a Charter Review Committee and appointed the initial five members on October 11, 2022. County Counsel reviewed the CRC process as outlined in the Lane County Charter. Counsel confirmed that to remain in compliance, the CRC should complete their work within one year following their initial appointment, October 11, 2023. All relevant meeting materials of the CRC including agendas, packets, recordings, and meeting minutes are available on the Charter Review Committee webpage located at www.LaneCountyOR.gov/CharterReviewCommittee.

On October 10, 2023, the CRC presented to the Board a report with their final recommendations and proposed changes to the Charter as outlined in the Lane County Charter. Commissioners

continued their discussion of the CRC recommendations in a November 2023 work session and requested to have an outline of the timeline and process should they choose to proceed with either the section repeals or revisions as recommended by the CRC.

On April 30, 2024, and May 7, 2024, Commissioners were presented with additional information about the CRC recommendations. The Board directed staff to prepare referrals of those recommendations to the voters for Commissioners' consideration. On June 26, 2024, the Board conducted a Public Hearing and announced that a July 9, 2024 Public Hearing would be conducted as well. Commissioners may choose to direct that all or some of the six proposed Charter amendments be placed on the November 5, 2024, ballot. The Board may also defer a final decision on the proposals and direct that the matter be brought back before the Board at a later date. In order to be placed on the November 5, 2024, ballot, measures must be provided to the County Clerk no later than August 16, 2024.

CRC Proposal 1 – Section 10.3.c

In the most recent redistricting effort concerns were raised by multiple committee members that due to highly concentrated population growth within the Urban Growth Boundary (UGB), the current Commissioner District definitions within the Charter were increasingly challenging to follow while also honoring state and federal requirements. Lane County CRC member Munro provided background information that the Independent Redistricting Committee expressed concern with both the titles of the Commissioner Districts as well as the definitions provided within the Charter.

The CRC members generally agreed upon the importance of retaining the intent of preserving commissioner representation from outside of the Eugene/Springfield metro area. The committee also generally acknowledged that due to population growth being concentrated within the UGB that portions of the Eugene/Springfield metro had been included in each of the five Commissioner districts. The CRC also heard from community members who were confused about the naming conventions of the Commissioner districts.

The Committee recommends that Commissioner Districts be identified solely by number and that geographic references be removed from district titles. The CRC further recommends that district definitions be revised as follows:

Section 10: Membership, Election, and Tenure

(3) The board of county commissioners shall be elected as follows.

(c) For the purpose of this Section, metropolitan area shall be defined as the area within the urban growth boundaries of Eugene and Springfield. The following election districts shall be established from which the commissioners shall be elected:

- (i) District No. 1, generally comprised of western Lane County outside the metropolitan area, but also including contiguous portions of the County as necessary to comply with subsection (d). Except as otherwise provided in this charter, the commissioner elected from this district shall fill Position No. 1.
- (ii) District No. 2, generally comprised of the Springfield metropolitan area, but also including contiguous portions of the County as necessary to comply with subsection (d). Except as otherwise provided in this charter, the commissioner

elected from this district shall fill Position No. 2.

(iii) District No. 3, generally comprised of a portion of the Eugene metropolitan area, but also including contiguous portions of the County as necessary to comply with subsection (d). Except as otherwise provided in this charter, the commissioner elected from this district shall fill Position No. 3.

(iv) District No. 4, generally comprised of a portion of the Eugene metropolitan area, but also including contiguous portions of the County as necessary to comply with subsection (d). Except as otherwise provided in this charter, the commissioner elected from this district shall fill Position No. 4.

(v) District No. 5, generally comprised of eastern Lane County outside the metropolitan area, but also including contiguous portions of the County as necessary to comply with subsection (d). Except as otherwise provided in this charter, the commissioner elected from this district shall fill Position No. 5.

CRC Proposal 2 – Sections 10.3.d and e

In 2021, an Independent Redistricting Committee (IRC) was adopted by ordinance and established in Lane Code. Each redistricting cycle, the IRC is tasked with bringing forward 2-4 recommended maps to the Board of Commissioners and then the Board selects one of the recommended maps. The Charter states that "The board of commissioners shall, not less than every 10 years, initiate review of the population densities of each district and boundaries when necessary." This allows for the possibility of multiple redistricting efforts within each decennial.

The Committee discussed the merits of enshrining an IRC within the Charter versus leaving the IRC entirely within Lane Code. Additionally, there was much discussion about where the authority and responsibility for redistricting should reside. The Charter assigns the work of redistricting to the Board of Commissioners, and the Commissioners have recently tasked the IRC with drafting recommended maps while reserving for the Board of Commissioners the task of determining which map to move forward.

The committee was split on this topic with a majority in support of these recommendations and a minority in opposition. Those in opposition were interested in fully retaining the responsibility and authority for redistricting with the Board of Commissioners and maintaining the IRC within Lane Code.

The Committee recommends replacing Sections 10.3.d and 10.3.e with the following:

Section 10: Membership, Election, and Tenure

(3) The board of county commissioners shall be elected as follows.

(d) In accordance with Federal, State, or County census figures, the boundaries of the five districts shall be drawn so as not to deny any person equal protection of the law. Every 10 years, in conjunction with the release of Federal Census Data, the board of commissioners shall initiate a review of the population of each district and determine if a modification of boundaries is necessary to ensure equal protection under the law. If so, an Independent Redistricting Committee shall be convened. No boundary creation, position designation, or boundary change shall disqualify a commissioner from completing the term of office to which that commissioner was elected or appointed.

- (e) Each Independent Redistricting Committee (IRC) shall be established as follows:
- (i) The IRC shall be composed of fifteen (15) Regular and three (3) Alternate members.
 - (ii) The application process shall be laid out in Lane Code. From the applicant pool, each commissioner will select one (1) member to serve as a Regular member of the IRC. The five (5) directly appointed Regular members will select the remaining ten (10) Regular and three (3) Alternate committee members from the applicant pool.
 - (iii) The IRC will hold at least ten (10) public meetings at times and locations that will reasonably maximize access for all county residents to participate.
 - (iv) The IRC will prepare at least two (2) but not more than four (4) proposed redistricting plans. The proposed plans must comply with relevant laws relating to redistricting and voting rights. Following a series of no fewer than five (5) public meetings, the IRC will select one (1) plan.
 - (v) The Board of Commissioners must adopt the plan selected by the IRC in the form of an ordinance. District boundaries shall be adopted at least six months prior to any election for which they are to be effective.

CRC Proposal 3 – Section 32

Section 32: Spending Limitation was established prior to current state laws and practices that govern spending by the county. Additionally, many terms used within this section are out of date and have shifted in meaning since this provision was included in the Charter.

The Committee discussed this provision and determined that this section serves no modern purpose for the County. Additionally, the County is out of compliance with some elements of this provision as they are past practices that are no longer applicable. The committee agreed that this provision serves largely as a historical artifact and provides no or minimal value to the county.

The Committee determined that Section 32: Spending Limitation should be repealed.

CRC Proposal 4 – Section 33

This provision about East Alton Baker Park was established when the county still owned this land. This land has been sold to the City of Eugene.

The Committee discussed repealing this provision and determined that the primary value of retaining this section would be as a historical artifact. As this provision serves little purpose and also with the awareness that developable land within the Urban Growth Boundary may benefit from greater flexibility governing its use, the committee largely agreed that this provision served little purpose for the county.

The Committee determined that Section 33: East Alton Baker Park should be repealed.

CRC Proposal 5 – Section 34

This provision of the Charter was established at the same time that a companion provision to create a county level income tax was voted down. Thus, we have a provision that restricts how an income

tax would be used but no county level income tax.

The Committee discussed this provision and determined that there is no current need to restrict how a non-existent tax will be spent. The committee further discussed that any future implementation of an income tax would be best served by the opportunity to define and determine parameters that suit that moment.

The Committee determined that Section 34: Income Tax Cap should be repealed.

CRC Proposal 6 – Section 35

The dates specified within this provision relate largely to the 2011 Committee and haven't aged well. Additionally, constraining the work of the Charter Review Committee (CRC) to one year limits the effectiveness of this effort.

The Committee determined that this provision includes very specific historical dates that are unnecessary going forward. The Committee also found that a one year limit on the work of the committee reduced opportunities to engage with the public and seek input as well as reduced opportunities for the committee to engage more deeply with the Charter and possible recommendations.

The Committee determined that Section 35: Charter Review Committee should be replaced with the following:

Section 35. CHARTER REVIEW COMMITTEE. Every ten years, beginning in 2034, the Board of County Commissioners shall convene a Charter Review Committee to review the existing charter and make recommendations to the Board of County Commissioners regarding suggested changes to the Charter.

(1) Membership. The Charter Review Committee shall consist of seven members. Each member of the Board of County Commissioners shall appoint a member to each subsequent charter review committee by July 1st of the year that each subsequent committee is convened. The five members of the committee appointed by the individual commissioners shall nominate additional persons to fill two at-large positions. At-large appointees shall be appointed by the Board of Commissioners as a whole. The member of the Committee shall serve at the will of the appointing Commissioner(s), but for no longer than two (2) years from the date of appointment, or until the assigned tasks have been accomplished. Subsequent Charter Review Committees shall be appointed in the same manner every 10 years.

(2) Timeframe. Members shall immediately begin meeting to review the current Charter, and shall report back to the Board of County Commissioners with recommendations for any suggested changes no later than two years from the date each subsequent committee is convened.

IV. ACTION

Option 1: Adopt the attached Order directing that the six proposed Charter amendments be provided to the County Clerk for placement on the November 5, 2024, ballot (**Attachment**

1).

Option 2: Adopt a revised Order directing that certain, but not all, proposed Charter amendments be provided to the County Clerk for placement on the November 5, 2024, ballot.

Option 3: Take no action on the attached Order and direct that the matter be brought back before the Board in the future for additional comment and/or discussion.

Option 4: Reject or take no action on the attached Order. No amendments to the Charter would be made.

V. RECOMMENDATION

Staff does not have a recommendation.

VI. FOLLOW-UP

If the Board chooses Option 1, the proposed amendments would be provided to the County Clerk with direction to place them on the ballot for the November 5, 2024, election.

If the Board chooses Option 2, staff would revise the attached Order as directed for the Board's consideration at a later date.

If the Board chooses Option 3, staff would make any changes or revisions as directed by the Board, then present the revised proposed amendments to the Board at a later scheduled date.

VII. ATTACHMENTS

1. Order (8 pages)

Exhibit A: Ballot Title and Explanatory Statement for CRC Proposal 1:

Exhibit B: Ballot Title and Explanatory Statement for CRC Proposal 2:

Exhibit C: Ballot Title and Explanatory Statement for CRC Proposal 3:

Exhibit D: Ballot Title and Explanatory Statement for CRC Proposal 4:

Exhibit E: Ballot Title and Explanatory Statement for CRC Proposal 5:

Exhibit F: Ballot Title and Explanatory Statement for CRC Proposal 6:

BEFORE THE BOARD OF COMMISSIONERS OF LANE COUNTY, OREGON

ORDER NO: 24-07-09-11

IN THE MATTER OF REFERRING TO
ELECTION SIX AMENDMENTS TO THE
LANE COUNTY HOME RULE CHARTER

WHEREAS, a public hearing was held on June 26, 2024, and on July 9, 2024, in which members of the public were given the opportunity to comment on the proposed amendments to the Lane County Charter; and

WHEREAS, the Board of Commissioners has determined that it is in the public interest and benefit to offer the voters the option to approve amendment to the Lane County Charter that would revise how Commissioner Districts are described (Exhibit A); and

WHEREAS, the Board of Commissioners has determined that it is in the public interest and benefit to offer the voters the option to approve amendment to the Lane County Charter that would enshrine in the Charter an independent Redistricting Committee empowered to prepare and select a redistricting plan in conjunction with the release of Federal Census data, as necessary to ensure equal protection under the law (Exhibit B); and

WHEREAS, the Board of Commissioners has determined that it is in the public interest and benefit to offer the voters the option to approve amendment to the Lane County Charter that would repeal Section 32, which imposes spending limits based upon outdate language and inapplicable past practices (Exhibit C); and

WHEREAS, the Board of Commissioners has determined that it is in the public interest and benefit to offer the voters the option to approve amendment to the Lane County Charter that would repeal Section 33, which imposes restrictions on the use and development of the East Alton Baker Park property that is no longer owned by Lane County (Exhibit D); and

WHEREAS, the Board of Commissioners has determined that it is in the public interest and benefit to offer the voters the option to approve amendment to the Lane County Charter that would repeal Section 34, which limits the rate and use of revenue for a County income tax that does not exist (Exhibit E); and

WHEREAS, the Board of Commissioners has determined that it is in the public interest and benefit to offer the voters the option to approve amendment to the Lane County Charter that would revise the provision governing the Charter Review Committee to remove obsolete references to past specific dates and extend the Committee's deadline for making recommendations from one year to two years (Exhibit F);

NOW, THEREFORE, IT IS HEREBY ORDERED that the measures and explanatory statements be submitted to the voters on the November 5, 2024, ballot, as shown in Exhibits A, B, C, D, E, and F, attached hereto and incorporated herein by reference; and it is further

ORDERED, that a copy of this Board Order be presented to the County Clerk of Lane County and shall constitute our certification that these measures and explanatory statements be placed on the November 5, 2024, ballot; and it is further

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ORDERED, that the County Clerk of Lane County provide notice for and conduct the election in the manner provided by law, including ORS Chapter 250.

ADOPTED this 9th day of July, 2024.

Laurie Trieger, Chair
Lane County Board of Commissioners

Ballot Title

CAPTION: AMENDMENT OF LANE CHARTER TO REVISE DESCRIPTIONS OF COMMISSIONER DISTRICTS

QUESTION: Shall Lane County amend the Lane County Charter to revise geographic descriptions of Commissioner Districts and identify Districts by number?

SUMMARY: The proposed amendments to Section 10.3.c of the Lane County Charter would revise the descriptions of Commissioner Districts to identify Districts by number and minimize use of geographic descriptions. District descriptions would conform to the following general format:

District No. 1, generally comprised of western Lane County outside the metropolitan area, but also including contiguous portions of the County as necessary to comply with subsection (d). The commissioner elected from this district shall fill Position No. 1.

Ballot Title for Sections 10.3.d and 10.3.e

Ballot Title

CAPTION: AMENDMENT OF LANE CHARTER TO REVISE SUBSECTIONS GOVERNING REDISTRICTING

QUESTION: Shall Lane County amend the Lane County Charter to link redistricting to the decennial census and enshrine independent redistricting committee.

SUMMARY: The proposed amendments to Section 10.3.d would require review of Commissioner District boundaries coinciding with the release of Federal Census Data every ten years, and not more often. Proposed amendments would require Commissioners to convene an Independent Redistricting Committee if modification of District boundaries is necessary to ensure equal protection under the law.

The proposed amendments to Section 10.3.e would enshrine in the Charter the composition of the Independent Redistricting Committee, how members are appointed, and requirements for public meetings and the development of proposed redistricting plans. The proposed amendments would require the Board of Commissioners to adopt the redistricting plan selected by the Independent Redistricting Committee.

Ballot Title for Repeal of Section 32

Ballot Title

CAPTION: REPEAL OF SECTION 32 OF LANE COUNTY CHARTER

QUESTION: Shall Lane County repeal Section 32 of the Lane County Charter?

SUMMARY: The proposed amendment would repeal Section 32 of the Lane County Charter, which imposes specific limits on annual County expenditures. State laws governing county budgets would continue to apply, as appropriate.

Ballot Title for Repeal of Section 33

Ballot Title

CAPTION: REPEAL OF SECTION 33 OF LANE COUNTY CHARTER

QUESTION: Shall Lane County repeal Section 33 of the Lane County Charter?

SUMMARY: The proposed amendment would repeal Section 33 of the Lane County Charter, which imposes restrictions on the use and development of East Alton Baker Park. Lane County no longer owns the land constituting East Alton Baker Park as it was sold to the City of Eugene.

Ballot Title for Repeal of Section 34

Ballot Title

CAPTION: REPEAL OF SECTION 34 OF LANE COUNTY CHARTER

QUESTION: Shall Lane County repeal Section 34 of the Lane County Charter

SUMMARY: The proposed amendment would repeal Section 34 of the Lane County Charter, which limits the rate of any Lane County income tax and directs how revenues are to be used. There is not currently any Lane County income tax.

Ballot Title

- CAPTION: AMENDMENT OF LANE CHARTER UPDATING PROVISION
GOVERNING CHARTER REVIEW COMMITTEE
- QUESTION: Shall Lane County amend the Lane County Charter provision governing
Charter Review Committee, removing outdate references and extending
recommendations deadline?
- SUMMARY: The proposed amendments to Section 35 of the Lane County Charter would
revise the provision governing the Charter Review Committee to remove
obsolete references to past specific dates and to extend the Committee's
deadline for making recommendations from one year to two years.



Lane County Home Rule Charter Amendments – Public Hearing

July 9, 2024

Agenda

- Overview of Charter Review Committee (CRC) and Board Engagement to date
 - Sections recommended for Repeal
 - Sections recommended for Revisions
 - Overview of Estimated Expenses
 - Next Steps After Today
-

Charter Review - Committee and Board Engagement

Dec 2022-Oct 2023:

Committee meets bi-monthly, engaging staff & conducting public outreach

October 11, 2023:

CRC presents final report & recommendations to Board

November 8, 2023:

Board Work Session on CRC recommendations

April 30, 2024:

Board discussed CRC repeal recommendations and moved to hold a public hearing on them

May 7, 2024:

Board discussed CRC revision recommendations and moved to hold a public hearing on them

June 26, 2024:

Public Hearing on six Charter amendment recommendations

July 9, 2024:

Board to discuss proposed Charter amendments and take potential action

Issue Paper #3: Repeal
Section 32: Spending Limitation

Issue Paper #4: Repeal
Section 33: East Alton Baker Park

Issue Paper #5: Repeal
Section 34: Income Tax Cap

**Recommended
Charter
Repeals**

Issue Paper # 1: Revise the titles and descriptions of Commissioner Districts, Section 10.3.c.

Issue Paper # 2: Revise the Redistricting process and establish the Independent Redistricting Committee in the Charter, Sections 10.3.d and 10.3.e.

Issue Paper # 6: Revise the Charter Review Committee, Section 35.

**Recommended
Charter
Revisions**

Office of the County Clerk
Elections Division



2024 Charter Amendment Overview

Charter Amendment Timeline Includes Voters' Pamphlet Deadlines

Date	Description	Reference
July 8, 2024	First day to file candidate statements or measure arguments for State Voters' Pamphlet.	251.065
July 8, 2024- August 16, 2024	The Board may order that any measure relating to the amendment, revision or repeal of the Charter be referred to Primary or General Election ballot. (County Counsel must file the ballot title with the Clerk within 5 days after the date the measure is referred by the Board)	2.045.035 (A) Not less than 120 days OR not less than the latest date for filing county measures.
August 16, 2024	Last day to file referral text or prepared ballot title in order to complete challenge period by deadline to file notice of measure election.	165-014-0005
August 27, 2024 (Noon)	Last day to file measure arguments for State Voters' Pamphlet.	251.141; 251.065; 251.155; 251.245; 251.255; 251.285; 254.155; 2.045.015.
September 5, 2024	Last day to file or withdraw notice of measure election and any required explanatory Statement.	254.095; 254.013; 165-022-0010;
October 16, 2024	Last day to mail State VP.	

Expense to County: Overview of Election Billing System

Regulatory Framework: OAR 165-020-0050 establishes the uniform billing system for elections, encompassing state, county, city, and special district elections as authorized under ORS 246.179, 254.046, and 255.305.

General Election 2024 Estimated Expenses

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The estimated billable amount for the General Election 2024 is projected based on the following categories of expenses:

- **Printing:** Includes ballots, envelopes.
- **Personnel:** Covers extra-help time and staff overtime.
- **Supplies:** Includes toner cartridges, archive boxes, seals.
- **Mileage:** Covers transportation for dropsite pickup teams.
- **Computer Services:** Includes technical support and training.
- **Postage:** Covers ballots, returned mail, voter notification and confirmation cards, and ballots mailed to other counties.
- **Miscellaneous:** Includes ballot inserting.
- **Amortization:** Covers tabulation system, sorter hardware, and software.

The estimated billable amount for the Presidential Election is \$550,000. (For context, the billable amount was \$630,000 in November 2020 and \$530,000 in November 2022.)

Apportionment of Expenses

In a General Election, multiple jurisdictions participate. Each district's share of the billable election expense is determined through apportionment, which considers:

- The number of races and measures on the ballot.
- The voter registration total of each participating district.

Calculation Steps:

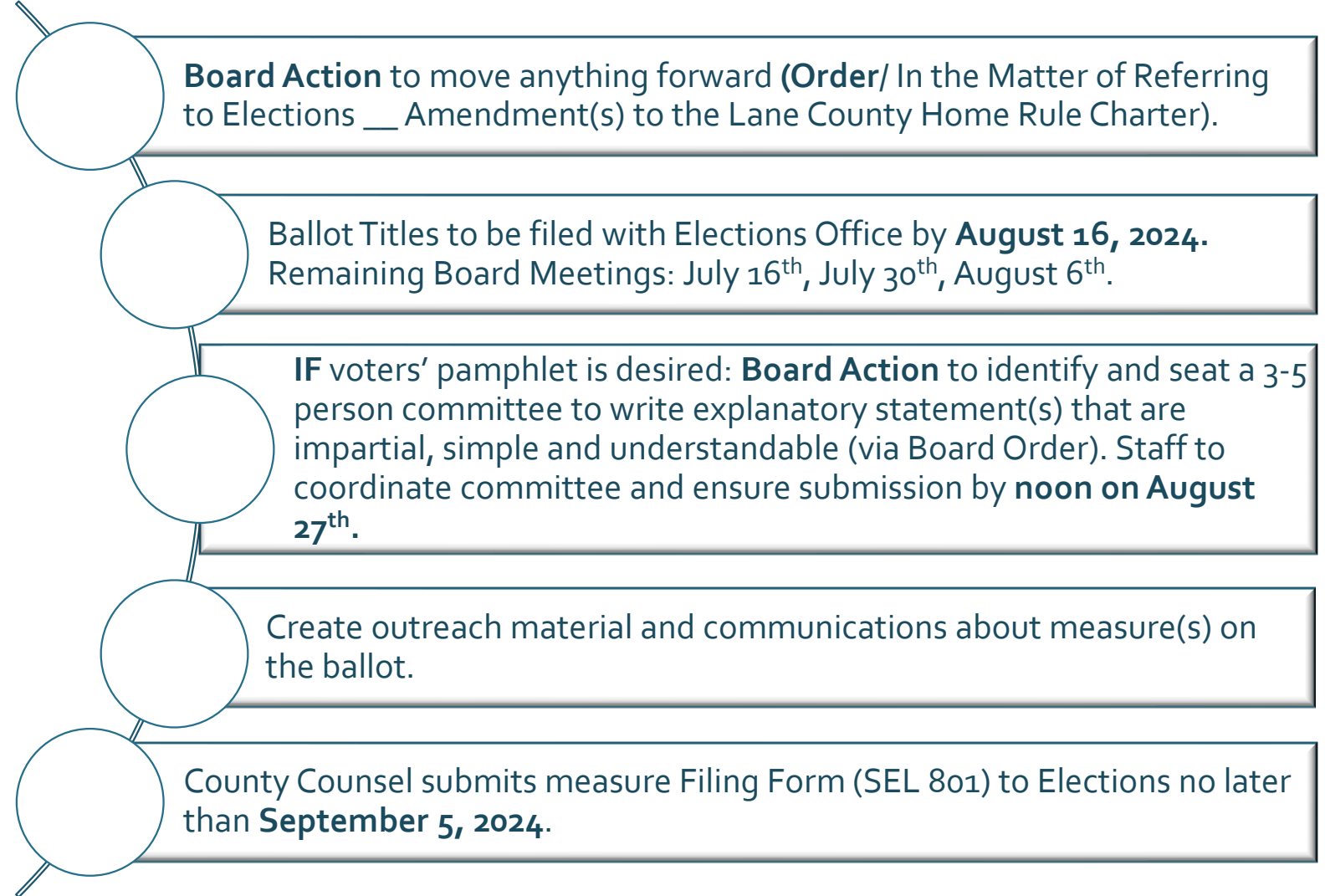
1. **Aggregate Registration Calculation:** Sum of voter registrations across all participating districts.
 - Number of races + number of measures X voter registration total = aggregate registration.
2. **Apportioned Cost per Ballot Calculation:** The billable election expense is divided by the total aggregate registration to determine the apportioned ballot cost per ballot.
3. **Charge to District Calculation:**
 - Apportioned cost per ballot X aggregate registration of district = charge to district.

Note: While the State and Cities do not receive an invoice for their participation in a Primary or General Election, their aggregate registration is included in calculating the apportioned cost per ballot.

In summary, the number of measures and races in an election brings down the apportioned cost per ballot, but every measure or race in a jurisdiction increases the aggregate voter registration total, which drives up the billable election expense to the jurisdiction.

Confirming Next Steps IF

Pursuing November 2024 Election



Public Hearing
