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## **CITY COUNCIL WORKSHOP**

### **2022 Census Reapportionment**

**May 2, 2022 at 4:00 PM in Council Chambers**

#### **REMOTE ACCESS INFORMATION:**

The City Council will conduct this meeting from Council Chambers, located on the second floor of City Hall. The public may attend the meeting in person, however space in Council Chambers is limited. The public is therefore strongly encouraged to participate remotely via Zoom pursuant to the Remote Meeting Policy adopted by the Portland City Council. Allow your computer to install the free Zoom app to get the best meeting experience. If you are not able to attend live either in person or via Zoom, a recording will be available in the [Agenda Center](#) following the meeting.

For public comment via Zoom, you will need to use the "raise your hand" feature. To raise your hand via the telephone, please hit \*9. You will be unmuted by the host when it is time for public comment.

Please click the link below to join the webinar:

<https://portlandmaine-gov.zoom.us/j/82805568760?pwd=b3N6azJHZldnSVNSUXBvYU9mSzYxUT09>

Passcode: 535147

Or One tap mobile :

US: +19292056099,,82805568760#,,,\*,535147# or +13017158592,,82805568760#,,,\*,535147#

Or Telephone:

Dial(for higher quality, dial a number based on your current location):

US: +1 929 205 6099 or +1 301 715 8592 or +1 312 626 6799 or +1 669 900 6833 or +1 253 215 8782 or +1 346 248 7799

Webinar ID: 828 0556 8760

Passcode: 535147

#### **AGENDA ITEMS:**

Staff Presentation (Katherine L. Jones, City Clerk)

Council Discussion / Q&A

#### **ADJOURNMENT:**

To: The Mayor and the Members of the Portland City Council

From: The Office of City Clerk – Katherine Jones

Subject: Municipal Reapportionment

Date 02/28/2022

This memorandum is intended to serve as an informational communication to this body on the processes and practices of Portland's Municipal Redistricting and to request the formation of a special committee to assist in that process.

As you know, Portland is subdivided into five (5) Districts of which many of you represent, and those five (5) Districts are subdivided into two (2) voting Precincts each with one (1) polling location where voting occurs.

Every ten (10) years in accordance with the compilation and release of the new Census data, the State of Maine redraws their State House, State Senate, County Commissioner, and Congressional Districts to account for the newly reported data. Because of these changes, cities and towns may often see their Districts affected. Under Title 30-A §2503(1)(B) all municipalities have an obligation to reapportion their Districts to the following standards:

*Each district must contain as nearly as possible the same number of inhabitants as determined according to the latest Federal Decennial Census, but districts may not differ in number of inhabitants by more than 10% of the inhabitants in the smallest district created.*

After the Census data was compiled and the Legislature's Redistricting was completed, it appears that Portland's Districts remain in compliance with this requirement (Exhibit 1) such that shifting the City's Council Districts likely is not required under the State statute. Below is a table illustrating our determination in that regard.

Exhibit 1)

| District | Residents | Compliance   |
|----------|-----------|--------------|
| 1        | 13,487    | (smallest)   |
| 2        | 13,583    | Under 14,836 |
| 3        | 13,715    | Under 14,836 |
| 4        | 13,816    | Under 14,836 |
| 5        | 13,779    | Under 14,836 |

Notwithstanding our preliminary determination that shifts to the City's Council Districts are not required, we do believe that a minor shift in the lines should be made in order to alleviate impacts to the City's voting Precincts that result from changes at the State level. Our reasoning is outlined below:

Though the City is not required to reapportion its Council Districts in response to the Census data, the State was required to revise its House and Senate Districts. The 130th State Legislature ratified those changes on September 29, 2021. As a result of the State's revision of its House and



Senate Districts, we anticipate impacts on the City’s voting Precincts and the distribution at polling places that we fear may place an inequitable and burdensome strain on voters within certain Districts.

Specifically, as a result of the release of the Census data, we are noting that there is now a significant imbalance in the number of voters assigned to designated polling locations. This may lead to longer wait times and may serve as a deterrent to voters. Additionally, because of the changes in the State House and Senate Districts, some Election Clerks will be required to distribute, and account for up to five (5) ballot styles depending on the voter's location within the Precinct. This adjustment in the volume of voters and in the number of ballots involved in any given election is burdensome on voters and Election Clerks alike. It has the potential to negatively impact voter participation and to overwhelm Election staff. The existing Precinct breakdown (Exhibit 2) helps to illustrate the issue:

Exhibit 2)

| D/P   | Location                            | Senate Districts | House Districts       | Ballot Styles<br>(During primaries,<br>this expands to 3<br>ballots per<br>Senate/House District) | Residents<br>(2020<br>Census<br>Data) | Residential<br>Balance<br>(How many<br>would be<br>moved for<br>equilibrium) |
|-------|-------------------------------------|------------------|-----------------------|---------------------------------------------------------------------------------------------------|---------------------------------------|------------------------------------------------------------------------------|
| 1-1   | East End<br>Community<br>School     | 28               | 119                   | 28/119                                                                                            | 5434                                  | +763                                                                         |
| 1-2   | Merrill<br>Auditorium               | 28               | 115, 118,<br>119      | 28/115, 28/118,<br>28/119                                                                         | 6960                                  | -763                                                                         |
| 1-3   | Peaks Island<br>Community<br>Center | 28               | 119                   | 28/119                                                                                            | 897                                   | N/A                                                                          |
| 1-4/5 | Islands                             | 28               | 119                   | 28/119                                                                                            | 196                                   | N/A                                                                          |
| 2-1   | Reiche<br>School                    | 28               | 117, 119              | 28/117, 28/119                                                                                    | 7090                                  | -299                                                                         |
| 2-2   | Portland<br>Exposition<br>Building  | 28               | 115, 117,<br>118      | 28/115, 28/117,<br>28/118                                                                         | 6493                                  | +299                                                                         |
| 3-1   | Woodford’s<br>Club                  | 27, 28           | 115, 116,<br>117, 118 | 27/116, 28/115,<br>28/116, 28/117,<br>28/118                                                      | 7906                                  | -1048                                                                        |
| 3-2   | Italian<br>Heritage<br>Center       | 27               | 113, 116              | 27/113, 27,116                                                                                    | 5809                                  | +1048                                                                        |
| 4-1   | St. Pius<br>Church                  | 27, 28           | 114, 115,             | 27/114, 27/115,<br>28/114                                                                         | 8332                                  | -1424                                                                        |
| 4-2   | First Baptist<br>Church             | 27, 28           | 113, 114,<br>115      | 27/113, 27/115,<br>28/114                                                                         | 5484                                  | +1424                                                                        |

|     |                      |    |               |                        |      |       |
|-----|----------------------|----|---------------|------------------------|------|-------|
| 5-1 | Deering High School  | 27 | 113, 115, 116 | 27/113, 27/115, 27/116 | 5277 | +1612 |
| 5-2 | Grace Baptist Church | 27 | 112, 113      | 27/112, 27/113         | 8502 | -1612 |

As seen in Exhibit 2, 3-1 for example, Woodford's, following changes at the State level and the release of the Census data, if left unchanged in this process, would have at least five (5) different ballot styles, two more ballot styles than any other Precinct. In a primary election, that number would triple in order to account for all of the different parties.

To alleviate this issue of ballot distribution caused by State Redistricting our office is proposing **limited, offsetting** and **targeted** changes to the boundaries of District 3 and District 2 with the goal of eliminating one ballot style from 3-1 and assimilating those voters into 2-2 while still remaining in compliance with State law.

To alleviate the resident inequity between Precincts noted in Exhibit 2 as well as crowding of certain polling locations, the City Clerk's office proposes that we redraw Precinct lines to bring the numerical differences closer together. This process may, as a byproduct, also help us in eliminating ballot styles in the newly drawn Precincts as well.

The Office of the City Clerk is asking that this body create a special committee to meet with our staff, hear in more depth about our proposal, and assist finalizing a proposal for consideration and action by the full Council.

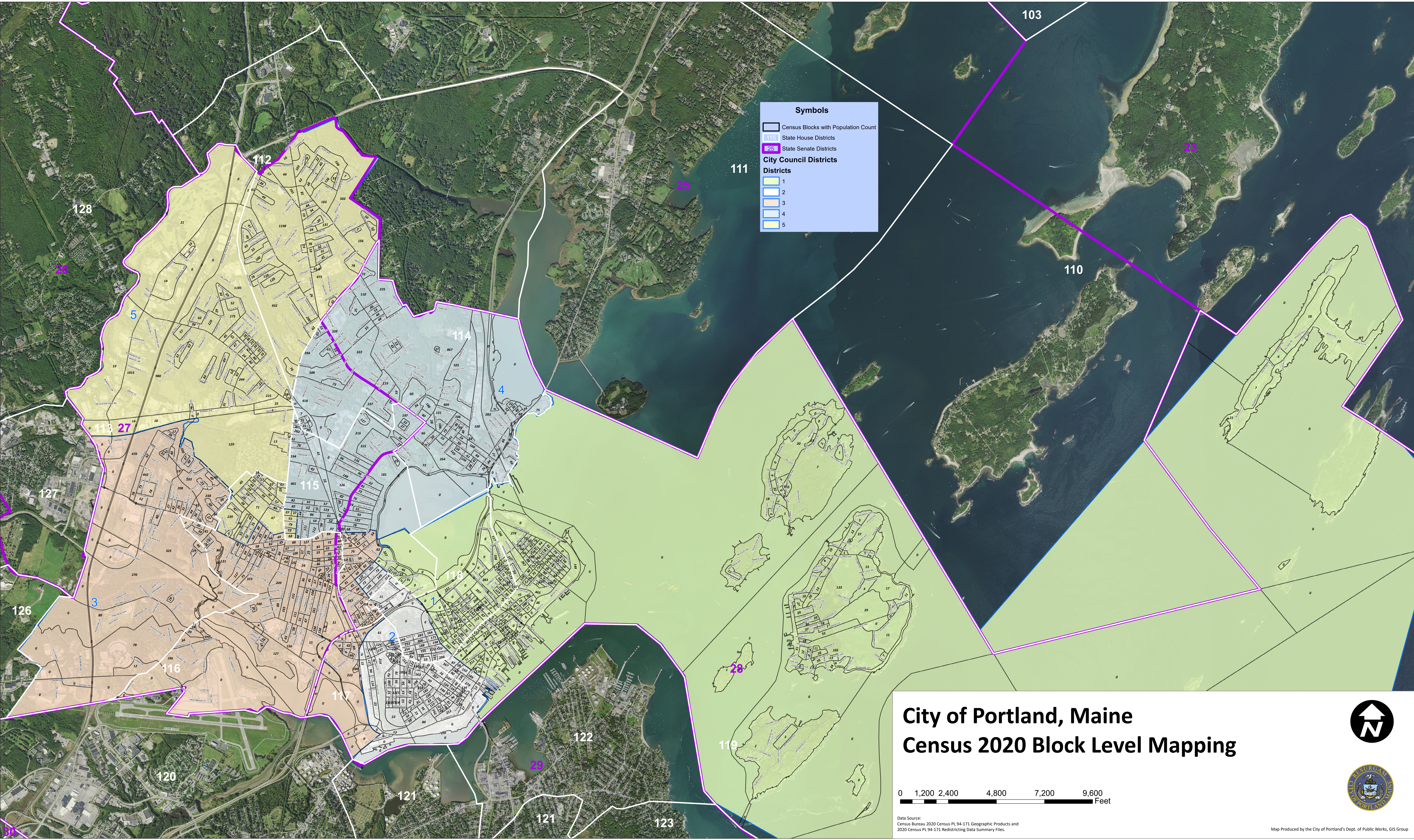
## 03/24 Informational Session

- This process is decennial and is born out of the results of the census. The state of Maine redraws its Congressional, County Commission, and State House districts based on the census results. Those new maps are ratified and sent to the municipalities to familiarize themselves with. The municipalities must change their districts in order to meet the within 10% requirement. As mentioned in our previous memo, Portland remains inside of the threshold.
- Woodford's has 5 ballot styles, our proposal of a district change will eliminate one ballot from Woodford's 28/117, and assimilating those voters into 2-2, the Expo, where that ballot is already present, and one ballot from The Expo, 28/115, assimilating those voters into 3-1 which already has that ballot. This alleviates the pressure on the poll workers and moves voters through quicker. These neighborhoods are already very close to their new polling location.
- Since we are within the legal threshold, this gave us an opportunity to evaluate the balance of voters at certain precincts within the districts. We noticed a theme where the location which is physically smaller and more limited serves a larger population. For example, as it stands in District 4, St Pius, a small polling location, serves 7435 registered voters, and First Baptist, a large location, serves 4616. This leads to acrimony at the polls with long wait times, insufficient parking, and overextended election staff. Our office set out to remedy this problem by redrawing our precinct lines to meet the goal of improving the voter experience and attaining a better balance of voters between the precincts.
- In District 1, we found no need for a change, because both facilities are adequate for their volume. Given the population density of the peninsula even a small shift of a block could result in hundreds of voters moving to a new location, it seemed best to leave this area alone.
- In District 2, Reiche always has very long lines, it is a small facility and never has enough parking, they serviced 7473 voters. The Expo, a larger, more centralized location with a much better parking situation serviced 5581. By shifting the district lines with 3, and moving the precinct line along state to Pine Street, we are able to shift the balance so that the larger polling location serves 7245 and the smaller location serves 6008. This

meets the need for a more equal distribution of voters, and leaves the smaller location with a smaller workload.

- In District 3, Woodfords serves a larger population than Italian Heritage. Woodfords currently has 6642 voters and Italian Heritage has 5329, the proposed shift of the district line with 2 and the move of the precinct line along Brighton will leave us with a balance of 5280 at Woodfords and 6691 at Italian Heritage.
- In District 4, as mentioned above, St. Pius has 7435 and First Baptist has 4616, the proposed shift along Forest Ave brings us to 5842 and 6642.
- District 5 was tricky, it is true that Deering HS and Grace Baptist have the largest delta between their voter numbers, but the State has made shifting these lines very difficult for us. The whole city is represented by County Commission District 5 with the exception of 5-1, which is represented by County Commission District 4, if we move the precinct lines of 5, we will be negatively impacting the distribution of ballot styles, causing a longer wait of the voter at the desk at Grace Baptist while the poll worker searches for County Commission 4, this can lead to a long line, thus negating the good we could do by moving the line and bringing the voter numbers closer together.
- This process must be completed 90 days before the November Election, but we have placed on ourselves a more stringent timeline of July 1 for it to be completed and voted upon by the council so Kathy can see the project through before she retires from her role as City Clerk. We also want ample time to notify the public of the change in their polling locations. We will advertise this change on the City's website, post in the newspaper and we will be sending each household a notice of change.
- These changes, no matter when we ratify, will not take effect until after the June election.





**Symbols**

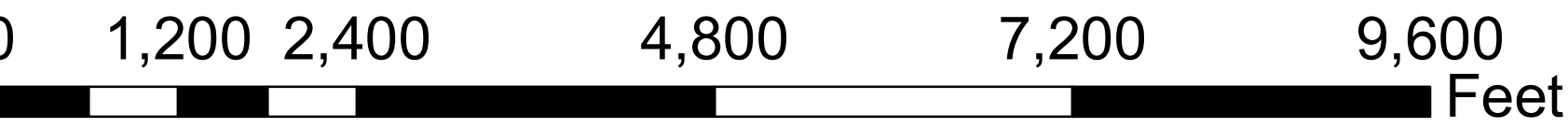
- Census Blocks with Population Count
- 115 State House Districts
- 26 State Senate Districts

**City Council Districts**

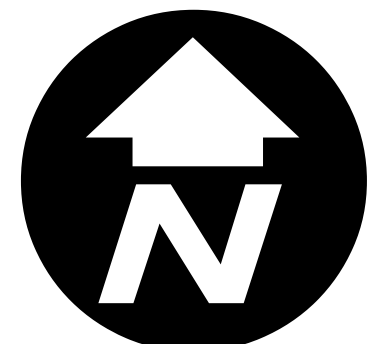
**Districts**

- 1
- 2
- 3
- 4
- 5

# City of Portland, Maine Census 2020 Block Level Mapping



Data Source:  
Census Bureau 2020 Census PL 94-171 Geographic Products and  
2020 Census PL 94-171 Redistricting Data Summary Files.



Map Produced by the City of Portland's Dept. of Public Works, GIS Group