


Restrictions on Political Campaigning by Public Employees - ORS 260.432

Published by

Elections Division
255 Capitol St NE Suite 501
Salem OR 97310-0722

 503 986 1518
fax 503 373 7414
tty 1 800 735 2900
www.oregonvotes.gov

Adopted by

Oregon Administrative Rule No. 165-013-0030



Secretary of State

Elections Division Rev. 01/2016

Contents

Using this Manual	3	Material Produced by	
Icons	3	Governing Bodies	12
Assistance	3	Who is Liable for Advocacy Material	12
Getting Started	3	Letterhead and State Seal	13
ORS 260.432 Statutory Provisions	3	Government Letterhead	13
When Does 260.432 Apply?	4	State Seal	13
Overview of Restrictions and Allowable Activities	4	Specific Kinds of Materials	13
Who must follow ORS 260.432?	4	Voters' Pamphlet	13
Appointed Board Members and Commissioners	5	Postcards	13
Salaried and Hourly Employees: What is "On the Job"?	5	"Don't Forget to Vote" Materials	13
Volunteer personnel at a public agency	6	Previously Published Materials	13
Government Contractors	6	Video and Audio Productions	13
National Voter Registration Act (NVRA) and ORS 247.208(3)	6	Websites	14
Personal Expression by Public Employees	7	E-mail	14
Signs and Posted Information	7	New Media (Twitter, Facebook, etc.)	14
Campaign Signs	7	Initiatives, Measures, and Ballot Titles	15
Union Bulletin Boards	7	When Does ORS 260.432 Apply?	15
Distribution of Political Material within a Government Agency	7	Resolutions (Vote taken) by an Elected Governing Body	15
Verbal Communication	7	Ballot titles	16
Public Presentations and Speeches	8	Explanatory statements	16
Meetings	8	Public Employers Discussing Possible Effects of a Measure with Public Employees	17
Buttons, T-Shirts, and Uniforms	8	Measure Forums	17
Political Buttons and Clothing	8	Determining Impartiality of Documents	17
Uniforms	8	Elections Division Review of Documents	17
Lobbying and Legal Challenges	9	Impartiality Requirements	18
Legal Challenges by Public Jurisdictions	9	Vote Yes/No	18
Legislation and Lobbying	9	Balance of Factual Information and Description of Cost	18
Public Property	9	Enforcement	19
Contact Lists	9	Complaints (ORS 260.345)	19
Government Logos	9	Investigation	19
Public Records	10	Determination	19
Advertising	10	Mitigating Circumstances	20
Candidates and Elected Officials	10	Hearing Process	20
Candidate Forums	10	Submitting Exhibits	20
Scheduling Political Appearances	11	Conduct of In-Person or Telephone Hearing	20
Visits by Candidate or Candidate Representative	11	Opportunity to Opt Out of In-Person or Telephone Hearing	20
Sharing Information with the Media	11	Telephone Hearing	20
Use of Public Employee Title	11	Proposed Order	20
Guest Opinions or Letters to the Editor by Public Employees	11	Final Order	21
Agency Interaction with Media	12	Judicial Review	21
		Notice	22

Using this Manual

This manual details allowable and restricted activities, consistent with ORS 260.432 and advice from the Attorney General. It is adopted by Oregon administrative rule. Violations of this rule are to be enforced as violations of ORS 260.432. This manual details for public agencies and individuals allowable and restricted activities, consistent with ORS 260.432 and the Attorney General's advice and provides information on the Elections Division prior review process.

Icons

The following icons are used in this manual to emphasize information:



alert icon

indicates alert; warning; attention needed



info icon

indicates additional information



deadline icon

indicates a deadline



example icon

indicates an example



form icon

indicates a reference to a form



search icon

indicates information located elsewhere

Assistance

If you have any questions about the material covered in this manual or need further assistance, please contact:

Elections Division
255 Capitol St NE Suite 501
Salem OR 97310



elections.sos@state.or.us



www.oregonvotes.gov



503 986 1518

fax 503 373 7414



1 866 673 VOTE/673 8683

se habla español

tty 1 800 735 2900

for the hearing impaired

Getting Started

An Attorney General letter dated October 5, 1993 states:

“Public bodies may use public funds to inform voters of facts pertinent to a measure, if the information is not used to lead voters to support or oppose a particular position in the election. However, we also have pointed out that ‘informational’ material may be found to ‘promote or oppose’ a measure even if it does not do so in so many words if the information presented to the public clearly favors or opposes the measure and, taken as a whole, clearly is intended to generate votes for or against a measure.”

ORS 260.432 Statutory Provisions

Essentially, public employees may not engage in political activity while on the job. This manual will go into detail about what it means to promote or oppose, and when a public employee is “on the job during work hours.” The statute has three specific paragraphs:

ORS 260.432(1) states that a person - including public employers and elected officials - may not require a public employee to promote or oppose any political committee or any initiative, referendum or recall petition, ballot measure or candidate.

ORS 260.432(2) states that public employees (including school administrators, city managers, police chiefs, etc.) may not be involved in **promoting or opposing** any political committee or any initiative, referendum or recall petition, measure or candidate **“while on the job during working hours.”**

ORS 260.432(3) states that each public employer must have posted - in all appropriate places where public employees work - a notice about the prohibitions of ORS 260.432. See the final page of this manual for a sample notice.

When Does 260.432 Apply?

- for initiative, referendum and recall petition efforts, as soon as a prospective petition is filed with the appropriate elections filing officer (for a statewide initiative, this is the date the sponsorship prospective petition is filed);
- for a ballot measure referred to the ballot by a governing body (district, city, county, state) as soon as the measure is certified to the ballot. A county, city or district measure is certified to the ballot when the elections official files the referral with the county election office;
- for a candidate, as soon as the person becomes a candidate under the definition in ORS 260.005(1)(a); and
- for political committees, whenever the political committee is active.

The prohibition ceases to apply at 8:00 pm on the date of the election at which the candidate, measure, recall or referendum is being voted on. The prohibition ceases to apply to a petition (initiative, referendum or recall) on the date the petition is withdrawn or becomes void.

Overview of Restrictions and Allowable Activities

Public employees may not use their work time to support or oppose measures, candidates, recalls, political committees or petitions. When this manual refers to engaging in "political activity" or "advocacy", it means only that political activity or advocacy which is restricted by the statute- supporting or opposing measures, candidates, recalls, political committees or petitions. Supporting or opposing political issues which do not fall into any of those categories is not restricted by the statute.

Oregon election law does not specify any amount of work time that may be used before a violation occurs, so a public employee may be found in violation even though they used a minimal amount of work time.

An elected official or any other employer of a public employee may not require or direct public employees to prepare or distribute advocacy materials.

Who must follow ORS 260.432?

All non-elected public employees are covered by 260.432. Elected officials are covered insofar as they direct other public employees to engage in political activities.






See [Candidates and Elected Officials](#), page 10.

Federal employees, including persons principally employed by state or local executive agencies in connection with programs financed in whole or in part by federal loans or grants, are covered by the federal Hatch Act, which is administered by the U.S. Office of Special Counsel.

Appointed Board Members and Commissioners

ORS 260.432 applies to appointed board and commission members when they are acting in their official capacity. Appointed board or commission members are acting in their official capacity when they are at a meeting of the board or commission, working on a duty assigned by the board or commission, working on official publications (including website materials) for the board or commission, or when appearing at an event in an official capacity.

Appointed board or commission members may use their titles to engage in political advocacy (including endorsing candidates, measures, etc.) as long as they are not acting in an official capacity when authorizing use of their title.

-  On personal time, a candidate approaches a planning commission board member and asks for their endorsement. The candidate asks if they can use the board member's title, and the board member agrees. This is allowable.
-  Example: A candidate, attending a planning commission meeting, asks the board members for an endorsement and some board members agree. This is not allowable, because the board members are at a meeting and therefore acting in an official capacity.
-  See [Use of Public Employee Title](#) on page 11 for more information.


Salaried and Hourly Employees: What is “On the Job”?


Salaried employees’ work time is not as easily measured as hourly workers. If the work performed falls generally within the job duties of the public employee, the work is performed in an official capacity regardless of the time of day or location.

If a salaried employee applies for expense reimbursement for a function, they are considered on the job.

A regular workday may not be definable for a position, or may not have a specific time period. It is based on the activities and whether the person is acting, or appears to be acting, in an official capacity.

Personal note-keeping by salaried employees to record when the employee is on or off duty is suggested. During public appearances, the employee is encouraged to specifically announce to the audience that the employee is not acting in his or her official capacity if they are engaging in political advocacy. Such an announcement would not negate a subsequent statement or action that indicates the public employee is acting in his or her official capacity (such as handing out official publications, or speaking on behalf of the jurisdiction).

-  If a salaried police officer attends a meeting about a bond measure on his own time (i.e. while not “on duty”) and advocates for the measure, he should announce to the audience that he is there in his capacity as a citizen, and is not representing the police department.

However, if the police officer went on to hand out official publications from the jurisdiction, the police officer would be acting in his or her official capacity (despite their previous announcement) and would be subject to the requirements of ORS 260.432.
-  A school superintendent is acting in his or her official capacity at all school board meetings and school functions.

→ A salaried public employee may be acting in his or her official capacity even when using personal equipment and personal time, if the activity is related to work duties.

ex A public employee who, on their own computer on the weekend, drafts a press release about how a measure might affect their agency, and signs the document with their title, is acting in their official capacity.

→ Salaried employees have the right to participate in political activity on their own time. An employee would not be on the job solely because they may be subject to a call back to duty at any time.

Common activities that are always undertaken in an official capacity (regardless of time of day or location) and are therefore subject to the requirements of ORS 260.432 include:

- posting material to an official website (and approving material to be posted to an official website)
- drafting or distributing an official publication from the jurisdiction
- Appearing at an event as a representative of a jurisdiction

Q See [Use of Public Employee Title](#) on page 11 for more information.

Volunteer personnel at a public agency

Volunteers (other than members of appointed boards or commissions) receiving no compensation are not considered public employees and therefore are not restricted by ORS 260.432. Workers compensation coverage is not considered compensation.

These volunteers may be bound by the policies of the jurisdiction. The policies may include limits on political advocacy during their volunteer activities as well as limits on access to agency resources for advocacy purposes. While a volunteer will not be liable under ORS 260.432, a public employee may have exposure if the public employee directs a volunteer to engage in political advocacy.

Government Contractors

Public employees may not direct government contractors to engage in political activity as part of the contracting service.

Contractors are bound by the policies of the jurisdiction and the terms of the contract. While a contractor will generally not be liable under ORS 260.432, a public employee may have exposure if the public employee directs a contractor to engage in political advocacy.

ex A school district may hire a public relations firm to help communicate with the public about an upcoming measure. If the public relations firm drafts material to be approved and disseminated by public employees, the material must be impartial. If the material is not impartial, the public employee who approved it would be liable for a violation of ORS 260.432.

National Voter Registration Act (NVRA) and ORS 247.208(3)

While the restrictions imposed under ORS 260.432 apply generally to all public employees, ORS 247.208(3) imposes a separate, rigorous set of restrictions that apply only to persons who provide voter registration services required under the National Voter Registration Act (NVRA). NVRA is a federal Act enacted by Congress in 1993.

Public employees or other persons providing NVRA-required voter registration services on behalf of a designated public agency may not:

- seek to influence the political preference or party registration of a person registering to vote;
- attempt to discourage a customer from registering to vote;
- display any indications of political preference or party allegiance (including the choice of candidates for partisan political office);

- make any statement or take any action towards a person registering to vote that would lead the person to believe the voter registration has any bearing on the availability of services or benefits;
- seek to induce any person to register to vote or to vote in any particular manner.

These restrictions prohibit public employees from wearing political buttons while performing NVRA services, which is more restrictive than the general rule that is explained on [page 8](#).



See OAR 165-005-0070 for detailed guidelines.

Personal Expression by Public Employees

Signs and Posted Information

Campaign Signs

Oregon election law does not address the size, location or timing of political campaign signs. Many local jurisdictions (cities and counties) have ordinances or policies that address campaign signs.

Public employees may generally have political stickers on their cars or post political signs in their work area, as long as they do so on personal time and such action does not violate any employer policy. Public employers are encouraged to have written policies about posting political material at work.



See [National Voter Registration Act \(NVRA\)](#) on [page 6](#) for signage rules specific to NVRA employees.

Union Bulletin Boards

Public employee unions may have a designated bulletin board to post information. The location and contents of those bulletin boards are regulated by collective bargaining agreements and are not subject to the requirements of ORS 260.432.

Distribution of Political Material within a Government Agency

Public employees may not distribute material that contains political advocacy while on the job during work hours, except public employees may, as part of their job duties, process and distribute incoming mail addressed to specific employees that contains political advocacy.

Political material may be distributed in public jurisdictions if the person doing the distribution is not on the job, if other people would be granted equal access, and if it does not violate the jurisdiction's policies.



A teacher, while not on the job (before or after work or during lunch), may place information about his candidacy for a local office in the boxes of the other teachers at the school so long as any other candidate who asked would be allowed to distribute materials into the boxes.

Unions may distribute political materials to their members pursuant to their contract.



See [Email](#) on [page 14](#) regarding responding to or forwarding political emails.

Verbal Communication

ORS 260.432 does not restrict the right of a public employee to express personal political views during their personal time. However, it does restrict some verbal communication while on the job during working hours (or while acting in an "official capacity").

A public employee cannot promote or oppose a political position while they are on the job during work hours.

- ex** A City Manager gives a presentation to staff about a pending measure. During the presentation, he says "I hope we all agree that it is important that this measure passes". That verbal communication would constitute a violation.

Public employers may add additional policies.

Public Presentations and Speeches

A public employee cannot give a speech or presentation advocating a political position if they are on the job or acting in their official capacity. An elected official may give political presentations and speeches, so long as no public employee work time is utilized.

When making a presentation that contains political advocacy during non-work time, the public employee should announce that they are acting in their capacity as a private citizen. The employee should also document that they were not on the job.

- ex** Employees may document that they are not on the job by keeping: a log, payroll records that indicate when they were on the job, time off slips, etc.

Meetings

Public employees may attend meetings at which political issues are discussed, so long as they do not engage in political advocacy themselves while on the job or acting in their official capacity.

Public employees cannot be compelled to attend political presentations. If a public agency has a mandatory staff meeting and a political group is making a presentation, the agency must make it clear that attendance at the political presentation is optional. Public employees who do attend the political presentation must do so during non-work time. Political advocacy presentations should not occur in close proximity to events requiring public employee attendance.

Buttons, T-Shirts, and Uniforms

Political Buttons and Clothing

Public employees may wear political buttons or clothing at work so long as it does not violate their employer's policy.

A public employer may not request or require that public employees wear political clothing, buttons, etc.

- ex** It would not be a violation for a teacher, on their own, to choose to wear a "Vote Yes on Measure 1234" button to school (so long as that did not violate school policy). It would be a violation for school administration to give out "Vote Yes on Measure 1234" buttons and email to encourage teachers to wear them to school on Election Day.

Uniforms

Generally, wearing a uniform while engaging in political activity is governed by the uniform policy of the jurisdiction that issues the uniform. Wearing a uniform to a political event, or while giving a political presentation, is not a violation of ORS 260.432, unless other elements of the presentation violate requirements of this rule. Public employees who wear uniforms and engage in advocacy should notify the audience that they are not acting in their official capacity.

Lobbying and Legal Challenges

Legal Challenges by Public Jurisdictions

Public employee's work involvement in legal court challenges as part of their regular job duties is not a violation of ORS 260.432.

- ex** Examples of legal challenges include whether an initiative petition meets constitutional requirements, whether a ballot title complies with statutory standards, etc.

Legislation and Lobbying

Legislative bills are not covered by ORS 260.432. Therefore it is allowable, under election law, for public employees to lobby governing bodies. Once a referral has been certified to the ballot, political advocacy is restricted by ORS 260.432.

- i** For more information about lobbying, contact the Oregon Government Ethics Commission.

Public Property

If a governing body makes their property available for advocacy activities, they must grant equal access for all political groups to use public property. This includes charging the same fee or requiring the same permit.

If a candidate (or group supporting or opposing a recall, measure, initiative, etc.) requests to use public property for political purposes, then the government agency must allow the same access at the same price (if any) to any other candidate.

Public agencies may have policies that regulate the use of public property. The policy may be more restrictive than the requirements of ORS 260.432.

- i** ORS 294.100 provides a limited remedy for possible inappropriate use of public resources. That statute is not within the jurisdiction of the Elections Division, and therefore we cannot give advice about compliance with that statute.

An elected official is not required to grant equal access to their office or equipment, even if it is in a public building.

Contact Lists

If lists are available to the public, a public employee must grant equal access to anyone who requests the list. This includes any list that the public body administers. The public body must charge the same fee, if any.

A candidate may not use any list administered by a public body that is not available to all other candidates. Candidates may use contact lists that they created (including constituent contacts collected as an elected official) without granting equal access to other candidates.

- ex** This issue commonly arises with the use of personnel lists, public utility lists, email lists, voter lists, etc. Public bodies must allow equal access to these lists.

Government Logos

A governing body must allow equal access to logos for political purposes, meaning that if any candidate is allowed to use the logo, all candidates must be allowed. It is not allowable to allow certain candidates (or other political groups), such as incumbents, to use logos but prohibit another candidate from doing the same.

Government agencies are encouraged to have written policies about use of their logos.

Public Records

Governing bodies must grant equal access to public records. All requestors of records should be charged the same fee, if any.

Advertising

Public jurisdictions which raise funds through advertisement must grant equal access to any political group or person. The public body must charge the same fee, if any, to any candidate or other political group for the same level of advertising space or time.

Public employees should not design an advertisement or verbally promote a sponsor candidate or political group at an event. A public employee may edit the advertisement for size, clarity, etc. but should not edit the substance of the advertisement.

ex A school district produces game programs for football games. A candidate asks to have a half page ad placed in the program. A public employee charges the candidate the same fee any other person or group would have been charged for the space, and places the candidate's pre-designed ad into the program.

Public jurisdictions are encouraged to have written policies on advertising which incorporate the requirements of ORS 260.432.

Candidates and Elected Officials

An elected official may engage in political activity during work time. Elected officials are not considered public employees for the purposes of ORS 260.432.

A person appointed to fill a vacancy in an elective public office is considered an elected official for purposes of this statute.

Elected officials cannot request public employees who are on the job or acting in an official capacity to engage in political advocacy. A request made by an elected official is considered a command.

An elected official's quote, opinion piece, letter or speech advocating a political position may not be published in a jurisdiction's newsletter or other publication produced or distributed by public employees.

 See [Material Produced by Governing Bodies](#), page 12. See [Voters' Pamphlet](#), page 13, for an exception to this standard.

ex Public employees may not prepare the text for a speech, a press release, constituent mail that advocates a vote, candidate filing forms, voters' pamphlet filing forms, file contribution and expenditure (C&E) transactions online, etc. during their work time.

An elected official, as part of a governing body, may vote to support or oppose a measure put before the body. The elected official may publicly discuss the vote. Elected officials may not use public employee staff time, except for ministerial functions.

 See [Material Produced by Governing Body](#), page 12.

An elected official may only solicit volunteer help from public employees during employee breaks or other personal time.

Candidate Forums

A governing body may sponsor a candidate forum if it is open to all candidates, though not all candidates must attend.

Public employees may use work time to arrange the forum. The public employee may perform administrative support functions in conjunction with the forum and may attend on work time.



All public employee involvement in the forum must be impartial. Public employees may not draft or select questions for the candidates.

Scheduling Political Appearances

Public employees may maintain the schedule of elected official candidates. Public employees may not solicit political scheduling opportunities for an elected official, but may respond to scheduling requests. Prohibited activities include organizing campaign events, communicating on political matters with the press or constituents, or initiating any other political activity on behalf of the official.

As discussed in the measure section, incoming calls about measures must be answered in a strictly factual manner.

Visits by Candidate or Candidate Representative

A candidate may request to visit a government agency work site. The public agency must grant equal access to all candidates. The government agency should not initiate candidate visits, except for candidate forums.

Public employees involved in the arrangements for the visit may perform administrative duties necessary to arrange the event.

No public employee may take any actions to promote or oppose the candidate before or during the visit. This includes taking a political position when announcing the event, holding a campaign sign during the event or assisting the candidate in distributing campaign materials.

Sharing Information with the Media

Use of Public Employee Title

Public employees may use their work title in political activity so long as the title is the only indication that the public employee is acting in an official capacity. Use of a title may give people the impression that a public employee is acting in an official capacity, so it is suggested that public employees use caution. However, a violation of ORS 260.432 will only be found where a public employee is on the job or acting in an official capacity. Public employees may not always have control over whether people or political groups add a title to a publication.



A public employee, after work on personal time, is asked whether they are willing to endorse a candidate with the purpose of including the endorsement on the candidate's website. The public employee agrees. Regardless of whether the candidate adds the title of the public employee on their own or whether the public employee specifically agrees for his or her title to be included, the public employee would not be in violation of ORS 260.432 because the endorsement occurred after hours and the title is the only indication that the public employee is acting in an official capacity.

→ It would be a violation for a public employee to receive a call at work from a candidate and agree to endorse the candidate, regardless of whether the candidate includes the title in the endorsement, because the public employee is on the job during work hours.



See *Salaried v. Hourly: "On the Job"* on page 5.

Guest Opinions or Letters to the Editor by Public Employees

If a public employee is asked in their official capacity to produce a guest opinion related to a ballot measure or candidate, the content must be impartial.

A public employee may write a letter to the editor that contains political advocacy so long as they do so on their own time and not in their official capacity.

Agency Interaction with Media

A spokesperson for an agency may respond to media inquiries about the possible effects of a measure or initiative so long as the information they provide is impartial. The public employee must not state or imply support or opposition.

A public employee may draft and distribute an impartial news release, except for a news release regarding a resolution advocating a political position on a measure.

 See [Resolutions \(Vote Taken\) by an Elected Governing Body](#), page 15.

Information that is entirely factual may nonetheless be considered advocacy (for example, by omitting required cost information).

 See [Determining Impartiality for Documents](#), page 17.

Material Produced by Governing Bodies

Any covered political materials produced by public employees while on the job during work hours must be impartial. The Elections Division is available to review documents prior to publication to ensure compliance with ORS 260.432. If the document is submitted to the Elections Division and approved in writing, there will be no violation of ORS 260.432 as long as what is printed does not deviate from the approved version. This review process will be completed within five business days of the submission of the document.

Contact

Oregon Secretary of State, Elections Division

 **503 986 1518**

Fax 503 373 7414

 elections.sos@state.or.us

When the Elections Division receives a document for prior review (usually submitted by fax or email), it will review it utilizing the [impartiality requirements on page 18](#) of this manual. It will then reply to the jurisdiction, usually by email, with a statement that the document as submitted is acceptable, or with notes about how to make the document more impartial. The jurisdiction may re-submit the material incorporating the suggested changes as many times as necessary.

Who is Liable for Advocacy Material

Any public employee who authors or drafts material that contains advocacy may be in violation of ORS 260.432. This includes any public employee who creates material for inclusion in an advocacy document.

A supervisor who requests that an advocacy document be created, or oversees the project, may also be in violation of ORS 260.432, even if they are not the author of the document.

A public employee may edit material that is subsequently found to contain advocacy if the public employee only edits for grammar, spelling and other non-substantive issues. A public employee may not edit advocacy materials if they make or suggest substantive changes. It is not a violation for a public employee to design materials that are subsequently found to contain advocacy so long as they are not involved in the substantive content of the document.

It is not a violation of ORS 260.432 for a public employee, at the direction of a supervisor, to post advocacy materials to a website or otherwise distribute them. The supervisor who directed the distribution of materials may be in violation of ORS 260.432.

 See [Determining Impartiality of Documents](#), page 17.

Letterhead and State Seal


Government Letterhead

Election law does not regulate the use of government letterhead.

We recommend agencies have policies in place governing letterhead that incorporate the requirements of ORS 260.432.

State Seal


ORS 186.023 governs the use of the Oregon State Seal. Elected officials may use the state seal in an official capacity, but not as a candidate for public office.

 For questions about the use of the Oregon State Seal, contact the Secretary of State, Executive Office at 503-986-1523.

Specific Kinds of Materials

Voters' Pamphlet

A public employee's duties may include producing an official voters' pamphlet. Public employees may not prepare measure arguments or candidate statements for inclusion in the voters' pamphlet while on the job during work hours.

 See [page 16](#) for information about ballot titles and explanatory statements.

Postcards

Postcards produced or distributed by public employees must be impartial. The postcards must meet the [impartiality requirements, described on page 18](#).


When a public employee is involved in the production of a series of small mailers, each piece must be individually impartial. Read together, the series of mailers must also be impartial. For ballot measure material, any discussion of the measure's effects must be balanced with the amount of taxes or fees.

"Don't Forget to Vote" Materials

Public employees may produce "don't forget to vote" materials as long as they are impartial. These materials can contain information about the date of the election, how to return ballots, etc. and can also include information about a measure, as long as that information is impartial.

Previously Published Materials

Public employees may respond to public records requests with information that contains advocacy, but may not proactively distribute advocacy material.

 See [Websites, page 14](#), for information about links to previously published materials.

Video and Audio Productions

Video and Audio productions created or distributed by public employees must be impartial.

Public employees who record video of public meetings may do so even if non-public employees (or public employees who are not on the job or acting in their official capacity) engage in advocacy on the video. Public employees may not make recordings where the purpose of the video or audio production is advocacy. Public employees may not edit a video so that the resulting product is advocacy.

Public employees may broadcast videos of meetings for public access channels and post the videos on government websites, even if the videos contain advocacy. Posting only excerpts of the meeting where there is advocacy with an intent to advocate would be a violation.

Websites

No advocacy material may be posted on any government website or blog unless it is part of an official function of the agency.

ex An elections website may contain voters' pamphlet information.

→ Any public body may post information that is a record of a public meeting, even if it contains advocacy.

Candidates and other political groups may link to government websites, but government websites may not contain links to advocacy material. Even if a public employee posts advocacy material on the government website during their personal time or on their personal equipment, the public employee would be acting in their official capacity and therefore would violate ORS 260.432.

Government websites may contain public records about measures or candidates. Those public records must be treated the same as other public records, which do not contain advocacy. Public records which contain advocacy cannot be proactively distributed or placed in a prominent location on a website when a measure or other restricted issue is pending.

ex A city manager may produce a memorandum to the city council about the need for a possible future bond measure referral. If the city council refers the bond measure, then that memorandum cannot be proactively distributed after the measure is certified. The city could respond to a public records request for the memorandum or maintain it with, for example, the minutes for the meeting in an archival section of the website.

Government agencies should have a policy in place for their website that incorporates the requirements of ORS 260.432.

E-mail

Public employees may open and read emails that contain political advocacy. They may not, while on the job during work hours, send or forward emails that contain advocacy, except as outlined below.

A public employee may forward an email containing advocacy to their personal email, so long as this does not violate the employer's policies. Public employees may unsubscribe or otherwise ask to be removed for an email list while they are on the job.

A public employee may forward an email containing links to advocacy material only when that material is germane to the government agency and the public employee does not provide commentary.

ex A wildlife official may forward emails to other public employees that contain a link to an article about an upcoming measure that would change the way the state regulates the wolf population. They may not include commentary that endorses or opposes the article or issue. They may include commentary germane to how the measure would affect the agency, so long as the commentary is impartial. The wildlife official may not forward an advocacy article about a measure that would impose a public school bond (or any other issue not related to the agency).

Agencies are advised to have a policy on use of government email that incorporates the requirements of ORS 260.432.

New Media (Twitter, Facebook, etc.)

Public employees may not post to government Twitter, Facebook, etc. material that contains political advocacy.

If a government agency interacts with candidates or covered political groups in new media (i.e., if a candidate left a comment on an agency Facebook post), the agency must ensure that they treat all candidates or political groups equally and that any agency interaction remains impartial.

If a government agency allows comments on social media posts, it must ensure that comments that support or oppose restricted political issues are treated equally.

- ex** An official school district facebook page posts a "don't forget to vote" message. Several people comment supporting and opposing a school district bond measure that is on the ballot. It would be a violation if the school district deleted the negative comments and maintained the positive comments. It would not be a violation to delete a comment opposing the measure if the comment also violates school district comment policy (e.g. the comment contained profanity).

Agencies are advised to have policies on use of government new media accounts that incorporate the requirements of ORS 260.432.

Initiatives, Measures, and Ballot Titles

When Does ORS 260.432 Apply?

- for initiative, referendum and recall petition efforts as soon as a prospective petition is filed with the appropriate elections filing officer;
- for a ballot measure referred to the ballot by a governing body (district, city, county, state) as soon as the measure is certified to the ballot. A district or city measure is certified to the ballot when the elections official files the referral with the county election office.

The actions taken by a governing body and its public employees in the planning stages of a possible measure are not subject to ORS 260.432.

Public employees may produce and distribute advocacy material about referrals prior to the measure being certified to the ballot. Any public employee work time used to change, amend, edit, distribute, etc. a document found to be supporting or opposing a referral between the date it is certified to the ballot until the date of the pertinent election could be a violation of ORS 260.432.

Public employees may respond to public records requests for documents that contain advocacy, even if the measure has been certified. They may not proactively distribute those materials after the measure is certified.

A public employee may not distribute prior measure materials that contain advocacy where the same or similar issue is currently on the ballot.

- ex** If a school district has a recurring bond levy, district employees may not proactively distribute any materials from the previous levies (even though those elections have passed) during the period between certification and the current election.

Resolutions (Vote taken) by an Elected Governing Body

Elected boards of governing bodies may take a position on a ballot measure (or initiative, referendum or recall petition) provided there is no use of public employee work time to advocate that position.

With regard to a governing body's resolution that advocates a political position on a ballot measure, initiative, referendum or recall, a public employee:

May	May Not
Edit the jurisdiction's name and board member names to conform it to the requirements for the resolution	Draft, type, or edit the resolution
Prepare neutral, factual information for the board to use in taking a position on the measure, including impartial information on how the measure could affect the jurisdiction.	Recommend how to vote on the resolution
Be available at the board meeting to offer impartial information upon request.	Sign a resolution, unless the public employee's signature is ministerial and included only to attest that the board took the vote
Respond to direct questions from the media about the resolution, if their response is impartial.	Prepare a news release or other announcement of the resolution.
If the jurisdiction lists all votes on resolutions in a regularly published publication, they may include the vote in an impartial manner.	Include the vote or position of the governing body in a jurisdiction newsletter or other publication.
Use work time to record the vote if that is part of the employee's work duties.	
Use work time for regular job duties, such as responding to public records requests, taking minutes, retyping the resolution to conform to the required format, etc.	

Ballot titles

Public employees may use work time to draft ballot titles. A public employee may also defend a challenged ballot title.

Because the impartiality requirements and ballot title challenge process in ORS chapter 250 are distinct from the requirements of ORS 260.432, this office will not review ballot titles for impartiality. Public employees who draft ballot titles as part of their job duties do not violate ORS 260.432 by drafting a ballot title.



See [Legal Challenges by Public Jurisdictions](#), page 9.

Explanatory statements

Public employees may use work time to draft explanatory statements.

Because the impartiality requirements and explanatory statement process in ORS chapters 251 are distinct from the requirements of ORS 260.432, this office will not review explanatory statements for impartiality. Public employees who draft explanatory statements as part of their job duties will not be found in violation of ORS 260.432 for drafting an explanatory statement.



See [Legal Challenges by Public Jurisdictions](#), page 9.

Public Employers Discussing Possible Effects of a Measure with Public Employees

A public employer may tell employees about the possible effects of a measure so long as the information presented is impartial and balanced. They may not encourage (implicitly or explicitly) public employees to support or oppose the measure.



Pursuant to ORS 260.665, it is a crime to threaten loss of employment (or other loss) or offer a thing of value to induce someone to vote in a particular manner.

Measure Forums

A forum to allow political proponents and opponents to debate ballot measures may be held using public employee work time as long as equal access is granted.

Measure forums are governed by the same principles as candidate forums.



See [Candidate Forums](#), page 10.

Determining Impartiality of Documents

Elections Division Review of Documents

The Elections Division offers a review service to give advice on whether a document complies with the requirements of ORS 260.432.

To submit a document for review, you may:



elections.sos@state.or.us

Fax 503 373 7414



255 Capitol Street NE, Suite 501, Salem, OR 97310

Any Elections Division review of a document must occur before publication or distribution of the document. The Elections Division does not review documents for accuracy, only for impartiality.



ORS 260.532 governs false statements in elections material. It prohibits false statements of material fact about candidates, political committees, or measures. That statute is not enforced through the Elections Division, but instead requires an aggrieved party to pursue their claim in court.

Approval by the Elections Division provides a safe harbor for compliance with ORS 260.432. Should the Elections Division receive a complaint, it will be rejected as long as what was published is exactly what was submitted for review and all recommended changes were made.

When governing bodies receive Elections Division advice, they may choose to make some or all of the changes. If a complaint is received, the governing body will only be provided a safe harbor if they:

- 1 Accepted and made all of the changes recommended by the Elections Division
- 2 Did not otherwise alter the document

Once a document has been reviewed and all of the changes are made, a governing body may include a disclaimer that reads: "This information was reviewed by the Oregon Secretary of State's Office for compliance with ORS 260.432." This is the only acceptable disclaimer.

Impartiality Requirements

The overall inquiry for determining impartiality is whether the material “promotes or opposes” a candidate, initiative, measure, political committee or recall. In order to be impartial for the purposes of ORS 260.432, a document must meet three requirements:

- Documents must not explicitly urge a yes or no vote;
- Documents must be factually balanced;
- Any document that talks about what a measure would pay for must also fully describe how much it would cost.

The requirements are discussed in further detail below.

1 Vote Yes/No

The contents of the document must not urge a yes or no vote for the measure. There should be no “vote yes” or “vote no” language. The document must not include phrases such as:

- “Vote Yes on Measure 99,”
- “Support for Measure 99 is encouraged,”
- “The County is asking voters to approve,”
- “Why Should I Vote for Measure 99?”
- “Voters are asked to support Measure 99,”
- “At election time, please support the Home Rule Charter,”
- “On May 15, 2012, Anytown voters are being asked to continue their support of the community youth by renewing the Youth Action Levy, Measure 57,” and
- “Please support our incumbent mayor.”

Even if the remainder of the document is impartial, explicitly urging someone to vote in a particular manner would be a violation of ORS 260.432.

2 Balance of Factual Information

Documents produced by governing bodies must not be one-sided. They must include a balance of factual information.

3 Description of Cost

If a measure proposes to affect taxes or fees, the cost of the measure to an individual taxpayer or consumer must be included. In the context of a bond levy, this is generally the cost per \$1,000 of assessed value. The cost must not be worded in a way to minimize it. It is allowable to include an estimate if the exact cost is not known.

ex It would be advocacy to describe the cost as “less than”, “merely”, or “only” \$X.

It is allowable to indicate that a bond renewal would not “raise taxes” where the jurisdiction states that the bond, if renewed, would continue to cost \$X per \$1000 assessed value. It is also allowable to state how much the bond would raise taxes compared to the previous bond, as long as the full cost information (generally cost per \$1000) is also included.

ex “The ABC Library bond will not raise taxes. If the bond is renewed the rate will remain at \$1.23 per \$1000 assessed value.”

“The ABC School bond is an increase of \$.25 per \$1000 assessed value over the previous bond. The total rate if the bond is passed would be \$1.45 per \$1000 assessed value.”

For measures that use funding mechanisms other than cost per \$1000 assessed value, the cost must be described in a way that clearly informs the public of how the measure would affect taxes.

Enforcement

Complaints (ORS 260.345)

Any Oregon elector may file a signed, written complaint with the Secretary of State, Elections Division alleging that a violation of ORS 260.432 (or any other election law) has occurred. The Elections Division also has its own authority to initiate an investigation when it has reason to believe a violation has occurred.

When a complaint is received, the Secretary of State will acknowledge receipt of the complaint to the complainant and the subject of the complaint within 48 hours of receiving the complaint. When the complaint is against a jurisdiction and not any specific individuals, it will be acknowledged to someone the Elections Division believes has responsibility for the area where the public employees are alleged to have violated the statute. The acknowledgment will be in writing.

ex If a complaint is against a City and it is not clear who is responsible, it will be acknowledged to the City Manager.

Because ORS 260.432 is a civil statute, the complaint and all investigative documents are public information. The complaint and all correspondence are available for any person who makes a public records request.

Investigation

Once a complaint is received, an investigation is conducted. The Elections Division will collect information and make inquiries. The subject of the complaint will be invited to respond to the allegations and provide any relevant information. As part of the investigation, the Elections Division may review materials not submitted with or mentioned in the complaint, and those materials may be the basis for a violation. The Elections Division may consider any information it considers relevant to the question of whether individuals in the jurisdiction violated ORS 260.432.

The investigation is independent of any election. The election will not dictate when a determination is made, and any determination will not change the outcome of the election.

Determination

If the Elections Division determines there is insufficient evidence of a violation of ORS 260.432, it will issue a letter to the complainant and subject of the complaint closing the case.

If the Elections Division determines there is sufficient evidence to indicate individual(s) violated ORS 260.432, it will issue a Notice of Proposed Civil Penalty (PPN). The PPN will lay out the basis for the violation. When the person subject to the penalty receives the notice, they may:

- Choose to pay the penalty, or
- Contest the charges by requesting a hearing

If the person does not contest the penalty, the Elections Division will issue a default final order imposing the civil penalty. If the person chooses to pay the penalty, payment may be submitted by check made payable to the Secretary of State or paid by credit card over the phone. Payment may be mailed to the Elections Division at any time after the PPN is issued, but must be received not later than 60 calendar days after the default final order is issued.

If the person chooses to contest the charges, they must submit a hearing request form (which will be included with the PPN) and an answer, explaining their reasons for contesting the charges and including any relevant mitigating circumstances.

Mitigating Circumstances

The Elections Division will consider reducing, in whole or in part, the civil penalty where the violation is the direct result of an error by an elections officer. The burden is on the person alleged to have committed the violation to show that this mitigating circumstance exists and caused the violation.

Hearing Process

Hearings are conducted by an administrative law judge with the Office of Administrative Hearings (OAH) in Salem. On the hearing request form, the person subject to the civil penalty may select either a hearing in-person or by telephone.

When the Elections Division receives the hearing request and answer, they will forward this information, as well as the PPN and exhibits, to OAH. OAH will schedule a hearing not later than 45 calendar days after the deadline for requesting a hearing and notify the parties of the hearing date. A 15 calendar day extension may be granted if requested in writing by the person subject to the civil penalty.

Submitting Exhibits

Not less than five business days prior to the commencement of the hearing, each party, including the Elections Division, must deliver copies of the exhibits it intends to offer into evidence at the hearing. Exhibits must be delivered to the administrative law judge, all parties, and the Elections Division.

Any documentary evidence submitted after the deadline may be admitted only if the administrative law judge finds that inclusion of the evidence in the record is necessary to conduct a full and fair hearing.

Conduct of In-Person or Telephone Hearing

If the hearing is in-person, it will be held in a hearing room at the Office of Administrative Hearings in Salem. If the hearing is by telephone, the parties will call the phone number provided in the Notice of Hearing sent by the Office of Administrative Hearings. The hearing will be presided over by an administrative law judge who will describe the hearing process at the beginning of each hearing. The parties will then be given the opportunity to give opening statements, present and examine witnesses, and give closing statements.

If the party that requested the hearing does not appear within 15 minutes of the time set for a hearing, the administrative law judge will declare the party in default unless the party gives notice of a reason for the inability to appear at the designated time and requests and receives a continuance.

Opportunity to Opt Out of In-Person or Telephone Hearing

A person that requests a hearing may decide that he or she does not want to appear at the hearing, but still wants to contest the penalty. The person may submit notarized testimony and other evidence for entry into the hearing record before the administrative law judge in lieu of attending the hearing. The Elections Division must receive the testimony no later than three business days before the day of the scheduled hearing.

The Elections Division may also submit notarized testimony. The Elections Division testimony must be received by OAH not later than 5:00 pm on the scheduled date of the hearing. If the Elections Division fails to submit notarized testimony, the Elections Division exhibits become part of the case file and may establish the basis for liability.

Proposed Order

Not later than 30 calendar days after the hearing is closed, OAH sends the administrative law judge's proposed order to the parties. The proposed order will provide a deadline to file written exceptions to the proposed order. If the Elections Division chooses to amend the proposed order issued by the administrative law judge, the Elections Division will send an amended proposed order to the parties, which will provide a deadline to file written exceptions to the amended proposed order.

Final Order

After reviewing and considering the written exceptions, if any, the Elections Division will issue a final order no later than 90 calendar days after the hearing is closed. If the final order imposes a civil penalty, the party has 60 calendar days to pay the penalty or file an appeal.

Judicial Review

After the issuance of a final order or default final order, the person subject to the civil penalty is entitled to judicial review of the order. Judicial review may be obtained by filing a petition for review with the Oregon Court of Appeals within 60 calendar days of the service date of the order.

ATTENTION ALL PUBLIC EMPLOYEES:

The restrictions imposed by the law of the State of Oregon on your political activities are that “No public employee shall solicit any money, influence, service or other thing of value or otherwise promote or oppose any political committee or promote or oppose the nomination or election of a candidate, the gathering of signatures on an initiative, referendum or recall petition, the adoption of a measure or the recall of a public office holder while on the job during working hours. However, this section does not restrict the right of a public employee to express personal political views.”

It is therefore the policy of the state and of your public employer that you may engage in political activity except to the extent prohibited by state law when on the job during working hours. (ORS 260.432)