



Since 1889

CITY OF

MILTON-FREEWATER

P.O. Box 6, Milton-Freewater, OR 97862 • Phone (541)938-5531 • Fax (541)938-8224

January 9, 2026

Dear Candidate,

Thank you for your interest in running for the City of Milton-Freewater City Council and serving as a public official. City Council positions for the Primary Election on May 19, 2026 ballot consist of the Councilor At Large Position #2 – 4 year term, Councilor At Large Position #3 – 4 year term, and Councilor Ward 1 – 4 year term.

INTRODUCTION

The City of Milton-Freewater invites prospective candidates to file a Declaration of Candidacy and Oregon State Elections form SEL 101 for the City Council nonpartisan positions. Qualified candidates that have fully completed, submitted, and are approved by Tuesday, March 3, 2026 for ELECTED INCUMBENTS and March 10, 2026 for all others, will be placed on the ballot. No person may be a candidate at a single election for more than one elective city office.

NOMINATION PETITION PACKET

Please read the full packet. It contains the information and paperwork required to run for elective office.

CONTACT

For questions, to submit nomination candidate forms, or to schedule an appointment to review the nomination process, please contact the Elections Officer for the City of Milton-Freewater City Recorder Leanne Steadman at 541-938-8233 or leanne.steadman@milton-freewater-or.gov. All forms, resources, and 2026 election information are available at www.mfcity.com

ATTENTION:

The dates stated within this packet are determined by the City of Milton-Freewater City Charter, City Code or by the State of Oregon Elections Division and are not flexible. Candidates must allow sufficient time for paperwork verification and processing prior to the filing deadline.

IMPORTANT DATES:

January 9 - March 3, 2026	Declaration of Candidacy and SEL 101 Candidate Filing Accepted by City Elections Official for ELECTED INCUMBENTS
January 9 - March 10, 2026	Declaration of Candidacy and SEL 101 Candidate Filing Accepted by City Elections Official OTHER than Elected Incumbents
March 12, 2026	Deadline for being included in the County Voters Pamphlet (candidates must file with the County Elections Division) for more information call (541) 278-6254 or visit https://www.co.umatilla.or.us/departments/elections
March 13, 2026	Last Day for Declarations of Candidacy to be Withdrawn
May 19, 2026	Primary Election
August 25, 2026	Deadline for being included in County Voter's Pamphlet for the General Election (must be filed with the County Elections Division) for more information call (541) 278-6254 or visit https://www.co.umatilla.or.us/departments/elections
November 3, 2026	General Election
January 11, 2027	Successful Council Candidates Take Office

Qualifications and Residency Requirements

To qualify as a candidate for a City Council position, you must be:

- A qualified elector (voter) under the laws and constitution of the State of Oregon; which include being a US Citizen
- A registered voter of the City of Milton-Freewater
- A resident of the City of Milton-Freewater (city limits), who has resided within the city during the six months immediately before being elected or appointed to the office. For specific ward positions candidate must reside within the specific ward boundaries

CITY COUNCIL SUMMARY

Below is a brief summary of key information about the City of Milton-Freewater City Councilor position.

Term - Four-year term beginning the first meeting in January 2027 (tentatively 1/11/2027) to the first council meeting in January 2031

Oath – before assuming city office, an oath must be taken that he or she will faithfully perform the duties of the office and support the constitution and laws of the United States and of the state of Oregon.

Compensation - This is a volunteer position. There is a monthly stipend for a City Councilor is fixed at \$1,518 annually.

Nonpartisan Candidates for the City elective offices do not run with partisan labels (e.g., Democrat, Independent, Republican).

Meetings – Council meetings are held on the second Monday of each month and a councilor is also a member of the Budget Committee which meets in the Spring.

Responsibilities – the City Council is the City's official policy and decision-making body.

HOW TO FILE

A person may File by Fee or File by Petition with the City of Milton-Freewater.

To File by Fee

To file by fee, a person must file a Declaration of Candidacy form and a SEL 101 Candidate Filing - Major Political Party or Nonpartisan form and pay the required **\$5** filing fee with the City Elections Officer. (Both forms are included in this packet)

To File by Petition

Complete the two forms listed below and submit to the City Elections Official for approval **prior to gathering any signatures** and well in advance of the March 3rd or 10th respective deadline. No filing fees are required to run for the City of Milton-Freewater offices by this method.

- SEL 101 – Candidate filing – Major Political Party or Nonpartisan marked “Prospective Petition” <https://sos.oregon.gov/elections> under election forms

and

- SEL 121 – Candidate Signature Sheet – “Nonpartisan” <https://sos.oregon.gov/elections> under election forms

For the complete instructions on filing by petition can be found at the Oregon Secretary of State Elections Division website; <https://sos.oregon.gov/elections> under Manuals and Quick Guides.

CAMPAIGN FINANCE REPORTING REQUIREMENTS

Before you spend or receive any campaign funds, be sure you have read the Campaign Financing Reporting requirements. The Oregon Secretary of State Elections Division handles all campaign finance reporting. A candidate quick guide on Campaign Finance Reporting, forms, and additional information regarding the process can be found at the Oregon Secretary of State Elections Division website; <https://sos.oregon.gov/elections> under Campaign Finance.

STATEMENT OF ECONOMIC INTEREST - STATE REPORTING REQUIREMENTS

Persons holding office in the City of Milton-Freewater are required to file Statements of Economic Interest annually with the Oregon Government Ethics Commission (OGE). The annual reports must be filed by April 15 every year of the incumbency of the elected official. Information will be requested concerning sources of income, property, business interests and gifts. **THIS IS A MANDATORY REPORTING REQUIREMENT** of all positions on the City Council and civic penalties may be imposed for failure to file, or for insufficient information by OGE.

A brief sample copy of this report is included in this packet.

Additional information can be found on the Oregon Government Ethics Commission website at <https://www.oregon.gov/OGE> or by contacting the Ethics Commission at 503-378-5105.

VOTER'S PAMPHLET

Council candidates have the opportunity to place a candidate statement in the Umatilla County Voter Pamphlet. There is a filing fee and applications must be submitted to the Umatilla County Elections Division no later than March 12, 2026. Fillable application forms can be obtained from Umatilla County Elections. Forms and instructions are included in this packet for your reference but if you have any questions contact Umatilla County Elections Division at 541-278-6254/TTY 800-735-2900 or elections@umatillacounty.gov

TEMPORARY SIGN REGULATIONS

Before purchasing or displaying any temporary signs, please review the City of Milton-Freewater temporary sign regulations in Milton-Freewater's City Code 10-7-4 below:

10-7-4: PERMIT NOT REQUIRED:

No permit is required for placement of the following signs, but such signs shall conform to the regulations of this chapter. These signs are permitted in any zone.

Political Campaign Sign: Political campaign signs shall be placed on private property, not in a street right of way. They shall not exceed thirty-two (32) square feet per face, sixty-four (64) square feet per sign. All such signs shall be removed within five (5) days after the election which they advertise.

ELECTION OFFICES

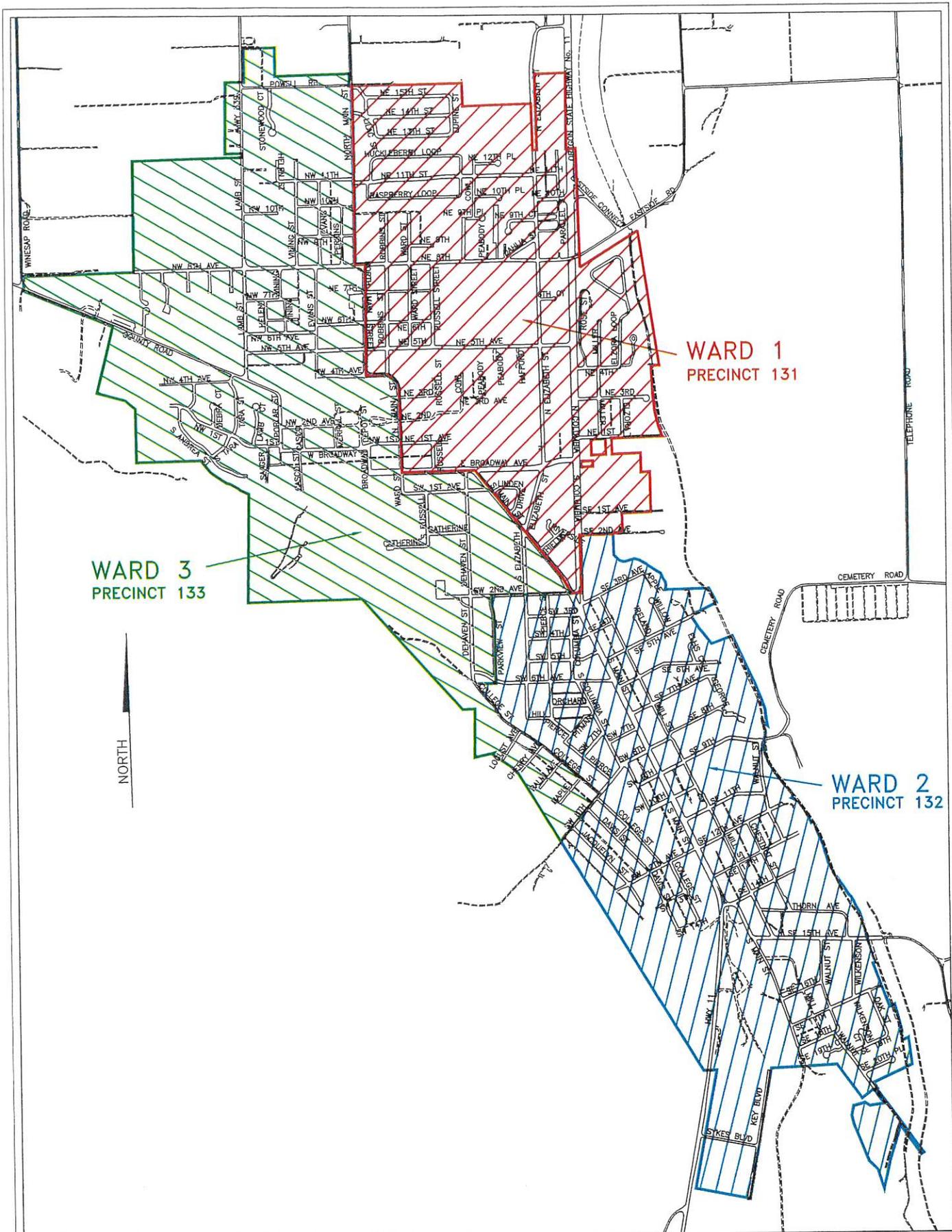
City of Milton-Freewater
Elections Officer
Leanne Steadman
541-938-8233
PO Box 6
722 S. Main
Milton-Freewater, OR 97862
leanne.steadman@milton-freewater-or.gov
www.mfcity.com

Secretary of State Elections Division
503-986-1518
<https://sos.oregon.gov/elections>
www.oregonvotes.org

Umatilla County Elections Division
216 SE 4th St. Suite 18
Pendleton, OR 97801
541-278-6254
<https://www.co.umatilla.or.us/departments/elections>
elections@umatillacounty.net

Also included in this packet:

- Ward Map
- Declaration of Candidacy form
- State of Oregon Filing Form SEL 101 Candidate Filing
- Milton-Freewater Organization Chart
- Milton-Freewater Charter
- Milton-Freewater City Code for Elections
- Oregon Government Ethics Mandatory Reporting Requirements
- Umatilla County Voters' Pamphlet Information
- League of Oregon Cities General Guide for Prospective City Elected Officials



WARD 1
PRECINCT 131

WARD 3
PRECINCT 133

WARD 2
PRECINCT 132

NORTH



CITY OF
MILTON-FREEWATER

WARD MAP

DECLARATION OF CANDIDACY

To the City Manager of the City of Milton-Freewater, Oregon and to the Electors of the City of Milton-Freewater, in the State of Oregon:

I, _____, reside at _____ and my Post Office address is _____. I am a duly registered elector and I reside in Ward No. _____, and County Precinct No. _____. If I am nominated for the office of _____, position of _____, at the Primary Nominating Election to be held in the City of Milton-Freewater, Oregon on the 19th day of May, 2026, I will accept the nomination and will not withdraw, and if I am elected, I will qualify as such officer.

Signed _____

STATE OF OREGON)
) ss
COUNTY OF UMATILLA)

On the _____ day of _____, 2026, personally appeared the above named _____ and acknowledged the foregoing instrument to be his/her voluntary act and deed.

Before me:

Notary Public for Oregon

My Commission Expires _____

\$5.00 Filing Fee Paid and Received by _____

Candidate Filing
Major Political Party or Nonpartisan

SEL 101

rev 09/25
ORS 249.031

Filing Dates		Candidate Filing		Candidate Withdrawal
Primary Election May 19, 2026	First Day to File Last Day to File	September 11, 2025 March 10, 2026*	March 13, 2026	
General Election November 3, 2026	First Day to File Last Day to File	June 3, 2026 August 25, 2026*	August 28, 2026	

*An incumbent seeking re-election to the same office must file their declaration of candidacy or nominating petition at least seven days before applicable filing deadline for non-incumbent candidates. Incumbent candidates that were appointed to the position they are seeking election to are subject to the same filing deadline as non-incumbent candidates.

Filing Information

This filing is an Original Amendment

Office Information

Filing for Office of:
District, Position or County:

Party Affiliation: Democratic Party Republican Party Nonpartisan

Incumbent: No Yes If Incumbent: Elected** Appointed
****If you are an Elected Incumbent, you are subject to an earlier filing deadline!**

Filing Method

Fee

Office	Filing Fee	Office	Filing Fee
United States Senator	\$150	Justice of the Peace	n/a
United States Representative	\$100	County Office	\$50
Statewide Offices	\$100	City Office	Set by charter or ordinance
State Senator or Representative	\$25	MSD Executive Officer, MAD Director	\$100
Circuit Court, District Attorney	\$50	MSD Councilor	\$25

Prospective Petition, in lieu of filing fee Some circulators may be paid Yes No

Candidate Information

Name of Candidate

First | MI | Last

How you would like your name to appear on the ballot

Candidate Residence / Route Address

Street Address | City | State | Zip | County

Candidate Mailing Address and Contact Information Only one phone number and an email is required.

Street Address or PO Box | City | State | Zip

Work Phone | Home Phone | Cell Phone

Email Address | Web Site, if applicable

Race and Ethnicity Optional

Occupation (present employment) If not employed, enter "Not Employed".

Occupational Background (previous employment) If no relevant experience, None or NA must be entered.

Educational Background (schools attended)

Complete name of School	Last Grade completed	Diploma/Degree/Certificate	Course of Study

Educational Background (other) Attach a separate sheet if necessary.

Prior Governmental Experience (elected or appointed) If no relevant experience, None or NA must be entered.

Campaign Finance Information Not applicable to candidates for federal office.

A candidate must file a Statement of Organization not later than three business days of first receiving a contribution or making an expenditure and no later than the deadline for filing a nominating petition, declaration of candidacy, or certificate of nomination, whichever occurs first, unless they meet the criteria for an exemption. To meet the criteria, the candidate must serve as their own treasurer, not have an existing candidate committee, and not expect to spend or receive more than \$1,500 during the entire calendar year (including in-kind contributions and personal funds).

If you have an existing candidate committee you must amend the statement of organization not later than 10 days after a change in information. This includes changes to the election you are active in and the office you are running for.

See the [Campaign Finance Manual](#) for the procedural and legal requirements of establishing and maintaining a candidate committee.

Residence Address Exemption

To exempt your residence address from public disclosure, complete form [SEL 180 – Residence Address Exemption Request](#). The request for a Residence Address Exemption MUST include a publicly disclosable mailing address. See the Candidates Manual for further information.

I don't want my residence address to be disclosed. I will be filing a separate [SEL 180 – Residence Address Exemption Request](#).

Candidate Attestation

By signing this document, I hereby state that:

- I will accept the nomination for the office indicated above;
- I will qualify for said office if elected;
- All information provided by me on this form is true to the best of my knowledge; **and**
- No circulators will be compensated based on the number of signatures obtained by the circulator on a prospective petition

For Major Political Party Candidates

- if not nominated, I will not accept the nomination or endorsement of any political party other than the one named
- I have been a member of said political party, subject to the exceptions stated in ORS 249.046, for at least 180 days before the deadline for filing a nominating petition or declaration of candidacy (ORS 249.031). Does not apply to candidates filing for the office of US President.



Warning

Supplying false information on this form may result in conviction of a felony with a fine of up to \$125,000 and/or prison for up to 5 years. (ORS 260.715). A person may only file for one lucrative office or not more than one precinct committee person at the same election. Unless the person has withdrawn from the first filing, all filings are invalid. (ORS 249.013 and ORS 249.170)

Candidate Signature

Date

State Voters' Pamphlet

Inclusion in the State Voters' Pamphlet is filed with the Secretary of State Elections Division.

Umatilla County Voters' Pamphlet

A County Voters pamphlet is not published for every election. The County Election Manager makes the decision prior to each election. Inclusion in the County Voters' Pamphlet is **optional with a fee**.

Filing forms can be obtained at the Elections Office 216 SE 4th St. Ste. 18, Pendleton, Oregon

Measure Argument

2026 deadlines for filing measure arguments in Umatilla County Voters' Pamphlet

May 19, 2026 Primary Election: March 12, 2026

November 3, 2026 General Election: August 25, 2026

Filing fees for measure arguments in Umatilla County Voters' Pamphlet

- \$100 – Jurisdiction with less than 1,000 eligible voters in County.
- \$200 – Jurisdiction with 1,000-4,999 eligible voters in County.
- \$250 – Jurisdiction with 5,000- 9,999 eligible voters in County.
- \$350 - Jurisdiction with 10,000 - 24,999 eligible voters in County.
- \$400 – Jurisdiction with 25,000 - or more eligible voters in County.

Candidate's Statement

2026 deadlines for filing candidate's statement in Umatilla County Voters' Pamphlet

May 19, 2026 Primary Election: March 12, 2026

November 3, 2026 General Election: August 25, 2026

2026 filing fees for candidate's statement in Umatilla County Voters' Pamphlet

Active electors in district is less than:

1,000=\$25.00

10,000=\$50.00

50,000=\$100.00

+50,000=\$300.00

INSTRUCTIONS FOR CANDIDATE'S STATEMENT FOR COUNTY VOTERS' PAMPHLET

1. Filing fees for candidate statements shall be based upon registration of the electoral district.
2. Both parts One and Two of the Candidate's Statement for County voters' pamphlet must be typed.
3. Statements will not be returned for proofreading.
4. All information cited or quoted from previously published material must include the source and date of publication.
5. The combined word total for both Parts One and Two must not exceed 325 words or numbers; excluding the word headings of Part One. If the candidate's statement exceeds the 325 word/number limit, the Election Division shall end the statement at 325 words or numbers.
6. "Part One: Required information" must be signed by the candidate and "Part Two: Optional information" must be signed by either the candidate or the person responsible for the content of that section.
7. Statements and arguments submitted by a candidate, political party or a person supporting or opposing a measure shall consist only of words or numbers. The Elections Division shall not print the name of any person or organization in any argument supporting or opposing any measure or any statement of any candidate if the name of the person or organization is cited as supporting or endorsing the argument or statement. Exceptions to rules are if: Not later than the filing deadline the Elections Department receives a Statement of Endorsement (SEL400) from each person or organization named in the argument as endorsing or supporting the argument (OR) the person's or organization's name is used with a publicly-disseminated quote cited by source and date. Prohibits alteration of the statement of consent after a person has signed the statement consenting to the use of that person's name or title or the name of the organization the person represents in the argument or statement.
8. Voter's pamphlets are prepared by each individual county. If you will be on the ballot in more than one county and you would like to have your statement and photograph in more than one county's voters' pamphlet, you must file a completed candidate's statement, photographs and filing fees with each county separately.
9. You may choose to submit two (2) photographs with the candidate's statement however, the photographs must meet the following criteria:
 - a. Be less than four (4) years old from the date of submission;
 - b. Be reproducible to a finished black and white picture which is 1.5 inches by 1.75 inches.
 - c. Be a conventional photograph with a plain background.
 - d. Show the face, neck and shoulders only.
10. The photograph must not show:
 - a. The hands or anything held in the hands;
 - b. The wearing of a judicial robe, a hat or uniform.
 - c. The uniform or insignia of any organization.

ANY COST INCURRED BY THE ELECTION DIVISION FOR RETOUCHING THE PHOTOGRAPHS TO MEET THESE REQUIREMENTS WILL BE BILLED TO THE CANDIDATE.

CANDIDATE'S STATEMENT FOR COUNTY VOTERS' PAMPHLET

Name of Candidate: _____

Office: _____

District: _____

Position or Zone Number: _____

PART ONE: REQUIRED INFORMATION

OCCUPATION (Present employment-paid or unpaid)

OCCUPATIONAL BACKGROUND (Previous Employment-paid or unpaid)

EDUCATIONAL BACKGROUND (Schools attended; Last grade completed; Degrees, if any)

GOVERNMENTAL EXPERIENCE (Elected or Appointed)

By signing this form, I hereby certify that all information supplied by me about my occupation, education, occupational background and prior governmental experience is true to the best of my knowledge.

Any person who supplies any information, knowing it to be false, is subject to imprisonment for up to five years, or to a fine of \$100,000, or both.

Candidate Signature

Date

CANDIDATE'S STATEMENT FOR COUNTY VOTERS' PAMPHLET

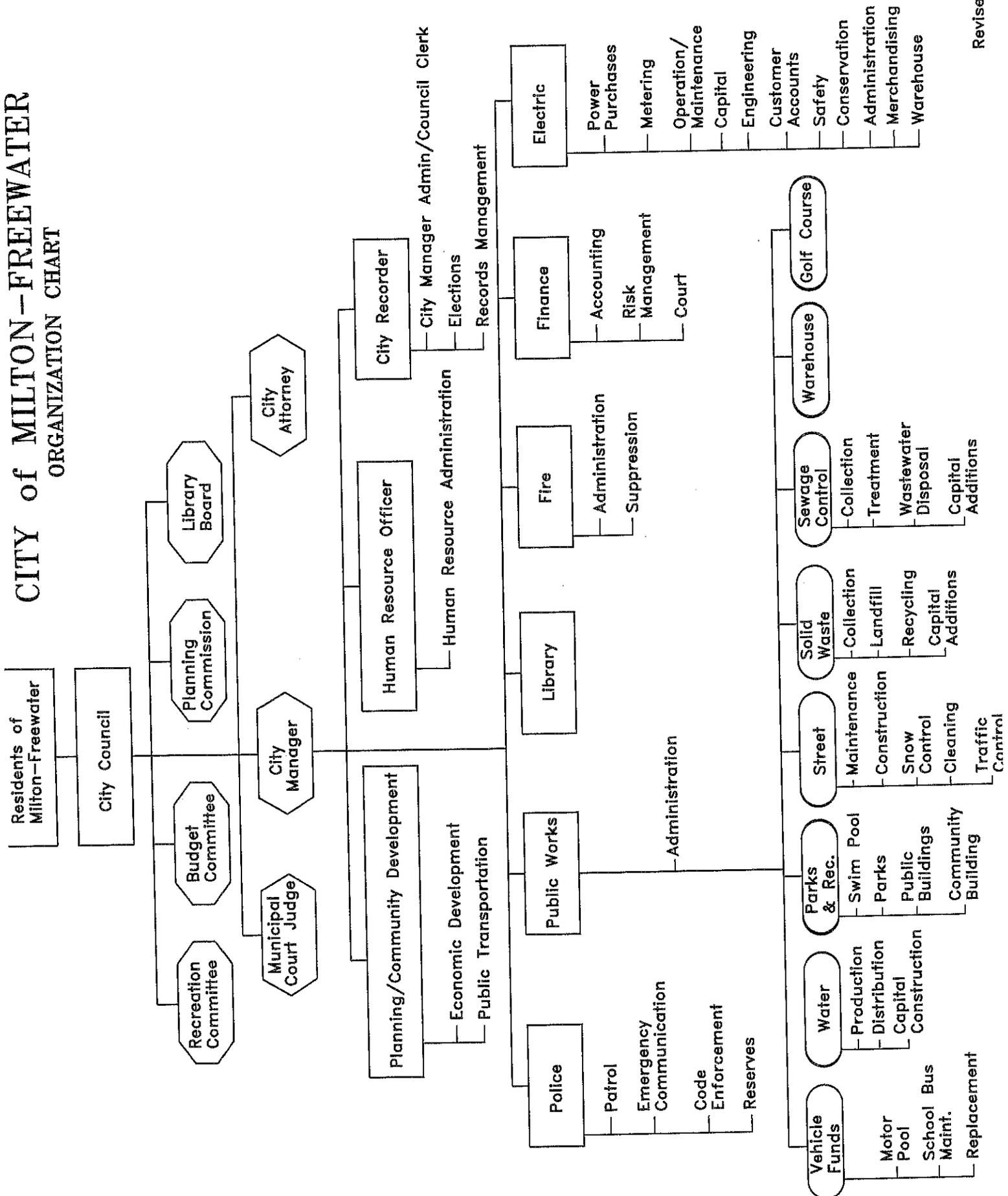
Name of Candidate: _____

PART TWO: OPTIONAL INFORMATION

The combined word count for both parts one and two cannot exceed 325 words; total excludes the seven word headings which appear in Part One (E.G., Occupation, Education, Occupational Background and Governmental Experience).

Candidate Signature

CITY of MILTON-FREEWATER ORGANIZATION CHART



Milton-Freewater Charter

BE IT ENACTED BY THE PEOPLE OF THE CITY OF
MILTON-FREEWATER, UMATILLA COUNTY, OREGON:

CHAPTER I

NAME, BOUNDARIES AND SUCCESSION

Section 1. Title Of Act.

This act shall be known as the 1993 CHARTER OF THE CITY OF MILTON-FREEWATER, UMATILLA COUNTY, STATE OF OREGON.

Section 2. Name Of City.

The city of Milton-Freewater, Oregon, continues under this charter to be a municipal corporation with the name "Milton-Freewater."

Section 3. Boundaries.

The city includes all territory within its boundaries as they now exist or hereafter are modified by annexation. The custodian of the city's records shall keep an accurate, current description of the boundaries and make a copy of it available for public inspection in the city during regular city office hours.

Section 4. Ward Boundaries.

The city is divided into three wards, the boundaries of which may be changed by the council as necessary. A copy of the ward boundary map shall be kept at city hall and copies made available during regular city hall office hours.

CHAPTER II

POWERS

Section 1. Powers Of The City.

The city has all powers that the constitutions, statutes, and common law of the United States and of this state now or hereafter expressly or impliedly

grant or allow the city, as fully as though this charter specifically enumerated each of those powers.

Section 2. Construction Of Powers.

In this charter, no specification of a power is exclusive or restricts authority that the city would have if the power were not specified. The charter shall be liberally construed, so that the city may exercise fully all its powers possible under this charter and under United States and Oregon law. All powers are continuing unless a specific grant of power clearly indicates the contrary.

Section 3. Distribution Of Powers.

Except as this charter prescribes otherwise and as the Oregon constitution reserves municipal legislative power to the voters of the city, all powers of the city are vested in the council.

CHAPTER III

FORM OF GOVERNMENT

Section 1. Council.

The council shall be composed of a mayor and six councilors, or, in case of one or more vacancies in the council, the council members whose offices are not vacant. There shall be one councilor elected from each of the three wards and three councilors elected from the city at large. The mayor shall be elected from the city at large.

Section 2. Councilors.

(1) The councilors in office at the time this charter takes effect continue in office until the expiration of the term to which they were elected.

(2) At the first biennial general election following the adoption of this charter, three councilors shall be elected from the city at large. Councilors elected to at large positions no. 2 and no. 3 shall be elected to serve four year terms at the 1994 biennial general election. At large position no. 1 shall serve an initial two year term. The at large position no. 1 councilor shall be elected for a four year term at the 1996 biennial general election.

(3) A councilor shall be elected to ward position no. 1 at the 1994 biennial general election to serve a four year term. Councilors shall be elected to

ward positions no. 2 and no. 3 at the 1996 biennial general election to serve four year terms.

Section 3. Mayor.

The mayor is elected from the city at large. The term of office of the mayor in office when this charter is adopted continues until the mayor's term of office expires. At the 1996 general election and each subsequent general election prior to the expiration of the mayor's term of office, a mayor shall be elected for a four year term.

Section 4. Terms Of Office.

The term of office of an elective officer who is elected at a general election begins at the first council meeting of the year immediately after the election and continues until the successor to the office assumes the office.

Section 5. City Manager, City Attorney And Municipal Judge.

Additional offices of the city are the city manager, city attorney and municipal judge, each of whom shall hold office subject to the discretion of the council and may be removed by it at any time.

Section 6. Compensation Of Officers.

The council shall fix the compensation of all appointive and elective officers of the city. The council may change the salaries of the mayor and councilmen, but no increase in salaries shall take effect until after the first regular election subsequent to the granting of the increase.

Section 7. Qualifications Of Officers.

(1) An elective city officer shall be a qualified elector under the state constitution and shall have resided in the city the six months immediately before being elected or appointed to the office. In this subsection, "city" means an area inside the city limits at the time of the election or appointment.

(2) Councilors elected from a ward shall be a resident of the ward from which elected.

(3) No person may be a candidate at a single election for more than one elective city office.

(4) The council is the final judge of the election and qualifications of its members.

(5) The qualifications of appointive officers of the city are whatever the council prescribes or authorizes.

Section 8. Oath.

Before assuming city office, an officer shall take an oath or shall affirm that he or she will faithfully perform the duties of the office and support the constitution and laws of the United States and of the state of Oregon.

CHAPTER IV

COUNCIL

Section 1. Meetings.

The council shall hold regular meetings at least once a month at a place in the city which it may designate and shall adopt rules for the governing of its members and proceedings.

Section 2. Quorum.

A majority of the members of the council, excluding the mayor, shall constitute a quorum to do business, but a smaller number may meet and compel the attendance of absent members in the manner specified by ordinance.

Section 3. Mayor's Duties.

(1) When present at council meetings the mayor shall:

- (a) Preside over deliberations of the council,
- (b) Preserve order,
- (c) Enforce council rules, and
- (d) Determine the order of business under the rules.

(2) The mayor may temporarily cease to chair a council meeting and delegate the functions described in subsection (1) to another council member.

(3) The mayor may vote only to break a tie.

Section 4. President Of The Council.

At its first meeting after this charter takes effect and thereafter at its first meeting of each odd-numbered year, the council shall elect a president from its membership. In the mayor's absence from a council meeting the president shall preside over it. Whenever the mayor is unable on account of illness or other cause to perform the functions of his or her office, the president of the council shall act as mayor. When the president functions as the mayor at a council meeting, the president shall retain the right and duty to vote as a councilor, and not as a mayor, and the president shall be considered a councilor, and not a mayor, for the purposes of determining whether a quorum is present.

Section 5. Vote, Required.

Except as this charter otherwise provides, the concurrence of a majority of the members of the council present at a council meeting, excluding the mayor unless the mayor's vote is needed to break a tie vote, shall be necessary to decide any question before the council.

CHAPTER V

POWERS AND DUTIES OF OFFICERS

Section 1. Mayor.

The mayor shall appoint the committees provided for under the rules of the council. The mayor shall sign all approved records of proceedings of the council. The mayor shall have no veto power and shall sign all ordinances passed by the council within three days after their passage. Upon the approval of the council the mayor shall endorse all bonds of officers of the city.

Section 2. City Manager.

(1) Qualifications. The city manager shall be the administrative head of the government of the city. The manager shall be chosen by the council without regard to political considerations and solely with reference to his or her executive and administrative qualifications. The manager need not be a resident of the city or of the state at the time of his or her appointment. Before taking office the manager shall file with the city a bond for faithful performance of his or her duties as manager, payable to the city in the

amount of not less than five thousand dollars (\$5,000.00), or a greater amount which may be prescribed by the council, the premium of which the city shall pay.

(2) Term. The manager shall be appointed for an indefinite term and may be removed at the pleasure of the council. Upon any vacancy occurring in the office of the city manager the council shall appoint a new city manager within a reasonable time.

(3) Powers And Duties. The powers and duties of the city manager shall be as follows:

(a) The manager shall devote his or her entire time to the discharge of his or her official duties, attend all meetings of the council unless excused therefrom by the council or the mayor, keep the council advised at all times of the affairs and needs of the city and make reports annually or more frequently if requested by the council of all the affairs and departments of the city.

(b) The manager shall see that all ordinances are enforced and that the provisions of all franchises, leases, contracts, permits and privileges granted by the city are observed.

(c) The manager shall appoint and remove all appointive city officers and employees, except as this charter otherwise provides and shall have general supervision and control over them and their work, with power to transfer employees from one department to another, and shall exercise supervision over the control of the departments to the end of obtaining the utmost efficiency in each of them. The manager shall have no control over the council or the judicial activities of the municipal judge.

(d) The manager shall act as purchasing agent for all departments of the city. All purchases shall be made by requisition signed by the manager.

(e) The manager shall be responsible for preparing and submitting to the budget committee the annual budget estimates and such reports as that body requests.

(f) The manager shall supervise the operation of all public utilities owned and operated by the city and shall have general supervision over all city property.

(g) The manager shall be entitled to sit with the council and to take part in the discussion of the matters coming before the council but shall have no vote on questions before the council.

(h) In the event of the absence, illness, or inability for any reason of the manager to perform his or her duties, the council shall appoint a manager pro tem, who shall possess the powers and discharge the duties of the manager during such absence or disability only; provided, however, that no manager pro tem shall have authority to appoint or remove any city official or employee except with the approval of a majority of the council.

Section 3. Municipal Judge.

The municipal judge shall be the judicial officer of the city. The municipal judge shall be appointed and may be removed by the council. He or she shall hold within the city a court known as the municipal court of the city of Milton-Freewater, Umatilla County, Oregon. Except on nonjudicial days, court shall be open for the transaction of judicial business. All areas within the city shall be within the territorial jurisdiction of the court. The municipal judge shall exercise original and exclusive jurisdiction of all crimes and offenses defined and made punishable by ordinances of the city and of all actions brought to recover or enforce forfeitures or penalties defined or authorized by an ordinance of the city. He or she shall have authority to issue process for the arrest of any person accused of an offense against the ordinances of the city, to commit any such person to jail or admit him or her to bail pending trial, to issue subpoenas, to compel witnesses to appear and testify in court on the trial of any cause before the judge, to compel obedience to such subpoenas, to render judgment which may include incarceration and fines, to issue any process necessary to carry into effect the judgment of the court, and to punish witnesses and others for contempt of the court. When not governed by ordinances or this charter, all proceedings in the municipal court for the violation of a city ordinance shall be governed by the applicable general laws of the state governing justices of the peace and justice courts. Trials in the municipal court of cases for violation of city ordinances shall be had without juries, except as otherwise provided in the constitution of the United States and of the state of Oregon. The council may authorize the municipal judge to appoint municipal judges pro tem for terms of office set by the judge or the council. Notwithstanding this section, the council may transfer some or all of the functions of the municipal court to an appropriate state court.

CHAPTER VI

VACANCIES IN OFFICE

Section 1. What Creates Vacancy.

An office shall be deemed vacant upon the incumbent's death, adjudicated incompetency, recall from office, incapacitation, conviction of a felony, resignation or absence from the city for 30 days without the consent of the council in case of mayor or councilor, upon the incumbent ceasing to possess the qualifications necessary, for his or her office, or upon the failure of the person elected or appointed to an office to qualify therefor within three days after the time for his or her term of office to commence, or in the case of mayor or councilor, upon his or her absence from meetings of the council for 60 days without the consent of the council.

Section 2. Filling Of Vacancies.

A vacancy in the council shall be filled by appointment by a majority of the council positions currently filled, not including the mayor, unless the mayor's vote is needed to break a tie. The appointee's term of office runs from the time of his or her qualifying for the office after the appointment and until expiration of the term of the predecessor who has left the office vacant. During a council member's disability to serve on the council or during a member's absence from the city, a majority of the other council members, not including the mayor, unless the mayor's vote is needed to break a tie, may by appointment fill the vacancy pro tem.

CHAPTER VII

ORDINANCES

Section 1. Enacting Clause.

The enacting clause of all ordinances hereafter enacted by the council shall be, "THE CITY OF MILTON-FREEWATER ORDAINS AS FOLLOWS:"

Section 2. Introduction, Reading And Passage.

Every ordinance shall be fully and distinctly read in an open council meeting on two different days previous to being put upon its final passage. Any ordinance, however, may be introduced, read twice, once in full and once by title, and put on its final passage at a single meeting by an unanimous vote of all members of the council present at the meeting, not including the

mayor. Upon the final vote on any ordinance, the ayes and nays of the members of the council shall be taken and recorded in the journal. If the ordinance passes, the custodian of city records shall endorse it with the date of its passage and the endorser's name and title of office, and within three days thereafter, the mayor shall sign it with his or her name, and the mayor's title and date of signature. With unanimous consent of the council, not including the mayor, any reading of an ordinance required by this section may be by title only, and full reading waived.

Section 3. When Ordinances Take Effect.

An ordinance enacted by the council shall take effect on the thirtieth (30th) day after its enactment and publication. When the council deems it advisable, however, an ordinance may provide a later time for it to take effect, and, in case of an emergency, it may take effect immediately. For the purpose of this section, "publication" means making one copy of the full text of the ordinance available for public inspection at the office of the city manager and printing the title only in a newspaper of general circulation in the city.

CHAPTER VIII

ELECTIONS

Section 1. State Law.

Except as this charter or a city ordinance prescribes to the contrary, a city election shall conform to state law applicable to the election.

Section 2. Nominations.

A person may be nominated in a manner prescribed by general ordinance to run for an elective office of the city.

CHAPTER IX

PUBLIC IMPROVEMENTS

Section 1. Procedure.

The time, method, and manner of making street, sidewalk, sewer, and other public improvements, the method of financing improvements, and the proce-

cedure for vacating, appointing, or abandoning streets and other public improvements shall be governed by ordinance.

Section 2. Special Assessments.

The procedure for fixing, levying, and collecting special assessments against real property for public improvements or other public services shall be governed by general ordinance.

CHAPTER X

MISCELLANEOUS PROVISIONS

Section 1. Limitation Of Indebtedness.

Except by consent of the voters the voluntary floating indebtedness of the city for general purposes shall not exceed \$25,000.00 at any one time provided, that the legally authorized debt of the city of Milton-Freewater existing at the time of the adoption of this charter shall not be included in such indebtedness for purposes of calculating the limitation.

Section 2. Set Aside Of Utility Revenues.

The city council is authorized to set aside for general fund purposes not less than three percent (3%) of the gross revenues of city utilities, and not more than eight percent (8%) of such gross revenues.

Section 3. Time Charter Takes Effect.

This charter shall take effect January 1, 1994.

Section 4. Repealing Clause.

All charter provisions adopted, before this charter takes effect, are hereby repealed.

Section 5. Continuation Of Ordinances.

Insofar as consistent with this charter, and until amended or repealed, all ordinances in force when the charter takes effect retain the effect they have at that time.

Section 6. Severability.

The terms of this charter are severable. If a part of the charter is held invalid, that invalidity does not affect another part of the charter, except as the logical relation between the two parts requires.

CHAPTER 7
ELECTIONS

SECTION:

- 1-7-1: Wards Designated
- 1-7-2: Generally
- 1-7-3: Primary Election
- 1-7-4: General Election

1-7-1: **WARDS DESIGNATED:** The number of election wards is determined by city charter. The boundaries of the wards shall be designated by resolution of the city council. (Ord. 778)

1-7-2: **GENERALLY:** City elections shall be held at the same time and place as state elections in accordance with applicable state laws, including section 14a of article II of the state constitution and Oregon Revised Statutes 254.056. (Ord. 772)

1-7-3: **PRIMARY ELECTION:**

- A. Selection Of Date: The primary election for the mayor and/or members of the city council shall be held in conformance with section 14a of article II of the state constitution, and Oregon Revised Statutes 254.056. (The third Tuesday in May of each even numbered year.)
- B. Notice Of Primary Election: In addition to the notice of election required by the state, the city manager/recorder shall publish a notice of election in a newspaper of general circulation in the city not less than sixty (60) days prior to the date when nominations will be accepted.
- C. Declarations Of Candidacy: Declarations of candidacy for the offices of city council and/or mayor shall be accepted beginning sixty (60)

days prior to the date established by the state for the close of nominations.

- D. **Nomination:** Any registered elector may become a candidate for any elective office to which he or she is constitutionally eligible by filing a declaration of his or her candidacy as herein provided and paying a filing fee of five dollars (\$5.00). Declarations of candidates shall be filed with the city manager/recorder, and the filing of said declarations with said city manager/recorder shall be conclusive evidence that the elector in question is a candidate for nomination to said office. Said declaration shall be filed by the city manager/recorder.

Declaration of candidacy shall be substantially as follows:

To the City Manager/Recorder of the City of Milton-Freewater, Oregon and to the Electors of the City of Milton-Freewater, in the State of Oregon:

I, _____, reside at _____ and my post office address is _____. I am a duly registered elector and I reside in Ward No. _____. If I am nominated for the office of _____ at the Primary Nominating Election to be held in the City of Milton-Freewater, Oregon on the _____ day of _____, 20____, I will accept the nomination and will not withdraw, and if I am elected I will qualify as such officer.

Upon the proper filing of notice of candidacy and the payment of the filing fee as above provided, said candidacy shall be deemed complete, and unless the candidate shall withdraw and state his or her reasons for withdrawal hereunder and file the same with the city manager/recorder not later than sixty seven (67) days prior to the date of the primary election, the city manager/recorder shall cause the name of said candidate to be printed upon the official ballot in the ensuing election, and no additional signatures shall be required to make said candidacy complete and effective.

All declarations of candidates required to be filed with the city recorder shall be filed not later than seventy (70) days prior to the primary nominating election.

- E. **Names On Ballots:** When any petition is filed by or on behalf of or a declaration of candidacy is made by only one person as a candidate

for nomination to any specific office, when there is but one vacancy to be filled, the name of such person shall not be placed upon the primary ballot but such person shall be the nominee for such office, and the position to be held shall not appear on said ballot; provided, however, that when there are two (2) vacancies to be filled from a single ward and only one petition is filed for each of said vacancies, the name of such person filing for said vacancies shall not be placed upon the primary ballot but such person shall be declared the nominee for the respective vacancy or position. At any primary election where two (2) or more petitions or declarations of candidacy for nomination for candidate for any specific office have been filed there shall be prepared and furnished separate ballots upon which shall be placed the names of the candidates for such office and after the name the words "Nonpartisan". Said ballot shall be entitled "Non-partisan Ballot" and shall contain no other designation except to show the ballot is the ballot of the city of Milton-Freewater, Oregon. When any candidate shall receive a majority of all votes cast for the office for which he is a candidate at primary election the name of the candidate receiving such majority shall be printed separately on the general election ballot under the designation "Vote for One" and the name of no opposing candidate shall be printed on such ballot in opposition to such candidate, but one space shall be left following such name in which the elector may insert the name of any person for whom he wishes to cast his ballot.

In event there are more than two (2) candidates for the same position and no one of them receives a majority vote at the primary election, the names of the two (2) candidates receiving the highest number of votes shall appear on the general election ballot under the designation "Vote for One".

- F. Rotation Of Names: When there is more than one candidate for any office of any election the names of the candidates shall be rotated on the ballot in the same manner as the names of the candidates are rotated in partisan elections.
- G. Qualifications Of Electors: No person shall vote at any city election unless he is a qualified elector of the state. (Ord. 772)

1-7-4: **GENERAL ELECTION:** The general election for the mayor and/or members of the city council shall be held in conformance with section 14a of article II of the state constitution, and Oregon Revised Statutes 254.056. (The first Tuesday in November following the first Monday of each even numbered year.) (Ord. 772)

Thank you for considering applying for a City Councilor position. Oregon Revised Statutes (ORS) 244.050, specifically identifies certain public officials who are required to electronically file a State of Economic Interest (SEI) report. City councilor is one of those listed. The report is filed online through the Oregon Government Ethics Commission (OGEC). If you are elected for a council position then there will be more information given to you on how you go about getting set up on their website. Attached is information from OGEC about the SEI report and the information that is required when filing the report. As a city councilor, this is a MANDATORY report required to be filed annually. By not filing the report the penalty could be up to a maximum of \$5,000 assessed by the Ethics Commission. We wanted to be sure you knew about this requirement before you applied for a city council position so that you are aware of this mandatory requirement.

Annual Verified
Statement of Economic Interest



Oregon Government Ethics Commission
3218 Pringle Rd SE, Ste 220
Salem OR 97302-1680
Phone: 503-378-5105
www.oregon.gov/OGEC

ANNUAL VERIFIED STATEMENT OF ECONOMIC INTEREST



There are approximately 5,500 Oregon public officials who must file an **Annual Verified Statement of Economic Interest (SEI)** with the Oregon Government Ethics Commission **by April 15** of each calendar year. The SEIs are now filed electronically through the Commission's Electronic Filing System (EFS).

ORS 244.050 identifies the public officials who are required to file SEIs. Please refer to that statute to see if your specific office or position requires you to file an SEI. In general, public officials who hold the following positions are required to file:

- State public officials who hold elected or appointed executive, legislative or judicial positions. This includes those who have been appointed to positions on certain boards or commissions.
- In counties, all elected officials, such as commissioners, assessors, surveyors, treasurers and sheriffs must file. Planning commission members and the county's principal administrator must also file.
- In cities, all elected officials, the city manager or principal administrator, municipal judges and planning commission members must file.
- Administrative and financial officers in school districts, education service districts and community college districts must file.
- Some members of the board of directors for certain special districts must file.
- Candidates for some elected public offices are also required to file.

The Commission staff has identified by jurisdiction the public officials whose position requires them to file the SEI. Each jurisdiction (city, county, executive department, board or commission, etc.) has a person (jurisdictional contact) who acts as the Commission's point of contact for that jurisdiction. [OAR 199-020-0005(1)]

The **jurisdictional contact (JC)** for each jurisdiction has an important role as a liaison between the Commission and the SEI filers in their jurisdiction. It is through the JC that the Commission obtains the current name, address and email address of each public official who is required to file. When there is a change in who holds a position through resignation, appointment or election, the JC periodically updates their jurisdictional records and beginning in January of each year the JC is asked to update and verify the required filers in the EFS system. Any necessary changes or updates in EFS are due by February 15. [OAR 199-020-0005(2)]

As with other provisions in Oregon Government Ethics law, it is each public official's personal responsibility to ensure they comply with the requirement to complete and submit the SEI by April 15. Those public officials who must file an SEI are well served if the JC for their jurisdiction ensures that the Commission has the correct name and email address of the public official. The JC should ensure that each SEI filer has been advised of the reporting requirements. Each filer should also receive information as to the procedures the jurisdiction follows to assist the filer in meeting the SEI filing requirement.

Again, the requirement to file the SEI is the personal responsibility of each public official. Each public official should comply and file timely, as the civil penalties for late filing are \$10 for each of the first 14 days after the filing deadline and \$50 for each day thereafter until the aggregate penalty reaches the maximum of \$5,000. [ORS 244.350(4)(c)]

SEI Filing

NOTE: Only public officials who hold a position that is required to file, and who hold that position on April 15 of the year the SEI is due, must file an SEI.

SEIs are filed online through the Commission's Electronic Filing System (EFS). Notifications and instructions for e-filing will be sent to SEI filers electronically via email addresses initially supplied in EFS by the JC and updated when necessary.

The following is a brief description of the information requested in the SEI electronic filing. The information needed to complete the filing pertains to the previous calendar year.

- Name, address and a brief description of each business in which a position as officer or director was held by the filer or household member. [ORS 244.060(1)]

Name, address and a brief description of each business through which the filer or household member did business. [ORS 244.060(2)]

Name, address, and brief **description** of the **sources** (*not amounts*) of income for the filer and household members that represent 10 percent or more of the annual household income. [ORS 244.060(3)]

Example: An SEI filer resides only with a spouse and their annual household income from the prior year is derived from the spouse's job at Walmart, the spouse's retirement, and the public official's salary as an employee at a public university. The respective "sources" would be: "Walmart", "Social Security" and "XX University"; respective "descriptions" would be "spouse's wages", "spouse's retirement" and "filer's salary".

- Ownership interests held by the filer or household members in real property, **except for their principal residence**, located within the geographic boundaries of the jurisdiction in which the filer holds the position or seeks to hold. [ORS 244.060(4)(a) and (b)] **NOTE: SEI filers who serve statewide and members of the Legislative**

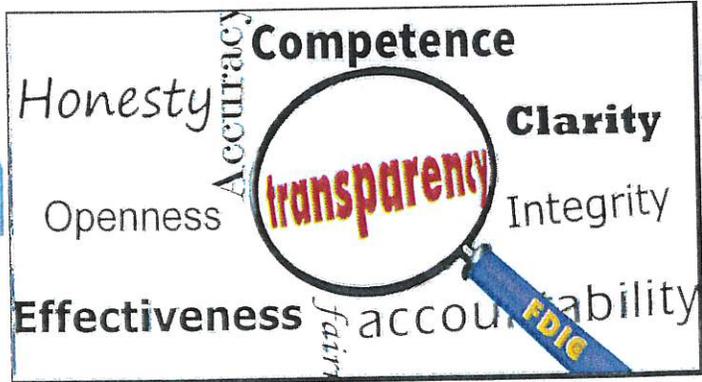
Assembly must report real property held within the entire state of Oregon. This applies to candidates for statewide office and the Legislative Assembly.

- Honoraria or other items allowed by ORS 244.042 that exceed \$15 in value given to the filer or household members. Include a description of the honoraria or item and the date and time of the event when the item was received. [ORS 244.060(7)] Remember that honorarium cannot exceed \$50. [ORS 244.042(3)(a)]
- Name of each lobbyist associated with any business with which the filer or household member is associated, unless the association is through stock held in publicly traded corporations. [ORS 244.090]
- If the public official received over \$50 from an entity when participating in a convention, fact-finding mission, trip, or other meeting as allowed by ORS 244.020(7)(b)(F), list the name and address of the entity that paid the expenses. Include the event date, aggregate expenses paid and the purpose for participation. [ORS 244.060(5) and ORS 244.100(1)] [Not required for candidates]
- If the public official received over \$50 from an entity when participating in a trade promotion, fact-finding mission, negotiations or economic development activities as allowed by ORS 244.020(7)(b)(H), list the name and address of the person that paid the expenses. Include the event date, aggregate expenses paid and nature of the event. [ORS 244.060(6)] [Not required for candidates]
 - **EXCEPTION:** Expenses paid by the public body to their own public officials need not be reported by the public official under ORS 244.060 [OAR 199-005-0035(4)].

The following is required if the information requested relates to an individual or business that has been doing, is doing or could reasonably be expected to do business with the filer's governmental jurisdiction, has a legislative or administrative interest in the filer's governmental jurisdiction, or over which the filer exercises any authority:

- Name, address and description of each source of income (taxable or not) that exceeds \$1,000 for the filer or a household member. [ORS 244.060(8)]
- Name of each person the filer or a household member owes or has owed \$1,000 or more in the previous calendar year. Include the date of the loan and the interest rate. Debts on retail contracts or with regulated financial institutions are excluded. [ORS 244.070(1)]
- Name, address and description of nature of each business in which filer or household member has beneficial interest over \$1,000 or investment held in stocks or securities over \$1,000. Exemptions include mutual funds, blind trusts, deposits in financial institutions, credit union shares and the cash value of life insurance policies. [ORS 244.070(2)]

- Name of each person from whom the filer received a fee of over \$1,000 for services, unless disclosure is prohibited by law or a professional code of ethics. [ORS 244.070(3)]





So, You Want to Run for Local Office...

A Guide for Prospective
City Elected Officials

April 2020

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So, You Want to Run for Local Office...

A Guide for Prospective City Elected Officials

What every person interested in becoming an elected official should know about roles, responsibilities, and representing their community and city government.

This guide is primarily intended for candidates for city council. It serves as a reference and deals with a variety of important topics. This guide is meant to serve as an orientation for those who wish to assume a leadership role at the local level. The guide will outline:

- How to file for elective office;
- What to expect once elected;
- Roles and responsibilities;
- The sources of local government law;
- Communications;
- Visioning and goal setting; and
- Resources.

This guide is not a substitute for legal advice. Candidates are encouraged to speak with their privately retained attorneys for specific legal advice.

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Welcome Message from the 2020 LOC President

Welcome to the club! The number of people willing to run for elected local office is pretty small, and for good reason: it's not an easy job if you want to do it right. If you're just looking for a fancy title and all-expenses-paid junket to exotic locations, you're going to have a rough time of it, and you won't have much fun. But if you're looking for a way to use your knowledge, experience and wisdom to help make your community a better, more functional place, you may find that lending your hand to local government is one of the most rewarding endeavors you've ever undertaken.

If you haven't already gotten your feet wet by volunteering for your local planning commission, budget committee, or other municipal body, you should seriously consider doing so before you declare a candidacy. Having some experience doing "city stuff" is a good way to get a better idea about what you're likely to spend your time doing as a city councilor or mayor, and will better prepare you to answer the sorts of questions you're likely to get as a candidate.

If you haven't already started attending city council meetings, start doing so now. You're going to want to become as familiar as possible with both the issues in your city and the way the council conducts business before you're up there on the dais. If you're running because there's a single burning issue that's compelled you to run, remember that there are hundreds of other issues you're going to have to wrestle with during your term of office. If you want to do a good job, you'll want to know what those are, and tackle them with just as much energy and honest consideration as you would your pet issue.

Remember that your opponents (and your eventual fellow council members) are people too. Assume the best of them—that they're also running for office because of a genuine desire to help your community. The people you're meeting in this process tend to be good folks who remain involved with civic matters, so they're just not going to go away after the election (in fact, it's likely that you'll find yourself working with them in the not-so-distant future). So, feel free to explain why you disagree with their proposed policies, but resist any temptation to sling mud. Taking the high road is not only the right choice ethically, it's also likely to pay dividends later.

Once you've won the election and you're seated on the council, the work isn't over. Instead, that's when it begins in earnest, and the learning curve can be pretty steep. Luckily, the League of Oregon Cities has some fantastic training opportunities to help you be the best elected official you can be. Please don't hesitate to reach out, and we'll do our best to help you help your city.

– 2020 LOC President Jake Boone, Councilor, Cottage Grove

Filing for Elective Office

Qualifications for various city offices differ. Before filing for candidacy, review the city charter and statutory requirements of the office for which you plan to declare your candidacy. Requirements for filing for city office are found under Oregon Revised Statutes (ORS) Chapters 221 and 249. The forms that you will need are available from the city's elections official and the Oregon Secretary of State's Office, Elections Division.

Every candidate and prospective candidate are required to establish a principal campaign committee within three business days of receiving or spending any money to support the candidacy. This includes expenditures of personal funds by the candidate. It also includes payment of the filing fee if the candidate files by declaration, any costs relating to circulating a nominating petition, or any voters' pamphlet costs. For more information on campaign finance reporting requirements please see the Secretary of State Elections Division Candidate Finance Reporting in Oregon Candidate "Quick Guide" available at: <https://sos.oregon.gov/elections/Documents/campaign-finance.pdf>.

What to Expect

As a local elected official, you will have the opportunity to shape policy governing the future of your city. In addition to serving as a community leader, being a model of civility and cooperation, an educator and interpreter of public opinion – the role of an elected official will change the way you are viewed in your community. You'll rarely stop by the neighborhood coffee shop without someone complaining about roads or taxes. You may be cornered anywhere, at any time, on anything. Local elected leaders are in direct contact on a daily basis with the people they represent.

You will spend a lot of time attending meetings – not only city council meetings – but regional and statewide meetings as well. You will spend time preparing for meetings, reading any preparatory material in order to make informed decisions in the course of all meetings.

If elected, you will utilize the skills you already have, skills you never knew you had, and skills you wished you had. You may be called upon to facilitate meetings, speak to the press, respond to angry and sometimes hostile citizens, testify before legislative committees, and negotiate with contractors, bankers and engineers. You will make decisions on everything from who to hire as the next city manager, which bid to accept for paving the roads, how to pay for solid waste disposal, to joining with neighboring cities in a regional approach to providing dispatch services.

SPOTLIGHT:

Policy Process Steps

1. Identification of problems or needs
2. Establishment of community goals
3. Determine objectives
4. Development/analysis of alternative solutions (including short-term and long-term implications)
5. Establishment of priorities
6. Development of programs and strategies
7. Implementation of programs and strategies
8. Monitoring and evaluation of programs or strategies
9. Feedback
10. Program or strategy improvement and modification

SPOTLIGHT:

Basic City Services

The services provided by cities vary from community to community. However, some typical services include:

Public Safety – police, fire, and sometimes ambulance service

Utilities – water and sewer, trash collection, electricity, and natural gas

Land Use – planning, zoning, code enforcement, and other regulatory activities

Transportation – street construction and maintenance, traffic safety, and sometimes public transit

Recreation and Cultural – parks, recreation, libraries, and sometimes cultural facilities

Legal – ordinances protecting the public health, safety and welfare of the community

Roles and Responsibilities

The specific roles and responsibilities of members of city leadership will vary from community to community. Each position plays a vital role in the governance of the city. The council serves as the city's legislative body by adopting a budget and adopting local laws – called ordinances – and regulations.

Policy Role

The council is the highest authority within city government in deciding issues of policy. For a council to effectively assume a positive and active role in bringing issues forward for discussion in setting policy, councilors need a clear understanding of policy process and the stages at which council intervention is most effective.

Administrative Role

The council, as a collective body, is responsible for the oversight of administration in every city, but the roles that the mayor and individual councilors play in city administration vary considerably, depending on city size and form of government. Typically, the only city staff overseen by the council is the city's chief executive and potentially a handful of department heads.

Council/Manager Form – The majority of Oregon cities follow this structure where the council is comprised of volunteers who decide the policy for the city, which is overseen by a paid city manager who serves as the chief executive. Approximately 55% of cities nationwide utilize this form of government, and it is most popular in the Southeast and Pacific Coast regions.¹

Strong Mayor Form – A minority of Oregon cities have a strong mayor structure; one example is the City of Aurora.² Under a mayor form of government, the mayor is elected but also serves as the city's chief executive. Approximately 34% of cities nationwide utilize this form of government and it is most popular in the Mid-Atlantic and Midwest regions.³ City of Beaverton formerly had this form of government until 2020.⁴

Commission Form – The city of Portland was the state's only true commission form of government—until the new form of government was phased in starting in 2024.⁵ The Commission form of government, elects commissioners to serve as the administrative head of selected city departments as assigned by the mayor. While the commission is the

SPOTLIGHT:

Council-Manager Form of Government

The chief characteristic of the council-manager form of government is that the council appoints a qualified professional person as city manager or administrator to take charge of the daily supervision of city affairs. The manager or administrator serves at the pleasure of the council – the council sets policy and the manager carries out that policy. While an absolute separation between policy and administration does not really exist, the council-manager form works best when the council exercises its responsibility for policy leadership and respects the manager's leadership role and responsibility for administration.

Council-manager charters commonly include specific provisions that prohibit individual councilors from giving orders to city employees and from attempting to influence or coerce the manager with respect to appointments, purchasing, or other matters. However, the charters do not prohibit, and may affirmatively provide for the council to discuss administrative matters with the manager in open meetings.

¹ National League of Cities, Cities 101 – Forms of Local Government, <https://www.nlc.org/resource/cities-101-forms-of-local-government/> (last accessed February 2025).

² See City of Aurora, <https://www.ci.aurora.or.us/administration> (last accessed February 12, 2025).

³ National League of Cities, Cities 101 – Forms of Local Government, <https://www.nlc.org/resource/cities-101-forms-of-local-government/> (last accessed February 12, 2025).

⁴ <https://www.beavertonoregon.gov/860/Ballot-Measure-34-298> (last accessed February 12, 2025).

⁵ See City of Portland Transition Overview, <https://www.portland.gov/transition/overview> (last accessed February 12, 2025).

oldest form of local government in the country, only 1% of cities nationwide utilize a commission form of government.⁶

Hybrid Forms – Both the City of Beaverton and the City of Portland’s recent charter amendments created unique, hybrid forms of governance. The City of Beaverton has a council-manager form of government, however, both the council and mayor hire a city manager and the full-time and paid mayor retains voting privileges while the city manager oversees the city’s day-to-day operations.⁷ The City of Portland eliminated city councilors managing bureaus.⁸ Instead, the city administrator is hired by the mayor and confirmed by the city council and will implement laws and manages bureaus, with limited hiring/firing authority over certain bureau directors. The mayor only votes to break a tie on non-emergency ordinances, however, the mayor will be able to propose laws and propose a budget for the city council’s approval.

The Mayor

The mayor’s role varies from city to city, depending on charter requirements. The mayor serves as the public face of the community by representing the city at community events or government functions. The mayor also serves as the spokesperson for the council. During council meetings, the mayor typically serves as the presiding officer and sets the agenda for meetings. Often, the mayor appoints individuals to committees and work groups and signs ordinances and resolutions on behalf of the council. Most importantly, the mayor serves as the chief facilitator between the city manager and the city council.

Quasi-Judicial Role

Council members may act in a quasi-judicial capacity when sitting on land use hearings and other type of appeals. When acting in a quasi-judicial role, the council is acting like a court of a judge – it is applying the law to a set of specific facts.

Council as “One Voice” and Balance

The council acts as a centralized body with one voice and not as individuals. While individual council members may make motions, the motion is only passed when a majority of the council votes in favor of its passage. Newly elected and veteran elected officials may find this structure challenging as it may be difficult to pass policy based on individual platforms.

The single most difficult job of a city council is to balance diverse interests with common interests. A councilor may react to groups in isolation without considering the larger consequence of their actions. It is important to recognize and consider citizen input, but it is equally important to develop perspective. A council can seldom do everything that everyone wants.

Intergovernmental Relations

Beyond the myriad of issues that are specific to city government, city officials will quickly find that they play a pivotal role in the intergovernmental arena with other cities, county government, special districts, and public schools, as well as regional, state and federal governments. Understanding these relationships and their impact on a city government’s ability to provide responsible, efficient, and effective governance and delivery of services is important, particularly when funding and staffing resources are limited. Exploring new and innovative ways of funding and providing public services is one of the challenging issues facing elected officials.

⁶ *Id.*

⁷ <https://www.beavertonoregon.gov/860/Ballot-Measure-34-298> (last accessed February 12, 2025).

⁸ <https://www.portland.gov/transition/form-government> (last accessed February 12, 2025).

It is important to recognize that the reasons you are running for office will become part of a “full plate” of issues – many of which you are not yet familiar. Because of the urgency and the complexity of these issues, governments must work together to address them. Cities no longer do their government business in isolation. The key to success is cooperation and collaboration.

Sources of Law

The main sources of law governing local government are the city charter and ordinances, the state constitution, state law and the decisions of state courts. Cities are also subject to federal laws and the United States Constitution. Local elected officials should be familiar with their city’s charter and ordinances, as well as the state laws regarding open meetings, public records, budgeting, public contracting, and ethics, some of which are described below.

Home Rule and Limitations of Power

The term “home rule” refers to the authority of a city to set policy and manage its own affairs. Without charter home rule, state law controls the existence, form of organization, functions, powers, and finances of local government. Most home rule authority is conferred on a city by its charter. A charter can be thought of as the city’s constitution and may be amended only by a vote of the citizens of that city.

Even in light of home rule, local governments are subject to statutory, constitutional, judicial and charter limitations. Under Oregon constitutional home rule provisions, the voters of the state have taken from the state Legislature, and reserved to the voters of cities, the power to adopt and amend their own city charters. Initiative and referendum powers are also reserved to the voters of the city under Oregon Constitution Article VI, section 10 and Article XI, section 2.

Article I, Oregon’s Bill of Rights, also applies to local governments. Other constitutional limits and restrictions include property tax limitations, prohibitions against lending the credit of a city, and regulation of city elections.

Government Ethics

Public official ethics are governed by various constitutional provisions, the common law, state statutes, and occasionally, charter or ordinance provisions. Government ethics law is administered and enforced by the Oregon Government Ethics Commission. State law may require officials in your city to file a statement of economic interest each year with the Oregon Government Ethics Commission. State law also requires that public officials not use their official position or office to obtain financial gain other than their official salary, honorariums or reimbursements of expenses. The law limits the value of gifts that officials, candidates or members of their families may solicit or receive, or which any person may offer, and prohibits public officials from soliciting or receiving offers of future employment in return for their

RESOURCE:

For a more in-depth explanation of Oregon Home Rule and Preemptions see [LOC's Guide to Statutory Preemption of Home Rule](#) and [White Paper on the Origins, Evolution and Future of Home Rule](#), available on LOC’s online reference library accessible at: <https://www.orcities.org/resources/reference/reference-library>

RESOURCE:

Oregon Government Ethics Commission Publications

For more information and guidance on government ethics for public officials, see the Oregon Government Ethics Commission’s [Guide for Public Officials](#), and related supplement, available at: <https://www.oregon.gov/oqec/Pages/Guide-for-Public-Officials.aspx>.

influence. The law prohibits public officials from furthering their personal gain by use of confidential information gained through their position with the city.

Public officials must also avoid a conflict of interest relating to taking official action that may or will result in financial benefit or detriment to the public official, the public official's relative, or a business with which the public official or their relative is associated. When a conflict of interest exists, the public official must take certain steps such as announcing the conflict and potentially recusing themselves from any participation in the discussion or vote on the issue.

Public Meetings Law

The Oregon public meetings law that applies to public bodies is found in ORS 192.610 to 192.695. Under the public meetings law, a governing body's meetings are open to the public with certain exceptions. Meetings of other city bodies such as the planning commission, budget committee, library board, etc., are also open to the public. Except in emergencies, there must be reasonable notice of regular meetings and at least 24-hour notice for special meetings. Minutes are required to be taken. Executive sessions – those meetings that may be closed to the general public – may be held for certain prescribed reasons, but the media must be allowed to attend these meetings and final decisions may not be made. All final decisions must be held in a public meeting.

Public Records Law

The Oregon public records law applies to public bodies and is found in ORS 192.311 to 192.478. The public meetings law prescribes not only how local government officials and staff must handle public records, but also how the local government must respond to and handle requests for disclosure.

Budget and Finance

Budgeting is an annual process by which cities identify the types and levels of services that can be provided within the constraints of available resources. The general budgeting process is prescribed by the Oregon local budget law found in ORS 294.305 to 294.565. The Oregon Department of Revenue's Finance and Taxation section administers and provides advice and assistance to cities regarding budget matters. The section publishes a local government budget manual that is the basic reference document for local budget procedures.

In its most basic form, the budget identifies city programs, services and activities. City budgets are organized, and expenditures are accounted for by "funds" such as the general fund or street fund, etc. or "activities" such as law enforcement or transportation, in order to permit identification and handling of revenue earmarked for such purposes. Additional resources on local budgeting may be accessible on the Oregon Department of Revenue's website at:

<https://www.oregon.gov/DOR/programs/property/Pages/local-budget.aspx>.

RESOURCE:

Oregon Attorney General's Public Records and Meetings Manual

Without doubt one of the most helpful resources on public meetings and records is the Attorney General's [Public Records and Meetings Manual](#). The Manual provides guidance and explanations to the various laws that govern Oregon public records and meetings. The Manual is available online free of charge at:

<https://www.doj.state.or.us/oregon-department-of-justice/public-records/attorney-generals-public-records-and-meetings-manual/>.

Liabilities

To some extent, Oregon governments are liable for torts (wrongs to private parties) such as personal injury, property damage, wrongful entry, false arrest and detention, abuse of process, invasion of privacy, and interference with contractual relations. The Oregon Tort Claims Act places a financial limit on the extent of the government's liability for torts.

The personal liability of public officials is governed primarily by the provisions of the Oregon Tort Claims Act. Federal civil rights law, the common law of torts, and specific Oregon statutes also may impose personal liability. Some examples of personal liability are budget law violations, conflicts of interests, actions outside the scope of official duty, malfeasance in office, public contracting violations, and public meetings law and public records law violations.

The council should routinely consult with the city attorney in making decisions on city affairs. In addition to providing professional and technical services such as preparation of formal opinions and drafting of legal documents, the city attorney can supply advice regarding many other matters.

Some types of insurance are required by state law, and cities purchase other types for their own protection. Insurance policies are complex documents, and the advice of competent insurance advisors and the city's legal counsel should be sought to make certain that coverage is adequate for the exposures involved. For more information on risk management, contact Citycounty Insurance Services online at <https://www.cisoregon.org/Contact-CIS>.

Communications – The Key to Success

Council effectiveness is dependent upon good group dynamics. Each new configuration of the council creates its own personality and style of operation. As with any group, each council must go through the usual evolution of forming, storming, norming, performing and, eventually, reforming. A number of city councils in Oregon have adopted internal rules of council procedure to promote effective governance and establish ground rules for working together.

Elected Officials and the Public Spotlight

Becoming an elected official means living in the public spotlight 24 hours a day. Elected officials come to realize that this is simply a condition that accompanies the position – for better or worse. Don't be alarmed if your personal life becomes front page news and the "talk of the town." It's bound to happen sooner or later. Media relations is a skill that can work in the city's favor. It is wise to develop a respectful relationship with a local reporter and attempt to create a reciprocal relationship. Be sensitive of the reporter's job and their need to meet deadlines. At the same time, be careful and never speak "off the record." Expect anything you say or write to be used. Don't assume the interview is over until the reporter has left the scene. Also, before speaking with the press on a matter related to the city, make sure you and your council have identified any needed protocols for interactions with the media. Some cities have identified, through their council rules of procedure, how elected officials communicate with the press – identifying what a councilor or mayor can do when they "speak for" the city as opposed to when they are "speaking for" themselves.

RESOURCE:

For sample rules of procedure, see LOC's [Model Rules of Procedure for Council Meetings](#) available on LOC's online reference library accessible at: <https://www.orcities.org/resources/reference/reference-library>

Representing the Public

Two of the most important tasks of local government officials are to discover citizen opinion and to ensure that citizens have sufficient information to form knowledgeable opinions. For these tasks to be carried out successfully, elected officials must solicit public input and encourage citizen participation and involvement.

Communication is important in achieving effective citizen participation in local government. Success depends on both the attitudes and interests of citizens and city officials. Citizens need to know their efforts are recognized and valued in the decision-making process. Public hearings, advisory committees, town hall meetings, televised council meetings, volunteer participation, public opinion polls, and interest groups are ways to connect citizens with city government in a significant way.

Community Visioning and Goal Setting

City councils should develop community visioning and conduct annual goal setting processes in order to provide a roadmap for all city decisions.

Visioning: Sustaining Quality of Life

City governance is an institution that enables a community of citizens, through their elected representatives, to maintain safety and a good quality of life, which is accomplished by developing policy, adopting implementing laws and ordinances, and planning for the delivery and financing of public services. Success is dependent upon the ability to stay in touch with the public's needs and desires, to understand the issues, and to balance the short and long term social, economic and environmental impacts. A vision statement provides a blueprint for the future and helps the council, staff and citizens to set priorities, goals, and make decisions to achieve desired outcomes.

"Every city has an unbelievable talent pool that can help change a city from average to outstanding. However, members of the community must realize how important their involvement can be. I truly believe that King City is a great example of what can happen when a diverse group of dedicated residents are committed to helping the city government represent the people, as city councilors. Progress in a city can only be made by the people who represent the people in the community in which they live and deeply care about."

- Ken Gibson, Mayor, King City

Setting City Goals

A clear set of goals provides the framework within which nearly all city activities can be accomplished. Goals provide direction, reduce crisis management environments, develop cohesiveness among council members, allow managers and staff to manage their time and activities effectively, and permit periodic evaluation of progress to manage any necessary mid-course corrections.

Guidelines for Surviving Life in the "Public Fishbowl"

- ✓ Be truthful.
- ✓ If you don't know the answer, say so.
- ✓ Anticipate all situations and questions.
- ✓ Be prepared.
- ✓ Be accountable and responsible for everything you do and say.

Without goals, a council cannot distinguish between movement and progress. Individuals and groups can spend tremendous effort and resources performing activities that, in retrospect, were not necessary. Often the reason for this wasted effort is the absence of a clear set of priorities and specific plans for accomplishing them.

Typically, council goals are developed for a one to two-year period. They are a tool for focusing the council's efforts; communicating priority issues to the community; and providing clear direction to city staff. Council goals should be articulated in such a way that they are specific, realistic, outcome-based, within the city's control, and measurable. Once goals have been set and adopted by the council, they can be used as a measure for evaluating staff performance, guiding budget decisions, and managing unanticipated issues that arise during the year.

About the League of Oregon Cities

The LOC is the trusted, go-to resource that helps Oregon city staff and elected leaders serve their cities well and speak with one voice. The LOC is here to provide cities what they need to build thriving communities, through advocacy, training, and information. Created in 1925 through an intergovernmental agreement of incorporated cities, the LOC is essentially an extended department of all 241 Oregon cities.

Resources and Recommended Reading

The LOC provides numerous resource available online at www.orcities.org. The public can access reference materials in the Reference Library under the "Resources" tab. Resources include white papers, guides, model ordinances, and FAQs.