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PRELIMINARY REPORT
ON THE
ORGANIZATION,
COMPOSITION, &
RESPONSIBILITIES
OF THE
REGISTRATION AND ELECTIONS DIVISION
OF
MULTNOMAH COUNTY, OREGON

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Executive Secretary
Home Rule Charter Committee
December 28, 1964

This is a preliminary report on the Registration and Elections Division of the Multnomah County government. The findings are based upon a review of the 1964-65 fiscal year budget request, the Oregon Revised Statutes, and an interview with the Registrar of Elections. This report is not complete nor is it intended to be. Minor inaccuracies may be found but since the membership requested copies of work in progress, it must be expected that the early errors of any analysis will be included.

No effort has been made to evaluate the competence of the Registrar of Elections or any part of his department. The scope of this preliminary report is limited to present organization and statutory responsibilities.

A review of the Office of the Registrar (Registration and Election Division) reveals an activity employing 16 full time people with a total budget for 1964-65 fiscal year of nearly \$382,000. It is headed by a Registrar of Elections who is an appointed official serving under Civil Service reporting directly to the Board of County Commissioners drawing an annual salary of \$12,132.

It will be noted in a review of the statutes that Multnomah County is the only county in Oregon having a Registrar of Elections. In all other counties these duties are performed by the County Clerk. The Division of Registration and Elections in Multnomah County is in existence by virtue of special legislation for Multnomah County. Other than the fact that Multnomah County has a Registrar, the State laws pertaining to elections and the administration of election laws are equally applicable to all counties of the State and the only difference in Multnomah County is in the organization or placement of the duties.

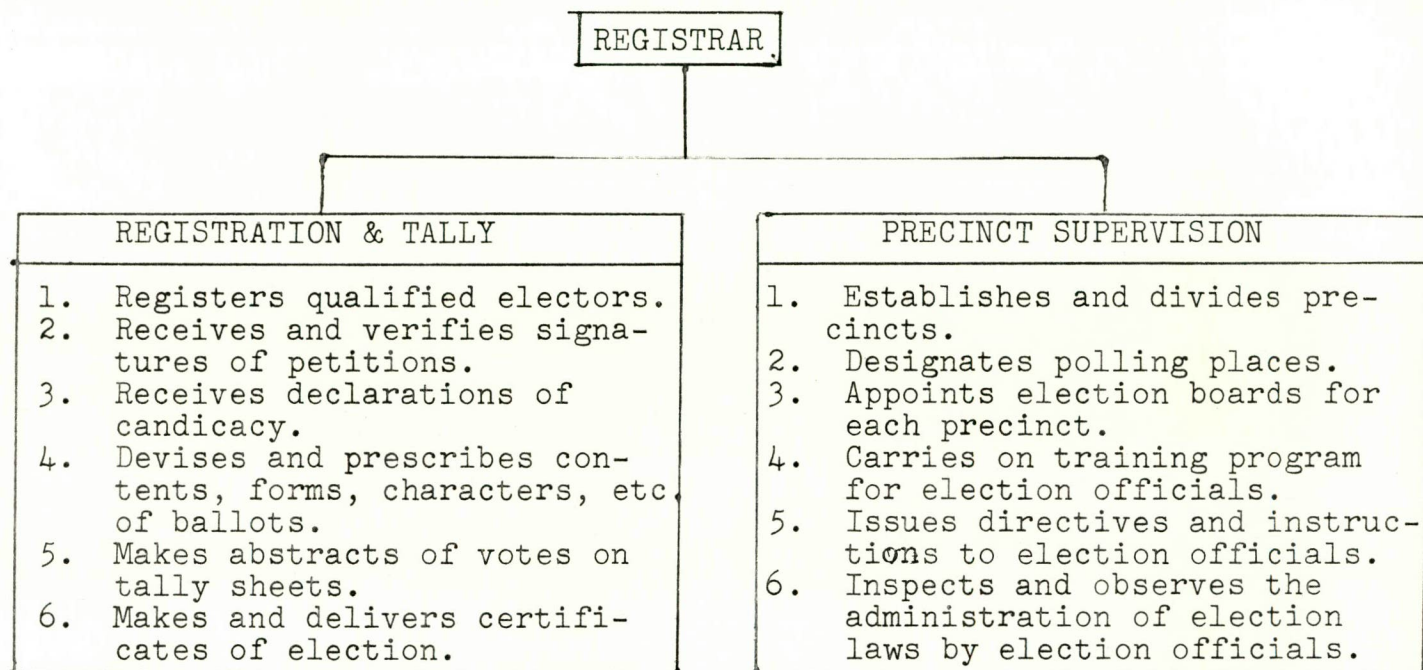
Multnomah County conducts or gets involved in all elections in Multnomah County both for the county and for other jurisdictions. During calendar year 1964 the Division of Registration and Elections was involved in 42 special elections for other jurisdictions. During a general election this division employs as many as 9,000 people. Between elections and on a continuing basis the Registrar has the duty of continual registration of qualified electors. Chart I is a broad brush treatment of his functional responsibilities.

CHART I

REGISTRAR
1. Registers qualified electors.
2. Appoints election boards and conducts elections.
3. Makes and delivers certificates of election.

In the accomplishment of the duties indicated on Chart I there are several functional areas that must be carried out. These can be divided into two general classifications of (1) Registration and Election Tally and (2) Precinct Supervision. These functions are indicated in Chart II.

CHART II



Appended hereto are copies of the statutes pertaining to the administration of election laws. There are many election laws included in the statutes that are not made a part of this report. However, these are largely procedural in nature or set standards in requirements for either electors or elections.

DEFINITIONS AND GENERAL PROVISIONS

246.010 [Repealed by 1957 c.608 §231]

246.011 Definitions. As used in ORS 246.011 to 246.150 and 246.210 to 246.910, unless the context requires otherwise:

(1) "County court" means the county court sitting for the transaction of county business or the board of county commissioners.

(2) "Election laws" does not include city charter or ordinance provisions relating to elections.

(3) "Local election official" means any person who is:

(a) An official of any election precinct or school or other district or public corporation, other than a city, organized for public purposes and located in whole or in part in the county; and

(b) Authorized or required by law to perform functions in connection with elections held in such election precinct or school or other district or public corporation, other than a city, organized for public purposes. [1957 c.608 §1]

246.020 [Repealed by 1957 c.608 §231]

246.021 Time within which election documents must be received by election officer. All declarations of candidacy for nomination for a public office, completed nominating petitions, statements and portrait cuts for Official Voters' Pamphlets, reports of election campaign contributions and expenditures, initiative and referendum petitions and other papers and documents of like nature, required by law to be filed with the Secretary of State, county clerk, county registrar of elections, city clerk, recorder, auditor or other elections officer, not later than a specified number of days prior or subsequent to election, must be delivered to and actually received at the office of the designated official not later than 5 p. m. of the last day permitted by law for such filing. [Formerly 246.510]

246.030 [Repealed by 1957 c.608 §231]

246.040 [Repealed by 1957 c.608 §231]

246.050 [Repealed by 1957 c.608 §231]

246.060 [Repealed by 1957 c.608 §231]

246.070 [Repealed by 1957 c.608 §231]

246.080 [Repealed by 1957 c.608 §231]

246.090 [Repealed by 1957 c.608 §231]

246.100 [Repealed by 1957 c.608 §231]

SECRETARY OF STATE

246.110 Secretary of State as chief election officer. The Secretary of State is the chief election officer of this state, and it is his responsibility to obtain and maintain uniformity in the application, operation and interpretation of the election laws. [1957 c.608 §2]

246.120 Directives and instructions to county clerks. In carrying out his responsibility under ORS 246.110, the Secretary of State shall cause to be prepared and distributed to each county clerk detailed and comprehensive written directives and instructions relating to and based upon the election laws as they apply to elections, registration of electors and voting procedures which by law are under the direction and control of the county clerk. Such directives and instructions shall include sample forms of ballots, papers, documents, records and other materials and supplies required by such election laws. The Secretary of State, from time to time, shall cause to be prepared and distributed to each county clerk such written corrections of such directives and instructions as are necessary to maintain uniformity in the application, operation and interpretation of and to reflect changes in the election laws. Each county clerk affected thereby shall comply with such directives and instructions, and corrections thereof. [1957 c.608 §3]

246.130 Advice and assistance to county clerks. In carrying out his responsibility under ORS 246.110, the Secretary of State shall assist and advise each county clerk with regard to the application, operation and interpretation of the election laws as they apply to elections, registration of electors and voting procedures which by law are under the direction and control of the county clerk. [1957 c.608 §4]

246.140 Conferences for county clerks; compliance with instructions. In carrying out his responsibility under ORS 246.110, the Secretary of State, not less than 120 days and not more than 200 days before the general primary election, shall cause to be organized and conducted at convenient places and times in this state at least three conferences on the administration of the election laws. The Secretary of State shall cause written notice of the place and time of each conference to be given to each county clerk.

DUTIES OF THE REGISTRAR OF ELECTIONS (CONTINUED)

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Each county clerk or his designated deputy shall attend at least one of the conferences and shall comply with the instructions given under the authority of the Secretary of State at each conference such county clerk attends.

[1957 c.608 §5; 1959 c.263 §1]

246.150 Rules and regulations. Subject to and in accordance with any applicable election law, other than ORS 246.110 to 246.140, 246.810 and 246.820, the Secretary of State may promulgate such rules and regulations as he considers necessary to facilitate and assist in achieving and maintaining a maximum degree of correctness, impartiality and efficiency in his administration of the election laws, other than ORS 246.110 to 246.140, 246.810 and 246.820.

[1957 c.608 §8]

246.160 Compilations and digests of election laws; distribution of supplies and materials to county clerks. The Secretary of State shall:

(1) Prepare and cause to be printed, in appropriate and convenient form, periodic compilations and digests of the election laws.

(2) Distribute in appropriate quantities to the county clerks for use by such county clerks and by election boards, copies of such compilations and digests and such supplies and materials necessary to the conduct of elections as the Secretary of State considers appropriate, including poll books, tally sheets, return sheets and abstract of votes sheets.

(3) Make such compilations and digests available for distribution, free or at cost, to interested persons.

[1957 c.608 §125; 1963 c.455 §1; part renumbered 246.170]

246.170 Election Supply Service Revolving Account. There hereby is established in the General Fund of the State Treasury an account to be known as the Election Supply Service Revolving Account. All moneys received by the Secretary of State under ORS 246.160 shall be deposited therein; and all moneys in the account hereby are appropriated continuously to the Secretary of State for the payment of expenses incurred in performing the functions described in ORS 246.160.

[Formerly part of 246.160]

246.180 to 246.200 [Reserved for expansion]

COUNTY CLERK; REGISTRAR OF ELECTIONS

246.210 County clerk to supervise local election officials. Subject to and in accordance with the directives and instructions prepared and distributed or given under the authority of the Secretary of State under ORS 246.120 or 246.140, each county clerk may exercise general supervision of the administration of the election laws by each local election official in his county for the purpose of achieving and maintaining a maximum degree of correctness, impartiality, efficiency and uniformity in such administration by local election officials. If two or more county clerks exercise general supervision under this section of the administration of the election laws by the same local election official, such county clerks shall cooperate and coordinate to insure uniformity of such general supervision.

[1957 c.608 §9]

246.220 Directives and instructions of county clerk. Each county clerk may prepare and issue such directives and instructions as he considers necessary to facilitate and assist in carrying out his exercise of general supervision under ORS 246.210. Such directives and instructions shall be directed to and shall be complied with by each local election official affected thereby. Each county clerk shall distribute to each local election official affected thereby a copy of each directive or instruction prepared and issued under this section. Each county clerk may make available for distribution, free or at cost, to other interested persons such directives and instructions.

[1957 c.608 §10]

246.230 Duties in connection with administration of election laws. In carrying out his exercise of general supervision under ORS 246.210, each county clerk may:

(1) Subject to and in accordance with any applicable election law, devise and prescribe for use by each local election official in his county in the administration of the election laws the contents, forms, character and kinds of ballots, papers, documents, records and other materials and supplies required or permitted by the election laws or otherwise necessary in such administration by such local election officials. Each local election official shall use such ballots, papers, documents, records and other materials and supplies so prescribed.

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(2) Require each local election official in his county to submit reports pertaining to the administration of the election laws by such local election official. Each local election official shall comply with any such requirement.

(3) Inspect and observe the administration of the election laws by any local election official in his county.

(4) Carry on a program of inservice training for local election officials in his county by periodically distributing to them such bulletins, manuals and other informational and instructional materials and by establishing and conducting such classes of instruction pertaining to the administration of the election laws by local election officials as the county clerk considers desirable.
[1957 c.608 §11]

246.240 Advice and assistance to local election officials. In carrying out his exercise of general supervision under ORS 246.210, each county clerk, upon reasonable request from any local election official in his county, shall furnish to such local election official such advice and assistance pertaining to the administration of the election laws by such local election official as the county clerk considers proper under the circumstances.
[1957 c.608 §12]

246.250 Personnel; equipment, materials and facilities; payment of expenses; administering oaths. (1) The county clerk may employ such personnel and procure such equipment, supplies, materials, books, papers, records and facilities of every kind as he considers necessary to facilitate and assist in carrying out his functions in connection with administering the election laws.

(2) The necessary expenses incurred by the county clerk in administering the election laws, including reasonable rental for polling places, shall be allowed by the county court and paid out of the county treasury.

(3) The county clerk and his deputies may administer oaths and affirmations in connection with the performance of their functions in administering the election laws.
[1957 c.608 §14]

246.260 Preparation and use of materials and supplies by county clerk. Subject to any applicable election law, the county clerk may devise, prepare and use in his administration of the election laws the ballots, papers, documents, records and other mate-

rials and supplies required or permitted by the election laws or otherwise necessary in such administration by such county clerk.
[1957 c.608 §15]

246.270 Office hours of county clerk on election days. On the day of any general, special or primary election held throughout the county, the county clerk shall keep his office open for the transaction of business pertaining to the election from the time the polls are opened in the morning continuously until the polls are closed.
[1957 c.608 §18]

246.280 to 246.290 [Reserved for expansion]

246.300 Registrar of elections in Multnomah County. (1) In each county with a population of more than 300,000, the county court shall appoint a county officer to be known as the registrar of elections and whose compensation shall be paid from county funds.

(2) The registrar of elections shall perform all the functions which are now or hereafter may be prescribed to be performed by the county clerk in connection with administering the election laws. The registrar of elections and his deputies may administer oaths and affirmations in connection with the performance of their functions.

(3) Upon the appointment and qualification of the registrar of elections the county clerk shall:

(a) Be relieved from the performance of all functions in connection with administering the election laws.

(b) Deliver to the registrar of elections all equipment, supplies, materials, books, papers, records and facilities of every kind in his custody pertaining to such functions.
[1957 c.608 §17]

PRECINCT ELECTION BOARDS

246.310 Precinct election boards. (1) Not less than 30 days preceding the primary election:

(a) The county clerk shall appoint an election board for each precinct. If the poll book of the precinct is divided into two or more separate parts as provided in subsection (1) of ORS 250.310, the county clerk shall appoint an election board for each such separate part.

(b) The county clerk may appoint an additional election board or boards for any precinct in which 100 or more ballots were cast

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at the last general election or in which there are more than 200 registered electors.

(2) Each election board shall consist of three or more clerks, who shall serve for a period not to exceed two years from the date of their appointment, or during the pleasure of the county clerk. The county clerk shall designate one clerk of each board as the chairman thereof.

(3) Each election board clerk shall be a registered elector within the precinct or contiguous precincts for which he is appointed, shall be able to read, write and speak English and may not be a candidate for any office, except precinct committeeman, to be voted for at the election next succeeding his appointment. The clerks of an election board shall not all be members of the same political party. The county clerk shall appoint election board clerks who have the necessary capacity and ability to carry out their functions with sufficient skill and dispatch.

(4) For the purposes of this subsection, the word "board" refers to the counting board. The board shall consist of not less than four clerks. The Secretary of State shall issue an administrative order outlining the duties of each of these clerks.

(5) In the event of a vacancy in the office of election board clerk by reason of death, removal from the precinct or contiguous precincts, disqualification or excusal by the board for sufficient cause, the county clerk shall appoint a qualified person to fill the vacancy for the unexpired term.

[1957 c.608 §22; 1959 c.317 §1; 1963 c.37 §1; 1963 c.159 §1]

246.320 Notifying appointees and posting their names; hearing and determining objections; filling vacancies. (1) Immediately after the appointment of election board clerks as provided in subsection (1) of ORS 246.310, the county clerk shall:

(a) Make and certify a list of the names of the persons appointed for each precinct, post the list in a conspicuous place in his office and keep it posted for five days and promptly send a copy of the list by mail to the chairman of the county central committee of each major political party, as defined in ORS 248.010.

(b) By mail, notify each person appointed of his appointment and request his acceptance in writing, and shall keep a record of all notifications and acceptances.

(2) Within five days after the posting of the list as provided in subsection (1) of this

section, any elector may file with the county clerk, without charge, any objection or suggestion respecting the appointments, with view to having them revised by the county clerk. The county clerk shall hear and consider all objections and suggestions so filed with him.

(3) The county clerk, after he has heard and considered all objections and suggestions filed with him as provided in subsection (2) of this section, if any, shall:

(a) Make and certify a revised list of names of the persons appointed for each precinct, keep the list available for public inspection in his office for two years and promptly send a copy of the list by mail to the chairman of the county central committee of each major political party, as defined in ORS 248.010.

(b) By mail, notify each person, if any, whose name appears on the revised list but not on the original list of his appointment and request his acceptance in writing, and shall, by mail, notify each person, if any, whose name appears on the original list but not on the revised list of the cancellation of his appointment. The county clerk shall keep a record of all notifications and acceptances under this paragraph.

(4) If any person whose appointment as election board clerk is not canceled fails to accept the appointment within two weeks after being notified, the county clerk shall appoint another qualified person in the same manner as the filling of a vacancy in the office of election board clerk.

[1957 c.608 §23]

246.330 Compensation of election board clerks. Each election board clerk shall be compensated at a rate of not less than \$10 per hour and not less than \$6 per day. The specific compensation shall be fixed and allowed by the county court and paid out of the county treasury.

[1957 c.608 §24]

246.340 Meetings with county clerk. Not less than three days before each primary or regular biennial general election, each county clerk shall meet at a convenient place and time with all election board clerks appointed under ORS 246.310 for the purpose of advising and instructing such election board clerks with regard to the proper election voting procedures to be followed by election board clerks in performing their

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functions. The county clerk shall cause written notice of the place and time of such meeting to be given to each election board clerk. The advice and instruction given under the authority of the county clerk under this section shall conform to any applicable directives and instructions prepared and distributed or given under the authority of the Secretary of State under ORS 246.120 or 246.140.

[1957 c.608 §25; 1959 c.89 §1]

246.350 to 246.400 [Reserved for expansion]

PRECINCTS; POLLING PLACES

246.410 Establishment and division of precincts. (1) Not later than January preceding the primary election the county clerk shall divide the precincts if more than 500 registered electors reside therein. No precinct shall contain more than 500 registered electors. A precinct may contain more than 500 registered electors if the precinct is located in a single multiple dwelling. The county clerk shall fix the boundaries of the precincts and designate the precincts by numbers or names. No precinct in any city with a population of 2,000 or more, according to the latest federal decennial or state census, shall include territory outside the corporate limits of the city.

(2) Subject to the limitations set forth in subsection (1) of this section, at any time after the primary election and before the next succeeding regular biennial general election:

(a) The county clerk shall make such changes in the boundaries of election precincts as are necessary to reflect changes occurring during such period in the corporate limits of any city with a population of 2,000 or more after any such change in corporate limits.

(b) The county clerk shall make such other changes in the boundaries of election precincts as are necessary or convenient for voting purposes.

[1957 c.608 §20; 1959 c.317 §2]

246.420 Designation of polling places. Not later than the tenth day preceding any election the county clerk shall designate one polling place for each election precinct. Wherever practicable the county clerk may designate as a polling place any public building, including any schoolhouse, owned or leased by the state or any political subdivision thereof, and such public building may be used as a polling place without expense to

the county. More than one polling place may be designated in the same building.

[1957 c.608 §21; 1961 c.49 §1; 1961 c.174 §1]

Note: As indicated in the source note to ORS 246.420, that section was amended by two 1961 Acts, i.e., chapters 49 and 174, Oregon Laws 1961. Chapter 49, which was signed by the Governor on March 6, 1961, deleted "Not less than 10 days" and inserted "Not later than the tenth day" in ORS 246.420. Chapter 174, which was signed by the Governor on April 5, 1961, did not include this amendment. Both Acts took effect on August 9, 1961.

246.430 to 246.500 [Reserved for expansion]

246.510 [1955 c.246 §1; renumbered 246.021]

246.520 to 246.800 [Reserved for expansion]

COMPELLING ELECTION OFFICERS TO PERFORM DUTIES

246.810 Duties of district attorney upon notification county clerk has failed to comply with directive or instruction. (1) Any person having knowledge of any failure of a county clerk to comply with a lawful directive or instruction prepared and distributed or given under the authority of the Secretary of State under ORS 246.120 or 246.140 may notify the district attorney of the county. Upon receipt of such notification the district attorney shall proceed immediately to investigate the alleged failure of the county clerk to comply. Upon the conclusion of the investigation the district attorney shall advise and direct the county clerk with regard to how he must proceed in connection with the matter. The county clerk shall proceed immediately to comply with the directive of the district attorney.

(2) If the district attorney, upon the conclusion of an investigation under subsection (1) of this section, determines that the county clerk has failed to comply with a lawful directive or instruction prepared and distributed or given under the authority of the Secretary of State under ORS 246.120 or 246.140, and that such failure to comply involves a violation by the county clerk of any statute, the violation of which is punishable by a criminal penalty or forfeiture of office, the district attorney shall promptly proceed to prosecute such violation by the county clerk.

(3) The remedy provided in this section is cumulative and does not exclude any other remedy provided by law against a county clerk who fails to comply with a lawful directive or instruction prepared and distributed or given under the authority of the Secretary of State under ORS 246.120 or 246.140, or who violates any statute.

[1957 c.608 §6]

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246.820 Mandamus to compel county clerk to comply with directive or instruction.

(1) Whenever it appears to the Secretary of State that a county clerk has failed to comply with a lawful directive or instruction prepared and distributed or given under the authority of the Secretary of State under ORS 246.120 or 246.140, the Secretary of State may apply to the appropriate circuit court or a judge thereof for a writ of mandamus to compel the county clerk to comply with such directive or instruction. In any such mandamus proceeding it is a defense that the directive or instruction in question is unlawful.

(2) The remedy provided in this section is cumulative and does not exclude any other remedy provided by law against a county clerk who fails to comply with a lawful directive or instruction prepared and distributed or given under the authority of the Secretary of State under ORS 246.120 or 246.140.

[1957 c.608 §7]

246.830 Procedure where local election official fails to comply with law, directive or instruction. (1) Whenever it appears to a county clerk that any local election official in his county has failed to comply with any election law or any directive or instruction prepared and issued by the county clerk under ORS 246.220, the county clerk may issue an order to such local election official. The order shall specify in what particular the local election official has failed to comply, indicate the proper manner of compliance and direct the local election official to so comply with such law or directive or instruction within a designated reasonable time.

(2) If the local election official fails to comply as directed by the order of the county clerk, the county clerk may apply to a judge of the circuit court for the county in which the county clerk holds office for an order, returnable within five days from the date thereof, to compel the local election official to comply with the order of the county clerk or to show cause why he should not be

so compelled. Upon receipt of the application of the county clerk the judge shall issue an appropriate order, which shall be final. The judge shall dispose of the matter as soon as possible and not more than 10 days after the order is returned by the local election official.

(3) The remedy provided in this section is cumulative and does not exclude any other remedy provided by law against the non-complying local election official.

[1957 c.608 §13]

246.840 to 246.900 [Reserved for expansion]

APPEALS FROM ELECTION OFFICIALS

246.910 Appeal from Secretary of State or county clerk to courts. (1) Any person adversely affected by any act or failure to act by the Secretary of State or a county clerk under any election law, or by any order, rule, regulation, directive or instruction made under the authority of the Secretary of State or of a county clerk under any election law, may appeal therefrom to the circuit court for the county in which the act or failure to act occurred or in which the order, rule, regulation, directive or instruction was made or in which such person resides.

(2) Any party to the appeal proceeding in the circuit court under subsection (1) of this section may appeal from the decision of the circuit court to the Supreme Court.

(3) The circuit courts and Supreme Court, in their discretion, may give such precedence on their dockets to appeals under this section as the circumstances may require.

(4) The remedy provided in this section is cumulative and does not exclude any other remedy provided by law against any act or failure to act by the Secretary of State or a county clerk under any election law or against any order, rule, regulation, directive or instruction made under the authority of the Secretary of State or a county clerk under any election law.

[1957 c.608 §19]

246.920 to 246.980 [Reserved for expansion]

246.990 [Repealed by 1957 c.608 §231]