- 1 HB719
- 2 119876-1
- 3 By Representatives Drake, Moore (P), Treadaway and Todd
- 4 RFD: Jefferson County Legislation
- 5 First Read: 11-MAR-10

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11 AN ACT

Relating to counties with a Class 1 municipality; to establish an elected county council, an elected chief executive, and an appointed county manager; to establish the duties, responsibilities, and authority of the county council, chief executive, and county manager; to establish the compensation for county council members and the chief executive; to exempt the county manager from any merit system; to establish qualifications for county council members, the chief executive, and the county manager; to establish limits on county council and chief executive office expenses; to establish requirements for a comprehensive fiscal plan; to establish sunset review provisions for the departments of county governments; to establish authority for appointing members of the governing boards; to establish agenda initiative and voter referendum provisions; and to further

A BILL

TO BE ENTITLED

- 1 provide requirements for the administrative code of counties
- with a Class 1 municipality.

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- 3 BE IT ENACTED BY THE LEGISLATURE OF ALABAMA:
- Section 1. For the purposes of this act, the following terms shall have the following meanings:
- 6 (1) ADMINISTRATIVE CODE. The administrative code of a county with a Class 1 municipality.
 - (2) AGENCY. Any county-related board, commission, district, committee, council, or other governmental entity which has been created or established by the county or to which the chief executive or the county council has the power of appointment, except for any authority or unit of local government created pursuant to state law, and any voluntary advisory board established by the chief executive or by the county council.
 - (3) BALANCED ANNUAL CAPITAL BUDGET. A budget in which the identified sources of funds equal the proposed capital expenditures.
 - (4) BALANCED ANNUAL OPERATING BUDGET. A budget in which the beginning fund balances plus the estimated revenues must equal appropriated expenditures plus ending fund balances, where such fund balances are not less than zero dollars.
 - (5) BUSINESS DAY. Any day that is not a Saturday, Sunday, or a legal holiday.
- 26 (6) COUNTY. A county with a Class 1 municipality.
- 27 (7) DAYS. Calendar days.

- 1 (8) ELECTED POLITICAL OFFICE. Any federal, state, 2 county, or municipal position which is elected.
- 3 (9) INITIATIVE. The filing of a petition containing 4 a proposal for county council action.

- (10) LAW. Those laws of the United States of America and the State of Alabama as may be in effect from time to time, that the county is required to observe and adhere to in the exercise of county powers and discharge of county obligations.
- (11) LOCALLY LEVIED TAX REVENUES. Those revenues derived from taxes levied by the governing body of the county.
- (12) SEATED MEMBERS. The members holding county council seats that are not vacant.
- (13) SUNSET REVIEW. All county departments, agencies, and functions shall have a specified expiration date and shall not continue to exist beyond this date without the affirmative action of the county council.
- (14) VOTER. A person who is lawfully registered to vote.

Section 2. This act shall not limit in any way the jurisdiction, rights, powers, or autonomy of the municipal governments in the county. The county shall not force the annexation, merger, or consolidation of municipalities. The county shall not exercise any power or function within a municipality that is being exercised by that municipality unless permitted by the municipality.

Section 3. This act shall not alter in any way, shape, or form the tax structure of the county.

Section 4. The government of a county with a Class 1 municipality shall include an elected county council, an elected chief executive, and an appointed professional county manager.

Section 5. The office of county commissioner is abolished upon the swearing in of the county council members and the chief executive.

Section 6. The elected officers of the county shall consist of five county council members, the chief executive, the treasurer, the assistant treasurer, the tax assessor, the assistant tax assessor, the tax collector, and the assistant tax collector.

Section 7. (a) Each elected officer of the county shall have been a resident of the county for at least one year immediately preceding election to the office, or in the case of an appointment to fill a vacancy in office, for at least one year immediately preceding appointment. Each elected officer shall remain a resident of the county for the term of office.

(b) Each county council member elected by district shall have been a resident of that district for at least one year preceding election to the office and shall remain a resident of that district throughout the term of office.

Section 8. (a) Unless otherwise required by law or this act, all elected officers of the county shall be elected

to four-year terms and shall continue to serve in office until
a successor is elected and sworn in. All terms shall commence

14 days after the election, except for the filling of
unexpired terms, in which case the term shall commence upon
the swearing in of the officer. In the event of a contested
election, the term shall commence upon certification of
election results.

(b) The chief executive shall be limited to three consecutive terms of office.

- (c) The county council shall consist of five members who shall be elected by district.
- (d) County council districts shall be the same as the five county commissioner districts existing on the effective date of this act pursuant to Section 11-3-1.1, Code of Alabama 1975.

Section 9. (a) The chief executive may not be a candidate for nomination or election to more than one county office at the same time.

- (b) A county council member may not be a candidate for nomination or election to any elected political office other than that of the county council without having first resigned from the county council.
- (c) County council members and the chief executive may not hold any other elected political office and, except as specifically allowed by this act, may not receive any salary, stipend, or other compensation from the county or any county authority.

Section 10. (a) The compensation of the county council president shall be the same as the compensation of the county commission president serving on the effective date of this act and the compensation of the other county council members shall be the same as the compensation set for county commissioners serving on the effective date of this act. The salaries of the county council members may be increased by ordinance by up to five percent every five years.

- (b) The county council may hire council staff as provided by this act.
- (c) The annual salary of the chief executive shall be five percent greater than the county engineer or finance director, whichever is greater. This salary may be adjusted annually as provided in the administrative code.
- (d) Elected officers may be reimbursed for actual and necessary expenses incurred in the performance of their official duties in accordance with procedures established in the administrative code.

Section 11. The chief executive or a county council member shall forfeit office if, during the term of office, the county council determines that he or she:

- (1) Lacks any qualification prescribed by law or by this act.
- (2) Has been convicted of the embezzlement of public monies, bribery, perjury, or other infamous crime.
- (3) Has been found to be incapacitated by an appropriate court.

(4) Has failed to perform his or her duties of office as required by law, ordinance, or this act for a period of 60 consecutive days unless detained by sickness or prevented by necessary absence from the county. No office shall be declared forfeited for failure to perform required duties until the holder of the office has been given a hearing before the county council, at which time the holder may show cause why he or she should not forfeit the office.

Section 12. (a) The offices of chief executive or county council member shall become vacant upon the death, resignation, or forfeiture of the office, or upon the failure of the officer to assume office after election within 30 days after the scheduled commencement of the term.

(b) If a county council seat becomes vacant, the county council, by an affirmative vote of a majority of the seated members present at any regular or called meeting of the county council, shall appoint an interim county council member within 30 days. The interim county council member shall be qualified under this act to be elected to the office and shall have the same political party affiliation as the former county council member, or in the case of a seat held by a person of no political party affiliation, shall have no political party affiliation. The interim county council member shall hold the vacated seat until the vacancy is filled at the next general election. The person elected at the next general election shall take office as soon as possible after the certification

- of the election and shall serve the unexpired portion of the vacated term.
- (c) If the office of chief executive becomes vacant, 3 the county council, by an affirmative vote of a majority of the seated members present at any regular or called meeting of 5 the county council shall appoint an interim chief executive 6 7 until the vacancy is filled at the next general election. If the county council fails to appoint an interim chief executive 8 within 30 days, the presiding judge of the probate court of 9 the county shall appoint an interim chief executive until the 10 vacancy is filled at the next available general election. 11
- Section 13. The legislative power of the county shall be vested in the county council.
- Section 14. The county council shall have, but not be limited to, the following powers and duties to:

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- (1) Adopt, amend, and repeal ordinances, resolutions, and motions not contrary to the requirements of this act or law.
- (2) Make appropriations, levy taxes, fees, and service charges, and incur indebtedness as permitted by law or by this act.
- 22 (3) Adopt balanced annual operating and capital 23 budgets as provided in this act.
- 24 (4) Adopt an administrative code as provided by this act.
- 26 (5) Confirm or reject appointments within 45 days.

 27 In the event that the county council does not confirm or

- reject an appointment within 45 days, the appointment shall be effective as though the county council had confirmed the appointment.
 - (6) Conduct investigations of county departments, agencies, or functions and issue subpoenas as provided by this act.

- (7) Require, as it deems necessary, attendance of the chief executive at one county council meeting in each quarter of the fiscal year.
- (8) Require, as it deems necessary, the attendance of the county manager at county council meetings and have the county manager provide information as may be required.
- (9) Accept, by ordinance, grants, gifts, or donations, real or personal property on behalf of the county.
- (10) By ordinance, lease, convey, vacate, abandon, or permit the use of county land, buildings, or other real personal property.
- (11) By ordinance or resolution, and in conformity with state law, modify or eliminate any department, agency, or function that no longer meets the needs of the taxpayers of the county.
- (12) Employ a county council clerk and other personnel to serve the county council in the fulfillment of its duties. County council staff shall be subject to the county personnel board. The county council, on a case-by-case basis, may contract for professional services within the

limitations of its annual appropriation as provided by this
act.

Section 15. The county council and its members shall deal with the executive branch exclusively through the chief executive or county manager except for the purpose of obtaining information and advice. Individual county council members may not give orders or instructions, either publicly or privately, to employees of the executive branch.

Section 16. (a) The county council shall organize itself on the first business day of the new term that commences 14 days following each general election. At its organizational meeting, the county council shall elect one of its members as president, one of its members as president pro tempore, and any other officers as the county council deems necessary. The president pro tempore shall be the presiding officer over county council meetings in the absence of the president.

- (b) The county council shall hold regular and special meetings, and establish the time, place, and conditions thereof. Regular meetings shall be held at least twice in each calendar month in separate weeks unless otherwise provided by ordinance.
- (c) The county council shall adopt rules necessary for its organization, procedures, meeting, public participation, and committees.

1 (d) The county council shall take no action in the 2 absence of a quorum that shall consist of a majority of the 3 seated members.

Section 17. (a) Actions of the county council, except as otherwise provided in this act, shall be taken by an affirmative vote of at least a majority of the seated members.

- (b) The county council may override a chief executive veto by an affirmative vote of at least two-thirds of the seated members. Except as otherwise provided in this act, the override vote must occur within 30 days of the veto.
- (c) All ordinances and resolutions shall be introduced in writing. Each ordinance and resolution shall contain no more than one subject which shall be clearly expressed in its title.
- (d) The county council shall give public notice of the introduction of each ordinance or resolution as provided in the administrative code.
- (e) No ordinance or resolution may be voted on until it has been read, by title and summary, at two county council meetings separated by at least seven days and the public has been given the opportunity to comment on the ordinance or resolution. The county council may act on ordinances and resolutions at the same meeting as the second reading. Except for ordinances levying taxes, the requirement of the second reading may be waived by an affirmative vote of at least two-thirds of the seated members.

1 (f) Except as provided in this act, all adopted 2 ordinances and resolutions shall be signed by the presiding 3 officer and delivered to the chief executive within three 4 business days of adoption.

- (g) If the chief executive approves any ordinance or resolution, the chief executive shall sign and return it to the county council clerk within seven days after receiving it.
- (h) If the chief executive disapproves any ordinance or resolution, the chief executive shall veto it by returning it unsigned to the county council within seven days with written objections. The objections shall be part of county council proceedings.
- (i) Any ordinance or resolution not returned within seven days shall be effective in the same manner as if the chief executive had signed it.
- (j) The county council shall establish a procedure in the administrative code for the adoption of emergency ordinances and resolutions.

Section 18. The county council shall adopt by ordinance, and amend as needed, an administrative code that provides a complete plan of organization, departmental structure, and operation for the county government. The administrative code shall include, at a minimum, a procedure for the adoption of emergency ordinances, resolutions, and appropriations, procedures for public notification of official actions, procedures for initiative and referendum, procedures for adjusting the compensation of the chief executive and

reimbursing the expenses of elected officers, a personnel
system, components of the comprehensive fiscal plan, sunset
review procedures, the powers of the county manager while
serving as temporary chief executive, a competitive
procurement system, and a table of organization for all
departments and agencies.

Section 19. The executive and administrative power of the county shall be vested in the executive branch. The executive branch shall consist of the chief executive, the manager, the law department, and other departments and agencies as are established in the administrative code.

Section 20. The powers and duties of the chief executive include, but are not limited to, the power and duty to:

- (1) Enforce the ordinances and resolutions of the county, the provisions of this act, and the laws of the United States of America and the State of Alabama pertaining to the government of the county.
- (2) Represent the county, or designate a county representative, in all meetings and negotiations with the heads of other governmental or quasi-governmental bodies.
- (3) Represent the county, or designate a county representative, in all meetings and negotiations involving economic development.
- (4) Approve or reject ordinances and resolutions passed by the county council as provided by this act.

1 (5) Control and be accountable for the
2 administration of all departments and agencies except those
3 specifically placed under the jurisdiction of any other
4 officer by law or by this act.

- (6) Submit to the county council the comprehensive fiscal plan as provided by this act.
- (7) Appoint the county manager and the county attorney with the consent of the county council.
- (8) Make appointments to authorities and agencies as permitted by law and recommend to the county council the establishment and elimination of authorities and agencies.
- (9) Negotiate, award, and sign, or cause to be negotiated, awarded, and signed on behalf of the county, all contracts, agreements, and other instruments, except as provided in subdivisions (9) and (10) of Section 14.
- (10) Submit proposed ordinances, resolutions, and other related matters to the county council.
- (11) Call special meetings of the county council as necessary.
- (12) Attend and participate in designated quarterly meetings and, as the chief executive deems necessary, additional meetings of the county council. The chief executive may not vote at meetings of the county council.
- (13) Give an annual state of the county address and other reports as the county council may require from time to time.

1 (14) Declare and take appropriate action to meet a state of emergency.

(15) Designate in writing the county manager or another administrative officer of the county to exercise the powers and perform the duties of the chief executive during a temporary absence or disability of the chief executive.

Section 21. The county attorney shall be a member in good standing of the Alabama State Bar and shall be the chief legal officer of the county and serve as the director of the law department.

Section 22. The county manager shall be appointed on the basis of administrative abilities as determined through professional preparation and relevant experience.

Section 23. The county manager shall serve as the chief administrative officer of the county, responsible to the chief executive for the administration of county operations placed in the charge of the county manager by ordinance, by the chief executive, or by this act. The county manager shall have the following powers and duties:

- (1) To implement policies established by the chief executive and the county council for the administration of county operations.
- (2) To supervise all executive branch departments and agencies except the law department.
- (3) In consultation with the chief executive, to appoint and remove the directors of all executive branch departments except the law department.

1 (4) To prepare and administer a personnel system as 2 provided by this act.

- (5) In accordance with the administrative code, to hire, discipline, or discharge, and delegate the authority to hire, discipline, or discharge, any employee under the jurisdiction of the county manager.
 - (6) To prepare for the chief executive and administer for the county the comprehensive fiscal plan as provided by this act.
 - (7) To advise the chief executive and the county council on the financial condition of the county and make reports as may be required.
 - (8) To evaluate the need for each county department, agency, and function over a four-year sunset review cycle and recommend to the chief executive and the county council the modification or elimination of any department, agency, or function that no longer meets the needs of the taxpayers of the county.
 - (9) To ensure the development, implementation, and maintenance of a management information system dealing with county services and operations.
 - (10) At the direction of the chief executive, to negotiate contracts on behalf of the county.
 - (11) To attend and participate in meetings of any authority or agency of which the chief executive is a member in the absence of the chief executive unless the chief executive designates otherwise.

1 (12) In consultation with the chief executive, to
2 designate in writing, an administrative officer of the county
3 to exercise the powers and perform the duties of the county
4 manager during the temporary absence or disability of the
5 county manager.

- (13) In the event that the office of chief executive becomes vacant, to serve as a temporary chief executive, with those powers provided in the administrative code, until the county council appoints an interim chief executive as provided by this act.
- (14) To perform all other duties required by ordinance or by this act or assigned in writing by the chief executive.
- Section 24. (a) The county manager shall prepare a comprehensive fiscal plan each year consisting of the annual operating and capital budgets, the five-year capital improvement plan, and the budget message. The operating budget shall be prepared in accordance with state law and nationally recognized standards. The operating budget shall be based on the premise that no appropriation in any given year is automatically continued into subsequent years. The specific components of the comprehensive fiscal plan shall be detailed in the administrative code.
- (b) The chief executive shall appear before the county council to present the budget message and to submit the comprehensive fiscal plan no later than 75 days before the end of each fiscal year.

Section 25. The county council shall hold a minimum of two public hearings on the proposed operating and capital budgets at least two weeks before their adoption. Copies of the budgets shall be made available to the public at least one week before the hearings and after adoption.

Section 26. (a) Upon completion of the hearings, but no later than 25 days before the end of the fiscal year, the county council shall adopt, by resolution, balanced annual operating and capital budgets for the next fiscal year. Before adoption, the county council may add, delete, increase, or decrease any appropriation item.

- (b) Prior to adopting the annual operating budget, the county council shall review all estimated tax income and income from all other sources and determine that these combined revenue sources will raise a sufficient sum to meet annual budgeted expenditures. Adoption of the annual operating budget shall constitute the appropriation of the amounts specified as expenditures from the funds indicated.
- (c) All tax rates shall be adopted by ordinance and shall require an affirmative vote of at least two-thirds of the seated members. All tax rates and revenues shall be subject to the limitations established by the Constitution of Alabama of 1901 and state law.

Section 27. Upon adoption or amendment of the annual operating and capital budgets by the county council, the budgets shall be delivered within three days to the chief executive who, within seven days thereafter, may veto any

item. If the chief executive vetoes any item, the chief
executive shall advise the county council in writing of the
reason for the veto. The county council may override the veto
of the chief executive within seven days by an affirmative
vote of at least two-thirds of the seated members.

Section 28. (a) The county council may amend the annual operating budget by resolution with approval of the chief executive. The amended annual operating budget shall be balanced.

- (b) The county council may amend the annual capital budget in accordance with the capital plan at any time during the year. The amended annual capital budget shall be balanced.
- (c) The county council shall establish procedures in the administrative code for making emergency appropriations in accordance with state law.
- (d) If, at any time during the fiscal year, it appears probable to the chief executive that the revenues or fund balances available will be insufficient to finance expenditures for which appropriations have been authorized, the chief executive shall report this to the county council in writing. The chief executive shall indicate the estimated amount of the deficit, take remedial action, and recommend other necessary steps. The county council shall take such action as it deems necessary and appropriate to prevent or reduce any deficit.

Section 29. Each annual operating budget appropriation shall lapse at the close of the fiscal year to

the extent it has not been spent or encumbered. Any
appropriation in the capital budget shall continue in force
until the purpose for which it was adopted has been
accomplished or abandoned.

Section 30. The chief executive may transfer up to 25 percent of any unencumbered appropriation balance within the same department during the last six months of the fiscal year. The county council shall be notified of such transfers before they occur. Upon the recommendation of the chief executive, the county council, by resolution, may make transfers within and between departments and agencies, or to any new account at any time.

Section 31. The need for each county department, agency, and function shall be evaluated through a four-year staggered sunset review process. The procedures for the sunset review shall be established in the administrative code.

Section 32. (a) The chief executive shall make all county appointments to authority, agency, commission, and other organizations, boards, and advisory bodies with the consent of the county council unless otherwise required by this act or other state law.

(b) When existing law requires one or more county commissioners to make appointments to agencies, the appointments shall be made by the chief executive with the consent of the county council unless otherwise required by law or this act.

(c) When existing law or ordinance requires one or more county commissioners to be members of an agency, the chief executive shall serve as a member and shall appoint additional members so that the total number of members, including the chief executive and additional appointed members, shall be equal to the number of commissioners that are required to be members of the agency. The appointment of the additional members shall be with the consent of the county council unless otherwise required by law or ordinance.

Section 33. The voters of the county shall have the power to propose ordinances by petition for consideration by the county council. Each proposed ordinance shall be germane to county government and limited to one subject which shall be clearly expressed in its title. Any petition signed by 500 voters of the county and presented to the county council shall be considered by the county council within 60 days of receipt. Procedures for referendum petitions shall be established in the administrative code.

Section 34. (a) The voters of the county shall have the power to propose ordinances by petition for consideration by the voters of the county. Each proposed ordinance shall be germane to county government and limited to one subject which shall be clearly expressed in its title.

(b) The proposed ordinance detailed in any petition signed by voters of the county comprising three percent of the number of voters in the county voting for the office of Governor in the most recent gubernatorial general election

shall be placed on the ballot and considered by the voters at the next primary or general election.

- (c) If approved by a majority of those voting, the ordinance shall become effective in accordance with its terms. Any ordinance that has been approved by referendum shall not be subject to veto and may not be amended or repealed by the county council for two years following its approval.
- (d) Procedures for referendum petitions shall be established in the administrative code.

Section 35. (a) Upon the effective date of this act, all references in the law to county commissioners shall be deemed to refer to the county council or the chief executive. The county council shall have all legislative powers previously vested in the county commissioners by law, except as provided by this act. The chief executive shall have all executive and administrative powers previously vested in the county commissioners by law, except as provided by this act.

(b) If any provision of this act shall be held by any court of competent jurisdiction to be invalid, such invalidity shall not affect any other provisions of this act. The remaining provisions of this act shall be given full force and effect as completely as if the invalid provision had not been included.

Section 36. At the time of its passage by the Alabama Legislature and approval by the Governor, this act shall be in effect to the extent necessary so that the first election of county council members and the chief executive

shall be conducted under the provisions of this act. Officers to be elected shall be nominated at the primary election to be conducted in 2010 and shall be elected at the general election in November 2010 except as otherwise provided by law.

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Section 37. The chief executive shall present to the county council a proposed administrative code within 120 days after taking office. The county council, by ordinance, shall approve an administrative code within 120 days of its submission to the county council.

Section 38. This act shall become effective immediately following its passage and approval by the Governor, or its otherwise becoming law.