



TO: 2016 Charter Review Commission Members

FROM: Darren Shulman, City Attorney

DATE: January 29, 2016

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As City Attorney, I have been designated as the staff liaison to the Commission. I will help facilitate discussion and evaluation of potential charter amendments. In advance of our first meeting, I wanted to provide you with electronic copies of the following documents:

1. A copy of the current City Charter
2. A copy of the National Civic League's Model City Charter
3. A copy of the proposed changes made during the last Charter Review Commission
4. Minutes from the 2008 Charter Review Commission.

A binder with paper copies of all of these documents will be provided to you at our first meeting on February 4.

Of particular interest is the Model City Charter. Our Charter is based on an older version of the model, so it is possible there will be changes in the updated version that we want to incorporate. I also anticipate we will receive ideas from the community as well as members of the Commission and City Staff.

I look forward to working with you on this important project!

xc: City Council  
R. Thomas Homan, City Manager  
Directors

**CITY OF DELAWARE  
ORGANIZATIONAL MEETING  
2016 CHARTER REVIEW COMMISSION  
COUNCIL CHAMBERS  
1 SOUTH SANDUSKY STREET  
FEBRUARY 4, 2016  
6:00 P.M.**

**AGENDA**

1. Welcome/Introductions
2. Election of Chairman and Vice Chairman
3. Review of Delaware City Charter
4. Community Outreach
5. Set meeting dates  
(The first, second and fourth Thursdays are open)
6. Set agenda for next meeting

**NOTE: The report would need to be completed by July 5 as the Commission is charged with reporting to City Council by July 11, 2016.**

CHARTER - OF THE CITY OF DELAWARE, OHIO  
FOOTNOTE(S):

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**Editor's note**—The Delaware City Charter was adopted originally at the general election on November 6, 1951. Dates appearing in parentheses following a section heading indicate that those provisions were subsequently adopted or amended on the date given.

ARTICLE I. - INCORPORATION, FORM OF GOVERNMENT AND POWERS GENERALLY

SEC. 1. - INCORPORATION; PERPETUAL SUCCESSION.

The inhabitants of the City of Delaware, State of Ohio, within its corporate limits as now or hereafter established, shall continue to be a body politic and corporate by name The City of Delaware, and as such shall have perpetual succession.

SEC. 2. - FORM OF GOVERNMENT; DISTRIBUTION OF POWER.

The municipal government provided by this Charter shall be known as the "council-manager government," the representative branch of which shall consist of a City Council elected by the voters of the City, and shall possess the legislative and executive powers specified in this Charter. The chief executive and administrative officer of the City shall be the City Manager, who shall be chosen by the City Council.

SEC. 3. - POWERS OF CITY GENERALLY.

The City of Delaware shall have all powers of local self-government which now are or which hereafter may be granted by the Constitution or laws of the State of Ohio, either expressly or by implication, as fully as though every such power were expressly stated herein. The statement of or reference to particular powers by this Charter shall not be construed to be exclusive.

(Amended 11-6-84)

SEC. 4. - EXERCISE OF POWERS.

All powers of local self-government which the City of Delaware exercises by virtue of the provisions of the Constitution of Ohio or of this Charter, or of statutes under which it is competent for the City by this Charter to regulate the manner of exercise, shall be exercised in the manner prescribed by this Charter, and, to the extent that this Charter does not specifically prescribe, in such manner as shall be prescribed by ordinance or resolution; and when not prescribed by this Charter or by ordinance or resolution, then in such manner as may now or hereafter be provided by the general laws of Ohio.

(Amended 11-6-84)

SEC. 4A. - CITY PROHIBITED FROM USING EMINENT DOMAIN.

It is the intent of the City of Delaware to protect the private property of its citizens. Notwithstanding any other provision of law, the City is prohibited from using eminent domain to acquire private property for economic development.

Economic Development - The term "economic development" means any activity to increase tax revenue, tax base, employment, or general economic health, when that activity does not result in (1) the transfer of land to public ownership; (2) the transfer of land to a private entity that is a common

carrier, such as a railroad or utility; or (3) the transfer of property to a private entity when eminent domain will remove a harmful use of the land, such as the removal of public nuisances, removal of structures that are beyond repair or that are unfit for human habitation or use, or acquisition of abandoned property.

The limitations of this Section 4A shall not apply after November 20, 2008.

(Added 11-8-05)

## ARTICLE II. - INTERGOVERNMENTAL RELATIONS

### SEC. 5. - INTERGOVERNMENTAL COMMITTEES AND CONTRACTS.

City Council may authorize or require an officer of officers of the City to participate with officers of the County of Delaware and of the City School District of the City of Delaware or with other cities, villages, and political subdivisions in committees and organizations for studying or coordinating programs of finance, taxation, public improvements, and other official activities of all such public authorities, for the purpose of improving public services and facilities by them rendered to the public and for the purpose of effecting economies therein. City Council may authorize contracts with other governmental subdivisions in relation to the performance of the functions of the City, as may be authorized by the Constitution and general laws of Ohio. The City may exercise any of its powers or perform any of its functions and may participate in the financing thereof, jointly or in cooperation, by contract or otherwise, with the United States or any agency thereof or with any one or more states, or subdivisions or agencies thereof.

(Amended 11-6-84)

## ARTICLE III. - CITY COUNCIL

### SEC. 6. - POWERS GENERALLY.

The legislative and executive powers of the City, except the legislative powers reserved to the electors by this Charter, shall be vested in a Council and shall be exercised in the manner hereinafter provided.

### SEC. 7. - COMPOSITION; QUALIFICATIONS.

Council shall consist of seven electors of the City of Delaware elected under the provisions of Sections 111 to 118, inclusive, of this Charter. No person shall be eligible for election to Council from a ward who is not at the time of his/her nomination and of his/her election a resident of such ward. Any person elected to Council from a particular ward who at any time after his/her nomination for a particular term shall cease to be a resident of such ward as the same existed at the time of such nomination, shall thereupon be deemed to have forfeited his/her election to or his/her membership in Council.

### SEC. 8. - ELECTION FROM WARDS AND AT LARGE; TERMS OF OFFICE.

Three members of Council shall be elected from the City at large in the 2009 general municipal election and one Council Member from each of the four wards shall be elected in the 2011 general municipal election.

All Council Members shall be elected for four year terms commencing on the second Monday in

November following their election and ending at 12:01 on the second Monday in November following the general municipal election in the fourth year following his/her election.

(Amended 11-4-08)

SEC. 9. - OATH OF OFFICE.

At 12:01 a.m., on the second Monday following their election, duly elected Council members shall be deemed qualified to assume the duties of office. Each member elected to Council shall publicly take and subscribe to the oath or affirmation of office at the first regular meeting of the term for which he/she was elected, as provided in Section 16 of this Charter or, if he/she be unable to attend that meeting and be excused therefrom by a majority of all the members elected to Council, at the first meeting which he/she shall be able to attend. The oath or affirmation of office shall be in the form provided by Section 123 of this Charter.

(Amended 11-7-00)

SEC. 10. - COUNCIL TO JUDGE ELECTION AND QUALIFICATION OF MEMBERS.

Council shall be judge of the elections and qualifications of its own members, but before any person certified to have been elected to Council by the election authorities shall be excluded or removed from Council on the ground of nonelection or of nonqualification he/she shall be notified of the grounds alleged for disqualifying him/her, and shall be permitted to be heard in person or by counsel, and shall have process to compel the attendance and testimony of witnesses and the production of books, papers, and records in his/her behalf. No such person shall be disqualified by the votes of fewer than four members of Council, nor unless proceedings for his/her disqualification shall be commenced not later than thirty days after the occurrence or discovery of the grounds therefor. The determination of any question in any such proceeding shall not be revoked or set aside by any court except for mistake of law.

SEC. 11. - DISCIPLINE AND EXPULSION OF MEMBERS.

Council may punish its members for violation of its rules or for disorderly behavior, and, with the consent of at least five members, may expel a member from office therefor; but no member shall be expelled unless he/she be notified of the grounds of such expulsion and be given an opportunity to be heard thereon.

SEC. 12. - COUNCIL MAY DECLARE SEATS OF MEMBERS VACANT.

Council shall have the power and it shall be its duty to declare vacant the seat of any person elected to Council who during the term for which he/she was elected shall hold any other employment in the service of the City of Delaware except the office of Mayor, Vice Mayor, member of the City Planning Commission, or Trustee of the Police or Firemen's Pension Fund, or who shall cease to possess the qualifications of his/her office, or who shall do or attempt to do anything contrary to the provisions of Section 52 of this Charter, or who shall be convicted of bribery, corruption, or any other crime involving moral turpitude, or who shall be absent from three consecutive regular meetings of Council unless one or more of absences shall have been excused by Council, or who shall forfeit his/her office by the operation of any other provision of this Charter. The seat of any Council member shall be vacated upon the swearing in of the member to another elected public office.

(Amended 11-7-00)

**SEC. 13. - MANNER OF FILLING VACANCIES, GENERALLY.**

If any member of Council shall die, resign, or be disqualified or expelled or if his/her seat shall be declared vacant, the remaining members of Council shall by the concurrence of at least four votes choose his/her successor, who shall qualify and serve during the remainder of the unexpired term or until a successor shall be elected under the following provisions of this section. If any such vacancy or vacancies shall happen prior to ninety days preceding the date of the general election after the beginning of the term in which such vacancy or vacancies shall happen, a candidate or candidates may be nominated and elected at the next general municipal election, agreeably to the provisions of Sections 111 to 118, inclusive, of this Charter, to complete the term or terms in which such vacancy or vacancies shall have happened. Any person so elected to fill any vacancy shall qualify as a member of Council at the first regular or special meeting thereof occurring after the election authorities shall have certified his/her election. He/she shall be notified of any such special meeting, agreeably to the provisions of Section 16 of this Charter. If prior to the time of such qualification the vacancy to which such person shall have been elected shall have been filled by Council, such appointment by Council shall thereupon be deemed to be terminated. If fewer persons shall be so elected or shall qualify to fill vacancies in terms of members at large of Council than the number of such vacancies which shall have happened prior to such election, the person or persons so elected and qualifying to fill such vacancy or vacancies shall be deemed to have been elected and qualified to fill such vacancy or vacancies which shall have first happened.

(Amended 11-3-70)

**SEC. 14. - MANNER OF RESOLVING TIE VOTES OF APPOINTMENTS TO FILL VACANCIES.**

If any vacancy shall happen more than three months before the expiration of the regular term in which it happens and if by reason of the failure of any person to receive as many as four votes it shall not be filled by Council during the first or second meeting of Council at which it might be filled, (not counting meetings after the fourteenth day of June and before the general municipal election in any year in which such vacancy might be filled by election by the people of a member of Council to complete the unexpired term), lots shall be drawn to determine which of the persons who shall have received votes at the last roll call on such appointment shall be deemed to be chosen to fill such vacancy. If two or more persons shall each have received the same and the highest number of votes on such roll call, all other persons shall be excluded from such lot. If not more than one person shall have received the same vote on such roll call, such lot shall be confined to the persons who shall have received the highest and second highest numbers of votes on such roll call. If two or more persons shall each have received the same and second highest number of votes on such roll call, one of such persons shall first be determined by lot, who shall thereupon be deemed to have received the second highest number of such votes for the purpose of the next foregoing provision. All such lots shall be drawn under the supervision of the City Clerk, at the usual place of meeting of Council. Council may direct such lots to be drawn during its session; otherwise they shall be drawn immediately upon the adjournment of the second session at which Council might have made such choice. Any person eligible to participate in any such lot shall personally draw his/her own lot if he/she be present; otherwise the City Clerk shall appoint another person to draw in behalf of the person who shall be absent. If any person eligible to participate in any such lot shall decline to do so, he/she shall be deemed to have drawn the lower or lowest order therein. Any person deemed to be chosen to be a member of Council pursuant to any such lot shall qualify as such member agreeably to the provisions of Section 13 of this Charter relating to the qualification of persons elected by the people to fill vacancies in Council.

**SEC. 15. - COMPENSATION.**

Each member of Council shall receive a salary payable at such times as may be prescribed by ordinance. Until otherwise fixed by ordinance such salary shall be at the rate one hundred and twenty dollars (\$120) per year. No ordinance fixing or changing the salaries of members of Council shall be passed as an emergency measure, nor shall any increase or decrease made thereby be put into effect before the first day of January next occurring more than ninety days after the passage of such ordinance.

**SEC. 16. - MEETINGS.**

The first regular meeting of each regular term of Council shall convene at 7:00 p.m. on the second Monday following the November municipal election. Council shall meet at the usual place for holding meetings of the Council, and shall proceed to elect a Mayor and Vice Mayor as provided in Section 42 of this Charter. Thereafter Council shall meet at such times as may be prescribed by rule of Council or by ordinance, not fewer than twelve times each year. The Mayor or any three members of Council may call special meetings of the Council upon at least twelve hours' written notice to each member of Council, served personally upon each member or left at his/her usual place of residence. Such notice shall state the subjects to be considered at such special meeting and no other subject shall be considered thereat. All meetings of Council or of committees thereof shall be public, except for executive sessions limited to such subjects and subject to such procedures as are now or hereafter provided by the general laws of Ohio.

(Amended 11-7-00)

**SEC. 17. - RULES OF ORDER AND JOURNAL OF PROCEEDINGS.**

Council shall determine its own rules and order of business and shall keep a journal of its proceedings which shall be open to public inspection at all reasonable times. The journal need only reflect the general subject matter of discussions in executive sessions and the opening and closing time of such sessions.

(Amended 11-6-84)

**SEC. 18. - QUORUM; ATTENDANCE; MANNER OF VOTING GENERALLY.**

Four members of Council shall be a quorum to do business, but a less number may adjourn from time to time and compel the attendance of the absent members in such manner and under such penalties as may be prescribed by ordinance. The affirmative votes of at least four members shall be necessary to pass any ordinance or to adopt any resolution. The vote upon the passage of every ordinance, upon the adoption of every resolution having any force or effect of law, upon every appointment or choice and upon every removal made by Council, and upon any action taken under the provisions of Section 10, Section 11, or Section 12 of this Charter, shall be taken upon a roll call and the vote of every member of Council thereon shall be entered upon the journal.

**ARTICLE IV. - ORDINANCES AND RESOLUTIONS GENERALLY****SEC. 19. - ALL ACTION BY ORDINANCE; EXCEPTION.**

Every measure enacted by Council having the force or effect of law, except such resolutions as are prescribed by general law beyond the power of this Charter to alter, shall be in the form of an ordinance.

**SEC. 20. - SINGLE SUBJECT; READINGS BEFORE PASSAGE; STYLE.**

Every proposed ordinance or resolution shall be introduced in written or printed form, and shall not contain more than one subject, which shall be clearly expressed in the title. The making of general appropriations shall be deemed to be a single subject; no ordinance making appropriations or transfers therein shall contain matter upon any other subject. No ordinance shall be passed until it has been read at three separate meetings, unless upon a roll call this requirement shall have been dispensed with by the affirmative votes of at least five members of Council, and the vote of every member thereon shall be entered on the journal. The final reading shall be in full unless a written or printed copy of the ordinance shall have been furnished to each member of Council at least three hours prior to the commencement of the meeting of Council. The style of all ordinances passed by Council shall be "Be It Ordained by The Council of The City of Delaware, State of Ohio."

**SEC. 21. - MUNICIPAL CODE AND SUPPLEMENTS.**

Any ordinance enacting a complete municipal code or code of ordinances of the City of Delaware, which shall supersede or repeal all general ordinances prior thereto, and any ordinance enacting a complete revision or re-enactment thereof, shall be deemed to be confined to a single subject. All general ordinances enacted after the enactment of any such code or revision thereof shall be enacted as supplements to, amendments of, or as re-enactments or revisions of such code. The ordinance enacting such code and any ordinance enacting a complete revision or re-enactment thereof, shall be published in book form, bearing a certificate of the Mayor and the City Clerk attesting the correctness of such publication, and no other publication thereof shall be required.

Council may from time to time cause to be published in book or pamphlet form supplements to such code, showing all supplementary, amended, revised, and repealed sections of such code as of the time of publishing such supplement; and such supplement shall bear the certificate of the Mayor and the City Clerk attesting its correctness. Such code, and any supplement, so published and certified, shall be received in evidence in any court for the purpose of proving the ordinance or ordinances therein contained or the supplements, amendments, revisions, or repeals therein shown, the same and for the same purposes as the original book, ordinances, minutes, or journals would be received.

**SEC. 22. - MANNER OF AMENDING AND REPEALING.**

No ordinance or section thereof shall be revised, amended, or repealed except by ordinance, and no ordinance or resolution or section of either shall be revised or amended unless the ordinance or resolution making such revision or amendment set forth the full text of the ordinance, resolution, or section as revised or amended; and the ordinance, resolution, or section as it existed prior to such revision or amendment shall be deemed to be repealed. The repeal of any ordinance, resolution, or section whereby another ordinance, resolution, or section was expressly repealed shall not have the effect of reviving or re-enacting such prior ordinance, resolution, or section.

**SEC. 23. - EMERGENCY MEASURES GENERALLY.**

No ordinance or resolution shall be passed or adopted as an emergency measure unless it shall have been introduced as such and unless it shall set forth in the final section thereof a declaration of the circumstances constituting the emergency which exists, necessitating the immediate going into effect of the ordinance or resolution in order to provide for the preservation of the public peace, property, health, safety, or welfare from an immediate danger, or to provide for the usual daily operation of a department or an office of the City. A separate roll call vote shall be had upon such emergency declaration after the third reading and before the final vote upon the passage or adoption

of the measure, and if five members of Council affirmatively so vote, the emergency declaration shall stand as part of the measure, and the affirmative votes of five members of Council shall be required for its passage or adoption. If fewer than five members of Council vote in favor of the emergency declaration it shall not thereafter stand as part of the measure; and the measure as it then stands shall have the same status as though introduced without an emergency declaration. No measure making or amending a grant, renewal, or extension of a franchise or other special privilege, or regulating or fixing the rate or rates to be charged for its service by any public utility, shall ever be passed as an emergency measure.

#### SEC. 24. - EFFECTIVE DATE.

An emergency measure, or a measure to which the referendum is not applicable, shall take effect and be in force on and after the date of its passage as such or on and after such later date as shall be specified in its terms. Every other ordinance or resolution shall take effect and be in force on and after the thirtieth day following its passage or adoption, unless before such time a referendum petition be filed against such measure, or unless a later date therefor be specified in its terms.

#### SEC. 25. - RECONSIDERATION.

The vote by which any measure was passed or adopted may be reconsidered at the same meeting, and the vote by which any measure which does not go into force and effect until a later date shall have been passed or adopted, may be reconsidered at any time before the date of its going into force and effect, but not later than the twenty-ninth day after the vote by which it was passed or adopted. A vote by which any measure failed of passage or adoption may be reconsidered not later than the next regular meeting of Council after such vote.

#### SEC. 26. - PUBLICATION.

Every ordinance and resolution shall upon its final passage or adoption be recorded in a book kept for that purpose, and shall be authenticated therein by the signatures of the Mayor and the City Clerk. Penal and regulatory ordinances, other than those published in the Ohio Revised Code or supplements thereto, shall be published by title with such further statement as may be necessary to indicate the nature of their provisions and penalties if any, and with their respective numbers and dates. Publication shall be made by advertisement in a newspaper of general circulation in the City of Delaware, and shall state that copies of such ordinances are available in the office of the City Manager.

(Amended 11-6-84)

#### ARTICLE V. - INITIATIVE AND REFERENDUM; RECALL

#### SEC. 27. - POWERS RESERVED; DEFINITIONS.

The electors of the City of Delaware hereby reserve to themselves the legislative powers of the initiative and referendum, to be exercised in accordance with the provisions of this Charter, the Ohio Constitution, Article II, Section 1f, and the general laws of the State of Ohio. The initiative is the power reserved to the electors to require the submission to the electors of the question of the passage of ordinances or the adoption of resolutions having the force or effect of law. The referendum is the power reserved to the electors to require the submission to the electors of the question of repealing ordinances passed or resolutions adopted by Council. But nothing in this Charter shall be construed to derogate in any way or to any extent from the operation and effect of Section 5, Section 8, or Section 14 of Article XVIII of the Constitution of Ohio, in respect of measures within the contemplation of such

sections.

All initiative and referendum petitions shall be filed with the City Clerk, who shall be responsible for transmittal and certification thereof to the Board of Elections as required by state law. Upon receipt of an initiative or referendum petition, the Clerk of Council shall, within ten days after such receipt, notify Council thereof, and provide each member of Council with a copy of such petition.

(Amended 11-3-92)

SEC. 28. - INITIATIVE PETITION; REQUIREMENTS GENERALLY.

**Editor's note**— Former Section 28 was repealed by the voters on November 3, 1992.

SEC. 29. - INITIATIVE PETITION; FORM AND CONTENT.

**Editor's note**— Former Section 29 was repealed by the voters on November 3, 1992.

SEC. 30. - INITIATIVE PETITION; FILING AND VERIFICATION; SUPPLEMENTAL PETITIONS.

**Editor's note**— Former Section 30 was repealed by the voters on November 3, 1992.

SEC. 31. - INITIATIVE PETITION; ACTION BY COUNCIL.

**Editor's note**— Former Section 31 was repealed by the voters on November 3, 1992.

SEC. 32. - INITIATIVE PETITION; PROCEDURE WHERE COUNCIL FAILS TO PASS ORDINANCE OR RESOLUTION.

**Editor's note**— Former Section 32 was repealed by the voters on November 3, 1992.

SEC. 33. - VERIFICATION OF AND ACTION ON ADDITIONAL PETITIONS.

**Editor's note**— Former Section 33 was repealed by the voters on November 3, 1992.

SEC. 34. - REFERENDUM GENERALLY; FORM AND CONTENT; INVALIDITY OR INSUFFICIENCY; ACTION.

**Editor's note**— Former Section 34 was repealed by the voters on November 3, 1992.

SEC. 35. - REFERENDUM; SUSPENSION OF EFFECTIVE DATE OF NONEMERGENCY MEASURES.

**Editor's note**— Former Section 35 was repealed by the voters on November 3, 1992.

SEC. 36. - REFERENDUM; EFFECT ON OTHER MEASURES; EFFECTIVE DATE OF REPEAL.

Passage as an emergency measure shall not exempt any measure from the referendum, but the filing of a referendum petition shall not suspend or postpone the going into force or effect of an emergency measure. The referendum shall not be applicable to ordinances making or repealing appropriations or to ordinances transferring items of appropriations of money, to the annual tax budget or to the annual tax levy upon tangible real and personal property, to any measure providing for the discharge of any obligation legally due from the City, to any measure under the Constitution or laws of Ohio or under this Charter submitting any question or measure to the vote electors, to measures directing the performance of any official duty or providing for any investigation or report under the authority of this Charter, to resolutions not having the force or effect of law, to any repealing measure passed by Council in compliance with a referendum petition, or to any measure relating to any public improvement subsequent to the measure determining to proceed therewith, nor to any measure passed or adopted more than twenty-nine days prior to the filing of a referendum petition against it. No referendum petition shall be received against any measure to which the referendum is not applicable. The timely filing of a referendum petition, which purports and appears to be valid and sufficient, against any measure to which the referendum is applicable, shall, if such measure be not an emergency measure, stay the going into effect of such measure until it shall be determined that such

referendum petition is invalid or insufficient, and otherwise until the result of the referendum election thereon shall be determined. If a majority of those voting on the question disapprove the measure sought to be repealed it shall be thereby immediately repealed.

SEC. 37. - BALLOTS AND ELECTIONS.

**Editor's note**— Former Section 37 was repealed by the voters on November 3, 1992.

SEC. 38. - PRELIMINARY ACTION PENDING REFERENDUM.

**Editor's note**— Former Section 38 was repealed by the voters on November 3, 1992.

SEC. 39. - EFFECTIVE DATE OF MEASURES.

**Editor's note**— Former Section 39 was repealed by the voters on November 3, 1992.

SEC. 40. - CONFLICTING MEASURES.

If two or more initiated or referendum measures approved at the same election conflict in respect of any of their provisions they shall go into force and effect in respect of such of their provisions as are not in conflict, and that measure receiving the highest affirmative vote shall prevail in so far as their provisions conflict.

SEC. 40A. - RECALL.

Any Council member may be removed from office by the qualified voters of the City of Delaware. No such Council member may be removed unless he or she has served a minimum of one (1) year of his or her term of office. No Council member may be subject to recall more than twice a term. A petition for a subsequent recall may not be filed sooner than one year from the date of the certification of the previous recall election.

A petition demanding that the question of removing a Council member be submitted to the electors shall be addressed to Council and filed with the Clerk of Council. Such petition shall be circulated by a resident or residents of the City and shall be signed by the qualified voters of the City. In the case of a Council member elected at large, such petition must be signed by at least twenty percent (20%) of the total number of qualified voters registered to vote in the City at the time of the last general election; further, a minimum of at least one-fourth (1/4) of these required signatures must be from each of the four wards. In the case of a Council member elected from a ward, such petition must be signed by at least twenty percent (20%) of the total number of qualified voters registered to vote in the ward at the time of the last general election. Such petition shall contain the name and office of the person whose removal is sought and a statement in not more than two hundred (200) words of the grounds for the removal.

If the Clerk of Council shall find the petition sufficient, the Clerk shall promptly certify to Council and shall deliver a copy of such certificate to the Council member whose removal is sought, and make a record of such delivery. If such Council member shall not resign within five (5) days after such delivery shall have been made, the Council shall fix a day for holding a recall election not less than thirty (30) days nor more than forty-five (45) days from the date of delivery.

The ballots at such recall shall, with respect to each person whose removal is sought, submit the question: "Shall (name of person) be removed from the office of City Council by recall?" Immediately following each such question, there shall appear on the ballot the two propositions in the order set forth: "For the recall of (name of person)", "Against the recall of (name of person)". Electors may vote for either proposition.

(Added 11-7-00)

#### ARTICLE VI. - CITY CLERK

##### SEC. 41. - APPOINTMENT; DUTIES GENERALLY; TERM.

Council shall appoint a City Clerk, whose duty it shall be to keep the journal and other records of Council and to perform such other duties as Council may require, consistently with the provisions of this Charter. The City Clerk and other employees of Council shall serve during the pleasure of Council. Council shall make provision by ordinance for the appointment of an Acting Clerk who shall perform the duties of the City Clerk during absence or disability, or during temporary vacancies in the office of the City Clerk.

(Amended 11-3-92)

#### ARTICLE VII. - MAYOR AND VICE MAYOR

##### SEC. 42. - SELECTION; TERM.

At the first regular meeting of each regular term of Council, Council by the concurrence of at least four votes shall choose one of their number elected from the City at large, to be Mayor, for a term ending with the second Monday following the November municipal election. If no Mayor shall be chosen on the day so appointed therefor, Council shall meet again not later than 7:30 p.m. on the next day and shall then proceed to choose a Mayor. If on such day no person shall have been chosen Mayor before 9:00 p.m. a Mayor shall forthwith be chosen by lot, under the rules applying to the filling of a vacancy in Council by lot. Immediately upon the choice of Mayor another member of Council, likewise elected from the City at large, shall be chosen to be Vice Mayor, in the same manner as the Mayor, to serve during the same term.

(Amended 11-7-00)

##### SEC. 43. - POWERS AND DUTIES OF MAYOR.

The Mayor shall preside at meetings of Council and shall perform such other duties not inconsistent with his/her office as Mayor and as member of Council as may be imposed upon him/her by this Charter or by Council. He/she shall be recognized as the official head of the City for all ceremonial purposes, by the Governor for military purposes, and by the courts for the purpose of serving civil process. Nothing in this Charter shall be construed either to deprive the Mayor of his/her vote as a member of Council or to give him/her any power of veto.

##### SEC. 44. - ABSENCE OR DISABILITY OF MAYOR; SUCCESSION IN CASE OF VACANCY; PRESIDENT PRO TEM.

If the Mayor shall be absent or disabled the Vice Mayor shall act as Mayor during the continuance of the absence or disability of the Mayor. If a vacancy shall happen in the office of Mayor the Vice Mayor shall succeed to the office of Mayor for the unexpired term. If a vacancy shall happen in the office of Vice Mayor Council shall forthwith choose a Vice Mayor for the unexpired term, agreeably to the provisions for the choice of a Mayor. If both the Mayor and the Vice Mayor be absent or disabled, Council shall choose one of its members to be president pro tempore and to act in the stead of the Mayor.

##### SEC. 45. - SALARY OF MAYOR.

For his/her services as Mayor the Mayor shall receive, in addition to his/her salary as a member of the Council, a salary at the rate of one hundred and twenty dollars (\$120) per year, which may be changed agreeably to the provisions of Section 15 of this Charter governing the change of salaries of members of Council.

#### ARTICLE VIII. - GENERAL EXECUTIVE AND ADMINISTRATIVE OFFICERS

##### SEC. 46. - CITY MANAGER; QUALIFICATIONS, ABSENCE OR DISABILITY.

Council shall appoint a City Manager who shall be the chief executive and administrative officer of the City. The appointee shall be chosen by Council solely on the basis of executive and administrative qualifications and with special reference to actual experience in, or knowledge of the best practices in respect of the duties of the office as set forth in this Charter. The City Manager need not when appointed be a resident of the City of Delaware or of the State of Ohio, but shall reside in the City while performing the duties of the office. No person who is a candidate for election to Council at any election shall be appointed City Manager sooner than the first day of the fourth December after such election, and no person who serves as a member of Council during any term, shall be appointed City Manager until at least one year after the expiration of such term. Council shall designate or provide by ordinance for the designation of some qualified officer in the administrative service of the City who shall perform the duties of the City Manager during absence or disability, or during temporary vacancies in the office of City Manager.

(Amended 11-3-92)

##### SEC. 47. - TERM, SUSPENSION AND REMOVAL OF CITY MANAGER.

The City Manager shall be appointed for an indefinite term, and shall be removable by Council at its pleasure, at least four members concurring therein. Council may at any time suspend the City Manager from the exercise of the duties and powers of his/her office, for not longer than forty days. Any action of Council to remove the City Manager shall be effective at such time as Council shall determine, except that if the City Manager demands a public hearing thereon, the City Manager shall continue in office but under suspension from the exercise of the powers and duties of his/her office until the completion of such hearing, which shall be begun and diligently proceeded with at a time to be appointed by Council, not later than thirty-five days thereafter, nor sooner than seven days thereafter unless the City Manager consents to an earlier day. At such hearing Council shall hear the testimony of the City Manager and of witnesses in his/her behalf and adverse to him/her, and shall receive writings and exhibits in evidence supporting or contradicting the grounds which may be alleged for his/her removal, and the City Manager may have process to compel the attendance and testimony of witnesses and the production of books, papers, records, accounts, and exhibits in his/her behalf. The action of Council in removing the City Manager shall be final, it being the intent of this Charter to vest all authority and fix all responsibility for such removal in Council. If Council removes the City Manager it shall immediately enter upon its journal a statement of its reasons for such removal, and if the City Manager within two weeks after his/her removal shall submit a statement in reply to the statement of Council his/her statement also shall be entered upon the journal of Council.

##### SEC. 48. - DUTIES GENERALLY OF CITY MANAGER.

It shall be the duty of the City Manager to act as chief conservator of the peace within the City; to supervise the administration of the affairs of the City; to see that the ordinances of the City and the laws of the State are enforced; to make such recommendations to Council concerning the affairs of the

City as may seem to him/her desirable; to keep Council advised of the financial condition and future needs of the City; to prepare and submit to Council the annual tax and appropriation budgets of the City; to prepare and submit to Council an annual report and such other reports as may be required; and to perform such other duties as may be prescribed by this Charter or required of him/her by ordinance or resolution.

SEC. 49. - RIGHT OF CITY MANAGER AND OTHER OFFICERS TO TAKE PART IN COUNCIL MEETINGS.

The City Manager shall have the right to take part in the discussion of all matters coming before Council, and the other administrative officers shall be entitled to take part in all discussions relating to their respective departments and offices.

SEC. 50. - APPOINTMENT, SUSPENSION AND REMOVAL OF SUBORDINATES OF CITY MANAGER.

The City Manager shall be responsible to Council for the proper execution and administration of all affairs of the City appertaining to him/her as chief executive and administrative officer, and to that end, subject to the civil service provisions of this Charter, he/she shall have power to appoint, suspend, and remove all officers and employees in the service of the City, for whose appointment this Charter makes no other provision. But the City Manager may authorize the head of a department or office responsible to him/her to appoint, suspend, and remove subordinates in such department or office. Appointments made by or under the authority of the City Manager shall be made on the basis of executive ability and on the training, experience, and fitness of such appointees in the work which they are to perform.

SEC. 51. - DUAL CAPACITY OF DEPARTMENT HEADS AND CITY MANAGER; EXCEPTION.

The City Manager may appoint the same person as the head of more than one department or office under the City Manager's supervision, except that neither the City Attorney nor the Director of Finance shall be appointed to any other office or employment under the City other than Acting City Manager. The City Manager may also act as the head of any department or office, except as City Attorney or Director of Finance.

(Amended 11-3-92)

SEC. 52. - COUNCIL NOT TO INTERFERE WITH THE ADMINISTRATIVE SERVICE.

Neither Council nor any of its members or committees shall direct or request the appointment of any person to, or his/her removal or transfer from, office or employment by the City Manager or by any of his/her subordinates, or in any manner take part or interfere in the appointment, discipline, transfer, or removal of officers and employees in that part of the administrative service of the City for which the City Manager shall be responsible. No member of Council shall intercede for or participate as counsel or attorney for any officer or employee subordinate to the City Manager, in any hearing or investigation having to do with the discipline or removal of such officer or employee, except in hearings before Council. Except for purposes of inquiry, Council and its members shall deal with that portion of the service of the City for which the City Manager is responsible solely through the City Manager. Neither Council nor any member thereof shall give orders to any subordinate of the City Manager except as provided in Article XVIII, Section 89, either publicly or privately, either directly or indirectly.

(Amended 11-6-84)

SEC. 53. - AUTHORITY OF COUNCIL OVER DEPARTMENTS AND OFFICES; AUTHORITY OF CITY MANAGER TO PRESCRIBE POWERS.

Council may not abolish any department or office established by this Charter, or diminish or

transfer to any other office or department powers and duties conferred upon any office or department by this Charter. Council may confer powers and impose duties upon such departments and offices in addition to those conferred and imposed by this Charter. Council may by ordinance establish, abolish, divide, or combine departments or offices under the City Manager not enumerated in this Charter, and may by ordinance prescribe the functions, powers, and duties of such departments and offices. The City Manager shall prescribe what officers and employees shall exercise the powers of the City, so far as may be consistent with this Charter and with the ordinances.

#### SEC. 54. - AUTHORITY OF CITY MANAGER TO REQUIRE REPORTS.

The City Manager shall annually, and at such other times as he/she may require or as may be required by action of Council, require a report from each of his/her principal subordinates of the transactions of his/her office or department.

### ARTICLE IX. - CITY ATTORNEY AND CITY PROSECUTOR

#### SEC. 55. - APPOINTMENT; ASSISTANTS; QUALIFICATIONS; DUTIES GENERALLY.

The City Manager shall appoint a City Attorney who shall be the chief law officer of the City, and such assistants, employees, and special counsel as shall be required by the work of the office. The City Attorney shall be an attorney-at-law admitted to practice in the State of Ohio. He/she shall be the legal advisor of and attorney and counsel for the City and for all officers and departments thereof in all matters relating to their official duties and powers, and shall, when so requested, give his/her opinion or advice as such in writing. He/she shall prosecute or defend or direct the prosecution or defense, as the case may require, in all civil suits or cases in which the City may be a party. He/she shall be responsible for the preparation of all contracts, bonds, and other instruments in writing in which the City is concerned, and shall endorse on each his/her approval of the form and correctness thereof. He/she shall collect all delinquent special assessments not collected by the County Treasurer as the same may be due. The City Manager shall appoint a City Prosecutor and such assistants, employees, and special counsel as shall be required by the work of the office. The Prosecutor shall prosecute in the Municipal Court, or similar court which may be established by law, for the City of Delaware, for all offenses against the ordinances of the City and for such offenses against the laws of the State as State law may require City solicitors to prosecute for. The City Attorney and the City Prosecutor shall perform such other duties of a legal nature as Council by ordinance or resolution may require. They shall also perform any other duties imposed upon the chief legal officers of municipalities by the general law of the State of Ohio, beyond the competence of this Charter to alter. The City Attorney shall not represent or provide services to the local school district.

(Amended 11-6-84)

#### SEC. 56. - DUTY TO PREVENT MISAPPLICATION OF FUNDS.

The City Attorney shall apply, in the name of the City, to a court of competent jurisdiction for an order of injunction to restrain the misapplication of funds of the City, or the abuse of its corporate powers, or the execution or performance of any contract made in behalf of the City in contravention of law, or which shall have been procured by fraud or corruption.

#### SEC. 57. - ENFORCEMENT OF CONTRACTS; PREVENTION OF ILLEGAL PAYMENT OF FUNDS.

When a contract, agreement, or obligation entered into on behalf of the City granting a right or easement, or creating a public duty, is being violated or evaded, the City Attorney shall likewise apply

for the specific performance or for the forfeiture thereof as the nature of the case shall require. When money belonging to the City is about to be paid out without legal authority he/she shall institute appropriate proceedings to prevent such payment, and when money belonging to the City shall have been paid out without legal authority he/she shall institute appropriate proceedings to recover the same.

SEC. 58. - DUTY TO COMPEL PERFORMANCE OF DUTIES.

In case any officer or commission of the City shall fail to perform any duty required by or pursuant to law or this Charter, the City Attorney shall apply to a court of competent jurisdiction for a writ of mandamus to compel the performance of such duty.

SEC. 59. - TAXPAYER'S SUIT FOR ENFORCEMENT.

In case the City Attorney, upon the written request of any taxpayer of the City, shall fail or refuse to make any application provided for in either of the three sections next preceding, such taxpayer may institute suit or proceedings for such purpose in his/her own name on behalf of the City. No such suit or proceeding shall be entertained by any court until such request shall first have been made to the City Attorney, nor until the taxpayer shall have given security for the costs of the proceedings.

SEC. 60. - ORDER OF COURT; ALLOWANCES.

If the court hearing any such action be satisfied that the taxpayer had good cause to believe that his/her allegations were well founded, or that they were sufficient in law, it shall make such order as the equity and justice of the case may demand. In such case the taxpayer may be allowed his/her costs, and if judgment be finally entered in his/her favor, he/she may be allowed as part of the costs a reasonable compensation for his/her attorney.

ARTICLE X. - DEPARTMENT OF PUBLIC SAFETY

SEC. 61. - ESTABLISHMENT: APPOINTMENT OF DIRECTOR; COMPOSITION.

There is hereby established a Department of Public Safety, the principal officer in which shall be a Director of Public Safety who shall be appointed by the City Manager. The Department of Public Safety shall comprise the police department, the fire department, and such other divisions, bureaus, offices, officers and employees as shall be provided by or pursuant to ordinance.

(Amended 11-4-08)

SEC. 62. - POLICE FORCE.

The City shall maintain a police department consisting of a Chief directly in charge thereof and of such number of other officers, police officers, and employees, as may be fixed in accordance with the provisions of Section 121 of this Charter. In case of riot or like emergency the City Manager may appoint additional police officers for temporary service who need not be in the classified service of the City. The Chief of the police department shall have control of the stationing and other disposition of all members of the force, under such rules and regulations as he/she may establish with the approval of the Director of Public Safety.

(Amended 11-4-08)

SEC. 63. - POLICE POWERS OF CITY OFFICERS AND EMPLOYEES.

Council may by ordinance provide for the exercise of police powers in the course of their

employment by officers and employees of the City other than those of the regular police force.

SEC. 64. - PRIVATE POLICE AND DETECTIVES.

No person shall act as a special or private policeman, special or private detective, or other special or private police officer for any purpose whatsoever, except upon the written authority of the Chief of Police or of the City Manager. Such authority shall be exercised only under the direction and control of the Chief of Police and for a specified time, not to exceed six months.

SEC. 65. - FIRE FORCE.

The City shall maintain a fire department consisting of a Chief in charge thereof and of such number of other officers, fire fighters and employees as may be fixed in accordance with the provisions of Section 121 of this Charter. In case of riot, conflagration, or other emergency, the City Manager may appoint additional officers and fire fighters for temporary service who need not be in the classified service of the City. The Chief of the fire department shall have control of the stationing and other disposition of all members of the fire department, under such rules and regulations as he/she may establish with the approval of the Director of Public Safety.

(Amended 11-4-08)

ARTICLE XI. - DEPARTMENT OF PUBLIC WORKS

SEC. 66. - ESTABLISHMENT; APPOINTMENT OF DIRECTOR.

There is hereby established a Department of Public Works, the principal officer in which shall be a Director of Public Works who shall be appointed by the City Manager.

SEC. 67. - DUTIES OF DIRECTOR OF PUBLIC WORKS.

The Director of Public Works, under the supervision of the City Manager, shall have charge of the administration of the public works of the City and of such other functions as shall be assigned to the Department of Public Works by or pursuant to ordinance.

ARTICLE XII. - PUBLIC PARKS AND RECREATION

SEC. 68. - MAINTENANCE AND CONDUCT OF FACILITIES; ADMINISTRATION.

Council shall provide for the maintenance and conduct of the public parks and public recreation facilities of the City. Such parks and recreation facilities shall be administered by such department, division, bureau, or office under the City Manager as shall be determined by or pursuant to ordinance.

ARTICLE XIII. - PUBLIC UTILITIES

SEC. 69. - ADMINISTRATION; RATES.

Public utilities belonging to the City shall be administered and operated by such department, division, bureau, or office as in each case shall be determined by or pursuant to ordinance. Rates to be charged for the product or service of any such public utility shall be fixed by ordinance.

ARTICLE XIV. - PURCHASING AND INVENTORY

SEC. 70. - DESIGNATION AND DUTIES GENERALLY OF PURCHASING AGENT.

The City Manager or one of his/her subordinates designated by the City Manager shall act as City

Purchasing Agent and as such shall purchase or contract for all supplies, materials, and equipment for the City in accordance with regulations made by the City Manager or by ordinance or both, and who shall, in accordance with such regulations, sell all property, real and personal, of the City not needed for public use, or which may have become unsuitable for public use, or which may have been condemned as useless under such regulations. He/she shall have charge of all general storerooms and warehouses of the City, and shall maintain an inventory and appraisal of all items carried therein. All advertising of purchases, sales, and contracts shall be done by the Purchasing Agent, and all bids shall be received and opened by him/her.

#### SEC. 71. - PURCHASING REGULATIONS.

Before making any purchase or sale or contract therefor the City Purchasing Agent shall give opportunity for competition under such regulations as may be made by the City Manager or by ordinance. Supplies required by any department or office may be furnished upon requisition from the stores under the control of the Purchasing Agent, and whenever so furnished shall be paid for by the department or office furnished therewith by warrant or transfer to the credit of the store's account or fund. The Purchasing Agent shall not furnish any supplies to any department or office unless the same be so paid for by such department or office from its unencumbered appropriations.

#### SEC. 72. - INVENTORY OF CITY PROPERTY.

An inventory of all property belonging to the City shall be maintained in such form and detail as the City Manager shall determine.

#### ARTICLE XV. - CONTRACTS

#### SEC. 73. - COMPETITIVE BIDDING REQUIRED; EXCEPTIONS; REPORT OF CONTRACTS.

Opportunity for competitive bidding shall be given before the awarding of any contract, so far as circumstances render it practicable. No contract or agreement shall be entered into except pursuant to advertisement and competitive bidding if such contract or agreement exceeds the amount established from time to time by State law for competitive bidding. Procedures for advertisement and bidding shall be established by ordinance, or in the absence thereof by the general laws of Ohio. Contracts for professional or expert services or contracts for the acquisition of real property or any interest therein, shall not require advertisement and competitive bidding. But notwithstanding the foregoing provisions of this section, the City Manager may in cases of disaster or emergency determine that immediate action is necessary to preserve the public property, health, safety, or to restore or replace essential facilities, machinery, or equipment, which have been destroyed or rendered unusable, and thereupon may enter into contracts, agreements, or obligations without competitive bidding or without advertising, as in his/her judgment shall be for the best interest of the City and the public service. He/she shall report every contract, agreement, or obligation so entered into to Council at its next meeting, together with a statement of the reasons and circumstances therefor.

(Amended 11-6-84)

#### SEC. 74. - MANNER OF AWARDING CONTRACTS; EXECUTION.

The City Manager shall award every contract as to which competitive bidding is required or obtained to the lowest responsible and responsive bidder therefor, except that contracts pertaining to investigations or audits made by or under the direction of Council shall be awarded by Council. The City Manager shall execute all contracts and agreements to which the City shall be a party, except that

the City Purchasing Agent may be authorized to execute contracts and agreements for the purchase of supplies, materials, and equipment or any of the same, by ordinance or by written order of the City Manager, and except that bonds and notes of the City shall be executed as may be provided by general law.

(Amended 11-3-92)

#### SEC. 75. - AUTHORITY TO MAKE CONTRACTS AND AGREEMENTS.

The annual appropriation ordinance and supplements thereto shall be sufficient authority for the City Manager to enter into any contract or agreement the consideration of which is to be paid from monies appropriated therein. No other contract or agreement shall be entered into unless the ordinance appropriating money to be paid thereunder shall authorize such contract, or unless such contract shall be authorized by a separate ordinance. But Council shall have no power by ordinance or otherwise to direct or require the City Manager to award any contract to any particular person, firm, or corporation as a condition of authorizing such contract, or otherwise. But every contract to which the parties are the City of Delaware and any other governmental subdivision or subdivisions of the State of Ohio shall be specifically authorized by ordinance, except routine contracts for the services or products of public utilities, and final grant agreements once the grants have been approved by Council.

(Amended 11-6-84)

#### ARTICLE XVI. - APPROPRIATION BUDGETING

##### SEC. 76. - BUDGET MESSAGE AND ORDINANCE; FORM AND CONTENT OF BUDGET.

On or before November 15 of each year the City Manager shall lay before Council a comprehensive annual appropriation budget and budget message for the ensuing year. One section of the annual appropriation budget shall correspond in form to the requirements of general law as to annual appropriation ordinances. Another section or sections shall present data for the two preceding fiscal years and estimates for the current fiscal year and the ensuing fiscal year, exhibiting and analyzing revenues and estimates thereof by amounts and by sources; expenditures by object, operating unit, and otherwise, as the City Manager shall determine or as Council shall require. So far as it may be practicable to do so the annual appropriation budget shall state, for the same respective years, what services have been rendered and are proposed to be rendered, in comparable units or quantities, and shall if practicable state the costs or proposed costs thereof for each such service during each such year, both in total and in unit costs. It is the intent thereof that the annual appropriation budget and message shall set forth, clearly and in readily intelligible form, language, figures, and exhibits, a concrete financial and operating plan for the City during the ensuing year, together with data facilitating comparisons with like data of the performances of preceding years, indicating and explaining contemplated increased or decreased in either services or expenditures and the means of defraying them. With such annual appropriation budget and message the City Manager shall present a draft of an annual appropriation ordinance, which shall be deemed to be regularly introduced into Council.

(Amended 11-6-84)

##### SEC. 77. - HEARINGS; COPIES OF BUDGET.

Upon receipt of the City Manager's annual appropriation budget and message Council shall cause the same to be referred to an appropriate committee for consideration and for the holding of not

fewer than two public hearings thereon by such committee or by Council, at which hearings reasonable opportunity shall be afforded to interested citizens to present their views. A sufficient number of copies of such annual appropriation budget and message shall be provided, to enable such citizens to inform themselves as to the contents thereof, before such hearings.

#### SEC. 78. - APPROPRIATION ORDINANCE, TEMPORARY AND ANNUAL.

After public hearings on the City Manager's annual appropriation budget and message, and after consideration thereof by Council and its committee, and before the beginning of the ensuing fiscal year, Council shall pass an annual appropriation ordinance providing the means of operating the City services during such ensuing fiscal year. The total appropriations made by such ordinance from any fund shall not exceed the total resources of such fund for such year, as determined by official estimates. Such estimates for, and the appropriations from any fund may thereafter be increased whenever within such year the resources and receipts in such fund actually exceed the official estimates upon which the annual appropriation was based. If Council be unable to complete public hearings upon and its consideration of the annual appropriation ordinance before expenditures must be commenced in any fiscal year, it may pass a temporary appropriation ordinance or ordinances for such period not longer than three months as it may find to be necessary, and expenditures made thereunder shall be charged against the annual appropriations when the same are made.

(Amended 11-6-84)

#### ARTICLE XVII. - CAPITAL IMPROVEMENT BUDGET AND PROGRAMS

##### SEC. 79. - CAPITAL PROGRAM.

The City Manager shall prepare and submit to the City Council on or before August 15 a five-year capital improvements program. The capital improvements program shall include, but not be limited to, the following:

1. A clear general summary of contents.
2. A list of all capital improvements which are proposed to be undertaken during the five fiscal years next ensuing, with appropriate supporting information as to the necessity for such improvements.
3. Cost estimates, available funds, proposed method of financing and recommended time schedules for the implementation of each such improvement.
4. The estimated annual cost of operating and maintaining the facilities to be constructed, acquired or developed.

The above information shall be in such form as determined by the City Manager and shall be revised and extended each year with regard to capital improvements still pending or in process of construction, acquisition or development.

(Amended 11-6-84)

##### SEC. 80. - ACTION BY COUNCIL ON CAPITAL IMPROVEMENTS PROGRAM.

Council shall consider the five-year capital program submitted by the City Manager as required by Section 79 of this Charter, and shall, by resolution, on or before October 15 adopt the same as the City's future public improvement program, either in its original form or as Council may modify it by additions, deletions or otherwise. In adopting a five year program, Council shall consider existing

master plans and may refer the plan to the City Planning Commission or other City planning agencies or advisory groups for comment and/or review. Upon adoption of the five year plan, Council shall take such actions as may be necessary or appropriate to finance proposed improvements, subject to the provision or availability of monies therefor.

(Amended 11-6-84)

SEC. 81. - PRESENTATION OF ANNUAL CAPITAL BUDGET.

On or before November 15 of each year, the City Manager shall lay before Council the capital improvement budget for the ensuing fiscal year. Such budget shall be prepared in accordance with the program adopted in the five-year capital improvement plan and adopted by City Council as set forth in Section 80 of this Charter.

(Amended 11-6-84)

SEC. 82. - ADOPTION OF ANNUAL CAPITAL IMPROVEMENT BUDGET.

No less than two public hearings on the Annual Capital Improvement Budget shall be held in conjunction with public hearings on the annual appropriations budget, and copies of the Capital Improvement budget shall be provided to interested citizens prior to any such hearings, on request. After the public hearings as required previously in this section, and as part of the annual appropriation ordinance, Council shall provide for the financing of the annual capital improvements budget for the ensuing fiscal year. Should Council be unable to complete the required number of public hearings and its consideration of the annual appropriation ordinance prior to the time capital expenditures must be commenced in any fiscal year, it may pass a temporary capital improvements ordinance or ordinances for such period not to exceed three months, and expenditures made thereunder shall be charged against the annual appropriations for said capital improvements when the same are made and passed.

(Amended 11-6-84)

ARTICLE XVIII. - DEPARTMENT OF FINANCE

SEC. 83. - ESTABLISHMENT; APPOINTMENT OF DIRECTOR.

There is hereby established a Department of Finance, the principal officer in which shall be the Director of Finance. Effective January 1, 1985, the Director of Finance shall be appointed by the City Manager and shall report thereafter to the City Manager.

(Amended 11-6-84)

SEC. 84. - VACANCY.

If the Director of Finance shall accept appointment by the City Manager to any office other than that of Director of Finance he/she shall thereupon be deemed to have vacated the office of Director of Finance.

(Amended 11-6-84)

SEC. 85. - ACTING DIRECTOR OF FINANCE.

The City Manager shall designate an officer or employee in the Department of Finance or some suitable person who during the absence or disability of, or during a vacancy in the office of the Director of Finance shall on a temporary basis exercise the powers and discharge the duties of the Director of

Finance, under the title of Acting Director of Finance.

(Amended 11-6-84)

SEC. 86. - DUTIES GENERALLY OF DIRECTOR.

The Director of Finance under the supervision of the City Manager shall be the fiscal officer and chief accounting officer of the City. He/she shall discharge all the duties and exercise all the powers vested in him/her by or pursuant to this Charter, and those which shall be vested in City auditors by general law. Except as is otherwise provided by or pursuant to this Charter, he/she shall have charge of the keeping and supervision of its accounts, the receipt or collection of all taxes, assessments, fees, and other revenues of the City; the prevention of expenditures not authorized under law and ordinance; and such other duties of financial nature as may be required of him/her under this Charter. He/she shall discharge all the duties and exercise all the powers of officers of the City in connection with the payment of the principal of and interest on bonds and notes of the City, and with the administration of the Bond Retirement Fund.

(Amended 11-6-84)

SEC. 87. - ACCOUNTS AND PROCEDURE.

Accounts shall be kept showing financial transactions of the City and of all departments and offices. The forms of all such accounts, whether kept in the Department of Finance or elsewhere, shall be prescribed by the Director of Finance, and no account shall be kept in any office or department of the City unless it be authorized by the Director of Finance. The regulations of the Director of Finance under the foregoing provisions of this section and any changes therein made as to accounts not kept in the Department of Finance shall be subject to the approval of the City Manager, and shall be a public record. The accounts and the accounting procedures of the City shall be adequate to exhibit the condition of all appropriations and expenditures therefrom and encumbrances thereof at all times; to record all cash receipts and disbursements; all revenues accrued and liabilities incurred; all transactions affecting the acquisition, custody, and disposition of values; and for making such reports of the financial transactions and condition of the City as may be required by law or ordinance.

SEC. 88. - APPROPRIATION ACCOUNTS.

Accounts shall be kept for each item of appropriation made by Council, and every warrant drawn on the Treasury shall state specifically against which of such items the warrant is drawn. Each such account shall show in detail the appropriations made thereto, the amount drawn thereon, the unpaid obligations charged against it, and the unencumbered balance to the credit thereof.

SEC. 89. - MONTHLY FINANCIAL STATEMENT; OTHER REPORTS.

The Director of Finance shall prepare for submission to the City Manager and Council, not later than the tenth day of each month, a summary statement of revenues and expenses for the preceding month, by appropriations and funds, so as to show the exact financial condition of the City and of each department and office thereof as of the last day of the next preceding month. He/she shall prepare and submit to Council and to the City Manager a complete report of the finances and financial operations of the City for each fiscal year immediately after the end thereof. Such report shall be in such form and detail as the Director of Finance shall determine, or as may be prescribed by ordinance. Whenever Council or the City Manager shall so require, the Director of Finance shall forthwith prepare and furnish to the authority so requiring it a report of any information concerning the finances of the City, or of any office, department, division, bureau, commission, officer, or employee thereof, for such

period of time, and in such form and detail, as the authority requiring such report shall prescribe. Upon request, the Director of Finance shall permit inspection of all public records in his/her custody which are not otherwise prohibited from being disclosed by general law.

(Amended 11-6-84)

SEC. 90. - SPECIAL AUDITS; ACTION ON RESULT OF SUCH AUDITS.

Upon the death, resignation, removal, or expiration of the term of any officer of the City, the Director of Finance shall cause an audit and investigation of the accounts of such officer to be made and shall report the results thereof to the City Manager and to Council. Either Council or the City Manager may at any time provide for an examination or audit of the accounts of any officer or department of the City, and for that purpose may appoint or employ competent persons not regularly in the employ of the City. In case of the death, resignation, or removal of the Director of Finance, the City Manager shall cause an audit to be made of his/her accounts. If, as a result of any such audit or examination, any officer or employee be found indebted to the City, the Director of Finance, or other person making such audit or investigation, shall immediately give notice thereof to Council, the City Manager, and the City Attorney, and the City Attorney shall forthwith proceed to collect such indebtedness.

SEC. 91. - ADMINISTRATION OF TREASURY; MONEYS PAID INTO TREASURY; DEPOSIT OF CITY MONEY.

The Director of Finance shall administer the Treasury of the City. All money received by any officer or employee of the City, for or in connection with the affairs of the City, shall be paid without delay into the City Treasury. Public money, other than that of the City coming into the hands of any officer or employee of the City, shall be paid into and kept in the Treasury and administered as other moneys therein, except as may be otherwise required by law applicable thereto. All moneys in the Treasury, except such amounts, limited by ordinance, as it may be necessary to retain in the offices of the City for use in the regular daily transactions of the City, and except such amounts as are in accordance with the provisions of law or ordinance invested in the obligations of the City or of other public authorities, shall be deposited in such responsible banking institutions as agree to pay the highest rate of interest to the City and to furnish such security as may be required under law or ordinance. All interest on money so deposited or invested shall accrue to the benefit of the City.

SEC. 92. - SAFEKEEPING OF SECURITIES.

All securities owned by the City or held by it in trust or on deposit, and all instruments of title, and all instruments in writing indemnifying the City against loss or liability, shall be recorded by the Director of Finance, and shall be kept in some safe deposit vault or vaults at all times when it is not necessary to remove them in connection with the business of the City.

SEC. 93. - PREPARATION AND CERTIFICATION OF SPECIAL ASSESSMENTS.

The Director of Finance shall have charge of the preparation and certification of all special assessments for public improvements and services; of the giving of notice of special assessments to persons liable for the payment thereof, and of all other duties connected therewith, other than the duties which Council shall perform in pursuance of general law, and other than the duties of boards of revision of special assessments; of the collection of such assessments as are payable directly to the City; and of the preparation and certification of all unpaid special assessments to the County Auditor for collection.

**SEC. 94. - COUNCIL MAY REQUIRE CERTAIN DUTIES OF DIRECTOR OF FINANCE.**

Council may by ordinance require the Director of Finance to discharge any of the following duties:

- (a) To administer any specified tax or taxes imposed by ordinance;
- (b) To administer any specified license or licenses, including the collection of fees therefor, in such manner and subject to such regulations as may be provided by ordinance.

If not otherwise provided by ordinance, every such duty shall be discharged and administered under the supervision of the City Manager.

**SEC. 95. - RECORDATION OF BONDS AND NOTES.**

No bond or note of the City hereafter issued shall be valid in the hands of any purchaser unless and until it shall have been recorded in the office of the Director of Finance, and unless and until the fact of such recording be endorsed thereon over the signature of the Director of Finance.

**SEC. 96. - INTERESTS AND EARNINGS BELONGING TO BOND RETIREMENT FUND.**

Interest and earnings on account of the investment or deposit of the resources of the Bond Retirement Fund, interest or earnings upon unexpended balances of all bond proceeds, and premiums and accrued interest received upon the issue of bonds or other securities shall belong to the Bond Retirement Fund.

**ARTICLE XIX. - PUBLIC HEALTH****SEC. 97. - BOARD OF HEALTH; COMBINATION OF HEALTH DISTRICTS.**

The Board of Health of the City Health District of the City of Delaware heretofore established under provisions of general law shall be deemed to be established agreeably to the provisions of this Charter. Nothing in this Charter shall be construed to prevent any combination of the City Health District of the City of Delaware with any other health district in accordance with the provisions of general law. Members of any Board of Health, to be appointed under provisions of general law by any officer or authority of the City of Delaware shall be appointed by the Mayor, subject to confirmation by Council.

**SEC. 98. - HEALTH POWERS OF CITY PRESERVED.**

Nothing in this Charter or in the laws of Ohio shall be construed to impair or to derogate from the power of the City of Delaware to make by ordinance local sanitary and similar regulations not in conflict with general laws. Council may by ordinance confide the enforcement of such regulations to any Board of Health established pursuant to general law and having jurisdiction within the City of Delaware, or may provide for their enforcement by or under the direction of the City Manager.

**ARTICLE XX. - CIVIL SERVICE****SEC. 99. - MERIT SYSTEM.**

All original and promotional appointments in the service of the City shall be made according to merit and fitness, to be ascertained, so far as practical, by open competitive examination according to the rules of the Civil Service Commission.

No officer or employee in the classified civil service shall be suspended, demoted or removed except for cause.

(Amended 11-7-00)

SEC. 100. - UNCLASSIFIED SERVICE.

With the exception of the Chief of Police and Chief of Fire, the unclassified civil service of the City of Delaware shall consist of the City Manager, the Assistant City Manager, all directors of departments, the City Attorney and his/her assistants, the subordinates of the Director of Finance, and other officers and employees who are in the unclassified service under provisions of general law. The suspension, removal or dismissal or any person serving in the unclassified service for an indefinite term or at the pleasure shall be made by the body or officer having the power to appoint a successor or the person removed or dismissed, and shall not be subject to appeal.

(Amended 11-7-00)

SEC. 101. - CIVIL SERVICE COMMISSION.

There shall be a Civil Service Commission consisting of three members. The Civil Service Commission shall be deemed to be established agreeably to the provisions of this Charter. After the thirty-first day of December 1953, appointments of members of the Civil Service Commission of Delaware shall be made by the Mayor, subject to confirmation by Council.

The Civil Service Commission shall establish rules and regulations for the determination of merit and fitness for the appointment and promotion of employees in the classified service. Except for Chief of Police and Chief of Fire, vacancies in positions above the rank of patrol in the Police Department and firefighter in the Fire Department shall be filled by promotion from among the persons holding positions in a rank lower than the position to be filled. The Civil Service Commission shall also establish rules and regulations governing appeal rights and procedures for employees in the classified service. These rules and regulations shall be submitted to Council for approval by ordinance and may modify, supplement or supersede the general laws of the State of Ohio, and in the case of conflict shall prevail over the laws of the State of Ohio.

(Amended 11-7-00)

ARTICLE XXI. - CITY PLANNING, ZONING AND PLATTING

SEC. 102. - CITY PLANNING COMMISSION GENERALLY.

There shall be a City Planning Commission composed of seven members, consisting of one member from each of the four wards and three members at-large. One member shall be a City Councilperson and six being electors of the City of Delaware who hold no elective office. All members shall be chosen by the Mayor and confirmed by Council.

SEC. 103. - OFFICIAL CITY PLAN.

The City Planning Commission shall make and from time to time amend, extend, add to, and revise the official Plan of the City, subject to the provision of this Charter. Such Plan shall include maps, charts, exhibits, and text as the City Planning Commission shall determine. It shall show and state the recommendations and requirements of the City for the location and dimensions of all public ways; parks, playgrounds, public buildings and works and of public utilities whether publicly or privately owned; for the marking of historical sites; for the locations, relocation, or removal of statuary in public ways or property, for the removal, relocation, extension, widening, narrowing, vacation, abandonment, or change of use of any of the foregoing; for the improvement, development, redevelopment, or

reconstruction of areas or neighborhoods which have been destroyed or seriously damaged by disaster, or in which housing and other buildings, and public works or facilities, do not conform to reasonable standards and requirements in respect to sanitation and sanitary facilities, open space, access to light or air, or other conditions of wholesome living or work.

Furthermore, the City Planning Commission shall make and from time to time amend, extend, add to, and revise the official Plan of the City, subject to recommendations of any strategic and/or long range planning commission or committee that may be directed by City Council.

Whenever the City Planning Commission shall have made, amended, extended, added to, or revised any plan or map in whole or in part as is provided in this section it shall recommend a draft ordinance adopting the same to Council, and such ordinance shall be deemed to be regularly introduced and shall be considered in Council. If before passage such ordinance be amended or modified, or if any ordinance proposing to make, adopt, amend, extend, add to, or revise the official City Plan or any part thereof be otherwise introduced into Council it shall be referred to the City Planning Commission, and subsequent action thereon shall be subject to the provisions of Section 104 of this Charter. The plans, maps, and materials adopted by the ordinance or ordinances contemplated in this section shall be the official plan of the City of Delaware.

(Amended 11-6-84)

#### SEC. 104. - PROCEDURE IN CITY PLAN LEGISLATION GENERALLY.

When Council refers any measure to the City Planning Commission under the provisions of Sections 103, 105, 106, 107, or 108 of this Charter, the City Planning Commission shall within twenty-five days (unless Council shall extend such period) consider the same and report to Council whether such measure or plat conforms to the City Plan or to the zoning plan or to the platting rules or regulations, as the case may be, and whether the Commission approves or disapproves the same, the reasons for its approval or disapproval, and if it disapproves, any recommendation it may have for the modification of the measure so that it may be approved. If the Commission approves such measure, either in its original form or as modified, the affirmative votes of four members of Council shall suffice for its passage or adoption. If the Commission disapproves, the affirmative votes of five members of Council shall be required for its passage or adoption notwithstanding such disapproval.

#### SEC. 105. - PLANNING COMMISSION REVIEW AND RECOMMENDATION OF PLANS FOR DEVELOPMENT.

All Council actions relating to planning, development, redevelopment, subdivision, zoning, rezoning and zoning text amendments of private or public owned property shall be referred to the City Planning Commission for review and recommendation prior to any such action by Council.

(Amended 11-3-92)

#### SEC. 106. - ZONING.

The City Planning Commission shall upon the basis of the official City Plan and of studies, surveys, and investigations made by it or under its authority, make or prepare plans and regulations for the zoning and from time to time for the rezoning or the amendment, modification, or revision of the existing zoning of all the territory within, and which shall hereafter be brought within the City of Delaware. Such zoning regulations shall govern the use and occupancy of premises and buildings; the requirement of open spaces and areas, and the dimensions thereof, between buildings and between lot lines and property lines and the buildings on such lots; the bulk and height of buildings, and setback

lines in buildings exceeding designated heights. Whenever the City Planning Commission shall have made or prepared any such plan, regulation, amendment, or revision for the zoning or rezoning of the City or any part thereof it shall recommend the same to Council, and Council shall cause an ordinance embodying such recommendation to be introduced and considered. If before passage such draft ordinance be amended or modified, or if any ordinance proposing to zone, rezone, or to amend or modify any provision of the zoning ordinance be otherwise introduced into Council it shall be referred to the City Planning Commission, and subsequent action thereon shall be subject to the provisions of Section 104 of this Charter.

#### SEC. 107. - PLATTING GENERALLY.

The City Planning Commission shall be the platting commission of the City. It shall prepare and recommend to Council rules and regulations governing the subdivision and platting of land within the City and adjacent to the City within such distance as may be provided by general law, and prescribing requirements for the provision, location, width, and improvement of streets and other ways and other public grounds, or the security to be given to assure that such improvements as may be required will be made, as conditions for the approval of such plats and subdivisions, or the acceptance of such streets, ways, or grounds. Such rules and regulations, and amendments thereto or revisions thereof, shall be passed as ordinances by Council. Any ordinance on any such subject, not previously approved by the City Planning Commission, shall be referred to the City Planning Commission, and subsequent actions thereon shall be subject to the provisions of Section 104 of this Charter.

#### SEC. 108. - RECORDATION AND ACCEPTANCE OF PLATS.

No plat of any subdivision or land within the City of Delaware or subject to its platting jurisdiction, nor any instrument dedicating land to any public use of the City of Delaware, shall be accepted or recorded or shall have any validity unless it be first submitted to Council for its acceptance or rejection. Upon any such submission Council shall refer any measure proposing to accept such plat or instrument or to approve or accept such subdivision, or to accept any ways or grounds dedicated thereby or therein, to the City Planning Commission, and subsequent actions thereon shall be subject to the provisions of Section 104 of this Charter. The dedication of any such lands for ways or public grounds shall be deemed to convey to the City the title thereof in fee simple.

#### SEC. 109. - PLANNING COMMISSION ASSISTANTS AND EMPLOYEES.

The City Planning Commission shall appoint its own secretary and other employees; with the consent of the City Manager it may appoint in its service, for part time or irregular time, employees in that part of the City service for which the City Manager is responsible. Upon the request of the City Planning Commission the City Manager may assign officers or employees under his/her supervision to the temporary service of the City Planning Commission, or may cause such officers or employees to prepare studies, reports, data, maps, or plans in compliance with the request of the City Planning Commission. The City Planning Commission may employ or contract with experts and consultants who need not be in the classified service of the City.

#### SEC. 110. - ADDITIONAL POWERS AND FUNCTIONS OF PLANNING COMMISSION.

Council may by ordinance confer upon the City Planning Commission such other powers and functions as appertain by nature or general law to planning authorities, and as do not appertain under this Charter to City Council or the City Manager. Council may direct through the City Manager that the City Planning Commission carry out specific planning tasks as prescribed by Article 21 of this Charter.

(Amended 11-6-84)

## ARTICLE XXII. - CITY ELECTIONS

### SEC. 111. - DATE; PRIMARY ELECTIONS.

A regular municipal election for the election of members of Council shall be held and conducted on the first Tuesday after the first Monday in November in each odd-numbered year. Special elections for any purpose authorized by the Constitution or laws of Ohio or by this Charter may be held and conducted on any day which shall be fixed in accordance with such provisions. No primary elections shall be held for the nomination of candidates for any office of the City of Delaware.

### SEC. 112. - APPLICATION OF STATE ELECTION LAWS.

All general and special elections which shall be held and conducted for the choice of officers of the City of Delaware, or upon any question or issue submitted to the electors thereof, shall be held and conducted, and the results thereof shall be ascertained and certified by the election authorities prescribed by general law. The general election laws of Ohio shall govern all such elections in all respects save only as it may be otherwise provided in this Charter or in ordinance agreeable to this Charter.

### SEC. 113. - WARDS.

The City of Delaware shall be divided into four wards for the purpose of electing four members of Council. The wards existing at the time of the adoption of this Charter shall be deemed to be the wards contemplated in this Charter, until and unless the City shall be redivided into wards agreeably to general law and this Charter. It shall be lawful for Council at any time to redivide the City into four wards in compliance with general law. But the number of wards shall never be reduced below four, or increased above four, notwithstanding any provisions to the contrary in any law other than this Charter. Nor shall the City ever be divided into wards by any officer or authority other than Council, or otherwise than by ordinance.

### SEC. 114. - NOMINATING PETITIONS FOR COUNCIL CANDIDATES.

Candidates for election as members of Council shall be nominated only by non-partisan petition. Each petition paper shall present the name of not more than one person as a candidate, together with a statement of the address at which the candidate resides, a statement that the candidate is an elector of the City of Delaware, and a statement over the candidate's signature accepting the nomination. If the petition be one nominating a candidate for election from a ward it shall include a statement that the person is a resident of such ward and is nominated as a candidate from such ward. No signature on any nominating petition shall be counted unless it be made in ink, nor unless such signature shall have been made after the 1st day of January, next preceding the election, nor unless there shall appear on the same line with it a statement of the subscriber's address with street and number, and the date on which the subscriber shall have signed. Any number of petition papers may be combined to form a petition for any one candidate, and such petition shall be filed with the County Board of Elections not later than the date prescribed by the general laws of Ohio, but no petition bearing more than fifty nor less than twenty-five signatures shall be received. If any signature appears on more than one petition nominating candidates for election from a ward, or on more than three petitions nominating candidates for election from the City at large, it shall be counted only on the one or on the three petitions respectively which shall be first filed.

(Amended 11-3-92)

SEC. 115. - BALLOTS FOR COUNCIL ELECTIONS.

Ballots to be used in the election of members of Council shall be without party marks or designations. Write-in candidates must file their declaration of intent to be a write-in candidate with the County Board of Elections not later than the date prescribed by the general laws of Ohio.

(Amended 11-6-84)

SEC. 116. - COUNTING OF VOTES.

Ballots used in the election of members of Council shall be separate and distinct from those used for elections of any other officers or upon any other question, and except as is otherwise provided in this Charter ballots shall be prepared, marked, and counted under the provisions of general law. If any ballot bears more than one vote for member of Council from any ward, or more votes for members of Council at large than there are such seats to be filled, none of such votes shall be counted. Nor shall any votes be counted which shall appear on any ballot which bears marks not authorized by this Charter or by the general election laws, whether such marks be intended to identify the elector by whom such ballot was cast, or otherwise. No votes shall be counted for any person who on the day of such election did not possess the qualifications of an elector of the City of Delaware, and no person shall be deemed to have possessed such qualifications on such day if he/she shall have lost such qualifications or shall have died before the hour of opening the polling places on such day.

(Amended 11-6-84)

SEC. 117. - VOTING MACHINES AND DEVICES.

Council shall have power to approve and consent to the use of voting machines or other devices for voting or for counting the votes for members of Council by the election authorities under the provisions of general law.

(Amended 11-6-84)

SEC. 118. - DETERMINATION OF SUCCESSFUL CANDIDATES.

That candidate in each ward who shall have received the greatest number of votes cast therein for member of Council from such ward shall be elected as member of Council from such ward. In 1953 and every fourth year thereafter the three candidates for member of Council at large who shall have received the three greatest numbers of votes respectively shall be deemed to be elected. In other years candidates for election as members of Council at large who shall have received the greatest numbers of votes respectively, to the number of the vacancies to be filled at any such election in the Council at large, shall be deemed to be elected. If it be impossible to determine which candidates for election from any ward, or which three (or other requisite number) candidates for election from the City at large shall have received the greatest numbers of votes respectively by reason that two or more candidates shall have received the same number of votes, such candidates having such same numbers of votes shall draw lots to determine the election, under the supervision of the election authorities. Any candidate eligible to participate in any such lot shall personally draw his/her own lot if he/she be present; otherwise the election authorities shall appoint another person to draw in behalf of the person who shall be absent. If any person eligible to participate in any such lot shall decline to do so, he/she shall be deemed to have drawn the lower or lowest order therein. But no candidate shall be deemed to have waived any right under general law or under this Charter to require a recount of

ballots, or to contest an election, by reason of any such drawing of lots.

#### ARTICLE XXIII. - MISCELLANEOUS PROVISIONS

##### SEC. 119. - COMPENSATION OF OFFICERS AND EMPLOYEES.

The salaries or compensation of the City Clerk and his/her assistants, of the City Manager, of the directors or heads of departments or offices established by this Charter and of departments or offices established by ordinance, shall be fixed by ordinance. Salaries or compensation of all other officers or employees appointed by or under the authority of the City Manager shall be fixed by ordinance, or by the City Manager within limits established by ordinance, which ordinances shall fix schedules of minimum and maximum salaries or compensation for each class or grade within the City service. Such schedules shall provide uniform compensation for like service, and in fixing individual salaries the City Manager shall take into consideration the length of service and the efficiency of the employee. Salaries or compensation of the Civil Service Commission, and of the City Planning Commission, shall be fixed by ordinance.

(Amended 11-6-84)

##### SEC. 120. - FEES.

All fees pertaining to any office or received by any officer or employee in connection with the affairs of the City or with his/her duties as such officer or employee of the City, shall be paid into the City Treasury and shall belong to the City.

##### SEC. 121. - NUMBER OF ASSISTANTS AND SUBORDINATES.

The number of assistants and other subordinates to be employed in or by each department or office shall be fixed by ordinance, unless Council by ordinance shall authorize the officer or commission having authority to appoint such assistants and subordinates to determine the number of such assistants and other subordinates, subject to the appropriation made for the payment thereof.

##### SEC. 122. - OFFICIAL BONDS.

The City Manager, the Director of Finance, and such other officers and employees as may be specified by ordinance or by the City Manager in pursuance of ordinance, shall give bond in such amount as may be required by ordinance or by the City Manager under authority of ordinance. The surety of such bonds shall always be such as is specified by ordinance and approved by the City Manager, and by the City Attorney, as may be stipulated by ordinance. The premiums upon such bonds may be paid from appropriations made for that purpose.

(Amended 11-6-84)

##### SEC. 123. - OATH OF OFFICE.

Every officer, every member of the Police Force and of the Fire Force, and such other employees as may be specified by ordinance, shall, before entering upon the duties of his/her office or employment, take and subscribe to the following oath or affirmation, to be filed and kept in the office of the Civil Service Commission.

I solemnly swear (or affirm) that I will support the constitution of the United States and of the State of Ohio, and that I will in all respects obey and comply with the provisions of the Charter and ordinances of the City of Delaware, and will faithfully discharge the duties of my office or employment.

**SEC. 124. - INVESTIGATIONS.**

The Council, the City Manager, or any committee or person authorized by either of them, shall have the power to inquire into the conduct of any department, office, officer, or employee of the City and to make investigations as to any affair of the City, and for that purpose may subpoena witnesses, administer oaths, and compel the giving of testimony and the production of books, papers, records, accounts, and other evidence. Council shall provide by ordinance the penalty or penalties for contempt in refusing to obey any such subpoena, or to produce such books, papers, records, accounts, or other evidence, and shall have power to punish any such contempt in the manner provided by ordinance.

**SEC. 125. - PRIOR AGREEMENTS, CONTRACTS, LEGISLATION.**

All contracts and agreements entered into by the City or for its benefit, prior to the taking effect of this Charter, shall continue in full force and effect. Public improvements for which legislative steps shall have been taken under general laws at the time this Section takes effect may be carried to completion in accordance with such laws, or with the provisions of this Charter, as may in each case be determined. All ordinances and resolutions in force and effect at the time this section takes effect, not inconsistent with the provisions of this Charter, shall continue in force and effect until amended or repealed.

**SEC. 126. - AUTHENTICATION OF CHARTER.**

This Charter shall be executed in quadruplicate and all four original copies deposited with the Clerk of Council until after the November 1951 general election. If said Charter is adopted by the electors at such election, one copy of the original Charter and any amendments thereto shall be kept among the municipal records in the custody of the finance officer of the City of Delaware, one shall be kept by the City Manager with his/her official records, one shall be kept by the Clerk of Council with his/her official records, and one shall be filed and deposited at some off-site location to be selected by the City Manager. Each of said four executed copies of such Charter shall be deemed to be the correct and authentic text thereof, and no error or variance therefrom in any other copies shall be deemed to alter the meaning or to derogate from the force and effect of this Charter. Copies thereof certified to be such over the signature of the Clerk of Council and impressed with the seal of the City of Delaware shall be accepted as prima-facie evidence of the official text of said Charter in all courts and in all instances where copies may be required by law.

(Amended 11-6-84)

**SEC. 127. - GENDER.**

The City Attorney is authorized and directed to amend the Charter to replace gender specific language with inclusive language.

(Amended 11-3-92)

**ARTICLE XXIV. - AMENDMENTS TO THE CHARTER****SEC. 128. - AMENDMENT PROCEDURE; REVIEW; CONFLICTS.**

- (a) Submission. Any provisions of this Charter may be amended by submission to the electors of the Municipality as provided in Article XVIII, Section 9 of the Ohio Constitution.
- (b) Review. At the first meeting of the Council in January 1984 and every eight years thereafter, Council shall appoint a Commission of nine electors of the Municipality. It shall be the duty of the

Commission to review the existing Charter and make such recommendations as it may see fit for revision. The Commission shall submit its report to Council not later than 45 days prior to the date required to certify for the November election of the same year. Thereupon, the Council may take such action as it deems warranted with respect to such recommendations.

- (c) Conflicting Amendments. In the event two conflicting amendments to the Charter are approved at the same election by a majority of the total number of votes cast, the one receiving the highest number of affirmative votes shall be the amendment to the Charter.

(Amended 11-6-84)

ARTICLE XXV. - EFFECT OF PARTIAL INVALIDITY

SEC. 129. - EFFECT OF INVALIDITY.

A determination that any article, section, or part of any article or section, of this Charter is invalid shall not invalidate or impair the force or effect of any other part thereof, except to the extent that such other part is wholly dependent for its operation upon the part declared invalid.

(Amended 11-4-75)

CHARTER COMPARATIVE TABLE

This table shows the location of the sections of the basic Charter and any amendments thereto.

Ordinance Number	Date	Section	Section this Charter

# **Eighth Edition**

## **Model City Charter**

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**A Publication of the  
National Civic League**

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DEDICATED TO THE MEMORY OF  
*Betty Jane Narver*

# Table of Contents

<b>Acknowledgements</b> .....	i
<b>Introduction</b> .....	iii
<b>Model Building: A Continuing Process</b> .....	vii
<b>PREAMBLE</b> .....	1
<b>Article I – POWERS OF THE CITY</b> .....	2
Section 1.01 Powers of the City.....	2
Section 1.02 Construction.....	3
Section 1.03 Intergovernmental Relations.....	3
<b>Article II – CITY COUNCIL</b> .....	5
Section 2.01 General Powers and Duties.....	5
Section 2.02 Eligibility, Terms, and Composition .....	6
Section 2.03 Mayor .....	10
Section 2.04 Compensation; Expenses.....	12
Section 2.05 Prohibitions .....	13
Section 2.06 Vacancies; Forfeiture of Office; Filling Vacancies .....	14
Section 2.07 Judge of Qualifications.....	15
Section 2.08 City Clerk .....	16
Section 2.09 Investigations .....	16
Section 2.10 Independent Audit .....	16
Section 2.11 Procedure.....	17
Section 2.12 Action Requiring an Ordinance .....	17
Section 2.13 Ordinances in General .....	18
Section 2.14 Emergency Ordinances.....	19
Section 2.15 Codes of Technical Regulations .....	20
Section 2.16 Authentication and Recording; Codification; Printing of Ordinances and Resolutions .....	21
<b>Article III – CITY MANAGER</b> .....	22
Section 3.01 Appointment; Qualifications; Compensation .....	22
Section 3.02 Removal.....	24
Section 3.03 Acting City Manager .....	24
Section 3.04 Powers and Duties of the City Manager.....	25
<b>Article IV – DEPARTMENTS, OFFICES, AND AGENCIES</b> .....	26
Section 4.01 General Provisions .....	26
Section 4.02 Personnel System .....	27
Section 4.03 Legal Officer .....	28
Section 4.04 Land Use, Development, and Environmental Planning .....	29
<b>Article V – FINANCIAL MANAGEMENT</b> .....	30
Section 5.01 Fiscal Year .....	30
Section 5.02 Submission of Budget and Budget Message.....	30
Section 5.03 Budget Message .....	31
Section 5.04 Budget.....	31
Section 5.05 City Council Action on Budget.....	32
Section 5.06 Appropriation and Revenue Ordinances.....	34

Section 5.07	Amendments After Adoption.....	34
Section 5.08	Administration and Fiduciary Oversight of the Budget .....	36
Section 5.09	Capital Program .....	36
Section 5.10	City Council Action on Capital Program .....	37
Section 5.11	Independent Audit .....	38
Section 5.12	Public Records .....	39
<b>Article VI</b>	<b>– ELECTIONS .....</b>	<b>39</b>
Section 6.01	City Elections.....	39
Section 6.02	Council Districts; Adjustment of Districts (for use with Alternatives II, III and IV of § 6.03) .....	42
Section 6.03	Methods of Electing Council Members.....	46
Section 6.04	Initiative, Citizen Referendum, and Recall .....	48
<b>Article VII</b>	<b>– GENERAL PROVISIONS .....</b>	<b>53</b>
Section 7.01	Conflicts of Interest; Board of Ethics.....	53
Section 7.02	Prohibitions .....	54
Section 7.03	Campaign Finance.....	55
<b>Article VIII</b>	<b>– CHARTER AMENDMENT.....</b>	<b>56</b>
Section 8.01	Proposal of Amendment .....	56
Section 8.02	Election.....	57
Section 8.03	Adoption of Amendment .....	58
<b>Article IX</b>	<b>– TRANSITION AND SEVERABILITY .....</b>	<b>58</b>
Section 9.01	Officers and Employees .....	58
Section 9.02	Departments, Offices, and Agencies.....	58
Section 9.03	Pending Matters .....	59
Section 9.04	State and Municipal Laws .....	59
Section 9.05	Schedule.....	59
Section 9.06	Severability.....	61
<b>Appendix</b>	<b>– OPTIONS FOR MAYOR-COUNCIL CITIES .....</b>	<b>61</b>
	<b>Change with Continuity in the Values of Local Government Reform .....</b>	<b>69</b>
	<b>Citizen-Based Government: A Process to Engage Citizens in Charter Revision.....</b>	<b>73</b>

## ACKNOWLEDGEMENTS

It is with great pride in the accomplishment that we present the eighth edition of the *Model City Charter*, one that is truly a model for the 21<sup>st</sup> century. A number of important changes have been made in accordance with the changing needs of communities in this new century. The *Model* itself is now over a century old but its importance as a guide for communities remains as relevant as ever.

The 8<sup>th</sup> Edition Model City Charter Revision Committee was appointed on March 29, 2001. The National Civic League's Board approved the new edition of the Model on November 16, 2002. Betty Jane Narver, Director of the Institute for Public Policy and Management of the University of Washington, first chaired the committee. Her untimely passing left far more than just the revision committee bereft of her wisdom and understanding. We were exceedingly fortunate to benefit from the admirable talents and leadership contributed by Bob O'Neill, who succeeded Betty Jane as chair of the revision committee. Bob is the executive director of the International City/County Management Association, a long-standing partner with the National Civic League in the charter revision process.

We also benefited enormously from the continued dedication of a group of seasoned professionals whose expertise in this area is unmatched. Terrell Blodgett, professor emeritus at the LBJ School of Public Affairs, served as one of the senior advisors for the revision project. Blodgett also chaired the revision committee that produced the seventh edition of the *Model*, and he was the chairman of the National Civic League in 1986 and 1987. William Cassella, Jr., former executive director of the National Civic League (1969-1985) and coordinator for both the sixth and seventh editions, also served as a senior advisor. Robert Kipp, group vice president at Hallmark Cards, Inc., and James Svava, department head of political science and public administration at North Carolina State University, were the other senior advisors, and they both made invaluable contributions throughout the revision process.

Once again we had the great fortune of assembling an outstanding set of individuals to serve as committee members for this project. The other members of the 8<sup>th</sup> Edition Model City Charter Revision Committee were Eric Anderson, City Manager, City of Des Moines, Iowa; Linda Barton, City Manager, City of Livermore, California; Donald Borut (*ex officio*), Executive Director, National League of Cities; Peter Buchsbaum, Greenbaum, Rowe, Smith et al., American Bar Association; John Buechner, President Emeritus, University of Colorado; Jacqueline Byers, Director of Research, National Association of Counties; Jim Dailey, Mayor, City of Little Rock, Arkansas; Mony Flores-Bauer, League of Women Voters; R. Scott Fosler, former Chair, National Civic League; George Frederickson, Professor, Department of Public Administration, University of Kansas; Christopher T. Gates, President, National Civic League; Guy Goodson, Councilperson, City of Beaumont, Texas; Charles Gossett, Director, Masters of Public Administration Program, Department of Political Science, Georgia Southern University; Neil Giuliano, Mayor, City of Tempe, Arizona; John Hall, Professor, Arizona State University; Bill Hansell, immediate past Executive Director, International City/County Management Association; James Keene, City Manager, City of Tucson, Arizona; Ron Loveridge, Mayor, City of Riverside, California; David Miller, Associate Dean, GSPIA, University of Pittsburgh; Sylvester Murray, Professor, Urban Studies, Cleveland State University; John Nalbandian, Chair, Department of Public Administration, University of Kansas; Neil Reichenberg, Executive Director, International Personnel Management Association; Dorothy Ridings (*ex officio*), President and Chief Executive Officer, Council on

Foundations, and Chair, National Civic League; Tanis Salant, Director, Institute For Local Government, University of Arizona; Phil Schenck, City Manager, Town of Avon, Connecticut; David Schultz, Asst. Professor, Public Administration and Management Graduate School, Hamline University; David Sink, Professor, Department of Public Administration, University of Arkansas, Little Rock; Henry Underhill, Executive Director/General Counsel, International Municipal Lawyers Association; and John Vocino, Senior Analyst, U.S. General Accounting Office.

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Matt Krumme, Manager, Model City Charter Revision Project;  
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Christopher T. Gates  
President

## INTRODUCTION

The eighth edition of the *Model City Charter* strongly endorses the council-manager structure of municipal government that was first proposed in 1915 as the National Civic League's (then the National Municipal League's) model form. In the years since, the *Model* has been refined to reflect the evolution of the council-manager plan, the most widely used governmental structure in American cities with a population over 10,000. The fundamental principle of the model, that all powers of the city be vested in a popularly elected council that appoints a professional manager who is continuously responsible to and removable by the council, has endured ever since.

### A Model for the 21<sup>st</sup> Century

The realization that the *Model City Charter* has exerted enormous influence in promoting the municipal reform agenda for more than a century made those responsible for the eighth edition acutely aware of the model's evolution and of the obligation to make it an effective force for the future. Reforming reform is a delicate undertaking. To make revisions in the specifics of reform measures and to suggest alternatives to strongly held positions should not be viewed as rejecting the past but as building on it to meet changing circumstances with the benefit of wider experience. Institutions must be adapted to address new priorities and new concerns, and to be useful, models must assist in the process of adaptation.

As the National Civic League's Model City Charter Revision Committee undertook development of the eighth edition, participants considered the concept of a model. Back in 1944, on the occasion of the National Civic League's 50th anniversary, Harold Dodds, then president of Princeton University and a former executive director and president of the National Municipal League, described the purpose of a model as being

... to set patterns clearly and specifically, delineating the best practice and the best thought on a problem, to correct existing defects, to set high standards which provide something to fight for instead of against ... the model laws brought stability, dignity and scientific fact to 'reform.' They made readily available to officials and citizens the product of the able thinkers on governmental problems.

There have been two views as to how best to fulfill this purpose. One insists that a model presents the ideal structure of local government while the other sees a model as being based on a general principle of organization or process. In the latter case the model presents alternative means for achieving the basic end.

The first view was an essential part of the tactics of the zealous reformers of the Progressive Era. They were promoting new approaches with limited proven records, and they advocated the adoption of the new package in its entirety to ensure that the innovative logic for government reorganization was given a chance to work. At a time when the council-manager plan was a novel form of government, this view of the *Model City Charter* was quite understandable. The successors to the Progressive reformers advocated what they considered to be a tried-and-true approach and felt that alternatives deviating from this ideal were invitations to dilution and distortion that could undermine the basic reform goal. With the widespread acceptance of the council-manager form of government and its use in communities of varying size and circumstance, the current situation is quite different. A more pressing need today is to consider whether and how the council-manager

plan might be adapted to respond to contemporary challenges. Such response may include using alternatives that depart from the original reform formulation.

Beginning with the 1964 edition of the *Model City Charter*, a modification of the view of the earlier reformers was evident. The foreword to that edition stated:

For the first time, the *Model* presents, in addition to the preferred provisions, alternatives on such matters as the composition and election of the council and the selection of mayor. Some advisors and consultants objected to the inclusion of legal texts which depart from the stated preferences, but the overwhelming majority agreed that it is advisable to provide guidance for adapting the council-manager plan to a variety of local circumstances without sacrificing the fundamental principle that the top professional serves at the pleasure of the governing body.

The eighth edition of the *Model City Charter* continues to endorse the council-manager plan, but it presents alternatives for certain key provisions without indicating an absolute preference.

### **A Model with Alternatives**

One of the changes made in the eighth edition is the inclusion of a preamble, which emphasizes that the charter is the constitution of the municipality adopted by its citizens. Some of the more important changes to the model provisions dealing with the council and the mayor are considered below.

The Council. Out of a concern for increasing the capacity for governance, the second edition stressed the importance of a small council whose members had a perspective that was greater than that of a particular neighborhood or small section of city. At the same time, proportional representation from the city at-large, or from multi-member districts in "great" cities, was included to insure that the governing body provides "fair representation of all large minorities" and is "truly representative of all elements and groups of opinion." The option of using districts was dropped until the sixth edition, but through 1941, the Hare system of proportional representation was endorsed as the preferred way to elect the council. The current edition offers five alternatives. The importance of the at-large principle is emphasized, but the need for geographical representation or even more flexible proportional representation under certain circumstances is explained.

There is strong support for the all at-large council alternative in smaller municipalities and in those cities where assuring fair representation of minority populations is not an issue. In cities where minority representation is enhanced by election from districts, consideration of the alternatives for mixed systems, with some council members elected at large and some by districts, is recommended.

It is also recognized that councils elected entirely from districts frequently have been mandated by the U.S. Justice Department or by court decisions to assure equitable representation of racial minorities. Therefore, the all-district alternative is included in the article on elections and a special emphasis is given to districting criteria and procedures. The proportional representation alternative is continued. Concern for representation of minorities and the possibility of technological improvements that will simplify the voting process have renewed interest in proportional representation.

Whatever the alternative used to determine the composition of the council, the wide use of the council-manager plan has emphasized the central importance of the municipal council in local government. The basic principle that the executive is appointed by and responsible to the council has meant that particular attention is given to the composition of the council when local charters are under review.

The Mayor. The basic theory of the council-manager plan, which rejects the separation of powers concept with powers divided between the council and an elected chief executive, has been ambivalent on the role of the mayor in council-manager cities. Beginning in 1915, the *Model City Charter* provided that the mayor would be chosen by and from the council and would be the presiding officer of the council and head of the city for ceremonial purposes and for purposes of military law. No consideration was given to the role of the mayor as a policy leader. The 1964 edition recognized that in practice more than half of the council-manager cities had mayors elected directly by the voters. A direct election alternative was provided, but the preference for election by council was continued.

The 1964 commentary on the mayor did take notice of the policy leadership role of the mayor and cited the fact that many mayors elected by the council -- the preferred model -- had provided dynamic leadership. One such mayor was Murray Seasongood of Cincinnati, who in the early 1960s said, "I am on record over the years as believing that the mayor should be a person of real importance in the council-manager plan and is as essential to its proper operation as is the manager.... The emphasis should be on giving the mayor greater stature than he now possesses in the ordinary council-manager government."

This edition of the model charter emphasizes the need to further clarify the role of the mayor. It specifies certain duties of the non-executive mayor that are entirely consistent with the basic concept of the council-manager plan. The office is quite different from that of the elected chief executive in a system that separates executive and legislative powers. Rather, the mayor in the council-manager form is the chief legislator, the leader of the policy making team. This mayor can be a "strong" mayor who, not having to overcome the offsetting power of the council or not being bogged down with the details of managing the city's staff, can focus on facilitative leadership. The mayor is effective by helping the council and staff perform better. High involvement by the council and the manager and constructive relationships among officials are indicators of successful leadership by the mayor. Effectiveness does not mean charting an independent path or taking over tasks from the manager.

The new *Model* also specifically addresses the importance of strong political leadership and the potential for such leadership by the mayor in council-manager cities. This is based on three premises. First, relationships among officials in council-manager cities are cooperative rather than contentious because powers are not divided among officials. Second, this approach to mayoral leadership stresses the contributions of all officials rather than focusing on the mayor as the driving force in city government. Third, the potential for mayoral leadership is inherent in the council-manager form so long as the office is not actually hamstrung by arbitrary limitations. The mayor occupies a strategic location shaped by his or her close relationships with the council, manager, and individual citizens and groups in the community. The mayor is able to promote communications among officials and with the public. Unusual powers are not needed for leadership and may actually curtail leadership by separating the mayor from other officials. Any augmentation of the role of the mayor must not be construed as reducing the power of the council but rather as a way to provide

focus and leadership in the development of city policy. Nor should the role of the mayor intrude on the management of the city's operations by the manager.

The *Model* presents two alternative methods for choosing the mayor without stating a preference: direct election by the voters and election by and from the council. Communities are advised to consider the local situation in choosing between the two alternatives, determining which would be most conducive to the development of strong political leadership and effective professional administration.

### **Looking Ahead**

The latest revision of the model charter was undertaken with the recognition that most municipalities now operate in a regional context that makes intergovernmental cooperation a necessity. This understanding led members of the revision committee to specify that along with his or her other duties the city manager should encourage regional and intergovernmental cooperation. A greater role for citizen participation in local governance has also been emphasized in the new model. While a time will certainly come for this edition to be revised in turn, there is no doubt that it ensures continuity with the purposes of the *Model City Charter* even as it recommends changes to meet the challenges of a new century.

## MODEL BUILDING: A CONTINUING PROCESS

The influence of the *Model City Charter*, direct and indirect, can be measured in the ever-increasing use of the form of government it advocates. When it was proposed that the National Municipal League (League) endorse the council-manager plan as its model form, fewer than 50 cities had adopted the plan; by 2002 the number exceeded 3,000. Hundreds more communities operate with essential features of the plan, particularly the provision of responsible professional management. It has always been made quite clear that the model is not an absolute. It must be tailored to fit local circumstances, traditions, and legal restraints, and features of it may be used to strengthen governments, even those that do not follow the basic council-manager form.

The *Model City Charter* through its several editions has been the product of many minds and has reflected an enormous diversity of experience and preferences. It has always been informed by an abiding and unanimous commitment to the strengthening of self-government in America.

### **The Beginning**

The publication of this new edition of the *Model* is the latest stage in the continuing process that began in 1894 with the establishment of the League. At the conclave that launched the organization, Theodore Roosevelt told his fellow founders, the leaders of municipal reform: "There are two gospels I always preach to reformers.... The first is the gospel of morality; the next is the gospel of efficiency.... I don't have to tell you to be upright, but I do think I have to tell you to be practical and efficient...."

These 1894 reformers agreed that to be practical and efficient" more was required than Roosevelt's exhortation for the "vindication of public virtue and popular rights of conscience and duty in public life...." They had a determination "to change the conditions which prevent good government [and] to simplify the machinery which interferes with free expression and practical enforcement of the intelligent will of the majority" (Horace E. Deming, City Club of New York). This group of farsighted leaders was clearly focused on the new century just ahead. They knew that they must develop a method for addressing not only the immediate crisis in city government but also a means for giving systematic attention to the fundamental elements in the machinery of local government. Thus began the process of model building that has endured for over a century.

The "elements of a model charter for American cities" were first laid out by Edmund James James, then a University of Pennsylvania political scientist and later the president of the University of Illinois. He emphasized that "a model city charter must be...adapted to local and temporal conditions...That scheme of government is the ideal one...which under any given set of conditions makes the working of good influence easy and of bad influence hard -- a form of government under which all the excellences of which a people or community is capable in a political sense can be realized...a city charter should give the people of the city the greatest degree of self-determination, both as to the form of government and as to the things which the government shall do...."

### ***The First Model City Charter***

In 1897 a committee of distinguished scholars and civic reformers was given the task of developing a municipal program embodying "the essential principles that must underlie successful municipal government and ... set forth a working plan or system ... for putting such principles into practical operation..." In 1899 the committee reported its recommendations, which were published in 1900 as *A Model Municipal Program*. It included a proposed state constitutional amendment defining the relation of the municipality to the state and a model charter in the form of "a municipal corporations act." This first *Model City Charter* called for a council elected for six-year staggered terms, a strong, elected chief executive system with very extensive powers assigned to the mayor, including appointment of all major municipal officials (except the comptroller) without advice and consent of the council. An independent civil service commission and civil service regulations were also recommended.

The recommendation of a strong elected executive was such a drastic departure from prevailing practice that it gained little acceptance. Indeed, there not only was an unwillingness to entrust such extensive powers to a mayor but there were also strong movements to interpose boards or commissions between the executive and the operating department heads to provide protective cover for many services, e.g., boards of public works, health, parks, recreation and planning. The desire was to prevent scandal, but the result was to diffuse responsibility.

A New Municipal Program and a New Model Charter. In the same year (1900) that the League published its first *Model City Charter*, the reform agenda was affected by the aftermath of a tidal wave in Galveston, Texas. The special commission used to deal with that emergency evolved into the commission form of municipal government. The legislative and executive functions were merged in a commission. The ballot was shortened and separately elected and independent boards were eliminated. It became a popular reform in the early years of the century. There was pressure for the League to endorse the commission plan model. Then as now, however, the League rejected the commission plan because it fragmented the executive and permitted too little attention to policy development. The question was how to combine the "short ballot" result that characterized the commission plan with the integrated, responsible executive provided in the League's first model.

The answer to this question was seen clearly by Richard S. Childs as he built on the short ballot principle that he had been espousing with Woodrow Wilson and others. He promoted the ingenious combination of experience in commission-governed cities and the basic organizational feature of private business -- the appointed chief executive officer.

The Childs position was most persuasive in the deliberations of a new League Committee on Municipal Program, which was established in 1913 to review the first *Model* and other reform experience. The committee's first report in 1914 endorsed what became known as the council-manager plan. In 1915 the League adopted a new municipal program presenting the second *Model City Charter*, which provided that all powers be vested in the council and that the

administration of the city's operations be by a city manager appointed by and serving at the pleasure of the council.

The committee was not only convinced that the new form of government was sound in theory but was also able to observe it in operation in a few pioneering cities. The committee was unaware of a proposal made by the first secretary of the League of California Cities, Haven S. Mason, in 1899 for a "distinct profession of municipal managers" to administer the affairs of a city or the fact that the small town of Ukiah, California, in 1904 established the position of "executive officer," who was responsible to its governing body, to administer its activities. The committee was aware that beginning in 1908, Staunton, Virginia, had a general "city manager" serving a two-house council and sharing the executive function with the mayor. The first city to have a manager responsible to a single elected council was Sumter, South Carolina, in 1912. It was followed two years later by Dayton, Ohio, the first city of substantial size to adopt the plan. By the end of 1915, the council-manager plan had been adopted by 82 cities, with the number almost doubling by 1920.

Unquestionably, the League made the important shift in its model charter from endorsement of an elected chief executive to advocacy of an appointed manager because of the conviction that the latter provided the most desirable arrangement for securing a responsible chief executive. In describing the 1915 *Model*, it was stated: "... the most distinguishing characteristic of the form of city government advocated in the *New Municipal Program* is to be found in the concentration of administrative powers and responsibilities in the hands of a city manager ... declaring that the city manager shall be the chief executive of the city." It was clearly recognized, however, that the new *Model* rejected the "separation of powers" concept which characterized the national and state governments, stating: "The dominant note in our new *Model City Charter* is elimination of the system of checks and balances in the organization of our cities and the substitution therefore of responsible government under a small legislative chamber which in turn selects a single administrative head. The city manager plan not merely represents the type in common use in business corporations but also in parliamentary government."

The *Model* has continued to endorse the unitary structure provided in the council-manager plan, although alternative approaches within this structure are now provided.

### **Evolution of the Reform Agenda**

In addition to the provisions for the basic form of municipal government -- the legislative body and executive structure -- the *Model* has addressed other aspects of the reform agenda.

Civil Service. The architects of the first two model charters included some of the leaders of the civil service reform movement. Indeed, the chairman of the committee that developed the 1915 *Model* was William Dudley Foulke, who served as a member of the U.S. Civil Service Commission under Theodore Roosevelt and was president of the National Civil Service Reform League. Thus, it is not surprising that the early models contained detailed provisions for municipal civil service systems, including an independent civil service commission with extensive rule making authority with respect to "the appointment, promotion, transfer, layoff,

reinstatement, suspension, and removal of city officials and employees ... [and the duty] to supervise the execution of the civil service sections [of the charter] and the rules made thereunder....”

The manner in which municipal personnel organization and procedure are treated in the successive editions of the *Model City Charter* (1900, 1915, 1927, 1933, 1941, 1964, 1989, and 2002) shows how the reform agenda evolved during the 20th century. From the first two editions with an independent civil service commission, the *Model* moved in 1927 to an organization with a personnel director appointed by the city manager and a personnel board with limited powers. This was the approach followed in the 1933 and 1941 editions, but the provisions continued to be extremely detailed, covering classification procedures, promotions, pay plans, pensions and retirement systems. Notes accompanying these provisions indicated that some advisors were even then urging greater simplicity. This was done in the 1964 edition, which contained only a listing of the elements of personnel rules, restricted the personnel board to an advisory role, and recommended that details of personnel organization and procedure should be included in the administrative code.

The *Model* now recognizes that personnel systems in some states are controlled in large part by state law and everywhere are subject to certain federal regulations. The charter simply states a commitment to the merit principle and mandates the council to provide by ordinance for a personnel system based on the merit system and consistent with state and federal law. Thus, the *Model's* treatment of municipal personnel administration has evolved from prescribing in detail an organization and procedures concerned with the elimination of spoils to a general and flexible provision permitting the city to provide by ordinance an adaptable system that will increase the competence of the public service in meeting changing needs.

Planning. Treatment of planning in the *Model City Charter* has had a somewhat different evolution. In early editions the provisions were quite general, with new sections on zoning and other detailed aspects of planning not being added until 1927. The 1941 edition had the most detailed planning provisions, continuing to call for an independent planning commission with specific powers but with the planning director appointed by the city manager rather than by the commission. There were provisions for the master plan, official map, subdivision control, plat approval, zoning, slum clearance, blighted areas, housing, neighborhood redevelopment and disaster areas.

By 1964 the approach was substantially changed, with the *Model* indicating that planning should be considered preeminently a staff function tied directly to the city's executive, with the planning board's role being exclusively advisory. Further, it was indicated that planning policy is finally expressed and carried out by the council through various enactments. The *Model* did continue to provide procedures for adoption, modification and implementation of the comprehensive plan.

The 1989 *Model* recognized that land use development and environmental protection are increasingly the subject of regulation by state and federal statutes. This continues to be the case. In order to permit the municipality the greatest possible flexibility to carry out the planning

function effectively, the *Model* does not provide for a specific structure. The city council is mandated to establish the planning organization and procedures.

The eighth edition emphasizes the importance of integrating municipal planning with the planning of other local jurisdictions and regional agencies.

Finance. The *Model's* treatment of financial procedures has undergone an evolution from relatively simple prescriptions in the early editions to highly detailed and restrictive procedures in 1941 and back to much simpler procedures in recent and current editions. The 1941 edition was closer in time to the local government financial crises in the 1930s. Its provisions seemed overly rigid and unnecessarily complicated to those developing the next edition 20 years later, when economic conditions and fiscal procedures in local governments were substantially improved. The 1964 edition emphasized the importance of developing a comprehensive financial program and maximum flexibility within the boundaries of sound fiscal practices.

The 1989 edition made only minor modifications, clarifying some procedures and taking note of the need to provide for revenue ordinances covering non-property tax revenues.

The eighth edition further clarifies financial procedures, renaming the relevant article "Financial Management." The provision for an independent audit, previously found in Article II dealing with the city council now appears in Article V with new emphasis. The *Model* places attention on long-term goals and community priorities in the budget process and the importance of methods to measure outcomes and performance.

Initiative, Referendum, and Recall. The enthusiasm for some reform measures has varied over time. Provisions for the initiative, referendum, and recall were first included in 1915. Initiative and referendum have been provided in all subsequent editions of the *Model* but support for their inclusion has been far from unanimous. The commentary on the 1964 provision stated: "Since the initiative and referendum are more valuable in their availability than in their use, this *Model* sets up an exacting procedure."

The 1989 and 2002 editions have a simple provision that takes note of the fact that in most states where the initiative and referendum are available they are governed by the state election law. The recall was eliminated in the 1941 edition and was considered and rejected for inclusion in 1964 and 1989 but has been restored in the eighth edition.

Ethics. Since its early editions, the *Model* has had provisions prohibiting municipal officers from having conflicts of financial interest. The 1989 edition replaced statutory language in the charter with a mandate for council passage of ordinances covering ethics issues and measures for their enforcement. The eighth edition continues this approach and provides additional guidance for the council.

Campaign Finance. The eighth edition adds campaign finance disclosure and limitation provisions.

## PROGRESS AND CONTINUITY

The continuity of the model-building process is well illustrated by Luther H. Gulick (then chairman of the Advisory Committee on the Revision of the *Model City Charter* and subsequently chairman of the Institute of Public Administration), in the statement which introduced the 1964 edition:

The American people have worked long and hard to achieve good city government. When the first edition of this *Model City Charter* was presented by the National Municipal League in 1900, the chairman of the drafting committee observed, "It has been confidently claimed by many that the most conspicuous failure of democracy ... is demonstrated by the American city...."

No one could make that statement today because it is no longer true. We now have many conspicuously successful local governments.... [A] new or modernized city charter...not only presents a concise and workable legal framework for the government but also sets before citizens a clear picture of their own responsibilities and powers and before the officials and employees a statement of their duties and mutual interrelations. Thus the adoption of a good city charter is both an affirmation by the citizens that they mean to have good government and is the legal framework within which such government can be won and the more easily maintained.

The objective of the *Model City Charter* is to present in the form of a legal document a general plan of municipal government which is (a) democratic -- that is to say responsive to the electorate and the community -- and at the same time (b) capable of doing the work of the city effectively and translating the voters' intentions into efficient administrative action as promptly and economically as possible.

Accordingly, the *Model* embodies the provisions and tested legal language, which in theory and practice have helped to realize this double objective -- democracy and effective management. And, following the precedent established by the founding fathers when they wrote the Constitution of the United States, it does this with the fewest possible words....

This charter is based on the principles of the council-manager plan because the National Municipal League has found during many years of experience that this arrangement of powers, responsibilities and duties best fits the good government needs of the American city.... There are cities, especially in the largest population class, where the strong mayor plan is preferred. Provisions of this *Model* are appropriate for such a charter, or may be readily adapted....

The machinery of government, designed by constitutions and charters, is not an end in itself. It is rather an agreed-upon framework through which [citizens] work

together to govern and to service themselves. The importance of the machinery is that these institutions when properly designed facilitate self-government and encourage effective management....

Participation by citizens will take many forms -- as voters, as members of local political or civic organizations, as elected officials, as appointed officials and employees, and as members of official and unofficial advisory bodies. The *Model* endeavors to present a fabric within which each type of participation and leadership can have its appropriate place. As [the *Model*] is used to aid charter drafting, each city should think in terms of how its particular resources of participating civic manpower will operate to make a new charter a vital going enterprise. There will be wide variation from city to city.

**Leadership.** Those engaged in charter preparation will be particularly concerned with a search for leadership to achieve municipal progress. Local government problems today more than ever challenge imagination and courage. The task is more than one simply of reflecting popular sentiment and administering the resulting programs. Increasingly, the task must begin with an aggressive campaign to inform and educate the electorate on new programs. The *Model* presents no absolute prescription for the organization conducive to the development of necessary leadership. Nor can this be done from afar by anyone for a specific community.

Another problem of overriding importance is how the city fits into the general framework of government. Few if any functions of government today are the absolute preserve of a city. Aspects of virtually all functions are distributed among all levels of government and frequently among several local units. The *Model* recognizes this fact of urban life. Again, it offers no formula, but suggests that charter commissions must look beyond the legal and geographical jurisdiction of the municipality. The effectiveness of local political leadership may well be judged ultimately by its capacity to mesh municipal programs with those of other jurisdictions.

**Responsibility.** Finally, this *Model*...asserts that the ultimate responsibility for all basic policy decisions should be assigned to a single responsible legislative body, the city council. It also insists that within the executive structure all officials be appointed by and under the direction of the chief executive...It endorses the use of advisory bodies, with no operating powers but with significant duties, which can utilize the talents of citizens to assess the implications of future programs.

This...edition endeavors to refine and update the conception of municipal government and its component parts presented in earlier editions. It reaffirms the position that a municipality should have discretion to design the form and structure of its own local government directly or through a "home rule" charter. It sounds a warning, however, and emphasizes that home rule today does not mean isolation from neighboring local governments. The goal of efficient, economic

and progressive municipal government is meaningful only when viewed as part of the local, state and federal partnership.

Terrell Blodgett  
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Blodgett and Cassella were senior advisors to the committee that developed the eighth edition of the *Model City Charter*.

## PREAMBLE TO THE CHARTER

### Introduction.

A preamble typically consists of three elements: an identification of the source of authority for the charter, a statement of the action that is to be taken, and a declaration of the intent of the charter. The source of authority for a city charter is the state constitution or statutory law. The action that is to be taken is the adoption of the charter. The declaration of the intent of the charter comprises subjective statements (not enforceable by law) that underscore or illuminate the characteristics of a municipality, such as the values of the city, lofty goals, or even the “personality” of the drafting commission. Charters within the same state often use the same language in their preambles; the type of language used and the manner in which issues are addressed often provide a glimpse of regional characteristics.

## PREAMBLE

We the people of the [city/town] of \_\_\_\_\_, under the constitution and laws of the state of \_\_\_\_\_, in order to secure the benefits of local self-government and to provide for an honest and accountable council-manager government do hereby adopt this charter and confer upon the city the following powers, subject to the following restrictions, and prescribed by the following procedures and governmental structure. By this action, we secure the benefits of home rule and affirm the values of representative democracy, professional management, strong political leadership, citizen participation, and regional cooperation.

### Commentary.

#### Source of Authority

Identification of the source of authority tends to be standard: “We the people of Your City, under the constitution and laws of the state. . . .”

Occasionally, however, the source of authority is embellished with descriptive elements that reflect valued characteristics of the community. Two examples follow.

“We the people of Your City, with our geographical and cultural diversity. . . .”

“Treasuring the many wonders of our unique environment and realizing that the power and duty to govern and protect this region is inherent in its people, we the citizens of Your City. . . .”

#### Action Taken

The standard phrasing for the action statement is “do hereby adopt” or some variation. Following are two examples of action taken by the source of authority.

. . . do hereby adopt this charter.”

. . . do hereby adopt this home rule charter.”

### **Intent**

This can be the most creative section of the preamble (and of the charter itself). The standard beginning of the intent section is: "By this action, we . . ." An expression of objectives, goals, purposes, and/or values typically follows. The intent section can contain merely a reference to home rule or self-determination, or it can contain a combination of purposes, goals, values, and even civic aspirations. Preambles typically reflect values such as self-determination, justice, equality, efficiency, responsiveness, citizen participation, and environmental stewardship. Three examples follow.

"By this action, we:

provide for local government responsive to the will and values of the people and to the continuing needs of the surrounding communities. . . ."

secure the benefits of home rule, increase citizen participation, improve efficiency, and provide for a responsible and cooperative government. . . ."

establish a government which advances justice, inspires confidence, and fosters responsibility. . . ."

Preambles should contain all three elements. The intent section at the least should contain a reference to home rule or self-determination (very few do) and could suggest elements of contemporary governing values such as regional cooperation, economic vitality, diversity, comprehensive representation, strong community leadership, and citizen participation.

## **Article I POWERS OF THE CITY**

### **Introduction.**

A charter should begin by defining the scope of the city's powers. It should address the context in which such powers operate, including the effect of state law and the desirability of cooperation with other localities.

### **Section 1.01. Powers of the City.**

The city shall have all powers possible for a city to have under the constitution and laws of this state as fully and completely as though they were specifically enumerated in this charter.

### **Commentary.**

The city should lay claim to all powers it may legally exercise under the state's constitution and laws.

Nevertheless, some cities, particularly smaller ones, may not wish to exercise all available powers. Cities may restrict their own power: (1) by specific provisions in the appropriate parts of the

charter; (2) by ordinance, since the section does not require that all the powers claimed be exercised; or (3) by inaction—i.e., failure to exercise powers. The powers of the city may also be limited by state or federal court decisions.

This section insures that the city claims the entirety of the grant of authority available to it from the state. Through this means, the charter is restricted from embracing less in its terms than the constitutional home rule grant allows or from containing an inadvertent omission or ambiguity that could open the door to restrictive judicial interpretation. This is the most that the charter can do as the extent of the powers available to the city will depend on the state's constitution and statutes and judicial decisions.

The general powers provision of a charter must be tailored to the law of each state. The courts of some states do not give effect to a charter statement of powers expressed in general terms. Instead, they require that the charter enumerate all of the powers claimed. The words “as fully and completely as though they were specifically enumerated in this charter,” at the end of § 1.01, cannot be used in a charter in a state that requires the enumeration of powers.

Charter drafters should carefully study their state's law on local government powers before using this *Model* provision. To reduce the likelihood of restrictive judicial interpretation, a section like § 1.02 below should accompany this section.

Questions of restrictive court interpretation aside, and assuming that a state's law does not require an enumeration, this section may be utilized effectively under any of the existing types of home rule grant, as well as that of the *Model State Constitution* (6th Edition, 1968) published by the National Municipal League. It may be used regardless of whether the home rule grant appears in a constitution, optional charter law, or other general enabling act.

### **Section 1.02. Construction.**

The powers of the city under this charter shall be construed liberally in favor of the city, and the specific mention of particular powers in the charter shall not be construed as limiting in any way the general power granted in this article.

#### **Commentary.**

A charter should encourage courts to interpret the powers of the city as broadly as possible. Such a provision discourages a restrictive interpretation of the general powers statement in § 1.01. If the charter enumerates powers, this section may prevent courts from interpreting the list of specific powers as evidencing intent to exclude other or broader powers.

### **Section 1.03. Intergovernmental Relations.**

The city may participate by contract or otherwise with any governmental entity of this state or any other state or states or the United States in the performance of any activity which one or more of such entities has the authority to undertake.

## **Commentary.**

This section empowers the city to participate in intergovernmental relationships—to receive assistance from the federal, state, and other local governments, to be represented in regional agencies established under federal or state law or intergovernmental agreements, and to perform jointly with any other governmental jurisdiction any function which any of the participating jurisdictions may perform alone.

The nature of intergovernmental relations is rapidly changing. Most cities are an integral part of a region. In that regard, engaging in cooperative intergovernmental relations is fundamental to the effective functioning of a city and the region of which it is a part. Although the purpose of engaging in intergovernmental relations is primarily to further the ends of the city, the health of the region should also be of concern to the city.

Superior state statutes (such as a general powers provision), which cannot be altered by a charter provision, may govern an intergovernmental relations provision. States may enact these on an *ad hoc* basis, each dealing with a particular project, program, or regional or metropolitan agency. With intergovernmental agreements becoming more common, states may have general intergovernmental authorizing statutes or constitutional provisions. For example, New Hampshire state law provides:

N.H.R.S. Title 3, Chapter 53-A:1 Agreements between government units.

Purpose. – It is the purpose of this chapter to permit municipalities and counties to make the most efficient use of their powers by enabling them to cooperate with other municipalities and counties on a basis of mutual advantage and thereby to provide services and facilities in a manner and pursuant to forms of governmental organization that will accord best with geographic, economic, population, and other factors influencing the needs and development of local communities.

If states have neither specific nor general authorization, charter drafters should look for court opinions on intergovernmental agreements in the state. Courts may provide guidance on the extent of a city's power to cooperate with other governments in the absence of enabling state legislation.

Specific legislation on intergovernmental agreements often involves political questions and considerations of state constitutional and statutory limitations on cities' financial and borrowing powers. In joint federal-municipal projects involving substantial sums, state legislative control over municipal powers, coupled with restrictive judicial doctrines, may require specific state legislative approval.

## Article II CITY COUNCIL

### **Introduction.**

The city council, elected by, representative of, and responsible to the citizens of the city is the fundamental democratic element of the council-manager plan.

### **Section 2.01. General Powers and Duties.**

All powers of the city shall be vested in the city council, except as otherwise provided by law or this charter, and the council shall provide for the exercise thereof and for the performance of all duties and obligations imposed on the city by law.

### **Commentary.**

This section does not specifically enumerate the powers of the council. An enumeration of specific powers in this article will not enlarge the powers of the council and may operate to diminish them if utilized by the courts to support restrictive interpretations (see commentary to § 1.02).

In his commentary on the first *Model City Charter* endorsing the council-manager plan (“The City Council” in The New Municipal Program, 1919), William Bennet Munro noted that

So far as the composition and powers of the city council are concerned the plan set forth in the *Model City Charter* rests upon the conviction that there should be a place in the municipal framework for a body which will be avowedly deliberative, supervisory, and policy-determining, which will be wieldy enough to perform these functions properly and yet large enough to be truly representative of the community’s options. . . . The *Model City Charter* accordingly provides for a council with a membership which can be enlarged or contracted according to the varying size and needs of different cities. This council is to be the pivot of the municipal system. It is to be the final source of local authority, not sharing its powers but delegating some of them. That is to say, to a city manager chosen by the council and holding office during the council's pleasure, it assigns the entire charge of administrative affairs . . . As for the powers of the city council . . . It is designed to embody, as it were, the sovereignty of the community. It is the legislative organ of the city exercising all the authority which the municipal corporation possesses—with one important exception only. This restriction is that the city council, once it selects a city manager, devolves all direct administrative authority upon him.

Recognizing that all of the powers that can be exercised by the city rest in the popularly elected city council, the charter must provide for a council, which is truly representative of the community. Therefore, the *Model* presents several alternatives without expressing an absolute preference for any one, which was done in earlier editions. Each city’s population pattern—economic level, racial, geographical, etc.—has implication for the method of electing the council to assure equitable representation. While the Voting Rights Act governs all jurisdictions, in some cities the problem of

compliance with its provisions and avoidance of court challenges is a matter of particular concern. Just as there is no absolute model for providing competent and effective legislators, there is no absolute pattern which will assure equitable representation.

As the body charged with making municipal policy, the council can create permanent or *ad hoc* mechanisms to assist in that process. For example, it can create planning and recreation boards or study committees. Likewise it can create agencies with quasi-legislative or quasi-judicial status, such as a human rights commission or a zoning appeals board.

The *Model* makes no provision for specific instrumentalities designed to provide input at the neighborhood level for policy-making or service delivery evaluation. Nor does it list as charter agencies any advisory boards and commissions. The council has the power to establish such agencies.

The *Model* provides that the mayor, however elected, shall be the presiding officer and a voting member of the council and shall perform certain specific duties which will enhance the mayor's role as policy leader.

## **Section 2.02. Eligibility, Terms, and Composition.**

**(a) Eligibility.** Only registered voters of the city shall be eligible to hold the office of council member or mayor.

### **Commentary.**

This section does not include length of residence requirements for city council candidates. In an era of great mobility in which people frequently live in one place and work in another, length of residence requirements lose what little validity they may once have had. A prospective council member need only be a registered voter of the city.

**(b) Terms.** The term of office of elected officials shall be four years elected in accordance with Article VI.

### **Commentary.**

The *Model* recommends four-year, staggered terms (§ 6.03). Under this approach, elections of council members take place every two years. In the seventh edition, the *Model* listed concurrent terms as an alternative. However, a strong majority of cities today—82.6% of cities surveyed according to the 2001 ICMA Form of Government Survey—have chosen staggered terms over concurrent terms to avoid dramatic changes in council composition at each election.

The *Model* does not restrict reelection to subsequent four-year terms. Limiting reelection restricts the citizens' opportunity to keep in office council members of whom they approve. Unlimited terms allow voters to provide a vote of confidence for council members who represent majority sentiment

and a vote of opposition for members in the minority. Finally, the city benefits from the institutional memory of reelected council members.

**(c) Composition.** There shall be a city council composed of [ ] members [see alternatives below].

**Commentary.**

The *Model* does not specify the exact number of council members but recommends that the council be small – ranging from five to nine members. If the mayor were elected by and from the council (§ 2.03(b), Alternative I), there would be an odd number of council members. In the largest cities, a greater number of council members may be necessary to assure equitable representation. However, smaller city councils are more effective instruments for the development of programs and conduct of municipal business than large local legislative bodies. In the United States, it has been an exceptional situation when a large municipal council, broken into many committees handling specific subjects, has been able to discharge its responsibilities promptly and effectively. In large councils, members usually represent relatively small districts with the frequent result that parochialism and “log-rolling”—bargaining for and exchanging votes on a quid pro quo basis—distract attention from the problems of the whole city.

In determining the size of the council, charter drafters should consider the diversity of population elements to be represented and the size of the city.

**Alternative I – Option A – Council Elected At Large; Mayor Elected by the Council**

The council shall be composed of [odd number] members elected by the voters of the city at large in accordance with provisions of Article VI. The mayor shall be elected as provided in § 2.03(b), Alternative I.

**Alternative I – Option B – Council Elected At Large; Mayor Elected Separately**

The council shall be composed of [even number] members elected by the voters of the city at large in accordance with provisions of Article VI. The mayor shall be elected as provided in § 2.03(b), Alternative II.

**Commentary.**

The *Model* continues to stress the value of the at-large principle in designing the composition of a city council, while recognizing the necessity of providing for representation of geographical areas under certain circumstances. In considering the appropriateness of using the at-large system, each city must assess its own situation. The at-large system has generally allowed citizens to choose council members best qualified to represent the interests of the city as a whole.

Nevertheless, in larger cities, citizens may feel isolated from and unconnected to their government without some geographical basis of representation. Cities with significant differences in or conflicts

among ethnic, racial, or economic groups may wish to consider whether one of the alternative systems may achieve more equitable representation of the city's population and avoid legal challenges under the Voting Rights Act without sacrificing council effectiveness.

**Alternative II – Option A – Council Elected At Large with District Residency Requirement; Mayor Elected by the Council**

The council shall be composed of [odd number] members elected by the voters of the city at large in accordance with provisions of Article VI. Not more than one council member shall reside in each district. The mayor shall be elected as provided in § 2.03(b), Alternative I.

**Alternative II – Option B – Council Elected At Large with District Residency Requirement; Mayor Elected Separately**

The council shall be composed of [even number] members elected by the voters of the city at large in accordance with provisions of Article VI. Not more than one council member shall reside in each district. The mayor shall be elected as provided in § 2.03(b), Alternative II.

**Commentary.**

A complaint frequently lodged against the all at-large council system is that a majority of the council may live in the same area of the city. This may give rise to questions concerning the equitable distribution of services with allegations that particular sections receive partial treatment. This objection can be met while still maintaining a council elected at-large by establishing districts of equal population and requiring that one council member reside in each district.

Although this alternative builds geographical representation into an at-large system, depending upon the local situation, it may be subject to the same objections under § 2 and § 5 of the Voting Rights Act as Alternative I.

**Alternative III – Option A - Mixed At-Large and Single Member District System; Mayor Elected by the Council**

The council shall be composed of [odd number] of council members elected by the voters of the city at large and one member from each of the even-numbered council districts elected by the voters of those districts, as provided in Article VI. The mayor shall be elected from among the at-large members as provided in § 2.03(b), Alternative I [specifying that the mayor is an at-large member].

### **Alternative III – Option B – Mixed At-Large and Single Member District System; Mayor Elected Separately**

The council shall be composed of [even number] members elected by the voters of the city at large and one member from each of the even-numbered council districts elected by the voters of those districts, as provided in Article VI. The mayor shall be elected as provided in § 2.03(b), Alternative II.

#### **Commentary.**

The mixed system for a council with members elected at large and members elected by and from districts has become increasingly popular since the U. S. Department of Justice approved it as a method of electing the city council that is compliant with the requirements of the Voting Rights Act. This makes the mixed method suitable in places where the at-large system has been challenged but where change to a single-member district system is opposed.

The mixed system combines the citywide perspective of the at-large council members with the local concerns and accountability of district council members. It can allow minorities who live in concentrated areas to influence or even determine the outcome of elections in their districts.

A problem can arise in mixed systems when at-large council members consider their position to be superior to that of district members and are perceived as rivals to the mayor. To prevent this, at-large and district council members should have equal status with respect to offices, services, and length of terms.

Local preference should decide the ratio of at-large to district members. Opinion ranges from favoring a majority being elected at large to a majority being elected by and from districts. However, for jurisdictions concerned about scrutiny by the U. S. Department of Justice or the courts under either § 2 or § 5 of the Voting Rights Act, precedent shows a clear preference for the majority of the council to be elected by and from districts.

### **Alternative IV – Single-Member District System**

The council shall be composed of an even number of members each of whom shall be elected by district by the voters in that district. The mayor shall be elected in accordance with the provisions of § 2.03(b), Alternative II.

#### **Commentary.**

If communities adopt the district system, the mayor should be elected separately by the voters of the city at large and not chosen by and from the council. This provides a necessary at-large element in an otherwise all district system.

The growing recognition that membership on councils should represent all racial and ethnic groups more adequately has spurred increased use of the single-member district system. With racial

minorities concentrated in particular sections of the city, it is easier to elect minority council members. Also, because district campaigns cost substantially less than citywide campaigns, single-member districts can open the way for greater diversity among candidates. Citizens feel closer to district elected council members, whom they can hold responsible for addressing their community concerns.

In cities where courts have found that the at-large method of electing the city council violates the Voting Rights Act, the Justice Department has regularly approved the single-member district system as a replacement.

The single-member system has drawbacks. An inherent problem is the danger that district elected members will subordinate citywide concerns to parochial problems. Single-member systems also have potential for the classic problem of "log-rolling" or vote swapping. Whenever districts are used, the drawing of district lines to provide "fair and equal" districts is of utmost importance and may involve litigation. Section 6.03 provides districting procedures and criteria designed to prevent gerrymandering and unequal districts, which are unconstitutional under the one person, one vote doctrine.

### **Section 2.03. Mayor.**

**(a) Powers and Duties.** The mayor shall be a voting member of the city council and shall attend and preside at meetings of the council, represent the city in intergovernmental relationships, appoint with the advice and consent of the council the members of citizen advisory boards and commissions, present an annual state of the city message, appoint the members and officers of council committees, assign subject to the consent of council agenda items to committees, and perform other duties specified by the council. The mayor shall be recognized as head of the city government for all ceremonial purposes and by the governor for purposes of military law but shall have no administrative duties.

**(b) Election - Alternative I – Mayor Elected by the Council.** The city council shall elect from among its members officers of the city who shall have the titles of mayor and deputy mayor, each of whom shall serve at the pleasure of the council. The deputy mayor shall act as mayor during the absence or disability of the mayor.

**Alternative II – Mayor Elected At Large.** At each regular election the voters of the city shall elect a mayor at large for a term of [the same term as other council members] years. The council shall elect from among its members a deputy mayor who shall act as mayor during the absence or disability of the mayor and, if a vacancy occurs, shall become mayor for the remainder of the unexpired term.

### **Commentary.**

(a) The office of mayor in cities having the council-manager form assumes a different character from city to city depending upon local political, economic, and social conditions. This variation has meant that the office is not well understood, and its potential has too often gone unrecognized.

While the mayor of a council-manager city is not an executive as in the mayor-council form, he or she is uniquely positioned to be the political and policy leader of the city. As the presiding officer of the council and ceremonial head of the city, the mayor is the most conspicuous official of the city. Freedom from executive responsibilities for the day-to-day municipal operations allows the mayor to focus attention on major policy issues and important facilitative activities.

The mayor fills three facilitative roles that offer enormous leadership opportunities. First, the mayor may coordinate the activities of other officials by providing liaison between the city manager and the council, fostering a sense of cohesion among council members, and educating the public about the needs and prospects of the city. Second, the mayor may facilitate policy guidance through setting goals for the council and advocating the adoption of policies that address the city's problems. Third, the mayor is an ambassador who promotes the city and represents it in dealing with other governments as well as the public.

The specific responsibilities of the mayor listed in the *Model* enhance the mayor's leadership position. The traditional responsibility of presiding at council meetings allows the mayor to set the tone for city government and help the council make decisions. Designation of the mayor as intergovernmental representative reflects the increased importance of relationships with other local governments as well as with the state and federal governments. Mayoral appointment of boards and commissions with council advice and consent, and of the membership of council committees, creates the opportunity for purposeful balanced representation and can be used to forge coalitions and tap into networks of community activity.

Finally, the mayor delivers the state of the city message. When the state of the city message includes the setting out of needs and goals for the city, it should reflect the thinking of the council and information provided by the staff, as well as the mayor's own priorities. In presenting the state of the city message, the mayor acts as spokesperson, educator, team leader, goal setter, and policy advocate. To avoid confusion, the time of delivery of the message should be sufficiently distanced from the presentation of the budget by the manager.

(b) As with mayoral responsibilities, the method of election of the mayor has implications for office effectiveness. The *Model* provides two alternative methods for electing the mayor. A community's choice of election method depends on local preference and tradition and to some extent on the method chosen to elect the council (see Article VI).

Many communities feel that local policy leadership can best function when a cohesive team of council members chooses its leader as mayor. These cities use Alternative I, election of the mayor by and from the council, and thus avoid the possibility of conflict between the mayor and the council majority. Such an approach may be best suited for cities with at-large council elections. In cities with councils elected from districts, council selection of the mayor presents the mayor with conflicting roles—district and citywide.

Cities that provide for council selection of the mayor should avoid two practices which diminish the prospect of effective leadership. First is rotation of the office of mayor among members. This approach may hinder the emergence of a respected leader by preventing any one member from

acquiring experience and increasing competence in the exercise of leadership skills. It can also mean that the true leader of the council is not the mayor, which may create a misperception of inside dealing and secret manipulation. The second practice is to automatically designate as mayor the council member who receives the largest number of votes. This awkward approach prevents the council from choosing its leader and does not give voters full knowledge for which office—council member or mayor—they were casting votes.

More than half of the cities operating with the council-manager form use the direct election at-large alternative (Alternative II). Many cities, particularly larger ones, believe that this method increases the potential for mayoral leadership by giving the mayor a citywide popular support base. This is particularly important when all or most of the council members are elected from districts. A potential disadvantage of this method is that the mayor may have views that diverge widely from those of a majority of the council on some important issues.

Whatever the method of election or the strength of the mayor's leadership role, the mayor is preeminently a legislator, a member, and leader of the council; the mayor is not an executive. However, the office may require some special staff support. Whatever arrangements are made for support either through the city manager or staff in the mayor's office should be consistent with two premises. First, the mayor should not encroach on the executive responsibilities of the manager. Second, the mayor and council collectively, as a body, oversee the operations of the city by the manager.

Communities should avoid granting special voting status to the mayor (e.g., vote on council only to make or break a tie). Such power will likely impede rather than enhance the mayor's capacity to lead. Similarly, giving the mayor veto power in a council-manager city cannot help but confuse his or her role with that of the executive mayor in a mayor-council city.

No structural arrangement for government will insure effective mayoral leadership. The person who occupies the office must understand the nature of the job—its possibilities, interdependencies, and limitations—and have the personal inclination, energy, and talent to exercise necessary leadership. Without that, no amount of structural support will produce a leader. However, the method of selection and the statement of responsibilities provided in the charter should help insure the selection of a capable person with recognized leadership abilities who will make a significant contribution to the operation of the city.

#### **Section 2.04. Compensation; Expenses.**

The city council may determine the annual salary of the mayor and council members by ordinance, but no ordinance increasing such salary shall become effective until the date of commencement of the terms of council members elected at the next regular election. The mayor and council members shall receive their actual and necessary expenses incurred in the performance of their duties of office.

### **Commentary.**

Under the *Model*, council members are part-time officials and do not direct city departments. Council salary level depends on a variety of factors specific to each community, including the part-time nature of the position and the emphasis on policy-making rather than administration. The city should reimburse council members for expenses incurred in performing their duties, e.g., travel to the state capital to testify on behalf of the city.

The *Model* rejects the setting of the actual amount of compensation in the charter except for the salary of the first council after the charter goes into effect (see § 9.05(f)). The delay in the effective date of any salary increases provides ample protection.

The city should provide extra compensation for the mayor because, in addition to regular responsibilities as a council member, the mayor has intergovernmental, ceremonial, and city-related promotional responsibilities.

### **Section 2.05. Prohibitions.**

**(a) Holding Other Office.** Except where authorized by law, no council member shall hold any other elected public office during the term for which the member was elected to the council. No council member shall hold any other city office or employment during the term for which the member was elected to the council. No former council member shall hold any compensated appointive office or employment with the city until one year after the expiration of the term for which the member was elected to the council, unless granted a waiver by the Board of Ethics.

Nothing in this section shall be construed to prohibit the council from selecting any current or former council member to represent the city on the governing board of any regional or other intergovernmental agency.

**(b) Appointments and Removals.** Neither the city council nor any of its members shall in any manner control or demand the appointment or removal of any city administrative officer or employee whom the city manager or any subordinate of the city manager is empowered to appoint, but the council may express its views and fully and freely discuss with the city manager anything pertaining to appointment and removal of such officers and employees.

**(c) Interference with Administration.** Except for the purpose of inquiries, and investigations under § 2.09, the council or its members shall deal with city officers and employees who are subject to the direction and supervision of the city manager solely through the city manager, and neither the council nor its members shall give orders to any such officer or employee, either publicly or privately.

### **Commentary.**

(a) This provision prohibits council members from concurrently holding other elective office, such as state legislator, as occurs in some states. Also prohibited is holding any other city office or employment during one's council term or for one year after leaving office. These provisions are designed to avoid conflict of interest situations. The charter is specific, however, that these prohibitions do not restrict any current or former officeholder from service on the boards of regional or other intergovernmental agencies. Such service is particularly valuable in accomplishing the objectives of intergovernmental cooperation.

(b) and (c) The prohibition against interference by council members in the appointment and removal of employees and in the administration of city programs does not include the broad language of earlier editions of the *Model* because it was considered too rigid and unrealistic. This provision, while expressing the general policy of noninterference, does not exclude communication between council members and the manager on questions of appointment and removal. The manager may seek advice from the council regarding appointments.

Council members are strictly prohibited from giving orders to city officers or employees. However, the prohibition against interference with administration does not prevent council members from making inquiries of department heads or employees for the purpose of obtaining information needed by them in the discharge of their duties including response to constituent requests. Information provided to one council member should be shared with the entire council as warranted. The council and manager should define the parameters for such requests and establish reasonable boundaries. In some cities, automated information systems make information on aspects of departmental operations readily available to council members on computer terminals.

### **Section 2.06. Vacancies; Forfeiture of Office; Filling of Vacancies.**

**(a) Vacancies.** The office of a council member shall become vacant upon the member's death, resignation, or removal from office or forfeiture of office in any manner authorized by law.

**(b) Forfeiture of Office.** A council member shall forfeit that office if the council member:

- (1) Fails to meet the residency requirements,
- (2) Violates any express prohibition of this charter,
- (3) Is convicted of a crime involving moral turpitude, or
- (4) Fails to attend three consecutive regular meetings of the council without being excused by the council.

**(c) Filling of Vacancies.** A vacancy in the city council shall be filled for the remainder of the unexpired term, if any, at the next regular election following not less than sixty days upon the occurrence of the vacancy, but the council by a majority vote of all its remaining members shall appoint a qualified person to fill the vacancy until the person elected to serve the remainder of the unexpired term takes office. If the council fails to do so within thirty days following the occurrence of the vacancy, the election authorities shall call a

special election to fill the vacancy, to be held not sooner than ninety days and not later than 120 days following the occurrence of the vacancy, and to be otherwise governed by law. Notwithstanding the requirement in § 2.11(c), if at any time the membership of the council is reduced to less than \_\_\_\_\_, the remaining members may by majority action appoint additional members to raise the membership to \_\_\_\_\_.

### **Commentary.**

The section specifies the events or conditions, which create a vacancy, the grounds for forfeiture of office, and the manner by which the council shall fill vacancies.

Subsection (b)(3) requires forfeiture of office for crimes involving “moral turpitude.” This is a legal standard that in most jurisdictions means the crime – felony or misdemeanor – violates community standards of morality and involves an element of knowing intent by the perpetrator. Court findings include *In re Flannery*, 334 Or. 224 (2002) (misrepresenting address in renewing driver license to obtain valid license to rent a car was not a crime involving moral turpitude); *Klontz v. Ashcroft*, 37 Fed. Appx. 259 (9th Cir. 2002) (petty theft and grand theft are both crimes of moral turpitude); *Antorietto v. Regents of the University of California*, 2002 WL 1265552 (Cal. App. 4 Dist. June 7, 2002) (misuse of university funds and fraudulent diversion of donor funds intended for the university are crimes that involve moral turpitude). Another approach focuses on felonies, as in Kansas City’s charter, which reads: “No member of the council shall, during the term for which he is elected, be found guilty or enter a plea of guilty or nolo contendere to a felony under the laws of the United States or of any state, even if subsequently followed by the suspended imposition of the sentence.”

The council shall temporarily fill vacancies until the next regular election, when the voters will fill such vacancies for the remainder of the term (unless that election occurs within sixty days of the vacancy, in which case the candidates would have insufficient time to file). The provision calls for a special election if the council fails to fill a vacancy within thirty days. This provision should insure that the council will act, but in the event of a deadlock a special election will resolve the situation.

Finally, the section provides for filling vacancies by council action even if the membership falls below the quorum otherwise required for council action by § 2.11(c).

### **Section 2.07. Judge of Qualifications.**

The city council shall be the judge of the election and qualifications of its members, and of the grounds for forfeiture of their office. In order to exercise these powers, the council shall have power to subpoena witnesses, administer oaths and require the production of evidence. A member charged with conduct constituting grounds for forfeiture of office shall be entitled to a public hearing on demand, and notice of such hearing shall be published in one or more newspapers of general circulation in the city at least one week in advance of the hearing.

**Commentary.**

This section makes council the judge of qualifications for office and of grounds for forfeiture. It provides procedural safeguards to protect a member charged with conduct constituting grounds for forfeiture. The provision authorizing the council to set additional standards for the conduct of its members empowers the council to impose on itself the highest possible ethical standards.

**Section 2.08. City Clerk.**

The city council or the city manager shall appoint an officer of the city who shall have the title of city clerk. The city clerk shall give notice of council meetings to its members and the public, keep the journal of its proceedings and perform such other duties as are assigned by this charter or by the council or by state law.

**Commentary.**

See §§ 2.15 and 2.16 for other duties assigned to the city clerk. In a number of states, certain statutory duties may be assigned to the city clerk, even in cities operating with their own charters.

**Section 2.09. Investigations.**

The city council may make investigations into the affairs of the city and the conduct of any city department, office, or agency and for this purpose may subpoena witnesses, administer oaths, take testimony, and require the production of evidence. Failure or refusal to obey a lawful order issued in the exercise of these powers by the council shall be a misdemeanor punishable by a fine of not more than \$ \_\_\_\_\_, or by imprisonment for not more than \_\_\_\_\_ or both.

**Commentary.**

This section gives the council, but not the manager, the power to make investigations. The manager has the power to appoint, remove, and suspend officers, but it is inappropriate for the manager to have the power to subpoena witnesses and compel production of evidence.

**Section 2.10. Independent Audit.**

The city council shall provide for an independent annual audit of all city accounts and may provide for more frequent audits as it deems necessary. Such audits shall be carried out in accordance with § 5.12.

**Commentary.**

The necessity for annual independent audits of the city's financial affairs has long been accepted. This section authorizes and charges the council to conduct them.

## **Section 2.11. Procedure.**

**(a) Meetings.** The council shall meet regularly at least once in every month at such times and places as the council may prescribe by rule. Special meetings may be held on the call of the mayor or of \_\_\_\_\_ or more members and, whenever practicable, upon no less than twelve hours' notice to each member. Except as allowed by state law, all meetings shall be public; however, the council may recess for the purpose of discussing in a closed or executive session limited to its own membership any matter which would tend to defame or prejudice the character or reputation of any person, if the general subject matter for consideration is expressed in the motion calling for such session and final action on such motion is not taken by the council until the matter is placed on the agenda.

**(b) Rules and Journal.** The city council shall determine its own rules and order of business and shall provide for keeping a journal of its proceedings. This journal shall be a public record.

**(c) Voting.** Voting, except on procedural motions, shall be by roll call and the ayes and nays shall be recorded in the journal. \_\_\_\_\_ members of the council shall constitute a quorum, but a smaller number may adjourn from time to time and may compel the attendance of absent members in the manner and subject to the penalties prescribed by the rules of the council. No action of the council, except as otherwise provided in the preceding sentence and in § 2.06(c), shall be valid or binding unless adopted by the affirmative vote of \_\_\_\_\_ or more members of the council.

### **Commentary.**

This section sets forth what are, for the most part, standardized and well accepted procedural rules to govern the official action of the council. The frequency of meetings can, of course, be suited to the needs of the particular city. The section contains the important, standard protection that meetings must be public and that a journal of proceedings be kept as a public record. Most states have open meeting laws which specify the circumstances when closed or executive sessions may be held; such meetings are sometimes necessary for effective council functioning. This charter and state law contain ample safeguards to assure open meetings. All council actions require majority vote, except actions to adjourn, to compel attendance of members in the absence of a quorum, and to appoint additional members if the membership falls below a majority of the total authorized membership as provided in § 2.06(c).

## **Section 2.12. Action Requiring an Ordinance.**

In addition to other acts required by law or by specific provision of this charter to be done by ordinance, those acts of the city council shall be by ordinance which:

- (1) Adopt or amend an administrative code or establish, alter, or abolish any city department, office, or agency;

- (2) Provide for a fine or other penalty or establish a rule or regulation for violation of which a fine or other penalty is imposed;
- (3) Levy taxes;
- (4) Grant, renew, or extend a franchise;
- (5) Regulate the rate charged for its services by a public utility;
- (6) Authorize the borrowing of money;
- (7) Convey or lease or authorize the conveyance or lease of any lands of the city;
- (8) Regulate land use and development;
- (9) Amend or repeal any ordinance previously adopted; or
- (10) Adopt, with or without amendment, ordinances proposed under the initiative power.

Acts other than those referred to in the preceding sentence may be done either by ordinance or by resolution.

#### **Commentary.**

This section assures that the enumerated types of council action be taken only after compliance with all the procedural safeguards required for passage of an ordinance by the succeeding sections.

Other subjects requiring an ordinance are not mentioned here because the requirement is specifically stated elsewhere in the charter. These include adoption of codes of technical regulations (§ 2.15), appropriation and revenue ordinances (§ 5.06), supplemental and emergency appropriations and reduction of appropriations (§ 5.07), and creation of a charter commission or proposal of charter amendments (§ 8.01).

Council may act via ordinance or resolution on matters other than those enumerated in this section or as required by law or by specific provision in the charter to be by ordinance. This does not preclude motions relating to matters of council procedure, which may involve even less formality than resolutions.

#### **Section 2.13. Ordinances in General.**

**(a) Form.** Every proposed ordinance shall be introduced in writing and in the form required for final adoption. No ordinance shall contain more than one subject, which shall be clearly expressed in its title. The enacting clause shall be "The city of \_\_\_\_\_ hereby ordains . . ." Any ordinance which repeals or amends an existing ordinance or part of the city code shall set out in full the ordinance, sections or subsections to be repealed or amended, and shall indicate matters to be omitted by enclosing it in brackets or by strikeout type and shall indicate new matters by underscoring or by italics.

**(b) Procedure.** Any member at any regular or special meeting of the council may introduce an ordinance. Upon introduction of any ordinance, the city clerk shall distribute a copy to each council member and to the city manager, shall file a reasonable number of

copies in the office of the city clerk and such other public places as the council may designate, and shall publish the ordinance together with a notice setting out the time and place for a public hearing thereon and for its consideration by the council. The public hearing shall follow the publication by at least seven days, may be held separately or in connection with a regular or special council meeting and may be adjourned from time to time; all persons interested shall have an opportunity to be heard. After the hearing, the council may adopt the ordinance with or without amendment or reject it, but if it is amended as to any matter of substance, the council may not adopt it until the ordinance or its amended sections have been subjected to all the procedures herein before required in the case of a newly introduced ordinance. As soon as practicable after adoption, the clerk shall have the ordinance and a notice of its adoption published and available at a reasonable price.

**(c) Effective Date.** Except as otherwise provided in this charter, every adopted ordinance shall become effective at the expiration of 30 days after adoption or at any later date specified therein.

**(d) "Publish" Defined.** As used in this section, the term "publish" means to print in the contemporary means of information sharing, which includes but is not limited to, one or more newspapers of general circulation in the city, and, if available, in a web site: (1) the ordinance or a brief summary thereof, and (2) the places where copies of it have been filed and the times when they are available for public inspection and purchase at a reasonable price.

#### **Commentary.**

This section dispenses with the unnecessary and cumbersome requirements of a full reading of all ordinances and publication of their full text both before and after adoption. Distribution of a copy to each council member obviates the need for a full reading. Permitting the printing of a brief summary, together with notice of the times and places where copies are available for public inspection, simplifies publication. Further simplification occurs in §§ 2.14 and 2.15, which contain special provisions for expeditious handling of emergency ordinances and for adoption by reference of standard codes of technical regulations.

The section retains the basic safeguards of a public hearing following notice by publication, and a second publication with notice of adoption. It does not go so far as charters that dispense with publication or that permit adoption at the same meeting at which a non-emergency ordinance is introduced. It retains protective features deemed necessary for full and careful consideration. Section 2.14 provides sufficient leeway for emergency situations.

#### **Section 2.14. Emergency Ordinances.**

To meet a public emergency affecting life, health, property or the public peace, the city council may adopt one or more emergency ordinances, but such ordinances may not levy taxes, grant, renew or extend a franchise, regulate the rate charged by any public utility for

its services or authorize the borrowing of money except as provided in § 5.07(b). An emergency ordinance shall be introduced in the form and manner prescribed for ordinances generally, except that it shall be plainly designated as an emergency ordinance and shall contain, after the enacting clause, a declaration stating that an emergency exists and describing it in clear and specific terms. An emergency ordinance may be adopted with or without amendment or rejected at the meeting at which it is introduced, but the affirmative vote of at least \_\_\_\_\_ members shall be required for adoption. After its adoption, the ordinance shall be published and printed as prescribed for other adopted ordinances. It shall become effective upon adoption or at such later time as it may specify. Every emergency ordinance except one made pursuant to § 5.07(b) shall automatically stand repealed as of the sixty-first day following the date on which it was adopted, but this shall not prevent re-enactment of the ordinance in the manner specified in this section if the emergency still exists. An emergency ordinance may also be repealed by adoption of a repealing ordinance in the same manner specified in this section for adoption of emergency ordinances.

**Commentary.**

To facilitate timely action, the charter permits an extraordinary majority to introduce and adopt such ordinances at the same meeting. Ordinances passed pursuant to this section may also have an immediate effective date.

**Section 2.15. Codes of Technical Regulations.**

The city council may adopt any standard code of technical regulations by reference thereto in an adopting ordinance. The procedure and requirements governing such an adopting ordinance shall be as prescribed for ordinances generally except that:

- (1) The requirements of § 2.13 for distribution and filing of copies of the ordinance shall be construed to include copies of the code of technical regulations as well as of the adopting ordinance, and
- (2) A copy of each adopted code of technical regulations as well as of the adopting ordinance shall be authenticated and recorded by the city clerk pursuant to § 2.16(a).

Copies of any adopted code of technical regulations shall be made available by the city clerk for distribution or for purchase at a reasonable price.

**Commentary.**

This provision permits adoption of standard and often lengthy, detailed, and technical regulations, such as building and sanitary codes, by an ordinance which simply incorporates and adopts the code by reference. Publication of the adopting ordinance satisfies publication requirements. The adopting ordinance should indicate the nature of the code. The council is not required to include all such technical codes in the general city code pursuant to § 2.15. This approach minimizes burden and

expense while at the same time preserving the essential safeguards of the general ordinance procedure of § 2.12.

**Section 2.16. Authentication and Recording; Codification; Printing of Ordinances and Resolutions.**

**(a) Authentication and Recording.** The city clerk shall authenticate by signing and shall record in full in a properly indexed book kept for the purpose all ordinances and resolutions adopted by the city council.

**(b) Codification.** Within three years after adoption of this charter and at least every ten years thereafter, the city council shall provide for the preparation of a general codification of all city ordinances and resolutions having the force and effect of law. The general codification shall be adopted by the council by ordinance and shall be published, together with this charter and any amendments thereto, pertinent provisions of the constitution and other laws of the state of \_\_\_\_\_, and such codes of technical regulations and other rules and regulations as the council may specify. This compilation shall be known and cited officially as the \_\_\_\_\_ city code. Copies of the code shall be furnished to city officers, placed in libraries, public offices, and, if available, in a web site for free public reference and made available for purchase by the public at a reasonable price fixed by the council.

**(c) Printing of Ordinances and Resolutions.** The city council shall cause each ordinance and resolution having the force and effect of law and each amendment to this charter to be printed promptly following its adoption, and the printed ordinances, resolutions and charter amendments shall be distributed or sold to the public at reasonable prices as fixed by the council. Following publication of the first \_\_\_\_\_ city code and at all times thereafter, the ordinances, resolutions and charter amendments shall be printed in substantially the same style as the code currently in effect and shall be suitable in form for integration therein. The council shall make such further arrangements as it deems desirable with respect to reproduction and distribution of any current changes in or additions to the provisions of the constitution and other laws of the state of \_\_\_\_\_, or the codes of technical regulations and other rules and regulations included in the code.

**Commentary.**

Subsections (a) and (c) of this section state essential procedures for maintaining legally authenticated records of all ordinances and resolutions and for making them available to the public.

The merits of the general codification provided for in subsection (b) speak for themselves. The *Model* provides for inclusion of pertinent parts of the constitution and state statutes, thus envisioning a city code to which people may turn for all state and local legislation governing the city. This contrasts to the situation still existing in many cities where much of this legislation, particularly state laws of limited application, are nowhere collected and are often out of print, unavailable, or difficult to find.

## **Article III CITY MANAGER**

### **Introduction.**

In the council-manager plan, the city manager is continuously responsible to the city council, the elected representatives of the people.

### **Section 3.01. Appointment; Qualifications; Compensation.**

The city council by a majority vote of its total membership shall appoint a city manager for an indefinite term and fix the manager's compensation. The city manager shall be appointed solely on the basis of education and experience in the accepted competencies and practices of local government management. The manager need not be a resident of the city or state at the time of appointment, but may reside outside the city while in office only with the approval of the council.

### **Commentary.**

Six of the twelve items in the Code of Ethics established by the International City/County Management Association (ICMA) for members of the city management profession refer to the manager's relationships to the popularly elected officials:

Be dedicated to the concepts of effective and democratic local government by responsible elected officials and believe that professional general management is essential to the achievement of this objective.

Be dedicated to the highest ideals of honor and integrity in all public and personal relationships in order that the member may merit the respect and confidence of the elected officials, of other officials and employees, and of the public.

Submit policy proposals to elected officials; provide them with facts and advice on matters of policy as a basis for making decisions and setting community goals; and uphold and implement municipal policies adopted by elected officials.

Recognize that elected representatives of the people are entitled to the credit for the establishment of local government policies; responsibility for policy execution rests with members [of ICMA, i.e., city managers]. Refrain from all political activities, which undermine public confidence in professional administrators. Refrain from participation in the election of the members of the employing legislative body [including the mayor].

Keep the community informed on local government affairs; encourage communication between citizens and all local government officers; emphasize

friendly and courteous service to the public; and seek to improve the quality and image of public service.

(The ICMA Code of Ethics can be found online at [www.icma.org](http://www.icma.org). The other items in the code refer to the manager's personal and professional beliefs and conduct.)

As a professional administrator, the manager must be trained and experienced in the effective management of public service delivery. The manager must use this expertise to efficiently and effectively execute the policies adopted by the elected city council. Furthermore, the manager's breadth of knowledge and experience in the increasingly complex areas of local government operations obligates him or her to assist the elected council in the policy-making process. The policy role of managers has been central to the definition of the manager's position from the beginning and continues to be readily acknowledged.

Appointment of the manager by majority vote of the entire membership of the council, not simply a majority of a quorum, assures undisputed support for the appointee. Appointment "for an indefinite term" discourages contracting for a specified term or an arrangement that reduces the discretion of the council to remove a manager.

The requirement that the manager be "appointed solely on the basis of education and experience in the accepted competencies and practices of local public management" was added to the eighth edition to stress the basic principle of the council-manager form that the manager is a qualified professional executive. The precise level of education and experience required for the manager will vary from one municipality to the other depending on such factors as size of population and finances.

A useful guideline for the minimum qualifications for a city manager would be:

A master's degree with a concentration in public administration, public affairs or public policy and two years' experience in an appointed managerial or administrative position in a local government or a bachelor's degree and 5 years of such experience (for more information see ICMA's voluntary credentialing program at [www.icma.org](http://www.icma.org)).

While it is preferable for a manager to live in the community during employment, the *Model* does not require it. This flexible approach allows communities to attract and retain the most qualified individuals and accommodates the problem of housing availability and cost. It also enables two or more communities to employ a single manager.

Increasingly, appointment of the manager involves an employment agreement between the municipality and the manager. These agreements can cover all aspects of the manager's job, including salary, other forms of compensation, duties, performance standards, evaluation, and severance procedures. Employment agreements provide mutual protection for the manager and the local government. However, they are not tenure agreements and do not impede the council's power to remove the manager. A model employment agreement can be found at [http://icma.org/documents/icma\\_model\\_employee\\_agreement.doc](http://icma.org/documents/icma_model_employee_agreement.doc).

### **Section 3.02. Removal.**

If the city manager declines to resign at the request of the city council, the city council may suspend the manager by a resolution approved by the majority of the total membership of the city council. Such resolution shall set forth the reasons for suspension and proposed removal. A copy of such resolution shall be served immediately upon the city manager. The city manager shall have fifteen days in which to reply thereto in writing, and upon request, shall be afforded a public hearing, which shall occur not earlier than ten days nor later than fifteen days after such hearing is requested. After the public hearing, if one is requested, and after full consideration, the city council by a majority vote of its total membership may adopt a final resolution of removal. The city manager shall continue to receive full salary until the effective date of a final resolution of removal.

#### **Commentary.**

This section provides an orderly removal procedure when a manager declines to resign at the request of the council. This section does not protect the city manager's tenure. However, it assures that any unjust charges will come to light and be answered, by providing for presentation to the manager of a statement of reasons for removal in the preliminary resolution and the opportunity for the manager to be heard if he or she so requests. As an additional protection, this section requires a vote of a majority of all the members to pass a removal resolution, thereby preventing a minority from acting as the majority in a quorum.

The council may delay the effective date of the final removal resolution in order to provide for termination pay. When an employment agreement exists between the city and the city manager, termination pay should be covered in that agreement.

### **Section 3.03. Acting City Manager.**

By letter filed with the city clerk, the city manager shall designate a city officer or employee to exercise the powers and perform the duties of city manager during the manager's temporary absence or disability; the city council may revoke such designation at any time and appoint another officer of the city to serve until the city manager returns.

#### **Commentary.**

To remove doubt as to the identity of the acting city manager, the manager must designate a city officer or employee to serve as acting city manager during the temporary absence or disability of the manager. The council is free, of course, to replace the acting city manager if it is dissatisfied with performance. The acting city manager is not entitled to the protection of the removal procedure afforded the manager by § 3.02.

### **Section 3.04. Powers and Duties of the City Manager.**

The city manager shall be the chief executive officer of the city, responsible to the council for the management of all city affairs placed in the manager's charge by or under this charter. The city manager shall:

- (1) Appoint and suspend or remove all city employees and appointive administrative officers provided for by or under this charter, except as otherwise provided by law, this charter or personnel rules adopted pursuant to this charter. The city manager may authorize any administrative officer subject to the manager's direction and supervision to exercise these powers with respect to subordinates in that officer's department, office or agency;
- (2) Direct and supervise the administration of all departments, offices and agencies of the city, except as otherwise provided by this charter or by law;
- (3) Attend all city council meetings. The city manager shall have the right to take part in discussion but shall not vote;
- (4) See that all laws, provisions of this charter and acts of the city council, subject to enforcement by the city manager or by officers subject to the manager's direction and supervision, are faithfully executed;
- (5) Prepare and submit the annual budget and capital program to the city council, and implement the final budget approved by council to achieve the goals of the city;
- (6) Submit to the city council and make available to the public a complete report on the finances and administrative activities of the city as of the end of each fiscal year;
- (7) Make such other reports as the city council may require concerning operations;
- (8) Keep the city council fully advised as to the financial condition and future needs of the city;
- (9) Make recommendations to the city council concerning the affairs of the city and facilitate the work of the city council in developing policy;
- (10) Provide staff support services for the mayor and council members;
- (11) Assist the council to develop long term goals for the city and strategies to implement these goals;
- (12) Encourage and provide staff support for regional and intergovernmental cooperation;
- (13) Promote partnerships among council, staff, and citizens in developing public policy and building a sense of community; and
- (14) Perform such other duties as are specified in this charter or may be required by the city council.

#### **Commentary.**

Although this section equips the manager with the necessary legal authority to discharge administrative responsibilities, the manager's authority may be limited in some states by provisions

of state constitutions or laws. The listing of the manager's powers and duties assumes that the manager will not only perform managerial duties in the city's operations but will also have a significant role in the development of policy. There are important policy implications in the manager's duties to prepare and submit the budget; to report on the city's finances, administrative activities, departmental operations and future needs; and to make recommendations on city affairs. The duty to provide staff support for the mayor and council members includes providing information on policy issues before the council.

The expanded duties listed in items 9, 11, and 13 of the eighth edition reflect the complex responsibilities assigned to managers to make the processes of governance work in the community. Constructive interactions among the local government, businesses, non-profits, faith-based and special interest organizations and neighborhood groups define a successful community. In a similar manner, the responsibilities anticipated in item 12 charge the manager with placing each community in the context of its region and promoting both community and regional interests.

## **Article IV DEPARTMENTS, OFFICES, AND AGENCIES**

### **Introduction.**

This Article provides for the creation of the departments, offices, and agencies which perform the day-to-day operations of the city. It provides that the city manager appoint and supervise department heads. It makes exceptions in the case of the city attorney, acknowledging the close relationship of the department of law and the city council in some cities. Finally, the Article addresses planning, focusing on environmentally sensitive planning that takes the needs of the surrounding region into account.

### **Section 4.01. General Provisions.**

**(a) Creation of Departments.** The city council may establish city departments, offices, or agencies in addition to those created by this charter and may prescribe the functions of all departments, offices, and agencies. No function assigned by this charter to a particular department, office, or agency may be discontinued or, unless this charter specifically so provides, assigned to any other.

**(b) Direction by City Manager.** All departments, offices, and agencies under the direction and supervision of the city manager shall be administered by an officer appointed by and subject to the direction and supervision of the manager. With the consent of council, the city manager may serve as the head of one or more such departments, offices, or agencies or may appoint one person as the head of two or more of them.

### **Commentary.**

This section authorizes the city council to establish city departments, offices, and agencies. It neither enumerates the operating departments nor details their internal organization. It provides that

the manager appoint, direct, and supervise the officer who administers city departments, thus precluding administration by a board or commission. The number of departments will vary in accordance with local needs as well as the distribution of functions among units of local government; for example, in some cases, cities or special districts will be responsible for services elsewhere performed by counties.

An administrative code adopted by the council is the appropriate place for the details of departmental organization and operating rules and regulations; this allows for change without necessitating a charter amendment. In addition, many aspects of the internal organization of specific departments or divisions should be governed by administrative order rather than by council action.

In a full service city, operating departments typically will include public works, parks and recreation, police, fire, health, library, water and other utilities. In large cities, public works may be subdivided into separate departments such as roads and streets, buildings, and sanitation. State law generally will prescribe the organizational arrangement for housing and urban renewal functions.

The staff departments—such as finance, personnel, planning and law—likewise should be covered by the administrative code. To varying degrees, their organization may depend upon state law. For example, it may not be possible to provide for an integrated finance department which includes all aspects of finance administration. Instead it may be necessary to provide for a city assessor and tax collector.

#### **Section 4.02. Personnel System.**

**(a) Merit Principle.** All appointments and promotions of city officers and employees shall be made solely on the basis of merit and fitness demonstrated by a valid and reliable examination or other evidence of competence.

**(b) Merit System.** Consistent with all applicable federal and state laws the city council shall provide by ordinance for the establishment, regulation, and maintenance of a merit system governing personnel policies necessary to effective administration of the employees of the city's departments, offices and agencies, including but not limited to classification and pay plans, examinations, force reduction, removals, working conditions, provisional and exempt appointments, in-service training, grievances and relationships with employee organizations.

#### **Commentary.**

The personnel provisions are designed to provide a flexible system which will encourage the development of competent staff. As personnel systems are increasingly controlled by state law and are subject to federal regulatory authority, the charter should not impose additional constraints and details affecting personnel administration. It should, however, strongly state the commitment to the merit principle. The *Model* states that commitment and calls on the council to provide, by ordinance, for the organization and procedures of the personnel system. It lists subjects that may be

covered by personnel policies. Particularly in smaller jurisdictions, state law may cover some of these adequately, and their inclusion in the local ordinance could be unnecessary.

### **Section 4.03. Legal Officer.**

#### **(a) Appointment.**

##### **Alternative I**

There shall be a legal officer of the city appointed by the city manager as provided in § 4.01(b).

##### **Alternative II**

There shall be a legal officer of the city appointed by the city manager subject to confirmation by the city council.

##### **Alternative III**

There shall be a legal officer of the city appointed by the city council.

**(b) Role.** The legal officer shall serve as chief legal adviser to the council, the manager and all city departments, offices and agencies, shall represent the city in all legal proceedings and shall perform any other duties prescribed by state law, by this charter or by ordinance.

#### **Commentary.**

Every municipality must have either a full-time or part-time legal officer, depending on the size of the city and the volume of legal problems. This officer normally will head the city's law department. Both the title and the precise nature of the legal officer's duties will depend on state law, local practice, and the organization of the court systems.

Because of wide variations in local practice and state law, subsection (a) provides three alternatives for who appoints the legal officer. Strong arguments can be made for Alternatives I and II.

Proponents of Alternative I point out that the legal officer, as a city department head, should have the same relationship to the manager as other department heads. The manager and the manager's top staff members, including the city attorney, serve as advisors to the council. Alternative II, which requires confirmation by the council, focuses on the special role of the legal officer as the city's attorney who must provide legal advice to the council and represent the council in legal proceedings. This means that the legal officer has a different relationship to the council than other department heads.

Alternative III is included as an option, though not a preferred one.

Subsection (b) describes the role of the legal officer in advising and representing the city and its offices, departments, and agencies. Some communities allow the legal officer to represent, in

addition to the city, individual officers, and agencies in legal proceedings. For example, the charter of the Town of Avon, Connecticut, states:

The Town Attorney shall:

With approval of the Town Council based on criteria determined by said Town Council appear for and protect the rights of individual officers, members of boards, commissions, committees and agencies in all actions, suits or proceedings brought by or against them. Avon Town Charter, 6.1.1(v)(b).

Other situations, such as dealing with labor relations or bond issues, may justify retaining outside counsel rather than adding to the city attorney's responsibilities. Implicit in the council's power to make investigations of the conduct of a city department (§ 2.09) is the power to engage special counsel in the unusual circumstances in which the council requires independent legal assistance, for example, if the city attorney would otherwise have a conflict of interest.

Some cities have proposed creating separate positions of city attorney, one for city council, and one for the city manager or mayor. The eighth edition discourages this because of the belief that local government should be unitary.

#### **Section 4.04. Land Use, Development, and Environmental Planning.**

Consistent with all applicable federal and state laws with respect to land use, development, and environmental planning, the city council shall:

- (1) Designate an agency or agencies to carry out the planning function and such decision-making responsibilities as may be specified by ordinance;
- (2) Adopt a comprehensive plan and determine to what extent zoning and other land use control ordinances must be consistent with the plan;
- (3) Determine to what extent the comprehensive plan and zoning and other land use ordinances must be consistent with regional plan(s); and
- (4) Adopt development regulations, to be specified by ordinance, to implement the plan.

The designated agency, the city manager, and the mayor and council shall seek to act in cooperation with other jurisdictions and organizations in their region to promote integrated approaches to regional issues.

#### **Commentary.**

Regulation of land use and development is a council function and an important aspect of home rule, allowing local governments to manage growth and enhance quality of life in the community. However, federal and state laws on land use, development, and environmental protection impose not only regulation but in some cases specific procedures on local governments. The *Model* provision provides the needed flexibility for the city to establish workable structures and procedures

for exercising the planning function within the context of constraints imposed by higher levels of government.

Most cities are integral parts of metropolitan and other regions. The planning and development policies of a city have implications beyond its boundaries. The overall health of a metropolitan region is dependent on some integration of local and regional planning. In addition to establishing appropriate processes and relevant agencies, a city should seek consistency with regional plans in its planning endeavors.

## **Article V FINANCIAL MANAGEMENT**

### **Introduction.**

This article provides for the development of a comprehensive financial program, allowing maximum flexibility within the boundaries of sound fiscal practices. The budget and the budget approval process constitute the most visible and important activity undertaken by the government. The annual operating budget and multi-year capital plan are the products of the translation of disparate and often conflicting community goals and objectives into comprehensive financial documents. The financial planning process establishes a set of short- and long-term goals for the community and aids in resolving disagreements that arise in the execution of the operations of the government.

The complete financial plan involves two major elements: 1) the current annual budget, and 2) the multi-year capital program which is coordinated with the annual budget.

### **Section 5.01. Fiscal Year.**

The fiscal year of the city shall begin on the first day of \_\_\_\_\_ and end on the last day of \_\_\_\_\_.

### **Commentary.**

It is strongly recommended that the fiscal year be set so that fiscally sound municipalities will not have to borrow for short terms in anticipation of taxes except in emergency situations. It is recognized, however, that before changes in the fiscal year can be made consideration must be given to the fiscal patterns of the other taxing jurisdictions affecting the city. The dates when the state usually pays significant amounts of grants in aid to the municipality should also be considered in developing an advantageous fiscal calendar.

### **Section 5.02. Submission of Budget and Budget Message.**

On or before the \_\_\_\_\_ day of \_\_\_\_\_ of each year, the city manager shall submit to the city council a budget for the ensuing fiscal year and an accompanying message.

**Commentary.**

The specific submission date will depend upon the fiscal year but in any case it is suggested that it be at least 45 days prior to the beginning of the fiscal year to allow time for public input and council deliberation.

**Section 5.03. Budget Message.**

The city manager's message shall explain the budget both in fiscal terms and in terms of the work programs, linking those programs to organizational goals and community priorities. It shall outline the proposed financial policies of the city for the ensuing fiscal year and the impact of those policies on future years. It shall describe the important features of the budget, indicate any major changes from the current year in financial policies, expenditures, and revenues together with the reasons for such changes, summarize the city's debt position, including factors affecting the ability to raise resources through debt issues, and include such other material as the city manager deems desirable.

**Commentary.**

The budget message should clearly present the manager's program for accomplishing the council's goals and priorities for the community for the coming year as translated into financial terms. Programs of the various city departments should be explained and the city's debt position summarized. From a careful reading of the budget message, members of the council and citizens should be able to obtain a clear and concise picture of what the manager expects to accomplish in the coming year, the estimated cost, sources of revenue and changes in the city debt.

**Section 5.04. Budget.**

The budget shall provide a complete financial plan of all city funds and activities for the ensuing fiscal year and, except as required by law or this charter, shall be in such form as the city manager deems desirable or the city council may require for effective management and an understanding of the relationship between the budget and the city's strategic goals. The budget shall begin with a clear general summary of its contents; shall show in detail all estimated income, indicating the proposed property tax levy, and all proposed expenditures, including debt service, for the ensuing fiscal year; and shall be so arranged as to show comparative figures for actual and estimated income and expenditures of the current fiscal year and actual income and expenditures of the preceding fiscal year. It shall indicate in separate sections:

- (1) The proposed goals and expenditures for current operations during the ensuing fiscal year, detailed for each fund by department or by other organization unit, and program, purpose or activity, method of financing such expenditures, and methods to measure outcomes and performance related to the goals;
- (2) Proposed longer-term goals and capital expenditures during the ensuing fiscal year, detailed for each fund by department or by other organization unit when

- practical, the proposed method of financing each such capital expenditure, and methods to measure outcomes and performance related to the goals; and
- (3) The proposed goals, anticipated income and expense, profit and loss for the ensuing year for each utility or other enterprise fund or internal service fund operated by the city, and methods to measure outcomes and performance related to the goals. For any fund, the total of proposed expenditures shall not exceed the total of estimated income plus carried forward fund balance exclusive of reserves.

#### **Commentary.**

The budget is the translation of disparate and often conflicting community aspirations into a comprehensive financial document that reflects the governing body's goals. It is a complete financial plan for all funds and activities that includes both revenues and expenditures. Expenditures for current operations and capital outlays should be shown separately with the source of financing indicated.

The *Model* does not provide a detailed classification of revenues, expenditures, and specific funds because classifications will be developed by ordinance or administrative order, if they are not established by state agencies concerned with local finance as part of a uniform accounting system. Proposed current expenditures are to be presented in terms of the work programs of the respective offices, departments and agencies; this approach is the fundamental feature of program or performance budgeting.

Performance measures used in the budget may include input, output, efficiency, and outcome measures with comparisons over time so as to encourage the government to benchmark its performance for continuous improvement. A city should strive toward development of outcome measures which reflect actual impact of a program, service, or project on its citizens. Citizens, council, and city staff should work together to undertake performance measurement subject to the year-to-year needs and demands of the community.

#### **Section 5.05. City Council Action on Budget.**

**(a) Notice and Hearing.** The city council shall publish the general summary of the budget and a notice stating:

- (1) The times and places where copies of the message and budget are available for inspection by the public, and
- (2) The time and place, not less than two weeks after such publication, for a public hearing(s) on the budget.

**(b) Amendment Before Adoption.** After the public hearing, the city council may adopt the budget with or without amendment. In amending the budget, it may add or increase programs or amounts and may delete or decrease any programs or amounts, except

expenditures required by law or for debt service or for an estimated cash deficit, provided that no amendment to the budget shall increase the authorized expenditures to an amount greater than total estimated income.

**(c) Adoption.** The city council shall adopt the budget on or before the \_\_\_\_\_ day of the \_\_\_\_\_ month of the fiscal year currently ending. If it fails to adopt the budget by this date, the budget proposed by the city manager shall go into effect.

**(d) "Publish" defined.** As used in this article, the term "publish" means to print in the contemporary means of information sharing, which includes but is not limited to, one or more newspapers of general circulation in the city, and, if available, in a web site.

### **Commentary.**

The only restrictions placed on the council with respect to action on the budget are those governing the adoption procedure, the requirement that certain mandatory expenditures may not be decreased or deleted, and the requirement that total authorized expenditures may not exceed the total of estimated income.

No specific date as the deadline for adoption of the budget has been included. Setting a deadline for adoption does not preclude the earlier completion of action on the budget with ample time for public hearings and council consideration of the budget, if the manager submits it early enough.

When amendments are made following public hearing but before adoption that result in significant changes in the budget which the public would not have anticipated, the council should consider holding an additional public hearing to consider the amendments.

The *Model* promotes a favored course of action for dealing with the failure of the council to adopt the budget by the prescribed deadline. It recommends that the budget as submitted by the manager be deemed adopted. Among other possibilities in such a situation are (1) for the amounts appropriated for operations in the current fiscal year to be deemed adopted; (2) for the manager's budget to be deemed adopted but with amendments by the council being permitted during the first month of the new fiscal year; (3) to authorize the council to make temporary appropriations for a period not to exceed one month, during which time it would presumably complete adoption of the budget for the remainder of the fiscal year; and (4) to provide that the budget of the preceding fiscal year should be applicable automatically for the first month of the ensuing year, with the presumption that action will be completed during that time.

The city is required to publish and make the budget publicly available. In doing this, as with any publishing, the city should also consider translating the budget into other languages to communicate better with residents if necessary.

### **Section 5.06. Appropriation and Revenue Ordinances.**

To implement the adopted budget, the city council shall adopt, prior to the beginning of the fiscal year:

- (a) an appropriation ordinance making appropriations by department, fund, service, strategy or other organizational unit and authorizing an allocation for each program or activity;
- (b) a tax levy ordinance authorizing the property tax levy or levies and setting the tax rate or rates; and
- (c) any other ordinances required to authorize new revenues or to amend the rates or other features of existing taxes or other revenue sources.

#### **Commentary.**

The previous edition of the *Model* in the adoption subsection provided: "Adoption of the budget shall constitute appropriations of amounts specified therein as expenditures from the funds indicated and shall constitute a levy of the property tax therein proposed." It took note that some states required that appropriations and the tax levy be by ordinance. Alternative language to cover that requirement was included. This edition specifically calls for appropriation ordinances and revenue ordinances and that appropriations be by department, fund, service, strategy or major organizational unit within each fund. The appropriations for each department or unit would not be broken down in the same detail as the budget. There would be a property tax levy ordinance and other revenue ordinances authorizing revenues from non-property taxes.

### **Section 5.07. Amendments after Adoption.**

**(a) Supplemental Appropriations.** If during or before the fiscal year the city manager certifies that there are available for appropriation revenues in excess of those estimated in the budget, the city council by ordinance may make supplemental appropriations for the year up to the amount of such excess.

**(b) Emergency Appropriations.** To address a public emergency affecting life, health, property or the public peace, the city council may make emergency appropriations. Such appropriations may be made by emergency ordinance in accordance with the provisions of § 2.14. To the extent that there are no available unappropriated revenues or a sufficient fund balance to meet such appropriations, the council may by such emergency ordinance authorize the issuance of emergency notes, which may be renewed from time to time, but the emergency notes and renewals of any fiscal year shall be paid or refinanced as long-term debt not later than the last day of the fiscal year next succeeding that in which the emergency appropriation was made.

**(c) Reduction of Appropriations.** If at any time during the fiscal year it appears probable to the city manager that the revenues or fund balances available will be insufficient to finance the expenditures for which appropriations have been authorized, the manager shall report to the city council without delay, indicating the estimated amount of the deficit, any remedial action taken by the manager and recommendations as to any other steps to be taken. The council shall then take such further action as it deems necessary to prevent or reduce any deficit and for that purpose it may by ordinance reduce or eliminate one or more appropriations.

**(d) Transfer of Appropriations.** At any time during or before the fiscal year, the city council may by resolution transfer part or all of the unencumbered appropriation balance from one department, fund, service, strategy or organizational unit to the appropriation for other departments or organizational units or a new appropriation. The manager may transfer funds among programs within a department, fund, service, strategy or organizational unit and shall report such transfers to the council in writing in a timely manner.

**(e) Limitation; Effective Date.** No appropriation for debt service may be reduced or transferred, except to the extent that the debt is refinanced and less debt service is required, and no appropriation may be reduced below any amount required by law to be appropriated or by more than the amount of the unencumbered balance thereof. The supplemental and emergency appropriations and reduction or transfer of appropriations authorized by this section may be made effective immediately upon adoption.

#### **Commentary.**

Supplemental appropriations, which can be the bane of any good budget procedure, are restricted to situations in which the manager certifies to council the availability of money in excess of the total revenues estimated in the budget. Another possibility for use of such "windfall" sums is to require their use in the succeeding year's budget as revenue, which would have the effect of reducing the tax levy. Supplemental appropriations may be made only by ordinance and all the provisions regarding publication, notice of hearing, etc., applicable to other ordinances must be followed. Emergency appropriations may be budgeted in accordance with the procedure for emergency ordinances.

Provision is made for reduction of appropriations when the manager believes available revenues will not cover appropriations and a deficit is likely. The primary responsibility is clearly the manager's but it is his or her duty to inform the council and then implement any ordinances or resolutions the council may enact.

With appropriations being made by departments, funds, services, strategies and major organizational units and not by objects, the manager has the freedom to make transfers from unencumbered balances within departments or units but must notify the council of transfers. When an unencumbered balance exists in one department or unit, all or part of it may be transferred to the appropriation of another department or unit by council resolution.

### **Section 5.08. Administration and Fiduciary Oversight of the Budget.**

The city council shall provide by ordinance the procedures for administration and fiduciary oversight of the budget.

#### **Commentary.**

The council will by ordinance establish the procedures and controls for implementation of the budget. The council is entrusted with the fiduciary responsibility for the city and as such must provide review and oversight of the budget. The city manager administers the budget and manages the work programs and spending by departments within the policy goals and appropriations set by the council.

Proposed work programs and requested allotments should be submitted to the manager by department heads following adoption of the budget. The manager should review the programs and allot portions of the total appropriation based upon the work expected to be performed during a particular period of time, usually three months. As chief administrator, the manager must have the authority to revise the allotments at any time during the year and for any reason.

### **Section 5.09. Capital Program.**

**(a) Submission to City Council.** The city manager shall prepare and submit to the city council a multi-year capital program no later than three months before the final date for submission of the budget.

**(b) Contents.** The capital program shall include:

- (1) A clear general summary of its contents;
- (2) Identification of the long-term goals of the community;
- (3) A list of all capital improvements and other capital expenditures which are proposed to be undertaken during the fiscal years next ensuing, with appropriate supporting information as to the necessity for each;
- (4) Cost estimates and recommended time schedules for each improvement or other capital expenditure;
- (5) Method of financing upon which each capital expenditure is to be reliant;
- (6) The estimated annual cost of operating and maintaining the facilities to be constructed or acquired;
- (7) A commentary on how the plan addresses the sustainability of the community and the region of which it is a part; and
- (8) Methods to measure outcomes and performance of the capital plan related to the long-term goals of the community.

The above shall be revised and extended each year with regard to capital improvements still pending or in process of construction or acquisition.

**Commentary.**

The *Model's* multi-year capital program provisions should compel long-range, goal-oriented, regionally sensitive planning of capital improvements. They should also help develop a meaningful relationship between capital and current operating expenditures. Finally, they should provide adequate time for systematic consideration of capital projects by the council.

The *Model* requires that the manager submit the capital program three months prior to the final date for submission of the budget. This gives the council an opportunity to review the proposed projects and their cost and the methods of finance before the manager submits the annual budget. Actual capital expenditures are carried each year as the capital outlay section of the current budget. These expenditures may be in the form of direct capital outlays from current revenues or debt service payments.

A sixth edition innovation continued in the seventh and eighth editions requires that the capital program include estimated operating and maintenance costs of proposed capital facilities. This forces more realistic projections of expenditures, because sometimes the operating cost of a facility will exceed the amortized annual capital charge. It also discourages neglect of maintenance.

**Section 5.10. City Council Action on Capital Program.**

**(a) Notice and Hearing.** The city council shall publish the general summary of the capital program and a notice stating:

- (1) The times and places where copies of the capital program are available for inspection by the public, and
- (2) The time and place, not less than two weeks after such publication, for a public hearing(s) on the capital program.

**(b) Adoption.** The city council by resolution shall adopt the capital program with or without amendment after the public hearing and on or before the \_\_\_\_\_ day of the \_\_\_\_ month of the current fiscal year.

**Commentary.**

The capital program's adoption, which must be preceded by required publication, notice and hearing, means a positive commitment by the council to undertake a scheduled multi-year capital improvement program. The methods of financing the improvements will be detailed. Bond issues authorized by either a bond ordinance or by a popular referendum will finance major improvements. Most projects requiring bond issues will extend over a period of more than one year.

Other projects, to be financed from current income, also may extend over more than one year and will normally involve construction contracts with adequate safeguards for both parties. Still other capital projects may be completed within a single fiscal period as part of the work program of various city departments. In all cases, actual disbursements for capital items during a single fiscal

year, whether in the form of debt service or direct outlays, are carried as the capital outlay section of the budget for that year.

The requirement that the capital program each year be submitted well in advance of the budget enables the council to consider the proposed improvements, the methods for financing them, and the recommended priorities in sufficient time to make decisions on capital items which will be subsequently reflected in the budget. The fact that most capital improvement decisions must be made well in advance of actual disbursements means that the bulk of the capital items in a particular budget will be the result of decisions made several year earlier. Changes, often of a relatively minor nature, may be made each year.

Because all states regulate borrowing for capital improvements by general legislation, no article on this subject is included.

### **Section 5.11 Independent Audit.**

The city council shall provide for an independent annual audit of all city accounts and may provide for more frequent audits as it deems necessary. An independent certified public accountant or firm of such accountants shall make such audits. Such audits should be performed in accordance with Generally Accepted Auditing Standards (GAAS) and Generally Accepted Governmental Auditing Standards (GAGAS).

The Council shall designate no fewer than three of its members to serve as an Audit Committee. This Committee shall:

- (1) Lead the process of selecting an independent auditor;
- (2) Direct the work of the independent auditor as to the scope of the annual audit and any matters of concern with respect to internal controls; and
- (3) Receive the report of the internal auditor and present that report to the council with any recommendations from the Committee.

The council shall, using competitive bidding, designate such accountant or firm annually, or for a period not exceeding five years, but the designation for any particular fiscal year shall be made no later than 30 days after the beginning of such fiscal year. The standard for independence is that the auditor must be capable of exercising objective and impartial judgment on all issues encompassed within the audit engagement. No accountant or firm may provide any other services to the city during the time it is retained to provide independent audits to the city. The city council may waive this requirement by a majority vote at a public hearing. If the state makes such an audit, the council may accept it as satisfying the requirements of this section.

### **Commentary.**

Since the value of independent audits is directly related to the caliber of those who conduct them, it is provided that certified public accountants be retained, except when a state audit is required.

Selection of a professional accountant or firm does not lend itself to the usual requirement, however, of choosing the "lowest responsible bidder." While the council should not disregard cost, this is a case where the factors of competence, reliability and reputation are more significant. For an audit to be most beneficial, some of it must extend over the entire year, which necessitates designation of the auditor during the first month. If the state conducts periodic audits of the city's finances that meet council-established requirements, the state audit may be an acceptable and money-saving substitute for an audit by a private firm.

While the *Model* emphasizes financial audits, the council also has a responsibility to institute performance and management audits to evaluate the operations of departments, services, and programs.

### **Section 5.12. Public Records.**

Copies of the budget, capital program, independent audits, and appropriation and revenue ordinances shall be public records.

#### **Commentary.**

In addition to compliance with the formal legal requirement that copies of the budget document and capital program be made available, many cities prepare and widely distribute popular summaries, which provide citizens with essential general information.

## **Article VI ELECTIONS**

### **Introduction.**

Previous editions of the *Model* contained detailed provisions on the nomination and election process. Since the election laws of each state apply to municipalities whether or not they operate with a local charter, these provisions from earlier editions have been removed. The text on methods of electing council members that appears below has been moved from Article II in the earlier editions of the *Model*. Provision for nonpartisan elections and control over the timing of elections are among the few aspects of elections that remain under local discretion. Operating within the limitations imposed by state law, the city may by ordinance adopt regulations deemed desirable.

### **Section 6.01. City Elections.**

**(a) Regular Elections.** The regular city election shall be held [at the time established by state law] on the first \_\_\_\_\_ [day of week], in \_\_\_\_\_ [fall or spring month of odd- or even- numbered year], and every 2 years thereafter.

**(b) Registered Voter Defined.** All citizens legally registered under the constitution and laws of the state of \_\_\_\_\_ to vote in the city shall be registered voters of the city within the meaning of this charter.

**(c) Conduct of Elections.** The provisions of the general election laws of the state of \_\_\_\_\_ shall apply to elections held under this charter. All elections provided for by the charter shall be conducted by the election authorities established by law. Candidates shall run for office without party designation. For the conduct of city elections, for the prevention of fraud in such elections and for the recount of ballots in cases of doubt or fraud, the city council shall adopt ordinances consistent with law and this charter, and the election authorities may adopt further regulations consistent with law and this charter and the ordinances of the council. Such ordinances and regulations pertaining to elections shall be publicized in the manner of city ordinances generally.

**(d) Proportional Representation.** The council may be elected by proportional representation by the method of the single transferable vote.

**(e) Beginning of term.** The terms of council members shall begin the \_\_\_ day of \_\_\_ after their election.

#### **Commentary.**

(a-c) Although most states regulate local elections entirely or to a very substantial extent by state statutes, a local charter may provide certain variations. For example, home rule charters may provide for nonpartisan local elections as provided in this section. Traditionally, the *Model* has advocated separating municipal elections from state and national elections to allow a clear focus on local issues. State election laws and city charters frequently schedule municipal elections in the fall of odd-numbered years or in the spring of the year. However, recent evidence suggests that turnout is higher during state and national elections. Some now advocate moving local elections to coincide with state and national elections to increase participation in local races. The Committee that developed this *Model* recognized the trade-off involved with each choice and decided not to express a preference. If permissible under the state election laws, such timing should be specified in the charter.

(d) As in the sixth and seventh editions, the eighth edition includes proportional representation (PR) via the single transferable vote method as an alternative means for electing the council. Until 1964 (when the sixth edition of the *Model City Charter* was published), the *Model* recommended the Hare system (also known as preference voting, choice voting, and the single transferable vote system) of PR as the preferred method of electing city councils. It had been used in 22 American cities but by the early 1960s had been discarded in all but Cambridge, Massachusetts, where it is still used to elect the city council and school committee. The Republic of Ireland also uses it to elect members of the House of Parliament. Unquestionably, PR provides the greatest equity in representing all sectors of the community. However, the relative complexity of PR when using antiquated voting procedures and the long and expensive process of counting ballots by hand concerned some voters where it was used and prevented it from becoming a widespread reform measure. There is renewed interest in PR because of its potential to assure representation of minority populations and because technological developments now allow a computerized voting and counting system, thus eliminating the major objection to PR.

The single transferable vote method allows voters to rank candidates in a multi-member district by preference. The method depends on creation of a winning threshold—a share of votes that each council member must receive to be elected. Election officials determine the threshold after all votes are counted, using a formula to determine the fewest number of votes that only the winning number of candidates can receive. In Cambridge, for example, officials divide the total number of valid ballots cast by the number of positions to be elected plus one. Under this approach, in an election for nine council seats where voters cast 15,000 valid ballots, the winning threshold is 1,501, or 15,000 divided by ten, plus one. Ten candidates theoretically could receive 1,500 votes, but only nine can obtain 1,501. Once a particular candidate receives the designated threshold of first choices, ballot counters redistribute any surplus votes for that candidate to another candidate based upon the voter's preferential ranking. Cambridge redistributes some ballots at full value, but modern technology now allows a more precise redistribution of the calculated share of every ballot at an equally reduced value.

After all surplus votes are redistributed, the weakest candidate is eliminated, and ballots from that candidate are counted for the next choice candidate on those voters' ballots. This process of redistributing votes from winning candidates and weak candidates continues until the necessary number of candidates have reached the threshold, or only nine candidates remain. In Cambridge, this has consistently led to ninety percent of voters helping to elect a candidate, more than sixty-five percent of voters having their first choice candidate win, and more than ninety-five percent of voters seeing one of their top three choices win.

The PR alternative assumes that the mayor will be elected by and from the council and thus calls for an odd-number of council members. If PR is used in conjunction with a separately elected mayor who serves on the council, there should be an even number of council members elected by PR. When considering the PR alternative, charter reviewers may also wish to investigate semi-proportional representation systems—the limited vote and cumulative vote—which have been adopted in more than 75 localities since 1985 to settle voting rights cases, including in Peoria (IL), Amarillo (TX), and Chilton County (AL). While more uneven in their results than PR, these systems increase minorities' access to representation and may boost turnout. More information about the mechanics of PR can be obtained from the Center for Voting and Democracy, [www.fairvote.org](http://www.fairvote.org).

Another relatively new voting procedure that incorporates the transferable vote method is the instant runoff. It can be used in single member districts or single office elections, such as the mayor's office. Instant runoff voting eliminates the need for costly runoff elections and the typical drop-off in turnout in runoffs. Voters rank candidates for a single office; if no candidate wins a majority of votes, election officials remove the candidate with the fewest first-place votes and redistribute those votes to other candidates based upon their second-place designations until one candidate achieves a majority. This ensures that a vote cast for a voter's favorite candidate does not potentially contribute to the election of that voter's least favorite candidate. It also means that the victor has a credible claim of majority support without recourse to a runoff. In 2002, San Francisco became the first major U.S. city to adopt instant runoff voting to elect its mayor, board of supervisors, district attorney, city attorney, treasurer, sheriff, assessor-recorder and public defender. The disadvantage is that voters may have difficulty sorting out the candidates in a large field of contenders and cannot

rely on the runoff campaign to learn in more detail how the two remaining contenders differ in their characteristics and positions.

**Section 6.02. Council Districts; Adjustment of Districts (for use with Alternatives II, III and IV of § 6.03).**

**(a) Number of Districts.** There shall be \_\_\_\_\_ city council districts.

**(b) Districting Commission; Composition; Appointment; Terms; Vacancies; Compensation.**

- (1) There shall be a districting commission consisting of five members. No more than two commission members may belong to the same political party. The city council shall appoint four members. These four members shall, with the affirmative vote of at least three, choose the fifth member who shall be chairman.
- (2) No member of the commission shall be employed by the city or hold any other elected or appointed position in the city.
- (3) The city council shall appoint the commission no later than one year and five months before the first general election of the city council after each federal decennial census. The commission's term shall end upon adoption of a districting plan, as set forth in § 6.02(c).
- (4) In the event of a vacancy on the commission by death, resignation or otherwise, the city council shall appoint a new member enrolled in the same political party from which his or her predecessor was selected to serve the balance of the term remaining.
- (5) No member of the districting commission shall be removed from office by the city council except for cause and upon notice and hearing.
- (6) The members of the commission shall serve without compensation except that each member shall be allowed actual and necessary expenses to be audited in the same manner as other city charges.
- (7) The commission may hire or contract for necessary staff assistance and may require agencies of city government to provide technical assistance. The commission shall have a budget as provided by the city council.

**(c) Powers and Duties of the Commission; Hearings, Submissions and Approval of Plan.**

- (1) Following each decennial census, the commission shall consult the city council and shall prepare a plan for dividing the city into districts for the election of council members. In preparing the plan, the commission shall be guided by the criteria set forth in § 6.02(d). The report on the plan shall include a map and description of districts recommended.
- (2) The commission shall hold one or more public hearings not less than one month before it submits the plan to the city council. The commission shall

make its plan available to the public for inspection and comment not less than one month before its public hearing.

- (3) The commission shall submit its plan to the city council not less than one year before the first general election of the city council after each decennial census.
- (4) The plan shall be deemed adopted by the city council unless disapproved within three weeks by the vote of the majority of all members of the city council. If the city council fails to adopt the plan, it shall return the plan to the commission with its objections and with the objections of individual members of the council.
- (5) Upon rejection of its plan, the commission shall prepare a revised plan and shall submit such revised plan to the city council no later than nine months before the first general election of the city council after the decennial census. Such revised plan shall be deemed adopted by the city council unless disapproved within two weeks by the vote of two-thirds of all of the members of the city council and unless, by a vote of two-thirds of all of its members, the city council votes to file a petition in the \_\_\_\_\_ Court, \_\_\_\_\_ County, for a determination that the plan fails to meet the requirements of this charter. The city council shall file its petition no later than ten days after its disapproval of the plan. Upon a final determination upon appeal, if any, that the plan meets the requirements of this charter, the plan shall be deemed adopted by the city council and the commission shall deliver the plan to the city clerk. The plan delivered to the city clerk shall include a map and description of the districts.
- (6) If in any year population figures are not available at least one year and five months before the first general election following the decennial census, the city council may, by local law, shorten the time periods provided for districting commission action in paragraphs (2), (3), (4), and (5) of this subsection.

**(d) Districting Plan; Criteria.** In preparation of its plan for dividing the city into districts for the election of council members, the commission shall apply the following criteria which, to the extent practicable, shall be applied and given priority in the order in which they are herein set forth.

- (1) Districts shall be equal in population except where deviations from equality result from the application of the provisions hereinafter set forth, but no such deviation may exceed five percent of the average population for all city council districts according to the figures available from the most recent census.
- (2) Districts shall consist of contiguous territory; but land areas separated by waterways shall not be included in the same district unless said waterways are traversed by highway bridges, tunnels or regularly scheduled ferry services both termini of which are within the district, except that, population permitting, islands not connected to the mainland or to other islands by

bridge, tunnel or regular ferry services shall be included in the same district as the nearest land area within the city and, where such subdivisions exist, within the same ward or equivalent subdivision as described in paragraph (5) below.

- (3) In cities whose territory encompasses more than one county or portions of more than one county, the number of districts, which include territory in more than one county, shall be as small as possible.
- (4) In the establishment of districts within cities whose territory is divided into wards or equivalent subdivisions whose boundaries have remained substantially unaltered for at least fifteen years, the number of such wards or equivalent subdivisions whose territory is divided among more than one district shall be as small as possible.
- (5) Consistent with the foregoing provisions, the aggregate length of all district boundaries shall be as short as possible.

**(e) Effect of Enactment.** The new city council districts and boundaries as of the date of enactment shall supersede previous council districts and boundaries for all purposes of the next regular city election, including nominations. The new districts and boundaries shall supersede previous districts and boundaries for all other purposes as of the date on which all council members elected at that regular city election take office.

#### **Commentary.**

With three of the five alternatives provided for the election of the city council involving districts, the provision for drawing and redrawing district lines assumes particular importance.

The process of drawing districts described in this edition and in the seventh edition differs from that of earlier editions, in response to the Voting Rights Act and related court decisions. Rather than a two-part process with an advisory commission recommending a plan, followed by city council passage of a plan (which might or might not resemble that of the advisory commission), the *Model* provides for a more direct process – redistricting by an independent commission. The lead time for redistricting should provide sufficient time to resolve some of the increasing number of local government redistricting suits and allow sufficient time to comply with the requirements of § 5 of the Voting Rights Act if applicable. In addition, the *Model* provides for ordered, specific criteria for redistricting based on population rather than the “qualified voter” standard of the sixth edition.

The *Model* provides for a bipartisan commission. Even cities with nonpartisan elections may have problems with political parties (either local or national) wanting to dominate the process to achieve advantage. To facilitate the commission’s ability to work together despite partisan differences, the *Model* recommends that the four council appointees (and mandates that at least three of the four) agree on the choice of chairman.

Once the bipartisan commission submits its plan to the city council, the council can neither approve nor veto the result. This avoids the conflict of interest created when council members consider new districts whose lines may materially affect their political futures. The council may, however,

prevent implementation of the plan if it finds the plan in violation of the charter and files with the courts for such a determination.

Subsection (d) lists the criteria that the commission must abide by when it draws the new districts. The criteria are designed to preclude gerrymandering that either protects or punishes incumbents or that prevents particular voting groups from gaining power. With the proper ordered criteria, the redistricting process is less open to manipulation. Flagrant gerrymandering will be almost impossible without a clear violation of the mandated criteria. The criteria concerning waterways and islands should be included in charters where appropriate. The exact terminology for election administration subdivisions (e.g., wards or equivalent subdivisions) should be adjusted to conform to state law. Depending on the jurisdiction, wards and districts sometimes have the same meaning and sometimes have different meanings.

Some cities prefer that the city council perform redistricting. This may stem from a belief that the redistricting process essentially involves a series of political decisions, and that attempts to separate the process from the politics is futile and foolish. Or, where the city council has historically performed this function without causing unrest, such a preference may derive from the sense that there is no need for change. When a city opts for redistricting by the city council, the following provisions should be substituted in § 6.02(b) and (c) and a new § 6.02(d) be added as follows.

**(b) Council to Redistrict.** Following each decennial census, the city council shall, by ordinance, adjust the boundaries of the city council districts using the criteria set forth in § 6.02(e).

**(c) Procedures.**

- (1) The city council shall hold one or more public hearings prior to bringing any proposed plan to a vote. Proposed plans must be available to the public for inspection and comment not less than one month before the first public hearing on said plan. The plan shall include a map and description of the districts recommended.
- (2) The city council shall approve a districting plan no later than 10 months (300 days) prior to the first regular city election following the decennial census.

**(d) Failure to Enact Ordinance.** If the city council fails to enact a redistricting plan within the required time, the city attorney shall, the following business day, inform the \_\_\_\_\_ Court, \_\_\_\_\_ County, and ask that a special master be appointed to do the redistricting. The special master shall, within sixty days, provide the Court with a plan drawn in accordance with the criteria set forth in § 6.02(e). That plan shall have the force of law unless the court finds it does not comply with said criteria. The court shall cause an approved plan to go into effect no later than 210 days prior to the first regular city election after the decennial census. The city shall be liable for all reasonable costs incurred by the special master in preparing the plan for the court.

Subsections 6.03(d) and (e) of the *Model* should be retained, relettered (e) and (f), respectively, and the words “city council” substituted for “commission.”

Subsection 6.03(d) of the substitute language (Failure to Enact Ordinance) gives incentive for the council to complete redistricting on time. Failure to redistrict will not result in another election using the old districts, as earlier editions provided. Even the most divided of city councils would probably prefer to compromise than have a special master redistrict for them—and few would want to explain the additional cost of paying someone else to draw up a plan that probably would not improve upon their own compromise.

### **Section 6.03. Methods of Electing Council Members.**

The text in this section complements the information on the composition of the council found in Article II, § 2.02(c).

#### **Alternative I – Option A – Council Elected At Large; Mayor Elected By the Council**

At the first election under this charter \_\_\_\_\_ council members shall be elected; the \_\_\_\_\_ [one-half plus one] candidates receiving the greatest number of votes shall serve for terms of four years, and the \_\_\_\_\_ [remainder of the council] candidates receiving the next greatest number of votes shall serve for terms of two years. Commencing at the next regular election and at all subsequent elections, all council members shall be elected for four-year terms.

#### **Alternative I – Option B – Council Elected At Large; Mayor Elected Separately**

At the first election under this charter \_\_\_\_\_ council members shall be elected; the \_\_\_\_\_ [one-half the number of council members] candidates receiving the greatest number of votes shall serve for terms of four years, and the \_\_\_\_\_ [one-half the number of council members] candidates receiving the next greatest number of votes shall serve for terms of two years. Commencing at the next regular election and at all subsequent elections, all council members shall be elected for four-year terms.

#### **Alternative II – Option A – Council Elected At Large with District Residency Requirement; Mayor Elected By the Council**

At the first election under this charter \_\_\_\_\_ council members shall be elected; the \_\_\_\_\_ [one-half plus one] candidates receiving the greatest number of votes shall serve for terms of four years, and the \_\_\_\_\_ [remainder of the council] candidates receiving the next greatest number of votes shall serve for terms of two years. Commencing at the next regular election and at all subsequent elections, all council members shall be elected for four-year terms.

**Alternative II – Option B – Council Elected At Large with District Residency Requirement; Mayor Elected Separately**

At the first election under this charter \_\_\_\_\_ council members shall be elected; the \_\_\_\_\_ [one-half the number of council members] candidates receiving the greatest number of votes shall serve for terms of four years, and the \_\_\_\_\_ [one-half the number of council members] candidates receiving the next greatest number of votes shall serve for terms of two years. Commencing at the next regular election and at all subsequent elections, all council members shall serve for terms of four years.

**Alternative III – Option A – Mixed At-Large and Single Member District System; Mayor Elected by the Council**

At the first election under this charter \_\_\_\_\_ council members shall be elected; all district candidates and the \_\_\_\_\_ at-large candidates receiving the greatest number of votes shall serve for terms of four years, and the \_\_\_\_\_ at-large candidates receiving the next greatest number of votes shall serve for terms of two years. Commencing at the next regular election and at all subsequent elections, all council members shall be elected for four-year terms.

**Alternative III – Option B – Mixed At-Large and Single Member District System; Mayor Elected Separately**

At the first election under this charter \_\_\_\_\_ council members shall be elected; all district candidates and the \_\_\_\_\_ at-large candidates receiving the greatest number of votes shall serve for terms of four years, and the \_\_\_\_\_ at-large candidates receiving the next greatest number of votes shall serve for terms of two years. Commencing at the next regular election and at all subsequent elections, all council members shall be elected for four-year terms.

**Alternative IV – Single-Member District System**

At the first election under this charter \_\_\_\_\_ council members shall be elected; council members from odd-numbered districts shall serve for terms of two years, and council members from even-numbered districts shall serve for terms of four years. Commencing at the next regular election and at all subsequent elections, all council members shall serve for terms of four years.

**Commentary.**

The single-member district system should be used only where the mayor is elected at large as provided in Alternative II of § 2.03.

## **Section 6.04. Initiative, Citizen Referendum, and Recall.**

**(a) Alternative I – Provisions Provided by State Law.** The powers of initiative, citizen referendum, and recall are hereby reserved to the electors of the city.

### **Alternative II - General Authority for Initiative, Citizen Referendum, and Recall.**

**(1) Initiative.** The registered voters of the city shall have power to propose ordinances to the council and, if the council fails to adopt an ordinance so proposed without any change in substance, to adopt or reject it at a city election, but such power shall not extend to the budget or capital program or any ordinance relating to appropriation of money, levy of taxes or salaries of city officers or employees.

**(2) Citizen Referendum.** The registered voters of the city shall have power to require reconsideration by the council of any adopted ordinance and, if the council fails to repeal an ordinance so reconsidered, to approve or reject it at a city election, but such power shall not extend to the budget or capital program or any emergency ordinance or ordinance relating to appropriation of money or levy of taxes.

**(3) Recall.** The registered voters of the city shall have power to recall elected officials of the city, but no recall petition shall be filed against any official within six months after the official takes office, nor, in case of a member subjected to a recall election and not removed, until at least six months after the election.

**(b) Commencement of Proceeding; Petitioners' Committee; Affidavit.** Any five registered voters may commence initiative, citizen referendum, or recall proceedings by filing with the city clerk an affidavit stating they will constitute the petitioners' committee and be responsible for circulating the petition and filing it in proper form, stating their names and addresses and specifying the address to which all notices to the committee are to be sent, and setting out in full the proposed initiative ordinance, citing the ordinance sought to be reconsidered, or stating the name and title of the officer sought to be recalled accompanied by a statement, not to exceed 200 words, of the reasons for the recall. Grounds for recall should relate to and affect the administration of the official's office, and be of a substantial nature directly affecting the rights and interests of the public. Promptly after receipt of a recall petition, the clerk shall serve, personally or by certified mail, a copy of the affidavit on the elected officer sought to be recalled. Within 10 days of service of the affidavit, the elected officer sought to be recalled may file a statement with the city clerk, not to exceed 200 words, in response. Promptly after the affidavit of the petitioners' committee is filed, and the response, if any, of the elected official sought to be recalled is filed, the clerk shall issue the appropriate petition blanks to the petitioners' committee.

**(c) Petitions.**

**(1) Number of Signatures.** Initiative and citizen referendum petitions must be signed by registered voters of the city equal in number to at least [5 to 10] percent of the total number of registered voters to vote at the last regular election. Recall petitions must be signed by registered voters of the city equal in number to at least [10 to 20] percent of the total number of registered voters to vote at the last regular election.

**(2) Form and Content.** All papers of a petition shall be uniform in size and style and shall be assembled as one instrument for filing. Each signature shall be executed in ink or indelible pencil and shall be followed by the address of the person signing. Initiative and citizen referendum petitions shall contain or have attached thereto throughout their circulation the full text of the ordinance proposed or sought to be reconsidered. Recall petitions shall contain the name and title of the official sought to be recalled, the statement of grounds for the recall, and the response of the official sought to be recalled, if any. If no response was filed, the petition shall so state.

**(3) Affidavit of Circulator.** Each paper of a petition shall have attached to it when filed an affidavit executed by the person circulating it stating that he or she personally circulated the paper, the number of signatures thereon, that all the signatures were affixed in his or her presence, that he or she believes them to be the genuine signatures of the persons whose names they purport to be and that each signer had an opportunity before signing to read the full text of the ordinance proposed or sought to be reconsidered.

**(4) Time for Filing Referendum and Recall Petitions.** Referendum petitions must be filed within 30 days after adoption by the council of the ordinance sought to be reconsidered. Recall petitions must be filed within [40 to 160] days of the filing of the petitioners' affidavit initiating the recall procedure.

**(d) Procedure after Filing.**

**(1) Certificate of Clerk; Amendment.** Within twenty days after the petition is filed, the city clerk shall complete a certificate as to its sufficiency, specifying, if it is insufficient, the particulars wherein it is defective and shall promptly send a copy of the certificate to the petitioners' committee by registered mail. A petition certified insufficient for lack of the required number of valid signatures may be amended once if the petitioners' committee files a notice of intention to amend it with the clerk within two days after receiving the copy of his or her certificate and files a supplementary petition upon additional papers within ten days after receiving the copy of such certificate. Such supplementary petition shall comply with the requirements of paragraphs (2) and (3) of § 6.04(c), and within five days after it is filed the clerk shall complete

a certificate as to the sufficiency of the petition as amended and promptly send a copy of such certificate to the petitioners' committee by registered mail as in the case of an original petition. If a petition or amended petition is certified sufficient, or if a petition or amended petition is certified insufficient and the petitioners' committee does not elect to amend or request council review under paragraph (2) of this subsection within the time required, the clerk shall promptly present his or her certificate to the council and the certificate shall then be a final determination as to the sufficiency of the petition.

**(2) Council Review.** If a petition has been certified insufficient and the petitioners' committee does not file notice of intention to amend it or if an amended petition has been certified insufficient, the committee may, within two days after receiving the copy of such certificate, file a request that it be reviewed by the council. The council shall review the certificate at its next meeting following the filing of such request and approve or disapprove it, and the council's determination shall then be a final determination as to the sufficiency of the petition. A council member who is the subject of a recall petition shall not be eligible to act in the determination of sufficiency or insufficiency of the petition.

**(3) Court Review; New Petition.** A final determination as to the sufficiency of a petition shall be subject to court review. A final determination of insufficiency, even if sustained upon court review, shall not prejudice the filing of a new petition for the same purpose.

**(e) Referendum Petitions; Suspension of Effect of Ordinance.** When a referendum petition is filed with the city clerk, the ordinance sought to be reconsidered shall be suspended from taking effect. Such suspension shall terminate when:

- (i) There is a final determination of insufficiency of the petition, or
- (ii) The petitioners' committee withdraws the petition, or
- (iii) The council repeals the ordinance, or
- (iv) Thirty days have elapsed after a vote of the city on the ordinance.

**(f) Action on Petitions.**

**(1) Action by Council.** When an initiative or referendum petition has been finally determined sufficient, the council shall promptly consider the proposed initiative ordinance in the manner provided in Article II or reconsider the referred ordinance by voting its repeal. If the council fails to adopt a proposed initiative ordinance without any change in substance within sixty days or fails to repeal the referred ordinance within thirty days after the date the petition was finally determined sufficient, it shall submit the proposed or referred ordinance to the voters of the city. The council shall promptly order a recall

election to occur within \_\_\_\_\_ [30 to 90] days of the date the recall petition was finally determined sufficient.

**(2) Submission to Voters of Proposed or Referred Ordinances.** The vote of the city on a proposed or referred ordinance shall be held not less than 30 days and not later than one year from the date of the final council vote thereon. If no regular city election is to be held within the period prescribed in this subsection, the council shall provide for a special election; otherwise, the vote shall be held at the same time as such regular election, except that the council may in its discretion provide for a special election at an earlier date within the prescribed period. Copies of the proposed or referred ordinance shall be made available at the polls.

**(3) Withdrawal of Petitions.** An initiative, referendum, or recall petition may be withdrawn at any time prior to the fifteenth day preceding the day scheduled for a vote of the city by filing with the city clerk a request for withdrawal signed by at least two-thirds of the petitioners' committee. Upon the filing of such request the petition shall have no further force or effect and all proceedings thereon shall be terminated.

#### **(g) Results of Election.**

**(1) Initiative.** If a majority of the registered voters voting on a proposed initiative ordinance vote in its favor, it shall be considered adopted upon certification of the election results and shall be treated in all respects in the same manner as ordinances of the same kind adopted by the council. If conflicting ordinances are approved at the same election, the one receiving the greatest number of affirmative votes shall prevail to the extent of such conflict.

**(2) Referendum.** If a majority of the registered voters voting on a referred ordinance vote against it, it shall be considered repealed upon certification of the election results.

**(3) Recall.** Ballots used at recall elections shall read: "Shall [name] be recalled (removed) from the office of \_\_\_\_\_?" If a majority of the registered voters voting on a proposed recall vote in its favor, the official is removed and the winning candidate for successor, if any, shall be elected as a replacement for the duration of the unexpired term. Otherwise the vacancy shall be filled in accordance with § 2.06 (c).

#### **Commentary.**

Unlike other provisions, this article must be completely self-executing. Detail should not be filled in by the council because these devices guard against possible inadequacies of council.

(a) Neither the initiative nor the referendum should be applicable to the budget, capital program, any ordinance relating to the appropriation of money or the levy of taxes, or, of course, to salaries of city officers or employees, for this would interfere with responsible officials striving to achieve a properly balanced long-range fiscal program. Recall should not apply to recently elected officials, because officials need time to establish themselves in office, and because election results should not be promptly challenged by another election.

(b) Requiring a petitioners' committee places clear responsibility for the undertaking of initiative, citizen referendum, or recall proceedings.

(c) The number of signatures required for initiative and referendum petitions in the seventh edition was fifteen percent of the total number registered to vote at the last regular city election. The eighth edition permits charter drafters to decide upon a reasonable threshold for their city, chosen from a range equal to or greater than five percent but less than or equal to ten percent of registered voters to vote at the last city election. The percentage used should neither be too easy nor too burdensome. Communities typically require more signatures for recall petitions than for initiative and referendum petitions. In determining the recall percentage, drafters should consider distinguishing between at-large and district offices.

Limiting the period for filing a referendum petition to thirty days after passage insures that the effective date of an ordinance will not be delayed unless the referendum effort is of serious proportions. The timing of the recall procedure prevents the threat of recall from pending without limitation. The time period for signature collection should be reasonably related to the signature requirement and the size of the city, within the provided range of 40 to 160 days.

(d) The mandatory language prevents the city clerk from delaying certification of the sufficiency or insufficiency of petitions beyond the twenty days specified.

(e) The fact that filing a referendum petition with the city clerk suspends the effective date of an ordinance will spur the city clerk and the council into prompt action on the question of sufficiency. When an ordinance is subjected to a referendum vote and the council's action is sustained, termination of the suspension must be delayed until sufficient time has passed for official determination of the election results. This will vary with local practice. The thirty days indicated in § 6.04(e) (iv) is arbitrary. If there is a definite provision for the official reporting of election results, the lifting of the suspension should probably coincide with the reporting.

(f) This section mandates council consideration of the proposed "initiative ordinance" and reconsideration of the "referred ordinance" prior to the circulation of petitions and the ensuing ballot question. The words "adopt a proposed initiative ordinance without any change in substance" permit correction of technical imperfections.

If an election is necessary, provisions for submitting a proposed or referred ordinance to the voters, or ordering a recall election, permit considerable latitude as to the election date to encourage holding the vote at a regular election if possible.

One of the most important reasons for requiring a petitioners' committee is to provide a mechanism for withdrawing an initiative, referendum, or recall petition if those originating the proceedings change their minds or feel that action of the council satisfies the need which prompted the petition.

(g) Initiative ordinances approved by the electorate become effective, just as is the case with an ordinance passed by council, in thirty days or at whatever later date is specified.

## **Article VII GENERAL PROVISIONS**

### **Introduction.**

All communities should have fully developed provisions dealing with the ethical expectations essential to responsible government. Ethics provisions foster public trust in the integrity of city government and serve as a check on improper or abusive behavior by city officials and employees. Communities should also have a comprehensive campaign finance code requiring, at the least, disclosure of sources of money used in the campaign for city office. The amount of money flowing into local races continues to grow and must be regulated to help avoid the public perception of corruption.

### **Section 7.01. Conflicts of Interest; Board of Ethics.**

**(a) Conflicts of Interest.** The use of public office for private gain is prohibited. The city council shall implement this prohibition by ordinance, the terms of which shall include, but not be limited to: acting in an official capacity on matters in which the official has a private financial interest clearly separate from that of the general public; the acceptance of gifts and other things of value; acting in a private capacity on matters dealt with as a public official; the use of confidential information; and appearances by city officials before other city agencies on behalf of private interests. This ordinance shall include a statement of purpose and shall provide for reasonable public disclosure of finances by officials with major decision-making authority over monetary expenditures and contractual and regulatory matters and, insofar as permissible under state law, shall provide for fines and imprisonment for violations.

**(b) Board of Ethics.** The city council shall, by ordinance, establish an independent board of ethics to administer and enforce the conflict of interest and financial disclosure ordinances. No member of the board may hold elective or appointed office under the city or any other government or hold any political party office. Insofar as possible under state law, the city council shall authorize the board to issue binding advisory opinions, conduct investigations on its own initiative and on referral or complaint from officials or citizens, subpoena witnesses and documents, refer cases for prosecution, impose administrative fines, and to hire independent counsel. The city council shall appropriate sufficient funds to the board of ethics to enable it to perform the duties assigned to it and to provide annual training and education of city officials and employees, including candidates for public office, regarding the ethics code.

## **Commentary.**

Many states have conflict of interest and financial disclosure laws which include local officials as well as state officials. Cities in these states may wish to modify this section accordingly by either eliminating duplication with state law or providing for local filing of state forms to provide local access to the information.

Instead of providing essentially statutory language, this section mandates council passage of ordinances covering certain basic subjects and which provide for a specific mechanism to administer and enforce the law. This permits amendment as may be required without a referendum, which would be necessary if the charter covered the subject in detail. This provision shows that the charter is serious about the need for dealing with ethics problems but at the same time leaves it to the city council to adopt the formulation most appropriate for the specific situation. It makes a provision for a Board of Ethics but leaves details on the board's composition and procedure to the council.

Other provisions councils could adopt, but not listed in the *Model*, relate to acting in an official capacity over any campaign donor who contributes \$\_\_\_\_\_ or more to the official's campaign; the hiring of relatives; acting in an official capacity on matters affecting a prior employer within a designated time period after leaving the employer; accepting outside employment while in office; and accepting employment with an employer over whom the official or employee acted in an official capacity, within a designated time period after leaving office. Westminster, Colorado, pioneered the conflict of interest approach to limiting campaign contributions, via charter amendment, and other cities have expressed interest in following its example either by charter or ordinance. A substantial number of cities restrict hiring of relatives and prior, outside, and subsequent employment arrangements.

## **Section 7.02. Prohibitions.**

### **(a) Activities Prohibited.**

- (1) No person shall be appointed to or removed from, or in any way favored or discriminated against with respect to any city position or appointive city administrative office because of race, gender, age, sexual orientation, disability, religion, country of origin, or political affiliation.
- (2) No person shall willfully make any false statement, certificate, mark, rating or report in regard to any test, certification or appointment under the provisions of this charter or the rules and regulations made there under, or in any manner commit or attempt to commit any fraud preventing the impartial execution of such provisions, rules and regulations.
- (3) No person who seeks appointment or promotion with respect to any city position or appointive city administrative office shall directly or indirectly give, render or pay any money, service or other valuable thing to any person for or in connection with his or her test, appointment, proposed appointment, promotion or proposed promotion.

- (4) No person shall knowingly or willfully solicit or assist in soliciting any assessment, subscription or contribution for any political party or political purpose to be used in conjunction with any city election from any city officer or city employee.
- (5) No city officer or city employee shall knowingly or willfully make, solicit or receive any contribution to the campaign funds of any political party or committee to be used in a city election or to campaign funds to be used in support of or opposition to any candidate for election to city office or city ballot issue. Further, no city employee shall knowingly or willfully participate in any aspect of any political campaign on behalf of or opposition to any candidate for city office. This section shall not be construed to limit any person's right to exercise rights as a citizen to express opinions or to cast a vote nor shall it be construed to prohibit any person from active participation in political campaigns at any other level of government.

**(b) Penalties.** Any person convicted of a violation of this section shall be ineligible for a period of five years following such conviction to hold any city office or position and, if an officer or employee of the city, shall immediately forfeit his or her office or position. The city council shall establish by ordinance such further penalties as it may deem appropriate.

**Commentary.**

The activities prohibited by this section are antithetical to the maintenance of a sound, permanent municipal service. The prohibition against discrimination states basic municipal policy which applies to all personnel relationships. Prohibiting fraud or attempted fraud and bribery in connection with appointments and promotions by charter provision stresses the importance of maintaining the integrity of the public service. Prohibitions against political solicitation and participation in political campaigns afford protection for the employee as well as the integrity of the system. State law of general application may be sufficiently comprehensive to cover the activities prohibited by this section. If so, the charter need not contain these provisions except to give confirmation of public acceptance of these policies.

**Section 7.03. Campaign Finance.**

**(a) Disclosure.** The city council shall enact ordinances to protect the ability of city residents to be informed of the financing used in support of, or against, campaigns for locally elected office. The terms of such ordinances shall include, but not be limited to, requirements upon candidates and candidate committees to report in a timely manner to the appropriate city office: contributions received, including the name, address, employer, and occupation of each contributor who has contributed \_\_\_\_\_ or more; expenditures made; and obligations entered into by such candidate or candidate committee. In so far as is permissible under state law, such regulations shall also provide for fines and imprisonment for violations. The ordinance shall provide for convenient public disclosure of such information by the most appropriate means available to the city.

**(b) Contribution and Spending Limitations.** In order to combat the potential for, and appearance of, corruption, and to preserve the ability of all qualified citizens to run for public office, the city shall, in so far as is permitted by state and federal law, have the authority to enact ordinances designed to limit contributions and expenditures by, or on behalf of, candidates for locally elected office. Ordinances pursuant to this section may include, but are not limited to: limitations on candidate and candidate committees that affect the amount, time, place, and source of financial and in-kind contributions; and, voluntary limitations on candidate and candidate committee expenditures tied to financial or non-financial incentives.

**Commentary.**

This section was added to the eighth edition in recognition of the substantial number of cities that have enacted campaign finance laws since the seventh edition. This trend indicates that increasingly large amounts of private money have permeated local elections and reflects public perception that such money has had a distorting influence on the democratic process.

Section 7.03(a) provides for disclosure of candidate contributions and expenditures. A strong majority of cities in the United States have some form of campaign contribution and expenditure disclosure requirements. This section of the charter requires the city to provide for timely disclosure of such funds. It further requires that disclosure of contributions above a certain threshold include the donor's employer and occupation. Such information allows citizens to identify the sources of funding that influence local elections. The requirement that the city provide for "convenient public disclosure" is meant to encourage electronic disclosure over city web sites when such technology and resources are available.

Section 7.03(b) provides the city with express authority, but not a mandate, to enact any of the several innovative campaign finance laws that cities have enacted over the last three decades. This includes options such as contribution limitations, time limits on fund raising, and public financing as an incentive for candidates to adhere to voluntary spending limits.

**Article VIII  
CHARTER AMENDMENT**

**Introduction.**

All charters require modification from time to time. In states where the constitution or statutes prohibit cities from adopting their own methods of charter revision, this article cannot be used.

**Section 8.01. Proposal of Amendment.**

Amendments to this charter may be framed and proposed:

- (a) In the manner provided by law, or

(b) By ordinance of the council containing the full text of the proposed amendment and effective upon adoption, or

(c) By report of a charter commission created by ordinance, or

(d) By the voters of the city.

Proposal of an amendment by the voters of the city shall be by petition containing the full text of the proposed amendment and shall be governed by the same procedures and requirements prescribed in Article VI for initiative petitions until such time as a final determination as to the sufficiency of the petition is made, except that there shall be no limitation as to subject matter and that the petition must be signed by registered voters of the city equal in number to at least [5 to 10] percent of the total number of those registered to vote at the last regular city election. The petitioners' committee may withdraw the petition at any time before the fifteenth day immediately preceding the day scheduled for the city vote on the amendment.

#### **Commentary.**

This article lists four methods for proposing charter amendments. The first references any methods which are provided by state law, and the second is by the council itself. The third is by a charter commission, which in many states may be created by the council. Depending on the state, the procedures binding the charter commission may be found in the constitution or state law. Often the procedures allow formation of the charter commission by petition or by ordinance.

The final method of charter amendment is by a voter-initiated petition. The signature requirement for charter amendment petitions should be a fixed percentage between five and ten percent of registered city voters. It is important that the number of signatures required be substantial. It should be relatively difficult to amend the charter, and charter amendments should not be used to harass officials.

#### **Section 8.02. Election.**

Upon delivery to the city election authorities of the report of a charter commission or delivery by the city clerk of an adopted ordinance or a petition finally determined sufficient, proposing an amendment pursuant to § 8.01, the election authorities shall submit the proposed amendment to the voters of the city at an election. Such election shall be announced by a notice containing the complete text of the proposed amendment and published in one or more newspapers of general circulation in the city at least thirty days prior to the date of the election. The election shall be held not less than 60 and not more than 120 days after the adoption of the ordinance or report or the final determination of sufficiency of the petition proposing the amendment. If no regular election is to be held within that period, the council shall provide for a special election on the proposed amendment; otherwise, the holding of a special election shall be as specified in state law.

### **Section 8.03. Adoption of Amendment.**

If a majority of those voting upon a proposed charter amendment vote in favor of it, the amendment shall become effective at the time fixed in the amendment or, if no time is therein fixed, 30 days after its adoption by the voters.

## **Article IX TRANSITION AND SEVERABILITY**

### **Introduction.**

Many charters do not facilitate transition from an old to a new form of government organization. More than almost any other part of the charter, the article containing transitional provisions needs to be tailored to existing law and organization. The *Model* makes no claim to being complete in this regard but calls attention to matters that must be considered and provides a basic pattern for a transition article. Care in the preparation of this article will have important benefits. It can disarm arguments that adoption of a new charter will harm existing personnel and the processes of the government. It may also save the city from costly litigation and administrative confusion.

### **Section 9.01. Officers and Employees.**

**(a) Rights and Privileges Preserved.** Nothing in this charter except as otherwise specifically provided shall affect or impair the rights or privileges of persons who are city officers or employees at the time of its adoption.

**(b) Continuance of Office or Employment.** Except as specifically provided by this charter, if at the time this charter takes full effect, a city administrative officer or employee holds any office or position which is or can be abolished by or under this charter, he or she shall continue in such office or position until the taking effect of some specific provision under this charter directing that he or she vacate the office or position.

**(c) Personnel System.** An employee holding a city position at the time this charter takes full effect, who was serving in that same or a comparable position at the time of its adoption, shall not be subject to competitive tests as a condition of continuance in the same position but in all other respects shall be subject to the personnel system provided for in § 4.02.

### **Section 9.02. Departments, Offices, and Agencies.**

**(a) Transfer of Powers.** If a city department, office or agency is abolished by this charter, the powers and duties given it by law shall be transferred to the city department, office or agency designated in this charter or, if the charter makes no provision, designated by the city council.

**(b) Property and Records.** All property, records and equipment of any department, office or agency existing when this charter is adopted shall be transferred to the department, office or agency assuming its powers and duties, but, in the event that the powers or duties are to be discontinued or divided between units or in the event that any conflict arises regarding a transfer, such property, records or equipment shall be transferred to one or more departments, offices or agencies designated by the city council in accordance with this charter.

### **Section 9.03. Pending Matters.**

All rights, claims, actions, orders, contracts, and legal administrative proceedings shall continue except as modified pursuant to the provisions of this charter and in each case shall be maintained, carried on or dealt with by the city department, office or agency appropriate under this charter.

### **Section 9.04. State and Municipal Laws.**

**(a) In General.** All city ordinances, resolutions, orders and regulations which are in force when this charter becomes fully effective are repealed to the extent that they are inconsistent or interfere with the effective operation of this charter or of ordinances or resolutions adopted pursuant thereto. To the extent that the constitution and laws of the state of \_\_\_\_\_ permit, all laws relating to or affecting this city or its agencies, officers or employees which are in force when this charter becomes fully effective are superseded to the extent that they are inconsistent or interfere with the effective operation of this charter or of ordinances or resolutions adopted pursuant thereto.

**(b) Specific Provisions.** Without limitation of the general operation of subsection (a) or of the number or nature of the provisions to which it applies:

- (1) The following laws and parts of laws generally affecting counties or city agencies, officers or employees are inapplicable to the city of \_\_\_\_\_ or its agencies, officers or employees: [enumeration]
- (2) The following public local laws relating to the city of \_\_\_\_\_ are superseded: [enumeration]
- (3) The following ordinances, resolutions, orders, and regulations of \_\_\_\_\_ [former city governing body] are repealed: [enumeration]

### **Section 9.05. Schedule.**

**(a) First Election.** At the time of its adoption, this charter shall be in effect to the extent necessary in order that the first election of members of the city council may be conducted in accordance with the provisions of this charter. The first election shall be held on the \_\_\_\_\_ of \_\_\_\_\_. The [city officials to be designated] shall prepare and adopt temporary regulations that are applicable only to the first election and designed to insure

its proper conduct and to prevent fraud and provide for a recount of ballots in cases of doubt or fraud.

**(b) Time of Taking Full Effect.** The charter shall be in full effect for all purposes on and after the date and time of the first meeting of the newly elected city council provided in § 9.05(c).

**(c) First Council Meeting.** On the \_\_\_\_\_ of \_\_\_\_\_ following the first election of city council members under this charter, the newly elected members of the council shall meet at \_\_\_\_\_ [time] at \_\_\_\_\_ [place]:

- (1) For the purpose of electing the [mayor and] deputy mayor, appointing or considering the appointment of a city manager or acting city manager, and choosing, if it so desires, one of its members to act as temporary clerk pending appointment of a city clerk pursuant to § 2.08; and **Note: Omit bracketed words if § 2.03, Alternative II is used.**
- (2) For the purpose of adopting ordinances and resolutions necessary to effect the transition of government under this charter and to maintain effective city government during that transition.

**(d) Temporary Ordinances.** In adopting ordinances as provided in § 9.05(c), the city council shall follow the procedures prescribed in § 2.12, except that at its first meeting or any meeting held within sixty days thereafter, the council may adopt temporary ordinances to deal with cases in which there is an urgent need for prompt action in connection with the transition of government and in which the delay incident to the appropriate ordinance procedure would probably cause serious hardship or impairment of effective city government. Every temporary ordinance shall be plainly labeled as such but shall be introduced in the form and manner prescribed for ordinances generally. A temporary ordinance may be considered and may be adopted with or without amendment or rejected at the meeting at which it is introduced. After adoption of a temporary ordinance, the council shall cause it to be printed and published as prescribed for other adopted ordinances. A temporary ordinance shall become effective upon adoption or at such later time preceding automatic repeal under this subsection as it may specify, and the referendum power shall not extend to any such ordinance. Every temporary ordinance, including any amendments made thereto after adoption, shall automatically stand repealed as of the ninety-first day following the date on which it was adopted, renewed, or otherwise continued except by adoption in the manner prescribed in § 2.12 for ordinances of the kind concerned.

**(e) Initial Expenses.** The initial expenses of the city council, including the expense of recruiting a city manager, shall be paid by the city on vouchers signed by the council chairman.

**(f) Initial Salary of Mayor and Council Members.** The mayor shall receive an annual salary in the amount of \$ \_\_\_\_\_ and each other council member in the amount of

\$\_\_\_\_\_, until such amount is changed by the council in accordance with the provisions of this charter.

### **Section 9.06. Severability.**

If any provision of this charter is held invalid, the other provisions of the charter shall not be affected. If the application of the charter or any of its provisions to any person or circumstance is held invalid, the application of the charter and its provisions to other persons or circumstances shall not be affected.

### **Commentary.**

A severability clause is a necessary precaution and should be included in every charter.

## **Appendix OPTIONS FOR MAYOR-COUNCIL CITIES**

Since 1915, the *Model City Charter* has been based on the council-manager form of government. Some cities have a tradition of using or prefer to use the mayor-council form, and in some states the adoption of council-manager government may be limited by state statutes.<sup>1</sup> Cities that use the mayor-council form can make choices to “reform” their city government within the framework of this form of government. There are structural approaches that can clarify the structure and improve the performance of the mayor-council city government.

The mayor-council form of government is based on principles of separation of powers and checks and balances similar to those found in American national and state governments. Certain powers are assigned to the mayor and others to the council in cities that use this form. In addition, some mayor-council charters provide for other officials such as appointed boards or administrators who have independent authority to make specified decisions. It was common in the nineteenth century for cities to divide authority among many officials in the belief that the more power was divided and the more officials were directly elected, the more democratic the process of city government would be. In practice, complex structures with highly fragmented authority created ineffective government in which it was difficult to hold anyone responsible for the failure of city government as a whole. In certain cities, the fragmented structure created a vacuum that party organizations filled with unified control. In other cities—probably more numerous than those with control by party organizations—the prevailing structure simply contributed to a lack of competent and farsighted leadership and contributed to city governments that were neither effective nor

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<sup>1</sup> Two examples illustrate how state statutes can affect the choice of form of government. Indiana law prescribes that all cities use the mayor-council form; small *towns* have an option in the choice of form. In Wisconsin, state statute specifies that the “council-manager” optional charter have a council president rather than mayor and gives the manager unusual powers such as the authority to appoint council committees. Only ten of 190 cities in Wisconsin operate under the council-manager form. In Dale Krane, Platon Rigos, and Melvin Hill, Jr., Eds., *Home Rule in America: A Fifty-State Handbook* (Washington: CQ Press, 2001), see chapters on Indiana by William Blomquist and on Wisconsin by Stephen E. C. Hintz.

efficient in their delivery of services to citizens. Some cities still retain these features in their charter.

The first *Model City Charter* proposed replacing the fragmented authority and confused assignment of responsibility of existing nineteenth century city governments with simplified and centralized executive authority exercised by an elected mayor. After the first edition, the model charter assigned this centralized executive authority to an appointed city manager. From the second through the fourth editions of the charter, no provisions were proposed for mayor-council cities. With the fifth edition, the strong mayor-council form from the first edition reappeared as an alternative for those cities that chose not to use the preferred council-manager form with the suggestion that a “vice mayor” or what would later often be called a chief administrative officer (CAO) might be appointed by the mayor. These recommendations appeared in the sixth and seventh editions as well.

The approach taken in this edition is different. Officials and citizens who are reviewing a mayor-council charter are given analytical questions to guide their assessment of the governmental structure. In contrast to exclusive reliance on the strong mayor alternative, two options for organizing the mayor-council form are now proposed.

#### Analytical Questions about Mayor-Council Governments

For cities that prefer to use the mayor-council form of government, there are two questions to answer in designing a charter.

- *First, how should authority be divided between the mayor and the council?* The Model Charter Committee recommends two options for the division of authority: the first option is to provide for a blend of separation and sharing of authority between the mayor and the council; the second option is the classic strong mayor-council approach.
- *Second, should a chief administrative officer be appointed?* The Model Charter Committee recommends the addition of a CAO to all types of mayor-council governments. How the CAO is appointed and the responsibilities of the position are determined by which of the two optional approaches is taken to dividing authority between the mayor and council.

To provide background information, each of these questions is discussed in more detail. Then the optional approaches and an assessment of them are presented.

#### A. How is authority divided between the mayor and the council?

There are several broad patterns of dividing authority in mayor-council cities. Although these cities are commonly divided into “strong mayor” and “weak mayor” variations, this two-way division is misleading. Some cities have a strong executive and clearly separated powers, and some have true “weak” mayor governments in which the authority is extensively fragmented and assigned to the mayor, council, and other officials. Most cities, however, have both separated and shared powers between the mayor and the council. Thus, distinctions can be made between the strong mayor, the “standard” mayor-council, and the weak mayor subtypes of the mayor-council form. Each of these patterns has a different internal logic.

The first pattern is the original reform ideal of a strong elected executive with centralized authority. In this approach, the mayor is a strong chief executive officer who provides the functions filled by the city manager in the council-manager form of government. This “pure” strong mayor approach clearly divides powers between the mayor and the council. If there is a CAO, this official is an extension of the mayor’s office. This approach is used in approximately one-quarter of the mayor-council cities.<sup>2</sup> For simplicity, this subtype of the mayor-council form is called the *strong mayor-council* or *strong mayor-CAO-council form*, depending on whether a CAO is present. In the latter label, the CAO is placed next to the mayor to signify the close connection between the mayor and the CAO. In sum, the strong mayor type is characterized by clear separation of powers and substantial independent authority for the mayor.

The second pattern is based on separated and shared authority between the mayor and the council. This is the standard mayor-council pattern in the sense that it is used by a large majority of mayor-council cities.<sup>2</sup> The mayor has separate executive authority but major decisions are either proposed by the mayor and approved by the council or made jointly by the mayor and council. When the mayor proposes and the council approves, the approach is similar to the “advice and consent” authority of the Senate in handling nominations by the President for Supreme Court judges or cabinet secretaries. In other cities in this pattern, the mayor and council make major decisions jointly. If there is a CAO in these cities, this official is nominated by the mayor and approved by the council or chosen jointly. Potentially, this official serves as a bridge between the mayor and the council. For simplicity, this subtype of the mayor-council form is called the *mayor-council* or *mayor-council-CAO form*. In the latter label, the CAO is placed after both mayor and council to signify the mutual responsibility the CAO has to both sets of officials.<sup>3</sup> In sum, the standard mayor-council form is characterized by a combination of separated and shared powers. Commonly, the staff support and organizational authority of the mayor and the high visibility of the office make the mayor the recognized leader of city government. Still there is less independent authority concentrated in the mayor’s office than in the strong mayor type.

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<sup>2</sup> According to the 2001 Form of Government (FOG) Survey of the International City Management Association, thirty-eight percent of cities over 2,500 in population use the mayor-council form. Of these, the mayor has separate authority for appointing department heads and preparing the budget in fifteen percent of the cities and controls one function and shares the other in another eight percent. Thus, twenty-three percent of the cities have more or less strong mayors. Using somewhat different criteria, Steve Leach and Donald F. Norris, “Elected Mayors in England: A Contribution to the Debate,” *Public Policy and Administration*, 17 (Spring, 2002), pp. 30-31, report similar findings based on 1996 data—twenty-seven percent have budget and staff appointment authority alone or shared with a CAO as well as veto authority. Only 1.8% of mayor-council cities have “very strong mayors.”

<sup>1</sup> In the 2001 FOG Survey, the mayor shares the exercise of authority for appointing department heads and preparing the budget with the city council in forty-three percent of the mayor-council cities. Finally, in thirty-three percent of the cities, the council or other officials are responsible and the mayor has no separate authority.

<sup>2</sup> In cities that have a CAO in 2001, the mayor and council appointed the CAO in forty-four percent of the cities and by the council in thirty-nine percent. The mayor alone appoints the CAO in only sixteen percent of the cities. Although appointment by the mayor is much more common in cities over 100,000 in population, even in these cities the mayor has sole appointment authority in less than half the cases.

The term *weak mayor-council* is reserved for cities in which there is substantial fragmentation of authority. Beyond separated and shared authority between the mayor and the council, there are other features that divide authority widely. These include direct election of certain department heads or commissions and the assignment of independent policy-making authority to some commissions. A committee that is controlled by neither the mayor nor the council may formulate the budget. This is the kind of structure that was common in the late nineteenth century. The early municipal reformers sought to overcome the extreme decentralization that characterizes it. Although it is based on the premise that extensive checks will prevent excessive concentration of power and direct election of many offices will promote democratic control, in practice many weak mayor cities functioned poorly and it was difficult to pin down who was responsible for problems in performance. It is difficult to estimate how many cities still use these approaches, but the proportion is fairly small.<sup>4</sup>

#### B. Should the mayor-council city have a CAO?

An increasing proportion of cities have added a central administrative position occupied by a CAO to their governmental structure.<sup>5</sup> Experience has demonstrated that it is beneficial for cities to have an administrative officer. This officer can offer assistance to the mayor in filling the executive responsibilities such as preparing the budget. The officer will provide central coordination of administrative functions and may also assist the council in handling its policy-making authority. Adding a chief administrative officer to city government is consistent with the longstanding reform principle of providing for both political and professional leadership. A central administrative official is able to contribute to sound governance as well as directing service delivery. Professional managers serving elected officials and the public bring distinctive values that enrich and elevate the governmental process in both policymaking and service delivery. These professional values include the commitment to basing policy and service delivery on need rather than demand, to stressing the long-term interests of the community as a whole, to promoting equity and fairness, to recognizing the interconnection among policies, and to advancing citizen participation that is broad and inclusive. There are benefits from having a professional chief administrator who channels these values into the governmental process at the highest and most general level through interactions with both the mayor and the council.

There are other advantages as well. It is difficult to find candidates for mayors who are equally adept at providing both political and also administrative leadership to city government. It is also hard for voters to assess the administrative capabilities of candidates before they have served in the mayor's office. Mayors (except in the largest cities), unlike new presidents and governors, are not supported by large transition teams. Nor can they persuade prominent leaders from the public and private sectors to accept key appointments for the duration of that executive's administration. Adding administrative assistance through a CAO helps to solve these problems. The office of CAO builds into the charter a support position for the mayor and institutionalizes the professional coordination of the departments of city government.

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<sup>3</sup> In 2001, fourteen percent of mayor-council cities elected some or all department heads. A finance committee for formulating the budget appears to be used by approximately three percent of cities.

<sup>4</sup> In 2001, fifty-six percent of the mayor-council cities over 2,500 in population have a CAO or equivalent position. City administrator is another common title.

### Recommended Structures in Mayor-Council Cities

To clarify responsibility and clarify the governmental process, mayor-council cities should assign policy-making, executive, and oversight authority to the mayor, council, and CAO. Practices associated with traditional weak-mayor forms should be eliminated. These practices include direct election of department heads and commissions, appointment of administrative officials by commissions, having a body other than the mayor and council formulate the budget (e.g., a board of finance), and assigning other policy-making authority to commissions.

The preferred approach in mayor-council cities is to promote shared authority between the mayor and the council along with the separation of powers that defines the mayor-council form. In the shared authority mayor-council cities, both the mayor and the council play an active role. The alternative approach is to have a strong mayor with greater separation of powers between the mayor and the council. In the strong mayor-council cities, leadership is concentrated in the mayor's office and council reviews and approves the mayor's recommendations.

In both options, it is recommended that provisions be made for the appointment of a CAO in a manner consistent with the overall division of authority between the mayor and the council. In the shared authority mayor-council cities, the CAO is nominated by the mayor and approved by the council. This official serves as a bridge between the two sets of officials and is assigned administrative responsibilities. In the strong mayor-council cities, the CAO is appointed by the mayor and provides professional assistance to the mayor.

#### Option 1: Mayor-Council-CAO government

This option is based on the combination of separated and shared powers between the mayor and the council found in most mayor-council cities. Some modifications will need to be made to the *Model City Charter* by charter drafters to accommodate this approach. The mayor is the chief executive officer who oversees the work of the CAO. The CAO is nominated by the mayor and approved by the council (a corresponding change to §§ 2.03 and 3.01 of the *Model City Charter* should be made). The mayor may remove the CAO (change §§ 2.03 and 3.01). The charter should provide for the CAO to have the same professional qualifications as the city manager (as described in § 3.01). The CAO formulates the budget and the capital program for the mayor (change §§ 2.03, 3.04(5), 5.02, 5.03, 5.04, 5.05(c), and 5.09), and the mayor presents the budget and capital program to the council with his or her own recommendations added to those of the CAO (change §§ 2.03, 5.02, 5.03, 5.04, 5.05(c), and 5.09). The CAO recommends major personnel appointments to the mayor who presents them to the council for approval (change §§ 2.03 and 3.04(1)). The mayor may remove department heads (change § 2.03).<sup>6</sup> Other changes should be made in accordance with the General Provisions, see below.

When appointed in this way, the CAO helps to link the mayor and council and promotes communication between them. The CAO serves as a bridge to span the separation of powers

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<sup>5</sup> Some cities, particularly smaller ones, prefer to have even greater shared authority with the mayor and the council acting together on most decisions. Under this approach, the mayor and council jointly appoint the CAO. The council approves the removal of the CAO. The CAO formulates the budget for the mayor and council as a whole, and recommends major personnel appointments to the mayor and council for approval. Governments operating in this way share many characteristics with the council-manager form.

between the mayor and the council. The CAO provides professional advice and detached assessment regarding key decisions to both the mayor and the council. The CAO can promote a higher level of performance and shared information by both sets of officials. The CAO assists the mayor in preparing policy recommendations to the council but is cognizant of his or her responsibility to provide information that the council needs to make policy decisions.<sup>7</sup> The CAO is responsible directly to the mayor for administrative matters and to the council for providing information to support their oversight function, i.e., the assessment of how well policies are working and how well services are being delivered. It should be acknowledged that the position occupied by the CAO can be difficult if there is conflict between the mayor and council. The CAO can get caught in the middle. Still, the presence of a CAO who feels a sense of accountability to both the mayor and the council can reduce the level of conflict compared to conditions in mayor-council cities without a CAO.

The mayor-council-CAO government is not a “weak” mayor structure but rather one in which the mayor and council share authority in a number of areas. On the other hand, this option is also not a “strong” mayor structure. That approach is described in the next option.

#### Option 2: Strong Mayor-Council or Strong Mayor-CAO-Council government

This is the approach recommended in the first *Model City Charter*, and it is the basis for the commentary that appeared in the seventh edition. Under this option the city government is organized around the mayor as the central force. As stated in the seventh edition, “in the strong mayor and council form, the mayor must have sufficient authority to operate as a genuinely responsible executive.” There are no provisions for having major appointments be subject to the “advice and consent” of the council. In this view, it is important that the mayor be left relatively free to provide leadership subject to the final approval of the city council. Essentially, the mayor in this type of mayor-council city assumes the authority assigned to the city manager in the model charter. It is possible to change the word “city manager” to “mayor” throughout the charter, except in Article III, which must be substantially altered to provide for election of the mayor. (See General Provisions below.)<sup>8</sup>

There is value to having a CAO in the strong mayor-council form. Consistent with the principle of promoting a strong central executive in this option, the CAO should serve the mayor and be appointed and removed by the mayor alone. The seventh edition recommends, “The mayor should be solely responsible for the appointment and removal of the administrator without any

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<sup>6</sup> A survey of CAOs indicates that with nomination by the mayor and approval by the council, the CAO is likely to simultaneously see himself or herself as the agent of the mayor and also as being accountable to both the mayor and the council. Seven in ten CAOs agree with these positions. If the mayor does not nominate the CAO, only thirty-seven percent of the CAOs see themselves as the mayor’s agent. If the council does not approve the appointment, only twenty-eight percent of the CAOs see themselves as accountable to the council. See James H. Svara, “Do We Still Need Model Charters? The Meaning and Relevance of Reform in the Twenty-First Century,” *National Civic Review*, 90 (Spring, 2001), pp. 19-33.

<sup>7</sup> It should be noted that giving the mayor the same powers as the city manager (plus the veto power as well) does not make the offices comparable as to the centralized executives. The strong mayor is not accountable to the council in the exercise of his or her powers. The mayor is not selected by the council and subject to removal by the council as the city manager is.

requirement of approval by the council.” A CAO appointed under this option would be strictly accountable to the mayor. The mayor has maximum flexibility in making the appointment and deciding what tasks to delegate to the CAO. Consistent with the strong-mayor principle of undiluted mayoral power, the CAO’s duties under this option are not specified in the charter.

#### Assessment of the two mayor-council options

The first option of mayor-council-CAO government combines separation of powers with shared powers, particularly “advice and consent” provisions for top appointments or joint authority for appointments. The mayor and top administrators are made more accountable to the council by shared powers, and the council has a greater opportunity to shape mayoral decisions and oversee administrative performance. Shared power provisions may serve to knit the separate branches more closely together. The CAO, although ultimately accountable to the mayor, serves both sets of officials and can promote closer interaction between them. The option promotes leadership by both the mayor and council and provides for both political and professional leadership.

This approach to appointing the CAO makes this official responsive to both the mayor and the council, since both are involved in the hiring decision. Furthermore, the CAO is given a formal role in budget preparation and appointment of department heads. This approach is advantageous for several reasons. First, accountability is broadened to include the council. Second, the professional qualifications of the person selected may be higher if the council has to approve the choice. The mayor is not free to simply choose a person to advance his or her electoral interests. Third, the professional contributions of the CAO to both the mayor and the council are assured when the CAO fills specified duties. The CAO is involved in important administrative matters.

The pure strong-mayor approach concentrates a substantial amount of authority in one office. The approach also limits the contribution of the council to accepting or rejecting policy and budget proposals from the mayor and overriding the mayor’s veto. Although the council has a general oversight role, the fact that the mayor appoints all top administrators may limit the flow of information to the council to support its exercise of this role. There is concentrated power with limited checks on the exercise of the power.

The case for the strong mayor option is based on the need for strong centralized leadership. The mayor-council-CAO option with more shared powers can be criticized on the grounds that it creates confusion over who is responsible for exercise of powers between the mayor and the council when they are both involved in certain key areas of decision-making. Additionally, the mayor’s ability to recruit administrative staff may be reduced if the appointees have to be approved by the council. In view of the tendency for separation of powers to generate conflict between branches, having more actions that must be carried out by the mayor and council simply creates additional opportunities for conflict.

#### General Provisions

There are certain provisions that would be common to all mayor-council cities. Election of the mayor and veto are found in both options of the mayor-council form.

#### Election of the mayor and chair of the council

The provisions in the *Model City Charter* for direct election of the mayor should be used in mayor-council cities (§ 2.03, Alternative I). The council chair and presiding officer should be elected by the council from among its members.<sup>8</sup>

### Veto

One basic difference between the mayor-council and council-manager forms of government is the “veto” power for the mayor. This power is not consistent with the basic principle of the council-manager form that all powers are assigned to the council. In the mayor-council form, the mayor has an assigned role in the legislative process and must make a decision on each ordinance to sign it, veto it, or let it become law without signature. The veto should be included in the legislative article of a mayor-council charter and listed among the mayor’s powers in the executive article (Article II of the *Model City Charter*, § 2.03). The council may override the veto by a two-thirds vote of its members.

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<sup>8</sup> This would not be the case in cities where the mayor and council jointly exercise authority. In these cities, the mayor presides in the council.

## CHANGE WITH CONTINUITY IN THE VALUES OF LOCAL GOVERNMENT REFORM

Participants in the urban reform movement seek to promote certain values in local government. From its inception in 1899, the Model City Charter has been distinguished from other local government reform efforts by the conviction that structure matters. Advocates of this view argue that the legal arrangements for cities and the features included in a charter can, at the margins, make it more likely that preferred values will be actualized in the governmental process. The first model charter was built on the bedrock value of local self-governance with an emphasis on home rule and broad assignment of authority to cities as the foundation of reform. All subsequent editions assume this value as well. The first edition also stressed the value of simplification and centralization of city government structure. It sought to replace the condition common in cities at the time of having multiple elected officials and the assignment of authority to a number of officials and boards. With centralization, all governmental authority is assigned to the mayor and council. Other boards are advisory, and all administrative officials and departments report to the executive. This value is also present in all subsequent editions.

The first charter organized the governmental form around the principle of the strong elected executive. This approach accomplished the objectives of concentrating authority and strengthening leadership, but reformers recognized limitations in this approach and soon sought an alternative that moved beyond the separation of powers between a powerful mayor and a council with a limited legislative function. The second Model City Charter, adopted in 1915, recommended the council-manager form with unified authority in the hands of the council. The second edition was based on fundamental values of representative democracy and responsible professionalism.<sup>12</sup> Rather than relying on a powerful elected executive, the reformers now broadened the base of political leadership and provided for an appointed executive who could be both effective and directly accountable to the council. Council appointment of the city manager strengthened the council and the executive without perpetuating separation of powers. Each value is briefly explained as follows:

**Representative democracy.** Democratically accountable representatives who make policy on behalf of the citizenry constitute the core component of representative democracy. At the local government level, the council should be relatively small so it can act in a deliberative way. Council members are connected to citizens through election and regular interaction during their terms in office. They act as a body of trustees who govern the city and select the executive. The early model charters stressed collective leadership and assumed that citizens would participate in the governmental process through the election of their representatives and the contact they had with council members between elections. The goal was to have a cohesive council that concentrated on the good of the city as a whole. To strengthen these qualities, the current edition recommends four-year, staggered terms—features that reinforce continuity and somewhat greater detachment from the electoral process since only half of the council stands for election in any election and all have longer terms. A small cohesive council would also be better able to provide regular and comprehensive supervision of the appointed executive.

**Responsible professionalism.** The early editions of the model charter envisioned the city manager as a professional chosen on the basis of appropriate training and experience. Responsibility would come from balancing the need to be accountable to the city council with the need to serve the public and advance the best interests of the community as a whole. To strengthen these qualities, the current edition specifies in more detail than previous editions the qualifications the city manager should have. The city manager is expected to offer policy advice

and recommendations to the council in its enactment of legislation and to achieve a high level of effectiveness and efficiency in city government. Furthermore, this edition provides specific recommendations that the city manager should focus on goals, performance, and outcomes in policy recommendations, budget formulation, and organizational leadership.

A key feature that links representative democracy to professionalism is to make the city manager accountable to the entire council. Another change in the eighth edition is to apply these values to mayor-council government. The preferred option in mayor-council cities is to have a chief administrative officer (CAO) with professional qualifications who is responsible to both the mayor and the council (either the mayor would appoint the CAO and the council would approve the selection or the appointment would be made jointly). The CAO would also inform the council of budget and personnel recommendations developed by the CAO for the mayor.

The values of representative democracy to provide collective political leadership and professional leadership by an appointed chief executive were dominant from the second through the fifth editions. They continue to be central—and as noted above have been strengthened in the eighth edition. Still, in this edition and the previous two, other values have received increased attention as well. Although early reformers were convinced that a cohesive board of governors could provide appropriate leadership and link citizens to government, beginning with the sixth model charter efforts have been made to strengthen democratic leadership and further enhance representativeness among the mayor and members of the city council. Political leadership and representativeness emerged as important values in their own right.

**Political leadership.** In the early editions of the model charter no special role was assigned to the mayor except to be presiding officer of the council, which provided collective leadership in functioning like a board of governors. Direct election of the mayor was an alternative in the sixth edition and by the time of the seventh edition, it was clear that special provision needed to be made for the value of political leadership. The mayor does not supplant the council but has more resources to draw upon in leading the council and the city as a whole. As problems became more complex and councils more diverse, the charter has been revised to provide options that can make the mayor the focal point for leadership. To more closely link the mayor to the council, the eighth edition recommends that the mayor have the same voting power as other members of the city council. If direct election of the mayor is used and all the activities enumerated in section 2.03 are assigned to the mayor, this official has charter support to promote cohesion on the council and lead the council to set clear goals for the city.

**Representativeness.** The sixth edition also started the process of enhancing the representativeness of the council. Although the charter has always supported representative democracy over direct democracy as noted earlier, the concern in the past three charter revisions has been to ensure that the officials who are making decisions more closely reflect the characteristics and preferences of the citizenry. District elections used exclusively or in combination with at-large seats ensure direct representation of all parts of the city. In addition, the long-standing endorsement of proportional representation has been reaffirmed in the current edition, and it is linked to a number of other measures designed to improve the way that elections translate citizen preferences into the membership of the governing body. Whereas district elections can only address geographical representativeness and provide voice for groups concentrated in particular neighborhoods, proportional representation allows the election of representatives from any sufficiently large group with a common bond. Efforts to increase the

fairness of the electoral process, through allowing local government to undertake campaign reform and to increase the number of voters who participate in the selection of leaders, also reflect the emphasis on enhancing representativeness. For example, since voter participation rates are greater during general elections than in runoff elections, the use of instant runoff voting to eliminate the need for a subsequent runoff election would ensure that electoral outcomes are more representative (instant runoff voting allows voters to decide the winner of the election by indicating their first choice and their backup choice). Local governments are encouraged to look for other ways to increase turnout including holding local elections at the same time as state and national elections.

The current edition includes two additional values. Just as the sixth edition offered initial recognition of the option of mayoral election and district elections and thus began strengthening the values of political leadership and representativeness, the current edition directs attention to citizen participation and the integration of urban regions.

**Citizen participation.** There is widespread recognition that it is not sufficient for cities to rely on elections and the representational activities of council members, as important as these activities are. Exclusive reliance on representative democracy as the basis for citizen participation raises three concerns: some voices are not heard and, therefore, do not get represented, representation of citizen views by council members is not a complete substitute for the direct expression of views by citizens, and citizens need to have the opportunity to take part directly in the work of government. Opportunities for direct citizen participation in the process of making and implementing policy in cities can be a positive supplement to the conscientious work of representatives. The current edition reexamines the traditional mechanisms of direct democracy—the initiative, referendum, and recall—and offers recommended guidelines that would make these mechanisms uniformly available but would discourage capricious use of citizen-initiated actions that might undermine the continuing importance of representative democracy.

Over most of the history of the reform movement, citizen participation has been subsumed under representative democracy. In this view, the primary channels for citizen participation are voting and the ongoing interaction with elected representatives. Without diminishing the importance of effective and responsive representation, there are many ways that cities can promote citizen participation and enrich the quality and increase the inclusiveness of the community's dialogue concerning its current needs and its future aspirations. In the 8<sup>th</sup> edition, officials are encouraged to join with citizens in exploring which of these ways best match the conditions of their city.

**Regional integration.** Governance of urban regions with multiple jurisdictions is a longstanding challenge that is becoming ever more critical—and perplexing—as metropolitan areas continue to sprawl farther from the urban core. Previous model charters have addressed this only as a matter of intergovernmental relations. The eighth edition seeks to promote the value of regional integration through a number of new provisions. City governments are encouraged to find ways to cooperate and enter into agreements with each other; the city manager has the responsibility to "encourage and provide staff support for regional and intergovernmental cooperation" and to include in the capital program "a commentary on how the plan addresses the sustainability of the community and the region of which it is a part."

Finally, elected officials and administrators should take into account how the comprehensive plan and zoning and other land use ordinances relate to regional plans.

In sum, the eighth edition of the Model City Charter seeks to promote the values of local self-governance, centralization, representative democracy, responsible professionalism—the bedrock values of reform—along with political leadership (or executive democracy in mayor-council cities), representativeness, citizen participation, and regional integration. Each of these values is important and has adherents who might claim that one should be given precedence of the others. Over the course of its revision the Model City Charter has incorporated an expanding range of values and provided for balance among them. Political leadership by the mayor should not undermine representative democracy. Citizen participation should not undermine representative democracy and the responsibility of all elected officials for setting the course of government. Changes to strengthen political leadership and representativeness should not infringe on responsible professionalism. The smoothing out of the governmental process through centralization and clear assignment of authority should not preclude effective citizen participation and neither should citizen participation lead to a fragmentation of governmental authority. The effort to promote the integration of a single city with its urban region does not mean the abandonment of local self-governance. Indeed, increased cooperation can contribute to the redefinition of “local” and “self-governance” in a world of blurring boundaries.

With a wider range of values to consider, the challenge of preventing contradictions among them increases, but the Model Charter offers guidance in doing so. The eighth edition is the current statement about what values are important in local government and how to promote them in a balanced, mutually reinforcing way.

James H. Svara

James H. Svara is Head of the Department of Political Science and Public Administration at North Carolina State University and served as a member of the Model City Charter Revision Committee that developed the Eighth Edition.

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<sup>1</sup> In mayor-council cities, the dominant value continued to be “executive democracy,” i.e., a reliance on the elected chief executive to be the primary force in policy-making.

## **CITIZEN-BASED GOVERNMENT: A PROCESS TO ENGAGE CITIZENS IN CHARTER REVISION**

In simpler times, when it became apparent that the city charter needed attention, whether a quick maintenance check or a major overhaul, the mayor or city council would turn to the small group of steadfast civic leaders that had the time and inclination to take part in a charter commission. This group was pretty recognizable to the community. They were the acknowledged community leaders that willingly and regularly stepped into the public space to make decisions on citizens' behalf.

More recently, jurisdictions have begun to hold public meetings to apprise citizens of proposed changes developed by charter commissions. While some of these efforts genuinely seek citizen feedback, more often they are perfunctory gatherings for telling citizens what has already been decided. However, the emerging challenges confronting our communities call into question the adequacy of these methods for revising city charters. The latest edition of the *Model City Charter* reflects the importance of citizen participation in the governance of communities, including involvement in the revision of a city's charter. The increasing diversity of communities across the country, the impact of civic infrastructure on collective governance capacity, and the need for citizen education and buy-in for the charter reform process to be successful make citizen participation in charter revision essential.

### *Diversity*

With our cities and towns becoming increasingly diverse, ensuring that government is of the people, by the people and for the people is becoming more problematic. Today, the challenge for many jurisdictions across the country is to reform government structure and practice in a manner that reflects the needs and aspirations of everyone in the community. This is best accomplished by involving as broad a cross-section of the people and perspectives in a community as possible.

### *Civic Infrastructure*

Over the last several years, a growing body of research has documented a decline in citizen trust and participation in formal and informal political and governmental activities. To some, these findings indicate that citizens just don't care about public life the way they used to. But a deeper and more plausible analysis is that citizens don't believe that their participation in politics and government will result in significant changes. They don't think they have any power within the system as currently configured and therefore opt to focus their energies elsewhere. Perfunctory town hall meetings that communicate to citizens an already developed set of ideas or policies exemplify the kind of approach that drives citizens away from public life. City leaders must develop methods for enhancing meaningful citizen involvement. Perhaps the most fundamental way to do this is to involve citizens in structuring the government that is closest to them.

### *Citizen Education*

Many people simply don't know how government works. They aren't aware of the opportunities that are available to citizens to impact a policy or problem in their community or they don't have the confidence to navigate what can appear to be a very complex system. Direct involvement in reforming government not only helps to create a governing structure that reflects citizens' needs, it also educates them about the manner in which government works and prepares the way for future participation.

### *Citizen Buy-In*

There are countless examples in which well-conceived changes to a city charter make their way onto the ballot only to be rejected by the voters. In some cases this occurs because citizens simply don't understand the need for or the potential impact of the change and therefore vote against it. Another obstacle arises when a small but well-organized interest group mounts a campaign against a proposed revision. While their opinions may not accurately reflect the sensibility of most citizens, such groups can often develop and deliver a message that prevents passage of the proposed reform. In both cases, the missing element is a deeper understanding among citizens of the importance of the revision. It's not enough to invest in radio and TV ads or rely on a few op-ed articles to inform people about the issue. The best chance of getting charter changes accepted is to involve many people in the discussion, develop reforms that reflect their ideas, and educate participants throughout the process about the deeper impact of the proposed changes. In this manner, support for charter revisions is developed over the course of the revision process and the chances that special interest groups can derail the proposed reforms are held in check.

In the following pages, a new model for revising a city charter is proposed. This model is based on the notion that citizens have both the right and the ability to be integrally involved in shaping the structure of their local government. Specific process steps for developing a citizen-owned charter revision effort are advanced and examples of successful reform efforts are detailed.

### **Citizen Engagement in Charter Revision**

A credible citizen engagement process for charter revision contains three basic stages: an initiating stage, a citizen engagement stage, and an enactment stage. The initiating stage focuses on the design of the process for charter revision. It is usually driven by a steering committee and focuses on the process, not the content, of the charter revision. The citizen engagement stage brings together a diverse group of citizens to analyze the current charter and make recommendations for change. The enactment stage focuses on the formal electoral process used to pass charter revisions. As this process may differ in each community, it is not discussed in great detail here.

#### Initiating Stage

This first step in designing a city charter reform process is to review the existing regulations governing charter revision. This should occur before the steering committee is formed because, in many instances, the mayor or council is required to appoint a commission to revise the charter. The process for selecting a commission should be designed to ensure significant citizen involvement.

As in any community engagement effort, a citizen-based charter revision process will require a steering committee of 15 to 20 people that represents the diverse interests of the community. The composition of the steering committee should be guided by the need to represent three important perspectives. The committee should include both some of the traditional leaders of the community and some of the emerging voices. As the charter is the blueprint for the city government, it is important that the committee include key experts who possess practical knowledge about how local government functions. Citizen representation that reflects community diversity in terms of ethnic composition, gender, age, income level, and other key characteristics is also an essential component for ensuring a balanced deliberative process.

The steering committee is not responsible for developing the content of the proposed changes. Its charge is to facilitate the development of a credible citizen engagement process that will formulate recommendations for change. Specifically, this group will be responsible for the following tasks:

*Design the community engagement process.* The steering committee is responsible for developing and refining a process that works best for their community. Considerations such as timeframe, local events, and customs will impact design of the citizen engagement stage.

*Recruit stakeholders to participate.* In order to develop recommendations for change that reflect the ideas of many citizens, it is critical to invite people of various interests and perspectives to participate in the analysis of the existing charter. It is recommended that the steering committee involve one hundred to one hundred fifty stakeholders to meet on a regular basis over the course of three to six months to analyze the charter and develop recommendations for change.

*Conduct outreach to the broader community.* In addition to involving a core group of stakeholders in the revising the charter, the steering committee must develop methods to reach out to the broader community. Mechanisms such as neighborhood-based meetings, town hall meetings, radio, TV, newspaper and speakers bureaus can assist in educating the general public about potential changes to the charter and gathering additional feedback.

*Provide staff to manage the process.* Projects that bring many people together to deliberate over important community issues require significant staff support to ensure success. At a minimum, a half-time staff position will be required. Additionally, the steering committee may consider utilizing a professional facilitator to assist in the design and implementation of the citizen engagement phase of the project.

*Recruit technical experts who will support the process.* A charter reform process requires technical assistance and advice in a number of areas such as municipal law, municipal finance, electoral process, and governmental structure and accountability. Additionally, the reform effort may require research into the experiences of other cities as a way of providing citizens with examples of possible reforms and their potential impact on government structure and performance.

*Address and manage logistics such as meeting sites and food.* Meeting sites must be selected that encourage strong and equal participation. Issues such as transportation and childcare should be taken into consideration and food should be provided to ensure attendance.

### Citizen Engagement Stage

After the foundation for the project has been laid through the efforts of the steering committee in the Initiating Stage, one hundred to one hundred and fifty stakeholders will meet over the course of three to six months to analyze the charter and develop recommendations for change. We suggest that stakeholders meet approximately every three weeks to conduct the work of charter revision. The steps of this process are discussed below.

#### A. Review current charter (one to two meetings)

Before citizens can begin to assess the strengths and weaknesses of the charter, they need to have a clear understanding of its current configuration. A summary document of the current charter should

be developed for stakeholder use, and educational presentations need to be developed to inform stakeholders how particular government structures affect the practice and conduct of governmental affairs in their city. This will lay the groundwork for informed decision-making in the latter stages of the process.

**B. Creating a shared vision for local government (one to two meetings)**

Successful citizen engagement projects often start with agreement on the shared values and overall vision that drive the project. Creating a shared vision of local government will allow participants to find agreement on the broad goals for the project and provide a framework for the meetings that follow. It can also serve as “the glue” of the project when disagreements arise and consensus seems hard to reach. An exercise to develop a shared vision for government could be catalyzed by set of simple questions such as “What should government be about? What should it do? If our local government was working at an optimal level, what would it be doing? What would it look like?”

**C. Identify key areas to address (one to two meetings)**

After stakeholders have had some education on the current charter and developed a vision for the kind of government they would like to see, discussions can begin about the areas of government structure and the charter that need attention. Presumably the existing charter is not going to be discarded in its entirety. (For communities that are creating their first charter, recourse to the eighth edition of the *Model City Charter* is strongly recommended.) The steering committee, especially those members who are key experts in one or another area of government structure, should help the stakeholders frame this discussion. At this juncture, these key areas do not have to very specific. They will be further defined and analyzed later on. Key areas could include composition of the city council, power of the mayor, role of the city manager or chief administrative officer, municipal finance, and redistricting among others.

Another important task in determining the key areas for charter revision is to develop some way of prioritizing the areas in which stakeholders want to make reforms. It may be that stakeholders develop a long list of possible changes that can’t all be explored at the same time. It is therefore necessary to develop an agreed-upon set of criteria such as significance, legal feasibility, and political viability to rank the areas in order of importance.

**D. Evaluating key areas of the charter (8 to 12 meetings)**

After an agreed-upon set of key areas have been developed, the steering committee will need to consider two process options as they continue to guide the charter revision project. Both of these options have their strengths and weaknesses.

*Option 1*

One possibility is to keep the original stakeholder group intact as an ongoing body to analyze each of the key areas for charter revision. This option allows for continuity and stronger citizen education in all aspects of the charter under consideration. Its drawbacks are that it relies heavily on technical experts to fill in the gaps that will undoubtedly emerge as citizens attempt to assess an incredible amount of material. Furthermore, this approach requires a sequential, one-at-a-time assessment of the key areas and will likely take many months.

### *Option 2*

The second option is to break the stakeholder group up into work groups around each of the key areas. Work groups of 15 to 30 people meet every two weeks to analyze their key area and develop charter revision recommendations. This approach ensures deeper citizen analysis of each key area. It creates the opportunity for additional citizen involvement as the work groups can recruit other citizens to join a work group. And it allows each key area to be analyzed concurrently and thus avoids an extremely lengthy citizen engagement process. The challenges are that it requires additional facilitative expertise (to guide each of the work groups), it requires additional efforts to ensure overlap between the work groups is synthesized, and it necessitates the identification and involvement of technical experts in each of the key area work groups.

Issues such as the number of key areas, the complexity of the issues to be addressed, the enthusiasm/attendance of citizens to this point in the process, the timeline and resources available should all be taken into consideration when making the decision about the best process option. Option 2 is the more thorough of the two approaches, and the description of the process design below is based on this choice. But the steps described can easily be adapted to suit Option 1 as well.

#### A. Structure work groups for charter revision

Strong leadership and guidance is required for each work group to ensure that sound and credible recommendations for charter revision are developed. It is likely that each work group will need a chairperson(s) to manage the development of their recommendations. This person must be viewed as a respected community leader who has the ability to rise above the fray to solve disputes and keep the group focused on its goals. If process facilitators cannot be identified to work with each work group, then the chair must also possess strong facilitative and group process skills.

In addition to strong leadership, each work group will require technical support in their key area. The technical expert(s) should be a resource for the specific key area the work group has undertaken. This person(s) should possess strong research and writing skills.

As citizens break into work groups of their choice, it is likely that key individuals and perspectives will be absent. It is therefore necessary to identify and invite key individuals that can bring additional knowledge and perspective to the work group. It is critical that the chairperson ensure that a Work Group is balanced and is not dominated by one interest group.

#### B. Education – what is the current status?

Before deliberations can begin, each work group will need well-presented information about the current condition of their key area for charter revision. This information should include a thorough description of the current design and structure, the legal parameters of this structure, the impact of this structure on government practices and on the overall quality of life of the community, and examples of structures from other cities and towns. This presentation will be used as a springboard into the assessment of the key area.

#### C. Analyze the key area

Early discussions should focus on identifying the key issues and problems within the scope of the work group. It is important to first guide participants to agreement on what the problems and challenges are before they begin to move into solving the problems. From these discussions, the

work group should emerge with a set of clearly identified and agreed-upon issues for further analysis.

D. Draft option memos

Technical experts play a critical role during this phase in the process. Most citizens are not aware of alternatives to the current element under scrutiny and require additional information and education from technical experts. Based on the early deliberations of the work group and the issues and challenges they have identified, the technical experts will draft option memos for work group consideration. Option memos are documents that present a series of alternatives for revision of the charter. An option memo presents alternatives for charter revision on a particular topic and describes the potential impact of each option, with supplementary material from case study examples from other cities and towns, if available.

E. Select options

It may take a few meetings for the each work group to come to agreement on the options that they want to propose to the stakeholder group. But with three to four clear alternatives presented in the option memos, the work group should be able to stay focused on the issues and their potential solutions. Leadership by the chairperson(s) during these discussions is crucial because disagreements will emerge during these discussions. The chairperson must ensure balanced participation from the entire group as he/she leads them towards the development of a viable set of revisions.

F. Propose changes to the stakeholder group

Up until this point, all of the deeper analysis of key areas for charter change has occurred in separate work groups. Before final agreement can be reached, it will be necessary to bring the recommended changes from each work group back to the entire stakeholder group to review the proposed changes. It is possible that some of the work groups have overlapped in their assessment of the charter or have analyzed interdependent aspects of the city charter. In one to two meetings, stakeholders will go through all of the proposed changes, identify areas of overlap, ask questions of clarification and come to agreement on a final set of recommended revisions for the charter. Careful attention must be given to the agreed-upon language as it has significant impact in the final drafting for charter change.

An additional but worthwhile activity during this step in the process is to have the stakeholder group recall the shared vision of government that they developed early on and ask them if the proposed changes to the charter reflect that vision.

G. Draft charter revision

Technical experts and staff will incorporate any changes brought about during the presentation to the stakeholder group. It is possible that one additional work group meeting for a particular area is required to ensure that any changes made reflect the opinions and ideas of the work group. Staff and technical experts will then begin the process of adapting the recommendations into the language and format used in the charter.

H. Present charter language to the stakeholder group

As a final check to guarantee clear communication of and support for the charter revisions, the charter language should be brought back to the stakeholder group for final approval. Since the final revisions will be expressed in a different form than the proposals of the work groups, participants

should have the chance to consider the actual language that is being proposed. This extra step should forestall any perception that the steering committee or technical experts might have dismissed the work of citizens and will ensure strong support for the changes when the measure reaches the ballot.

### Enactment Stage

Once the appropriate language has been drafted for the proposed reforms and the stakeholder group has signed off on them, the next step involves a formal electoral process to pass the charter revisions. This process differs across communities and it is difficult to prescribe best practices for it. However, it is important that the method for getting the changes to the electorate is decided well before the final version of the charter recommendations is drafted. Enactment is a vital part of the process and the choices and time lines for doing so should be kept in mind throughout the process. The best-case scenario is that revisions are drafted in time for an upcoming election. This allows the steering committee to build upon the momentum of the citizen engagement process and rely upon the knowledge of participating citizens to help them create support within the broader community.

Following is an example of a recent charter revision process that may be a useful guide to this process.

### *Charter Revision in Alachua County, Florida*

Alachua County, Florida, recently revised its charter to obtain home rule authority. Alachua County provides a good example of a charter revision that was citizen based but which received critical support from the local government.

The citizens of Alachua County were concerned about the growing influence of money in local politics, but Alachua County lacked laws or the ability to create laws governing campaign finance reform. In December 2000, approximately a dozen citizens gathered together and formed Alachua County Citizens for Campaign Reform (ACCCR).

The top three concerns of ACCCR were (1) the amount of money being raised and spent by the candidates, (2) the difficulty in determining who was giving money to which candidates, and (3) the loopholes in state law that permitted, if not ensured, that contributions did not have to be disclosed prior to elections.

ACCCR decided that its first step would be to try to get home rule authority that would give the citizens of Alachua County regulatory power over campaign finance for their elections.

A law professor specializing in Florida constitutional law, and a member of ACCCR, wrote the language of the home rule authority bill that was submitted to the local legislative delegation. ACCCR realized from the beginning that it would require overwhelming public pressure to get the legislative delegation to introduce the bill at the legislature. To that end, it began an intensive campaign by writing letters to newspaper editors and legislators, sponsoring a public forum on the topic, and pursuing radio and TV interviews/coverage, press coverage, and literature drops. ACCCR also decided that another way to induce the legislators to act was to show actual voter support for local campaign finance regulation, so it placed a nonbinding referendum (straw poll) on the ballot in an upcoming county election.

According to the law, getting this nonbinding referendum on the ballot required either 1) thousands of petition signatures or 2) action by the county commissioners. Ultimately, ACCCR was able to convince the county commissioners to place the referendum on the upcoming ballot.

To aid in its efforts, ACCCR built coalitions with the Sierra Club, League of Women Voters, Common Cause Florida, and some other local groups (Sustainable Alachua County, Women for Wise Growth, etc). It sought support from the local political parties and unions with mixed success. It also received official endorsement from three individual local unions.

ACCCR also held two public forums to educate citizens on the issue. The forums were taped for local radio broadcast and cable TV replay. Replaying these forums helped tremendously in ACCCR's efforts to reach the local county public and to raise awareness of and support for the issue.

There was no organized opposition prior to the straw poll ballot. Once the results of the straw poll came in (68% in favor of local regulation) it became difficult for many groups to oppose the issue because of its overwhelming support.

Some opposition materialized, however, prior to the binding referendum last November. Leaders of the local Democratic, Republican and Libertarian parties spoke publicly against it, as did some key local union representatives. But ACCCR had already gained wide public support and the endorsement of several individual local unions and, consequently, no formal opposition emerged on behalf of any organized group other than the Libertarian party.

In November 2002, ACCCR succeeded in obtaining home-rule authority for campaign finance in Alachua County elections. Alachua County now has the power to adopt local campaign finance regulations, provided that the local regulations do not conflict with those of the state or court rulings.

For more information on the requirements for charter revision in your city, town, or county, contact your local government.

## **2008 SUGGESTED CHARTER CHANGES**

1. Lieutenants in Fire Department should be classified but Union positions.
2. Battalion Chiefs in Fire Department should be classified but not Union positions.
3. Battalion Chiefs may be selected from outside the Department.
4. Name change from Fire Force to Fire Division or Fire Department.
5. Clean up of Public Safety Department text.
6. Section 65 - Include EMS and other services as designated by Council.
7. Move the Capital Improvement Program budget submission to 11-15 to be considered at the same time as the budget.
8. Raising minimum age for a Council Members to 21.
9. Provide for Runoff Election when no Council candidate receives a majority of the votes.
10. Establish the Department of Engineering Services.
11. Selection and termination of City Attorney.

SCANNED

MOTION SUMMARY  
CHARTER REVIEW COMMISSION  
Organizational Meeting  
February 13, 2008 – 7:00 p.m.  
Recreation Services Conference Room  
500 E. Lincoln Ave. – Mingo Park

ITEM 1: WELCOME AND INTRODUCTIONS

Members Present: Marci Dewitt, Ted Heiskell, Jack Hilborn, Sean Kay, Robert Owens, Carolyn Kay Riggle, Mary Jane Santos, Mike Shade, Jay Wolf

Additional Council Member Present: Mayor Windell Wheeler

Staff Member Present: Dan Bennington, City Attorney

ITEM 2: REVIEW DELAWARE'S COUNCIL MANAGER SYSTEM

ITEM 3: REVIEW OTHER STATUTORY SYSTEMS

ITEM 4: REVIEW OF DELAWARE CITY CHARTER

ITEM 5: SWEARING IN OF CHARTER REVIEW MEMBERS BY CITY ATTORNEY DAN BENNINGTON

ITEM 6: ELECT CHAIR AND VICE CHAIR

Motion: Mr. Shade moved to nominate Mrs. Santos as Chair, seconded by Mr. Hilborn and approved by a 9-0 vote.

Motion: Mrs. Santos moved to nominate Mr. Kay as Vice Chair, seconded by Mr. Shade and approved by a 9-0 vote.

Motion: Mr. Hilborn moved to use the current Robert's Rules for Charter Review meetings, seconded by Ms. Riggle and approved by a 9-0 vote.

Motion: Mr. Owens moved to have a quorum of five for Charter Review meetings, seconded by Mrs. Dewitt and approved by a 9-0 vote.

ITEM 7: SET MEETING DATES:

The following Charter Review Commission meeting dates and times have been established for March:

March 5, 2008 at 4:00 p.m. in City Council Chambers, 1 South Sandusky Street

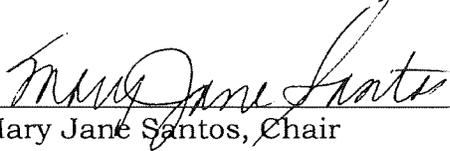
March 19, 2008 at 4:00 p.m. in City Council Chambers, 1 South Sandusky Street

ITEM 8: SET AGENDA FOR NEXT MEETING

Motion: Mr. Shade moved to have the Chair, Vice Chair and City Attorney set the agenda for each Charter Review meeting, seconded by Mr. Hilborn and approved by a 9-0 vote.

ITEM 9: ADJOURNMENT:

Motion: Mr. Shade moved to adjourn, seconded by Mrs. Dewitt. The meeting was adjourned.

  
\_\_\_\_\_  
Mary Jane Santos, Chair

  
\_\_\_\_\_  
Christine Shaw, Clerk

MOTION SUMMARY  
CHARTER REVIEW COMMISSION  
Regular Meeting  
March 5, 2008 – 4:00 p.m.

**ITEM 1: ROLL CALL**

The regular meeting of the March 5, 2008 Charter Review Commission was called to order at 4:00 p.m. in the City Council Chambers and the following members were present: Marci Dewitt, Ted Heiskell, Jack Hilborn, Sean Kay, Robert Owens, Carolyn Kay Riggle, Mary Jane Santos, Mike Shade and Jay Wolf

Staff Member Present: Dan Bennington, City Attorney

**ITEM 2: APPROVAL OF MINUTES**

On a motion made by Mr. Hilborn and seconded by Ms. Riggle the audio recording and transcribed minutes of the Organizational meeting of February 13, 2008 were approved by a 9-0 vote.

**ITEM 3: ROBERT MEYER, FORMER MEMBER OF THE FIRST DELAWARE CITY COUNCIL OF 1954**

Mr. Meyer spoke to the Commission and explained the process that took place for the current form of City Government.

**ITEM 4: REVIEW ORGANIZATION OF CHARTER**

City Attorney, Dan Bennington, provided a review of the current Charter.

**ITEM 5: REVIEW SUGGESTED CHARTER CHANGES**

The ten suggested Charter changes will be reviewed and discussed. Additional suggestions will need to be to the Charter Commission by April 23, 2008

**ITEM 6: ORGANIZE APPROACH TO CHARTER CHANGES**

The Charter will take the following approach to review changes:

1. Mr. R. Thomas Homan will provide an informational and background session for the Commission at the March 19, 2008 meeting.
2. Changes will be grouped by topic.
3. The Civil Service Commission will review suggested changes that are relating to Public Safety and report back to the Charter Review Commission.
4. The City Attorney will inform City staff when items related to their department will be discussed.
5. The City Attorney will provide information on other City Charters.

March 5, 2008

Page 2

6. The agenda will be decided at each meeting for the following meeting. This will allow City staff and the public time to prepare and attend if desired.
7. A summarization will be completed after each meeting regarding the decisions made.
8. Any language changes to the Charter will be established before the information is forwarded to City Council.

**ITEM 7. SET AGENDA FOR MARCH 19, 2008 MEETING**

R. Thomas Homan, Delaware City Manager will speak at the March 19, 2008 meeting.

The following Charter Review Commission meeting dates, times and locations have been established:

April 9, 2008 at 4:00 p.m. in City Council Chambers, 1 South Sandusky Street

April 23, 2008 at 4:00 p.m. in City Council Chambers, 1 South Sandusky Street

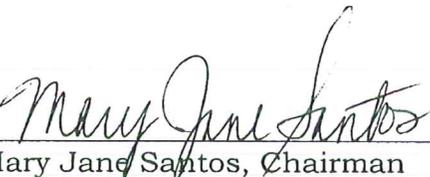
May 7, 2008 at 4:00 p.m. in City Council Chambers, 1 South Sandusky Street

May 21, 2008 at 4:00 p.m. in City Council Chambers, 1 South Sandusky Street

**ITEM 8. OTHER BUSINESS**

**ITEM 9: ADJOURNMENT:**

**MOTION:** Mr. Shade moved to adjourn, seconded by Mrs. Dewitt and approved by a 9-0 vote. The meeting was adjourned at 5:53 p.m.

  
\_\_\_\_\_  
Mary Jane Santos, Chairman

  
\_\_\_\_\_  
Christine Shaw, City Clerk

CHARTER REVIEW COMMISSION  
MOTION SUMMARY  
March 19, 2008

**ITEM 1: ROLL CALL**

The meeting of the March 19, 2008 Charter Review Commission was called to order at 4:10 p.m. in the City Council Chambers and the following members were present: Marci Dewitt, Ted Heiskell, Jack Hilborn, Sean Kay, Robert Owens, Carolyn Kay Riggle, Mike Shade, Jay Wolf and Mary Jane Santos, chairman.

Staff Member Present: Dan Bennington, City Attorney

**ITEM 2: APPROVAL OF MINUTES**

On a motion made by Mr. Shade and seconded by Mrs. DeWitt the audio recording and transcribed motion summary of the Organizational meeting of March 5, 2008 were approved by a 9-0 vote.

**ITEM 3: R. THOMAS HOMAN, DELAWARE CITY MANAGER**

Mr. Homan gave his prospective on the current City Charter.

**ITEM 4: SET AGENDA FOR APRIL 9, 2008 MEETING**

The issues that will be discussed at the April 9<sup>th</sup> meeting are:

1. Raising the minimum age for a Council Member to 21.
2. Provide for a Runoff Election when no Council candidate receives a majority of the votes.

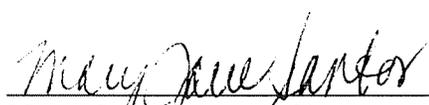
A member of the Delaware County Board of Election will be invited to the meeting to explain the election process.

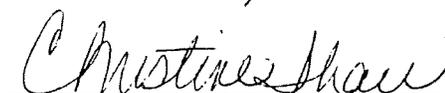
A press release should be sent to the media to let the public know what topics are going to be discussed and that the Commission would welcome any input.

**ITEM 5. OTHER BUSINESS**

**ITEM 6: ADJOURNMENT:**

MOTION: Mr. Shade moved to adjourn, seconded by Ms. Riggle. The meeting was adjourned at 5:43 p.m.

  
\_\_\_\_\_  
Mary Jane Santos, Chairman

  
\_\_\_\_\_  
Christine Shaw, City Clerk

CHARTER REVIEW COMMISSION  
MOTION SUMMARY  
April 9, 2008

**ITEM 1: ROLL CALL**

The meeting was called to order at 4:05 p.m. in the City Council Chambers and the following members were present: Marci DeWitt, Ted Heiskell, Sean Kay, Robert Owens, Mike Shade, Jay Wolf and Mary Jane Santos, Chairman.

Members Absent: Jack Hilborn and Carolyn Kay Riggle

Staff Member Present: Dan Bennington, City Attorney

**ITEM 2: APPROVAL OF MINUTES**

On a motion made by Mr. Shade and seconded by Mrs. DeWitt the Motion Summary of March 19, 2008 was approved as recorded and transcribed by a 7-0 vote.

**ITEM 3: REVIEW, DISCUSS AND ACCEPT PUBLIC COMMENT ON AGE QUALIFICATION FOR COUNCIL MEMBERS**

1. Commission Comment
2. Public Comment

Motion: Mr. Kay moved to have no further consideration on the age qualification for Council Members, seconded by Mr. Owens and approved by a 7-0 vote.

**ITEM 4: REVIEW, DISCUSS AND ACCEPT PUBLIC COMMENT ON RUNOFF ELECTIONS FOR COUNCIL MEMBERS**

Presentation: Janet Brenneman, Director of the Delaware County Board of Elections

1. Public Comment
2. Commission Comment

Motion: Mr. Owens moved to have no further consideration on runoff elections for Council Members, seconded by Mrs. DeWitt and approved by a 7-0 vote.

**ITEM 5: REVIEW SUGGESTED CHARTER CHANGES**

Mr. Bennington will research Charter's of other communities and report back to the Commission.

**ITEM 6: SET AGENDA FOR APRIL 23, 2006 MEETING**

The issues that will be discussed at the April 23 meeting are:

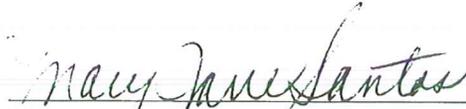
1. Residential requirements for a Ward, At-Large or Mayor seat.
2. Manner in which the Mayor is elected.

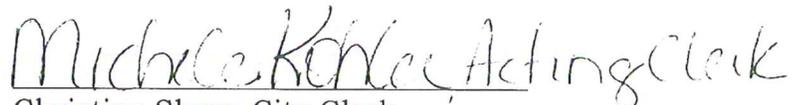
3. Qualifications for Mayor.
4. Name change from Fire Force to Fire Division or Fire Department.
5. Establish the Department of Engineering Services.

**ITEM 7: OTHER BUSINESS**

**ITEM 8: ADJOURNMENT**

Motion: Mrs. DeWitt moved to adjourn, seconded by Mr. Owens. The meeting was adjourned at 5:50 p.m.

  
\_\_\_\_\_  
Mary Jane Santos, Chairman

  
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Christine Shaw, City Clerk

CHARTER REVIEW COMMISSION  
MOTION SUMMARY  
April 23, 2008

**ITEM 1: ROLL CALL**

The regular meeting of the April 23, 2008 Charter Review Commission was called to order in the City Council Chambers and the following members were present: Ted Heiskell, Mike Shade, Jack Hilborn, Jay Wolf and Mary Jane Santos, chairman.

Members Absent: Marcie DeWitt, Sean Kay and Robert Owens

Staff Member Present: Dan Bennington, City Attorney

**ITEM 2: APPROVAL OF MINUTES**

On a motion made by Mr. Shade and seconded by Mr. Wolf, the audio recording and transcribed minutes of the regular meeting of April 9, 2008 were approved by a 5-0 vote.

**ITEM 3: REVIEW, DISCUSS AND ACCEPT PUBLIC COMMENT ON CHANGING THE NAME OF FIRE FORCE TO FIRE DEPARTMENT**

**Motion:** Mr. Hiborn moved to change the name of Fire Force to Fire Department, seconded by Ms. Riggle and approved by a 5-0 vote.

**ITEM 4: REVIEW, DISCUSS AND ACCEPT PUBLIC COMMENT ON CREATING AN ENGINEERING DEPARTMENT IN THE CHARTER**

**Motion:** Ms. Riggle moved to have no further consideration on creating an Engineering Department in the Charter, seconded by Mr. Hilborn and approved by a 5-0 vote.

**ITEM 5: REVIEW, DISCUSS AND ACCEPT PUBLIC COMMENT ON RESIDENCY REQUIREMENT FOR WARD AND AT LARGE COUNCIL MEMBERS AND MAYOR.**

**Motion:** Mr. Heiskell moved to instate a requirement of one year of residency within the City at the time of filing. The motion died for a lack of a second.

**Motion:** Mr. Shade moved to table item 5 until the May 7, 2008 meeting, seconded by Mr. Hilborn and approved by a 5-0 vote.

**ITEM 6: REVIEW, DISCUSS AND ACCEPT PUBLIC COMMENT CLARIFYING THE QUALIFICATIONS FOR COUNCIL MEMBER WITH RESPECT TO ELECTOR STATUS**

**Motion:** Ms. Riggle moved to table item 6 until the May 7, 2008 meeting, seconded by Mr. Shade and approved by a 5-0 vote.

**ITEM 7: REVIEW, DISCUSS AND ACCEPT PUBLIC COMMENT ON SELECTION OF MAYOR**

**Motion:** Mr. Hilborn moved to table item 7 until the May 7, 2008 meeting, seconded by Mr. Shade and approved by a 5-0 vote.

**ITEM 8: REVIEW SUGGESTED CHARTER CHANGES**

**ITEM 9: SET AGENDA FOR THE MAY 7, 2008 MEETING**

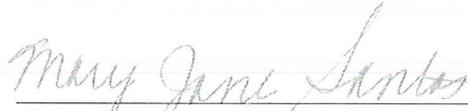
Agenda items for the May 7, 2008 meeting:

1. Review, discuss and accept public comment on Residency Requirement for Ward, At Large Council Members and Mayor.
2. Review, discuss and accept public comment clarifying the terms and election of Council Members (Section 8).
3. Review, discuss and accept public comment on selection of Mayor.
4. Review, discuss and accept public comment on changing the name of Police Force to Police Department.
5. Review, discuss and accept public comment on selection of City Attorney.

**ITEM 10: OTHER ITEMS**

**ITEM 11: ADJOURNMENT**

**Motion:** Mr. Shade moved to adjourn the meeting, seconded by Mr. Heiskell. Meeting adjourned.

  
\_\_\_\_\_  
Mary Jane Santos, Chairman

  
\_\_\_\_\_  
Christine Shaw, City Clerk

To: Delaware City Charter Review Commission  
From: Dan Bennington

Selection and termination of the City Attorney

Delaware's Charter, regarding the appointment of the City Attorney read in part as follows:

**SEC. 55. APPOINTMENT; ASSISTANTS; QUALIFICATIONS; DUTIES GENERALLY.**

The City Manager shall appoint a City Attorney who shall be the chief law officer of the City, and such assistants, employees, and special counsel as shall be required by the work of the office.

Once again, I reviewed the 17 Cities in Ohio that have a Council Manager form of government with a population similar to Delaware to determine how the City Attorney, also known as Law Director, Director of Law, Legal Officer or City Solicitor, is chosen.

Of those:

The City Council selected the City Attorney in 7 cities. One of those cities required selection by a super majority, (5 of 7 Members)

The City Manager selected the City Attorney in 10 Cities. Of those, 3 required the approval or consent of City Council

None of these Cities had an elected City Attorney.

The Model City Charter has the following commentary:

**Section 4.03. Legal Officer.**

**(a) Appointment.**

**Alternative I**

There shall be a legal officer of the city appointed by the city manager as provided in § 4.01(b).

**Alternative II**

There shall be a legal officer of the city appointed by the city manager subject to confirmation by the city council.

**Alternative III**

There shall be a legal officer of the city appointed by the city council.

**Commentary.**

Every municipality must have either a full-time or part-time legal officer, depending on the size of the city and the volume of legal problems. This officer normally will head the city's law department.

Both the title and the precise nature of the legal officer's duties will depend on state law, local practice, and the organization of the court systems.

Because of wide variations in local practice and state law, subsection (a) provides three alternatives for who appoints the legal officer. Strong arguments can be made for Alternatives I and II.

Proponents of Alternative I point out that the legal officer, as a city department head, should have the same relationship to the manager as other department heads. The manager and the manager's top staff members, including the city attorney, serve as advisors to the council. Alternative II, which requires confirmation by the council, focuses on the special role of the legal officer as the city's attorney who must provide legal advice to the council and represent the council in legal proceedings. This means that the legal officer has a different relationship to the council than other department heads.

Alternative III is included as an option, though not a preferred one.

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## **Proposed Section 8**

One Council Member from each of the four wards shall be elected in the 2011 general municipal election and three members of Council shall be elected from the City at large in the 2009 general municipal election.

All Council Members shall be elected for four year terms commencing on the second Monday in November following their election and ending at 12:01 on the second Monday in November following the general election in the fourth year following his/her election.

CHARTER REVIEW COMMISSION  
MOTION SUMMARY  
May 7, 2008

**ITEM 1: ROLL CALL**

The regular meeting of the May 7, 2008 Charter Review Commission was called to order in the City Council Chambers and the following members were present: Marcie DeWitt, Jack Hilborn, Carolyn Kay Riggle, Mike Shade, Jay Wolf, Robert Owens (arrived at 4:50 p.m.) and Sean Kay, Vice Chairman.

Members Absent: Ted Heiskell and Mary Jane Santos

Staff Member Present: Dan Bennington, City Attorney

**ITEM 2: APPROVAL OF MINUTES**

On a motion made by Mrs. DeWitt and seconded by Ms. Riggle, the audio recording and transcribed minutes of the regular meeting of April 23, 2008 were approved.

**ITEM 3: REVIEW, DISCUSS AND ACCEPT PUBLIC COMMENT ON RESIDENCY REQUIREMENT FOR WARD AND AT LARGE COUNCIL MEMBERS AND MAYOR**

**Motion:** Mr. Shade moved to have no further consideration on the residency requirement for Ward, At Large Council Members and Mayor, seconded by Mr. Hilborn and approved by a 6-0 vote.

**ITEM 4: REVIEW, DISCUSS AND ACCEPT PUBLIC COMMENT ON CLARIFYING THE TERMS AND ELECTION OF COUNCIL MEMBERS (SECTION 8)**

**Motion:** Mr. Hilborn moved to have no further consideration on clarifying the terms and election of council members (section 8), seconded by Mr. Shade and approved by a 6-0 vote.

**ITEM 5: REVIEW, DISCUSS AND ACCEPT PUBLIC COMMENT ON THE SELECTION OF MAYOR**

**Motion:** Mrs. DeWitt moved to have no further consideration on the selection of Mayor, seconded by Mr. Wolf and approved by a 5-1 vote (Riggle).

**ITEM 6: REVIEW, DISCUSS AND ACCEPT PUBLIC COMMENT ON CHANGING THE NAME OF THE POLICE FORCE TO POLICE DEPARTMENT**

**Motion:** Mr. Hilborn moved to change the name of Police Force to Police Department, seconded by Mrs. DeWitt and approved by a 6-0 vote.

**ITEM 7: REVIEW, DISCUSS AND ACCEPT PUBLIC COMMENT ON SELECTION OF THE CITY ATTORNEY**

**Motion:** Mrs. DeWitt moved to table item 7 until the May 21, 2008 meeting, seconded by Ms. Riggle and approved by a 7-0 vote.

**ITEM 8: REVIEW SUGGESTED CHARTER CHANGES**

**ITEM 9: SET AGENDA FOR THE MAY 21, 2008 MEETING**

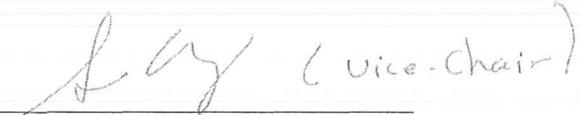
Agenda items for the May 21, 2008 meeting:

1. Review, discuss and accept public comment on the selection of the City Attorney.
2. Review, discuss and accept public comment on the definition of a balanced budget.
3. Review, discuss and accept public comment on the number of Council Members and representation.

**ITEM 10: OTHER ITEMS**

**ITEM 11: ADJOURNMENT**

**Motion:** Mr. Shade moved to adjourn the meeting, seconded by Ms. Riggle. Meeting adjourned at 5:35 p.m.

  
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Mary Jane Santos, Chairman

  
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Christine Shaw, City Clerk

CHARTER REVIEW COMMISSION  
MOTION SUMMARY  
May 21, 2008

**ITEM 1: ROLL CALL**

The regular meeting of the May 21, 2008 Charter Review Commission was called to order at 4:05 p.m. in the City Council Chambers and the following members were present: Marcie DeWitt, Ted Heiskell, Jack Hilborn, Carolyn Kay Riggle (arrived at 4:07 p.m.), Mike Shade, Jay Wolf, Robert Owens, Sean Kay (arrived at 4:10 p.m.) and Mary Jane Santos.

Members Absent: None

Staff Member Present: Dan Bennington, City Attorney

City Council Members present: Mayor Wheeler, First Ward Jim Moore, At Large Gary Milner and Fourth Ward Andrew Brush

**ITEM 2: APPROVAL OF MINUTES**

On a motion made by Mr. Shade and seconded by Mr. Hilborn, the audio recording and transcribed minutes of the regular meeting of May 7, 2008 were approved.

**ITEM 3: REVIEW, DISCUSS AND ACCEPT PUBLIC COMMENT ON CHARTER PROVISION FOR A BALANCED CITY BUDGET**

Mr. Dean Stelzer, City Finance Director spoke on the current budget process.  
Public Comment

**Motion:** Mr. Shade moved to have no further consideration on the Charter provision for a balanced budget, seconded by Mr. Wolf, before the roll call Mr. Owens ask that the motion be divided into two parts.

**Motion:** Mr. Shade moved to have no further consideration on Section 78 of the current City Charter, seconded by Mr. Wolf and approved by a 8-1 vote (Owens).

**Motion:** Mr. Shade moved to have no further consideration on a zero based budget for the City, seconded by Mr. Wolf and approved by a 8-1 vote (Owens).

**ITEM 4: REVIEW, DISCUSS AND ACCEPT PUBLIC COMMENT ON SELECTION AND TERMINATION OF THE CITY ATTORNEY**

Mr. Dan Bennington, City Attorney spoke.  
Public Comment  
Mr. Tom Homan, City Manager spoke.

**Motion:** Mrs. DeWitt moved to have no further consideration on selection and termination of the City Attorney, the motion died for lack of a second.

**Motion:** Mr. Owens moved to have the hiring and dismissal of the City Attorney be an approval process with the consent of City Council. Mr. Owens withdrew his motion.

Mr. Bennington will research other City Charters regarding the selection and termination of the City Attorney and forward the information to Charter members.

**ITEM 5: REVIEW, DISCUSS AND ACCEPT PUBLIC COMMENT ON THE SELECTION OF THE DIRECTOR OF FINANCE**

The review, discuss and accept public comment on the selection of the Director of Finance was tabled until the June 4<sup>th</sup>, 2008 meeting

**ITEM 6: REVIEW, DISCUSS AND ACCEPT PUBLIC COMMENT ON THE NUMBER AND REPRESENTATION (WARDS OR AT-LARGE) OF COUNCIL MEMBERS**

**Motion:** Mr. Hilborn moved to table the review, discuss and accept public comment on the number and representation (wards or at-large) of council members until the June 4, 2008 meeting, seconded by Mrs. DeWitt and approved by a 8-0 vote (Mr. Kay was not present for the vote).

**ITEM 7: REVIEW SUGGESTED CHARTER CHANGES**

**ITEM 8: SET DATE, TIME AND AGENDA FOR THE NEXT MEETING**

The Charter Review Commission will meet on the following dates and times:

- June 4, 2008 4:00 – 6:00 p.m.
- June 11, 2008 4:00 - 6:00 p.m.
- June 18, 2008 4:00 – 6:00 p.m.
- June 25, 2008 4:00 - 6:00 p.m.

All June meetings will be held in City Council Chambers, 1 South Sandusky Street, Delaware.

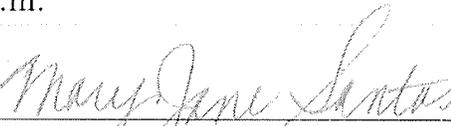
Agenda items for the June 4, 2008 meeting:

1. Review, discuss and accept public comment on the selection and termination of the City Attorney.
2. Review, discuss and accept public comment on the selection and termination of the Director of Finance
3. Review, discuss and accept public comment on the number and representation (wards or at-large) of Council Members.

**ITEM 9: OTHER BUSINESS**

**ITEM 10: ADJOURNMENT**

**Motion:** Ms. Riggle moved to adjourn the meeting, seconded by Mr. Owens.  
The meeting was adjourned at 6:25 p.m.

  
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Mary Jane Santos, Chairman

  
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Christine Shaw, City Clerk

CHARTER REVIEW COMMISSION  
MOTION SUMMARY  
June 4, 2008

**ITEM 1: ROLL CALL**

The regular meeting of the June 4, 2008 Charter Review Commission was called to order at 4:10 p.m. in the City Council Chambers and the following members were present: Marcie DeWitt, Ted Heiskell, Sean Kay , Carolyn Kay Riggle, Mike Shade, Jay Wolf, and Mary Jane Santos.

Members Absent: Jack Hilborn and Robert Owens

Staff Member Present: Dan Bennington, City Attorney

**ITEM 2: APPROVAL OF MINUTES**

On a motion made by Mr. Shade and seconded by Mrs. DeWitt, the audio recording and transcribed minutes of the regular meeting of May 21, 2008 were approved.

**ITEM 3: REVIEW, DISCUSS AND ACCEPT PUBLIC COMMENT ON SELECTION AND TERMINATION OF THE CITY ATTORNEY**

**Motion:** Mrs. DeWitt moved to have no further consideration on the selection and termination of the City Attorney (Charter Section 55), seconded by Mr. Heiskell, and approved by a 4-3 vote (Riggle, Shade and Wolf)

**ITEM 4: REVIEW, DISCUSS AND ACCEPT PUBLIC COMMENT ON THE SELECTION OF THE DIRECTOR OF FINANCE**

**Motion:** Mr. Wolf moved to have no further consideration on the selection and termination of the Director of Finance (Charter Section 83), seconded by Mrs. DeWitt, and approved by a 5-2 vote (Riggle and Shade)

**ITEM 5: REVIEW, DISCUSS AND ACCEPT PUBLIC COMMENT ON THE NUMBER AND REPRESENTATION (WARDS OR AT- LARGE) OF COUNCIL MEMBERS**

**Motion:** Mr. Wolf moved to have no further consideration on the number and representation (Wards or At-Large) of Council Members, seconded by Mrs. DeWitt, and approved by a 7-0 vote.

**ITEM 6: REVIEW SUGGESTED CHARTER CHANGES**

**ITEM 7: SET DATE, TIME AND AGENDA FOR THE NEXT MEETING**

The next Charter Review Commission meeting will be June 11, 2008 at 4:00 p.m. in City Council Chambers, 1 South Sandusky Street.

Agenda items for the June 11, 2008 meeting:

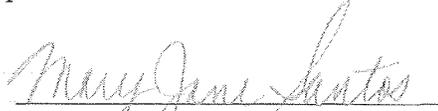
1. Review, discuss and accept public comment on Assistant Fire and Police Chiefs being selected from outside of their respective departments.
2. Review and approve an ordinance recommending amendments of the Delaware City Charter to City Council.

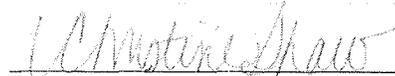
**ITEM 8: OTHER BUSINESS**

Mrs. Santos informed the Commission that she was unhappy with the Gazette headline after the May 21, 2008 meeting. She called the Gazette and a clarification was printed the next day.

**ITEM 9: ADJOURNMENT**

**Motion:** Ms. Riggle moved to adjourn the meeting, seconded by Mrs. DeWitt. The meeting was adjourned at 5:15 p.m.

  
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Mary Jane Santos, Chairman

  
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Christine Shaw, City Clerk

CHARTER REVIEW COMMISSION  
MOTION SUMMARY  
June 11, 2008

**ITEM 1: ROLL CALL**

The regular meeting of the June 11, 2008 Charter Review Commission was called to order at 4:10 p.m. in the City Council Chambers and the following members were present: Ted Heiskell, Jack Hilborn, Sean Kay (arrived at 4:20 p.m.), Robert Owens, Carolyn Kay Riggle, Mike Shade, and Mary Jane Santos.

Members Absent: Marcie DeWitt and Jay Wolf

Staff Member Present: Dan Bennington, City Attorney

**ITEM 2: APPROVAL OF MINUTES**

On a motion made by Mr. Shade and seconded by Mr. Heiskell, the audio recording and transcribed minutes of the regular meeting of June 4, 2008 were approved by a 4-0 vote (Abstain - Hilborn and Owens).

**ITEM 3: REVIEW, DISCUSS AND ACCEPT PUBLIC COMMENT ON ASSISTANT FIRE AND POLICE CHIEFS BEING SELECTED FROM OUTSIDE OF THEIR RESPECTIVE DEPARTMENTS**

The following spoke:

1. Commission Comments
2. Fire Chief Donahue
3. Tom Homan, City Manager
4. Police Chief Martin
5. Tim Pile, President of the Delaware Firefighters Union

The Commission will revisit item #3 at the June 18, 2008 Charter Review meeting

**ITEM 4: REVIEW AND APPROVE ORDINANCE RECOMMENDING AMENDMENTS OF THE DELAWARE CITY CHARTER TO CITY COUNCIL**

Mr. Bennington will compose a letter for Mrs. Santos regarding the Ordinance of submission to the electorate of amendments to the Delaware City Charter.

**ITEM 5: REVIEW SUGGESTED CHARTER CHANGES**

**ITEM 6: SET DATE, TIME AND AGENDA FOR THE NEXT MEETING**

The next Charter Review Commission meeting will be June 18, 2008 at 4:00 p.m. in City Council Chambers, 1 South Sandusky Street.

Agenda items for the June 18, 2008 meeting:

1. Review, discuss and accept public comment on Assistant Fire and Police Chiefs being selected from outside of their respective departments.
2. Review and approve an ordinance recommending amendments of the Delaware City Charter to City Council.

**ITEM 7: OTHER BUSINESS**

**ITEM 8: ADJOURNMENT**

**Motion:** Mr. Shade moved to adjourn the meeting, seconded by Mr. Owens. The meeting was adjourned at 6:05 p.m.



Mary Jane Santos, Chairman



Christine Shaw, City Clerk

CHARTER REVIEW COMMISSION  
MOTION SUMMARY  
June 18, 2008

**ITEM 1: ROLL CALL**

The regular meeting of the June 18, 2008 Charter Review Commission was called to order at 4:06 p.m. in the City Council Chambers and the following members were present: Marcie DeWitt, Ted Heiskell, Jack Hilborn, Sean Kay, Robert Owens (arrived at 4:11 p.m.), Carolyn Kay Riggle, Mike Shade, Jay Wolf (arrived at 4:15 p.m.) and Mary Jane Santos.

Staff Member Present: Dan Bennington, City Attorney

**ITEM 2: APPROVAL OF MINUTES**

On a motion made by Mr. Heiskell and seconded by Mr. Shade, the audio recording and transcribed minutes of the regular meeting of June 11, 2008 were approved by a 7-0 vote.

**ITEM 3: REVIEW, DISCUSS AND ACCEPT PUBLIC COMMENT ON ASSISTANT FIRE AND POLICE CHIEFS BEING SELECTED FROM OUTSIDE OF THEIR RESPECTIVE DEPARTMENTS**

The following spoke:

1. Commission Comments
2. Tom Homan, City Manager
3. John Radabaugh, Delaware City Police Department
4. Mark Drum, Treasurer, Fraternal Order of Police of Ohio, Inc and Retired Delaware City Police Department
5. Jim Oberle, Delaware City Fire Department

The Commission will revisit item #3 at the June 25, 2008 Charter Review meeting

**ITEM 4: REVIEW AND APPROVE ORDINANCE RECOMMENDING AMENDMENTS OF THE DELAWARE CITY CHARTER TO CITY COUNCIL**

**ITEM 5: OTHER BUSINESS**

The next Charter Review Commission meeting will be June 25, 2008 at 4:00 p.m. in City Council Chambers, 1 South Sandusky Street.

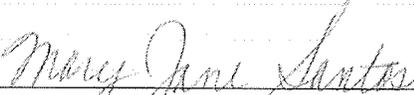
Agenda items for the June 25, 2008 meeting:

Review, discuss and accept public comment on Assistant Fire and Police Chiefs being selected from outside of their respective departments.

Review and approve an ordinance recommending amendments of the Delaware City Charter to City Council.

**ITEM 6: ADJOURNMENT**

**Motion:** Ms. Riggle moved to adjourn the meeting, seconded by Mrs. DeWitt.  
The meeting was adjourned at 6:10 p.m.

  
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Mary Jane Santos, Chairman

  
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Christine Shaw, City Clerk

CHARTER REVIEW COMMISSION  
MOTION SUMMARY  
June 25, 2008

**ITEM 1: ROLL CALL**

The regular meeting of the June 25, 2008 Charter Review Commission was called to order at 4:04 p.m. in the City Council Chambers and the following members were present: Marcie DeWitt (arrived at 4:15 p.m.), Ted Heiskell, Jack Hilborn, Robert Owens (arrived at 4:30 p.m.), Carolyn Kay Riggle, Mike Shade, Jay Wolf and Mary Jane Santos.

Members Absent: Sean Kay

Staff Member Present: Dan Bennington, City Attorney

**ITEM 2: APPROVAL OF MINUTES**

On a motion made by Mr. Shade and seconded by Mr. Wolf, the audio recording and transcribed minutes of the regular meeting of June 18, 2008 were approved.

**ITEM 3: REVIEW, DISCUSS AND ACCEPT PUBLIC COMMENT ON ASSISTANT FIRE AND POLICE CHIEFS BEING SELECTED FROM OUTSIDE OF THEIR RESPECTIVE DEPARTMENTS**

The following spoke:

1. Commission Comments
2. Adam Ward, Delaware City Police Department
3. Russ Martin, Delaware City Police Department
4. Tim Pile, Delaware City Fire Department
5. Tom Homan, Delaware City Manager
6. Dan Bennington, Delaware City Attorney
7. John Radabaugh, Delaware City Police Department

**Motion:** Mr. Shade moved to have no further consideration on Charter section 101 pending the outcome of the City Attorney's research on the issue of filling positions under state law and the local civil service rules, seconded by Mr. Wolf and approved by a 8-0 vote.

**Motion:** Mr. Heiskell moved that in the event the City Attorney is unable to clarify state law, recommendation #5 excluding the last sentence would be recommended, seconded by Mr. Shade and defeated by a 3-5 vote (Hilborn, Owens, Santos, Shade, Wolf).

**ITEM 4: REVIEW AND APPROVE ORDINANCE RECOMMENDING AMENDMENTS OF THE DELAWARE CITY CHARTER TO CITY COUNCIL**

**Motion:** Mr. Hilborn moved to approve the Ordinance recommending amendments of the Delaware City Charter to City Council, seconded by Mrs. DeWitt and approved by a 8-0 vote.

**ITEM 5: OTHER BUSINESS**

**Motion:** Mr. Hilborn moved for a motion to thank Mary Jane Santos and Sean Kay for their leadership during the tenure of the 2008 Charter Commission.

The 2008 recommended Charter changes will be presented at the July 14, 2008 City Council meeting.

**ITEM 6: ADJOURNMENT**

**Motion:** Mr. Heiskell moved to adjourn the meeting, seconded by Ms. Riggle. The meeting was adjourned at 5:35 p.m.

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Mary Jane Santos, Chairman

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Christine Shaw, City Clerk