

Issue: COUNCIL BILL 2022-027: AN ORDINANCE OF THE COUNCIL OF THE

CITY OF NIXA AMENDING CHAPTER 2 OF THE NIXA CITY CODE TO ADD PROVISIONS RELATED TO THE PROCEDURES OF CITY

COUNCIL.

Date: February 23, 2022.

Submitted: Nick Woodman, City Attorney

Background

As a legislative body, the Council has the authority, as reflected in City Charter Section 3.11(b), to determine its own rules and procedures for the conduct of its business. Generally, the governing bodies of cities will adopt these rules by ordinance. Currently, Council is governed by unwritten rules based on prior practices and a few provisions of the City Charter.

It is better practice to have written rules for City Council procedures. Written rules provide for more transparency as the rules can then be provided to the public. Additionally, by adopting these rules by ordinance the process of amending the rules is more transparent as such amendments will require Council action after a public comment period. Written and adopted rules will also provide for a definitive document to reference in the event of questions or disputes. It will also provide justification for many of the City's processes related to Council and Council meetings.

To provide for the above policy goals Council Bill 2022-027 is offered for Council's consideration. The provisions of this bill are based on a combination of the City's current unwritten practices and the City's prior Council procedure ordinance. Adoption of this Bill would place these provisions within the City Code.

Analysis

One aspect of the Bill is to codify previously adopted policies that relate to the Council or its procedures. The three specific policies placed in the Code by this Bill relate to Council's compensation, the voting procedure utilized by Council, and Council's videoconferencing policy. These provisions are now found at Section 2-29, Section 2-40, and Section 2-38, respectively.

However, the bulk of the Bill's provisions provide for written rules of procedures for the conduct of Council. These provisions are found in Section 3 of the Bill. This portion of the memo will detail the noteworthy components of these provisions.



Section 2-30. – Meetings of the City Council.

The section provides that the Mayor, or any three members of the Council, may call for special meetings – this is based on similar language contained in Section 3.11 of the City's Charter. Further, this section allows the Mayor to change the location of meetings or to cancel meetings in the event of an emergency, inclement weather, or when a quorum of Council will not be present for the meeting. Currently, the City has no written or adopted procedures to allow for changing a meeting location or canceling a meeting altogether.

Section 2-31. – Tentative agenda for regular city council meetings.

This section authorizes the Mayor to set the agenda for each regular meeting. This section also authorizes the City Clerk to provide the agenda to the full council and to post the agenda in compliance with the State's open meetings law. There is no current procedure detailing who has authority over what is added to the agenda. This section clarifies that this is the Mayor's responsibility. However, this authority cannot be used to block the introduction of ordinances or resolutions.

Section 2-32. – Presiding officer – how determined; authority and duties.

This section designates who the presiding officer is at all Council meetings. This will be the Mayor or the Mayor Pro tempore. Importantly, the section authorizes the Council to appoint a temporary presiding officer if the Mayor or Mayor Pro tempore are both absent. This section also provides the presiding officer with certain duties concerning the conduct of the meeting. These include preserving the order and decorum of meetings, deciding on rules of order, and signing the ordinances or resolutions which are adopted in their presence.

Section 2-34. – Applicability of Robert's Rules of Order, additional parliamentary procedures – established.

This section adopts Robert's Rules of Order as the guiding rules for the Council on matters of parliamentary procedure. It is important to note that the section stresses that Robert's is a guiding authority and actions taken by the Council, even if they are not in line with Robert's, shall control over Robert's. This provision also provides additional guidance on the motion to postpone to a certain time. Mainly that if the Council is unable to meet the next time the item is to be considered, it is automatically postponed to the next available meeting.

Section 2-35. – Times when citizens may address the council – manner of such communication.

This section codifies the Council's current practice regarding the public hearing and visitor's sections of regular meetings. It requires that an opportunity for public



comment must be offered before the adoption of any ordinance or resolution. Additionally, it requires that there must be an opportunity for other public comments (the visitor's section) at each regular City Council meeting.

Section 2-36. – Decorum.

This section provides rules on the conduct of the Council, Mayor, staff, and the public during meetings. Meetings of the Council are business meetings and should be conducted civilly without any interruptions, while also respecting the rights of interested persons to make their comments without interruption. Additionally, this section prohibits the display of signs or other visual devices during council meetings. The section speaks for itself on the policy rationale for this provision.

Section 2-37. – Voting via videoconferencing – limitation.

This provision was discussed earlier in the memo. It codifies the Council's current policy on the use of videoconferencing instead of physical attendance at meetings. Some changes were made to make this provision more flexible and more in line with State statutes on this topic.

Section 2-38. – Ordinances, resolutions, and other actions – provisions related thereto.

This section guides how ordinances and resolutions get to Council. This section authorizes the Mayor, City Administrator, and City Attorney to bring ordinances and resolutions to the Council. Council itself is also authorized to direct staff to bring ordinances and resolutions to the Council by motion. This provision is largely based on similar provisions found in the City's prior code of ordinances.

Section 2-39. – Manner of voting.

This section was discussed earlier in the memo, but it is worth expanding on this more here. The Charter requires Council to provide for when roll call voting is required. This section codifies the Council's current practice of conducting roll call votes for the approval of ordinances and voice votes for the approval of resolutions. Additionally, this section guides how to treat abstentions for purposes of the mayoral tie vote. Under the Charter, the Mayor has the power to vote when there is a tie amongst Council. A member of the Council can deprive the Mayor of their tie vote by abstaining. To deter such a tactic, the Code will interpret the abstention as a no vote, thereby not depriving the Mayor of their tie vote.

Division 5 – Procedures related to committees of Council.

Sections 2-40 through 2-43 provide regulations on Council committees. Currently, City Council does not have any established standing committees, but Council has utilized special or ad hoc committees from time to time. The code provisions in this division



provide procedures on how special committees can be established and how committees can call meetings once established. This section also authorizes the Council to meet as the committee of the whole, which is a parliamentary tool utilized by governing bodies to meet in an informal committee setting instead of as the full Council. There can be advantages to meeting as an informal unit of the Council as committee meetings are supposed to be more informal than business meetings of the full Council. For example, when considering board or commission appointments, it may be more advantageous for Council to meet as a committee of the whole.

Recommendation

Staff recommends approval of the above referenced Council Bill. This Bill furthers several public policy goals of the City. Specifically, the codification of these provisions would allow for more transparent operations of the City as the rules governing the Council's conduct will be published in a public document. Additionally, the process to amend these rules will be a public process involving a public hearing and public debate by the Council. Further, this Bill will provide a written document that can be referenced and interpreted when questions or disputes over Council's procedures arise. Finally, this Bill would provide written justification for some of the City's processes.

2	AN ORDINANCE OF THE COUNCIL OF THE CITY OF NIXA AMENDING CHAPTER 2 OF THE NIXA CITY CODE TO ADD PROVISIONS RELATED TO THE PROCEDURES OF THE CITY COUNCIL.
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5 6 7	WHEREAS City Charter section 3.11(b) authorizes the City Council to determine its own rules and order of business; and
8 9 10	WHEREAS from time to time the Council has provided for rules regarding how it is to conduct its business; and
11 12 13 14	WHEREAS said rules and regulations have existed in the form of ordinances, policies, and practices over time; and
15 16 17	WHEREAS the City Council desires to adopt and codify said rules and regulations so they are readily available to the public and so that there is clear legal authority for the procedures applicable to Council's business.
18 19 20 21	NOW, THEREFORE, BE IT ORDAINED BY THE COUNCIL OF THE CITY OF NIXA, AS FOLLOWS, THAT:
22 23 24	SECTION 1: Chapter 2, Article II, of the Nixa City Code is hereby amended by adding thereto a new section which shall read as follows:
25 26 27	(Note: Language to be added is indicated by being <u>underlined</u> . Language to be removed is indicated by being <u>stricken</u> .)
27 28 29	Sec. 2-29. – Councilmember and Mayor Compensation.
30 31 32	(a) <u>Compensation for city councilmembers</u> . Pursuant to Section 3.3 of the City Charter, members of the city council shall receive an annual salary of \$960.00.
33 34 35	(b) Compensation for the mayor. Pursuant to Section 4.3 of the City Charter, the mayor shall receive an annual salary of \$3,600.00.
36 37 38 39	SECTION 2: When codifying this Ordinance Sections 2-25 through 2-29 shall be designated as Division 1 of Chapter 2, Article II. Said Division shall be titled as "General Provisions."
40 41 42	SECTION 3: Chapter 2, Article II, of the Nixa City Code is hereby amended by adding thereto several new sections, which said sections shall read as follows:
43 44 45	(Note: Language to be added is indicated by being <u>underlined</u> . Language to be removed is indicated by being <u>stricken</u> .)

46 <u>DIVISION 2. – PROCEDURES RELATED TO SCHEDULING AND CALLING CITY</u> 47 <u>COUNCIL MEETINGS.</u>

Sec. 2-30. – City Council Meetings.

(a) <u>Regular meetings</u>. The city council shall hold its regular meetings, not less than monthly, as required by the City Charter. Regular meetings of the council shall be held in the council chambers located in city call.

(b) <u>Special meetings</u>. The mayor, or three members of city council, may call special meetings of the council whenever, in their opinion, the public business may require it. Special meetings shall be called by providing the city clerk with written notice that a special meeting is to be called along with a proposed tentative agenda for the special meeting. The city clerk shall then provide notice of the special meeting in the same manner as provided in section 2-31 of the city code.

(c) Mayor authorized to change meeting location or cancel meeting. The mayor, or in their absence the mayor pro tempore, is authorized to change the location, date, and time of any regular or special meeting if the council chambers, city hall, or other location of the meeting is inaccessible or in the event of an emergency, inclement weather, or any other occurrence which may cause unreasonable difficulty in attending the meeting. When changing the location of the meeting the mayor shall provide the changed location, date, and time on the modified tentative agenda for said meeting. The mayor is also authorized to cancel a meeting of the council if an emergency, inclement weather, or any other occurrence which cause unreasonable difficulty in attending said meeting. The mayor is also authorized to cancel a meeting of the council if the mayor has received written communication from a quorum of councilmembers that they will not be in attendance at said meeting. Notice of such a canceled meeting shall be provided to members of city council as soon as practicable.

Sec. 2-31. – Tentative agenda for regular city council meetings.

(a) Setting of council's regular meeting tentative agenda.

(1) The mayor, or in their absence the mayor pro tempore, in coordination with the city administrator and the city clerk, shall prepare a tentative agenda for each regular meeting of the city council. Said tentative agenda shall at a minimum include the date, location, time, and whether the meeting or any portion thereof, is to be closed to the public.

(2) The mayor, or mayor pro tempore, as the case may be, shall not refuse to include on any tentative agenda any ordinance or resolution which has been requested for introduction by a motion of the council or which has been requested in writing by the city administrator or city attorney.

(b) Notice of council's regular meeting tentative agenda – how provided.

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133 (4) Call the city council to order. 134

(5) During any meeting, and with the consent of the city council, arrange the agenda in any order necessary to accomplish the city's business in the most convenient manner for council.

(1) After the tentative agenda for a regular meeting has been prepared and provided to the city clerk, the city clerk shall provide a copy of the agenda as soon as practicable and in the following manner:

- Electronically mailed to each member of council, or in lieu thereof provided to <u>a.</u> each member of council by other reasonable means. However, the attendance of any member of council at such meeting shall be deemed to be a waiver of this requirement by the members of council in attendance;
- <u>b.</u> Posted by the city clerk at a conspicuous location at city hall; and
- In compliance with any applicable provisions of chapter 610 RSMo. C.
- DIVISION 3. PROCEDURES RELATED TO THE CONDUCT OF CITY COUNCIL MEETINGS.
- Sec. 2-32. Presiding officer how determined; authority and duties.
- (a) The presiding officer of all meetings of the city council shall be the mayor, or in their absence the mayor pro tempore. In the absence of the mayor and the mayor pro tempore, the city clerk, or their designee, shall call the council to order, whereupon a temporary presiding officer shall be elected by the members of council present. Such temporary presiding officer shall continue to serve for the duration of the meeting or upon the arrival of the mayor or mayor pro tempore.
- (b) The presiding officer shall have the authority and duty to:
 - (1) Preserve order and decorum at all meetings of the city council.
 - (2) State every question coming before the council, announce the decision of the council on all subjects, and decide all questions of order. The presiding officer's authority regarding questions of order shall be subject only to an appeal of the city council. Upon such a motion to appeal, a majority vote of the members of council present shall govern and conclusively determine such questions of order. Motions to appeal shall be immediately presented and voted upon by the council.
 - (3) Sign all ordinance, resolutions, or other measures adopted by the council in the presence of the presiding officer for the purpose of attesting to the adoption of said measure, their signature being authenticated by the city clerk or designee.
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139 (6) From time to time, during a meeting, the presiding officer may make such rules as
140 they deem necessary to fulfill and carry out the intent of the provisions of this
141 article. Such rules may be overturned by a majority vote of the members of the
142 council present at the meeting.

(c) The presiding officer shall not be deprived of any rights or privileges that they may enjoy as the mayor or as a councilmember due to their role as presiding officer.

Sec. 2-33. – General provisions related to city council meetings.

(a) At each meeting of the city council, the following procedures shall be observed:

(1) Quorum. A majority of the city council shall constitute a quorum at any meeting of the council. In the absence of a quorum, a smaller number may adjourn from time to time and may compel the attendance of absent members.

(2) Roll call. Before the business of the city council proceeds, the city clerk, or their designee, shall call the roll of the members, and the names of those present shall be entered into the minutes.

(3) <u>Meetings open to the public – exceptions</u>. All meetings of the city council shall be open to the public, except city council may close such meetings as authorized by law.

(4) <u>Sergeant-at-arms</u>. The chief of police, or such members of the police department as they may designate, shall be sergeant-at-arms of city council meetings. They shall carry out all lawful orders and instructions given by the presiding officer to maintain order and decorum at city council meetings.

<u>Sec. 2-34. – Applicability of Robert's Rules of Order, additional parliamentary procedures – established.</u>

(a) Robert's Rules of Order – applicability. Except as it conflicts with the city charter and the provisions of the city code, the city council shall be guided in matters of parliamentary procedure by the most recent compilation of rules known as Robert's Rules of Order, Newly Revised. However, any motion or action approved by a majority of council shall control over the text of Robert's Rules of Order. Council intends that Robert's Rules of Order shall merely guide the parliamentary proceedings of the council.

(b) Motion to postpone to a certain time. A motion to postpone to a certain time shall delay the consideration of an item to a date certain. Should the city council not conduct a meeting on the date certain referenced in such motion, the item shall be automatically postponed to the next available regular city council meeting. The council may, by

183 <u>motion, consider a postponed item any time prior to the date certain expressed in the</u> 184 <u>original motion.</u>

Sec. 2-35. – Times when citizens may address the council – manner of such communication.

(a) The presiding officer shall provide an opportunity during council meetings for public comment on each ordinance and resolution before its final passage. Comments provided during such period shall be related to the proposed item. Persons providing public comments shall give their comments from the podium or other designated area, shall give their name and address for the record, and shall limit their comments to five minutes. Nothing herein shall be construed as prohibiting the council or the mayor from inquiring further of the speaker and allowing the speaker to respond.

(b) Any person may direct written communication to the city council on any matter concerning the city's business by directing the communication to the city council through the city clerk.

(c) The city council shall allow for time during all regular meetings for persons to address the council on any matter not then before the council. Any person desiring to personally address city council at a regular meeting on any matter not then before the council shall notify the city clerk in writing of their intent to speak and the topic of their remarks prior to the Council arriving at that portion of the agenda. Persons desiring to address the City Council in this manner shall give their comments from the podium or other designated area, shall give their name and address for the record, and shall limit their comments to five minutes. Nothing herein shall be construed as prohibiting the council or the mayor from inquiring further of the speaker and allowing the speaker to respond.

(d) All remarks or comments from the public shall be addressed to the council as a body and not to any individual member.

(e) No person, other than the council and individuals recognized to address the council, shall be permitted to enter the discussion with the council.

Sec.2-36. – Decorum.

(a) <u>Councilmembers and the mayor.</u> While the city council is in session, members of council and the mayor shall preserve order and decorum, and shall not disturb any other member while speaking, or refuse to obey the orders of the council or the presiding officer.

(b) All other persons. No person shall disturb or interfere with the order, decorum, or proceedings of any council meeting. The sergeant-at-arms, at the direction of the presiding officer, shall remove any person violating the provisions of this subsection.

(c) Signs, displays, or other devices. No person shall carry or display a sign or other visual device which may obstruct the view of others inside any location where the council may be meeting or any other similar type of written communication that is carried or displayed. Nothing contained in this section shall be construed to prohibit members of city staff or other agents of the city or those invited by the council to speak on a topic from using visual materials when presenting to the city council. The city council hereby determines that signs or displays in the council chambers, or any other location where the council may be meeting, may obstruct the view of citizens, can cause injury, and negatively affect the decorum of city council meetings, and are hereby prohibited for such reasons.

Sec. 2.37. – Voting via videoconferencing – limitation.

Pursuant to section 610.015 RSMo, members of the city council and the mayor are authorized to participate in roll call voting via videoconferencing. Notwithstanding the authorization contained in section 610.015 RSMo, councilmembers and the mayor shall be prohibited from voting on items that require a roll call vote via videoconference if they have utilized said authorization for the prior three consecutive meetings.

DIVISION 4. - PROCEDURES RELATED TO CITY COUNCIL ACTIONS.

<u>Sec. 2-38. – Ordinances, resolutions, and other actions – provisions related thereto.</u>

(a) <u>Preparation of ordinances and resolutions</u>. All ordinances and resolutions shall be prepared or approved by the city attorney.

(b) Prior approval by City Administrator. All ordinances or resolutions shall, before city council consideration, have first been examined and approved by the city administrator. If the city administrator shall not approve of a measure, then they shall provide a written memorandum detailing the reasons for lack of approval. The city administrator shall advise the council of the reasons for lack of approval and the council may then proceed with consideration of the ordinance or resolution.

(c) Introduction of ordinances and resolutions. No ordinance or resolution shall be considered by city council unless the introduction of such ordinance or resolution has been requested by a motion of the council; requested in writing by the city administrator or the city attorney; or if the item was provided to the council after its review by a council committee.

(d) <u>Motions shall be made in the affirmative</u>. To avoid confusion, all motions of the city council shall be made in the affirmative.

Sec. 2-39. – Manner of voting.

(a) <u>Ordinances</u>. When the question before city council is the approval of an ordinance, the council shall vote by roll call. When the presiding officer calls for a roll call vote,

- the city clerk, or designee, shall randomly call on the names of councilmembers and record the vote of each councilmember. Pursuant to City Charter section 3.11(c), the affirmative vote of a majority of the entire council is required to adopt an ordinance.
- (b) Resolutions and motions. Resolutions and motions may be approved by a voice vote of the council. A roll call vote is not required for the approval of such actions. Any member of council may request that a resolution or motion be considered by a roll call vote, in which event, the procedures in section 2-39(a) shall apply to said vote. The affirmative vote of a majority of councilmembers present at the meeting is required to adopt any resolution.
- (c) <u>Abstentions how counted for purposes of mayoral vote in the event of a tie.</u> For purposes of determining whether the mayor is authorized to vote on an item pursuant to City Charter section 4.4, abstentions by members of council shall be considered a no vote for the purpose of determining whether a tie vote has occurred.
- <u>DIVISION 5 PROCEDURES RELATED TO COMMITTEES OF THE COUNCIL.</u>
- 293 <u>Sec. 2-40. Standing committees.</u>

(reserved)

- 296297 Sec. 2-41. Special committees.
 - The council is authorized to establish, from time to time, special committees of the city council, which shall investigate and report to the council on specific items referred thereto. Special committees are intended to have a limited duration and shall be established by resolution.
 - Sec. 2-42. Committee of the whole.
 - (a) City council authorized to meet as the committee of the whole. The mayor, or any three members of the Council, may call a meeting of the committee of the whole. When the City Council shall meet as the committee of the whole, or when any matter is referred to the committee of the whole, it shall meet at a time fixed by the mayor, or the three members of the Council calling for the meeting. The committee of the whole may adjourn its meetings from time to time and may make its report at any subsequent meeting of the Council.
 - (b) Mayor shall preside; rules of council to apply. The mayor shall be the presiding officer of the committee of the whole, and the provisions of this Article shall be observed by the committee of the whole, so far as such provisions may be applicable and provided that discussion in the committee of the whole shall be as informal as possible, consistent with order and decorum.

(c) Committee of the whole distinct from city council. When meeting as the committee of the whole, the City Council is acting as a committee of the Council. Therefore, the committee of the whole is not authorized to adopt ordinances, resolutions, or items which require the approval or action of the City Council and a meeting of the committee of the whole shall not be considered a meeting of the City Council.

Sec. 2-43. – Committees generally.

(a) Except for the committee of the whole, each committee shall meet at the call of the chair, or upon the call of at least half of the committee, with reasonable notice to the other members. Meetings of all committees may be held at such time and place as the committee shall determine for its convenience.

(b) The chair shall prepare a tentative agenda for each meeting of the committee. Said agenda shall include the date, location, time, and whether the meeting, or any portion thereof, is to be closed to the public.

(c) No committee shall take up any matter unless the City Council shall have first referred such matter to the committee.

(d) The committee may allow for public comment.

(e) The chair shall have the authority to preserve the strict order and decorum at all meetings of the committee.

(f) All committees of the City Council shall make their recommendations or reports to the entire Council and such actions shall be included in the minutes of the committee.

SECTION 4: Ordinance No. 1942 and Ordinance No. 1945 are hereby repealed and of no further force and effect.

SECTION 5: The City Attorney, when codifying the provisions of this Ordinance, is authorized to provide for different section numbers, subsection numbers, and different internal citation references than those provided herein when such section numbers, subsection numbers, or internal citation references are in error or are contrary to the intent of this Ordinance.

SECTION 6: Savings Clause. Nothing in this Ordinance shall be construed to affect any suit or proceeding now pending in any court or any rights acquired, or liability incurred nor any cause or causes of action occurred or existing, under any act or ordinance repealed hereby.

SECTION 7: Severability Clause. If any section, subsection, sentence, clause, or phrase of this Ordinance is for any reason held to be invalid, such decision shall not affect the validity of the remaining portions of this Ordinance. The Council hereby declares that it would have adopted the Ordinance and each section, subsection, sentence, clause, or

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369	SECTION 8: This Ordinance shall be in full force and effect from and after its final		
370	passage by the City Council and after its approval by the Mayor, subject to the provisions		
371	of section 3.11(g) of the City Charter.		
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373	ADODTED BY THE CITY COUNCIL TH	IC 44TH DAY OF MADCH 2022	
374	ADOPTED BY THE CITY COUNCIL TH	15 141H DAY OF MARCH 2022.	
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379	CITY CLERK	PRESIDING OFFICER	
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381	APPROVED BY THE MAYOR.		
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