SUBJECT: AMENDING WMC 2.12.010, COMPENSATION AND REIMBURSEMENT TO INCREASE COMPENSATION OF COUNCIL MEMBERS.

REQUESTED:

Council

PREPARED BY:

Clerk/Deputy Clerk

DATE: March 5, 2001

FOR AGENDA OF: March 12, 2001

SUMMARY:

As directed by motion of the council, WMC 2.12.010(A) is proposed for amendment to increase the compensation of council members from \$50 per meeting to \$75 per meeting. The effective date for this increase will be at the time of the expiration of terms by the existing council as outlined in the ordinance.

In addition grammatical changes were made to WMC 2.12.010(B), which addresses reimbursement for expenses incurred in the performance of official duties.

The proposed increase is currently in the proposed FY-02 clerk/council budget however; the code must be amended before the increase can take effect. If this ordinance is not adopted, a budget amendment should to be made from the floor to decrease the compensation for council members in the amount of \$1,900 for FY-02.

Attached is a copy of the salary survey from Alaska Municipal League (AML) and e-mail responses from the municipalities we have heard back from when asking them what type of benefits and compensations their municipalities offered.

FISCAL IMPACT: ___No _X_Yes, amount requested: \$8,700 increase for all council members over a three year period; \$1,900 increase for FY 02 for two council members. Fund: Clerk/Council Salaries

CLERK'S RECOMMENDED ACTION: Introduction of Ordinance Serial No. 01-14.

Administration Initial:

- F

Attachments:

AML Salary Study for Council or Assembly Members

Response to request for salary and benefit information from:

City of Soldotna

City of Valdez

City of Kenai

City of Palmer

City of Seward

City of Petersburg

Kenai Peninsula Borough

Presented with: Und Ol-14

Verified by: Z

LAW OFFICES

BIRCH, HORTON, BITTNER AND CHEROT

A PROFESSIONAL CORPORATION

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March 6, 2001

via FACSIMILE and FIRST CLASS MAIL

Mayor and Members of the Council City of Wasilla 290 East Herning Avenue Wasilla, Alaska 99654-7091

Re:

Council's Increase of Council Member Compensation During

Current Terms of Office; Our File No. 505,780.17

Ladies and Gentlemen:

You have asked whether the city council of the City of Wasilla (the "City") may increase the compensation of council members, with the increase becoming effective during the members' current terms of office.² I conclude that Title 29 of the Alaska Statutes authorizes the council, by ordinance, to increase the compensation of council members, with the increase becoming effective during the members' current terms of office.

2.12.010 Compensation and reimbursement.

- Council members shall be compensated for service at the rate of fifty dollars (\$50.00) for each regular or special meeting or work session attended and each Matanuska-Susitna Borough Assembly meeting attended as a city representative.
- Reimbursement shall be provided for mileage and expenses, which are reasonable and necessary in connection with council meetings and regular council functions.

¹ Wasilla Municipal Code 2.12.010 provides for the compensation of Council members as follows:

² Two ordinances concerning council member compensation will be presented for introduction at the March 12, 2001 council meeting. Ordinance Serial No. 01-14 would increase the compensation payable to council members for meeting attendance, and would become effective only as current council member terms expire. However, Ordinance Serial No. 01-15 would provide health insurance benefits for council members, and would become effective as of July 1, 2001, before any current council member's term expires.

Mayor and Members of the Council City of Wasilla March 6, 2001 Page 2

1. Introduction.

The argument against council members' authority to increase their compensation during their current terms of office is based on prohibitions against a council member acting on a matter in which the member has a conflict of interest. Indeed, courts in other jurisdictions have interpreted common law conflict of interest principles to preclude council members from increasing their compensation during their current terms of office. However, I conclude that an Alaska statute authorizes same-term increases in council compensation, and supersedes the common law rule, as discussed in detail below.

2. Conflict of Interest.

In an opinion dated October 20, 2000, I presented a general discussion of the law of conflict of interest as it applies to the council and other City officials. Title 29 of the Alaska Statutes requires that the City adopt the following rules for addressing a potential conflict of interest by a council member: (i) a member of the council shall declare a substantial financial interest the member has in an official action and ask to be excused from a vote on the matter; (ii) the mayor (or other presiding officer) shall rule on a request by a council member to be excused from a vote; and (iii) the decision of the presiding officer on a request by a council member to be excused from a vote may be overridden by the majority of the council.³ The City has adopted these rules governing council conflicts of interest.⁴

The common law establishes a more stringent standard for conflict of interest than the standard in Title 29 and the Wasilla Municipal Code. Because AS 29.20.010 and WMC 2.20.100 do not explicitly replace the common law of conflict of interest, that law still applies to actions by City officials.⁵ The continued application of the common law of conflict of interest also is consistent with the rule that AS 29.20.010 does not preclude a municipality from enacting its

³ AS 29.20.010(a) requires that a municipality adopt a conflict of interest ordinance providing these rules, which appear in AS 29.20.010(a)(1) through (3).

⁴ WMC 2.20.100(A) through (C).

⁵ See, Carney v. State Board of Fisheries, 785 P.2d 544, 547-548 (Alaska 1990) (holding that AS 39.50, concerning conflict of interest of public officials, does not displace the common law).

Mayor and Members of the Council City of Wasilla March 6, 2001 Page 3

own, more stringent, conflict of interest standards.⁶ The common law invalidates the vote of a council member who has a substantial financial interest in the matter, even if the council member disclosed the interest and the presiding officer or the body as a whole permitted the member to participate.⁷ Thus, even though the body followed the conflict of interest procedure in Title 29 and the Wasilla Municipal Code, the vote of an interested member will be invalid.

Consistent with the general conflict of interest principles stated above, courts have found a strong public policy under the common law against government officials setting the amount of their own compensation:

It is inconsistent for aldermen or other officials to determine their own compensation. It is fundamental that a man shall not be a judge in his own case. It was early said that no man can serve two masters...An alderman ought not to vote upon a question in which he has a direct personal interest.⁸

More recent cases reaffirm this common law rule. Under this rule, action by a city council increasing the compensation of its members will be invalid unless the increase becomes effective after the current terms of the council members expire. 10

This common law rule may be superseded by legislation authorizing a city council to increase the compensation of its members during their current terms. However, some courts have construed such legislation narrowly, requiring a clear showing of legislative intent to supersede the common law rule:

⁶ Acevedo v. City of North Pole, 672 P.2d 130, 133 (Alaska 1983).

⁷ Carney, 785 P.2d at 548-549.

⁸ McFarland v. Gordon, 41 A. 507, 508 (Vt. 1898).

⁹ E.g., Consumers Education and Protective Association v. Schwartz, 432 A.2d 173, 176-178 (Pa. 1981) (ordinance authorizing same-term compensation increase for Philadelphia city council members invalid).

¹⁰ Consumers Education and Protective Association, 432 A.2d n.7 at 175.

¹¹ 4 McQuillin, Municipal Corporations §12.178, pp. 35-36 (3d Edition Revised); *Diedrich v. Warren*, 210 N.Y.S. 49, 51-52 (App. Div. 1925).

Mayor and Members of the Council City of Wasilla March 6, 2001 Page 4

It is true that the city charter contains provisions from which the right of the city council to fix the compensation of its own members might be inferred, but, construing such provisions in the light of fundamental, established principles, they cannot be held to confer such power. Nothing less than a grant in express terms, or in terms about which there can be no reasonable question, should be given this effect.¹²

While no Alaska case has addressed this specific issue, Alaska courts follow the general rule that statutes in derogation of the common law should be construed strictly. That is, "when courts are presented with a question involving the proper construction of a statute that modifies the common law, the normal rule of interpretation is that such statutes are construed so as to preserve the pre-existing common law unless the legislature has clearly indicated its purpose to change that law." 13

3. Statutory Authority for the Council to Increase Its Members' Compensation.

AS 29.20.620 governs the compensation of the City's elected officials, including council members:

29.20.620. Compensation for elected officials. The governing body shall by ordinance provide a method of determining the salaries of elected officials. The salary of the mayor may not be reduced during the term of office of the mayor, unless during the term a manager plan is adopted. An elected official may not receive compensation for service to the municipality in addition to the salary received as an elected official, unless otherwise provided by ordinance. Per diem payments or reimbursements of expenses are not compensation under this section.

AS 29.20.620 does not explicitly authorize the council to increase the compensation of council members during their current terms. If a court interpreted As 29.20.620 under the rule of strict

¹² Meeks v. Fink, 89 So. 543, 544 (Fla. 1921).

¹³ State v. ABC Towing, 954 P.2d 575, 579 (Alaska App. 1998); University of Alaska v. Shanti, 835 P.2d 1225, 1228 n. 5 (Alaska 1992).

Mayor and Members of the Council City of Wasilla March 6, 2001 Page 5

construction discussed above without referring to the statute's history, it likely would conclude that the statute did not authorize same-term increases in council members' compensation. However, through a series of enactments concerning the compensation of elected municipal officials, the legislature has clearly indicated its intent to eliminate the common law prohibition of same-term increases in council members' compensation.

The first of these enactments is the 1972 revision of Title 29, in which the compensation of council members was governed by the following provision:

29.23.530. Salaries of elected officers not to be varied. The assembly or council may fix by ordinance the salaries of elected officers before they are elected. Salaries may not be changed during a term of office. An elected officer may not receive any other compensation for service to the municipality. Per diem payments or reimbursements for expenses are not compensation under this section.¹⁴

Thus, Title 29 as enacted in 1972 followed the common law rule, and prohibited increases in council members' salaries during their current terms. However, the legislature amended AS 29.53.530 in 1979, to eliminate the common law prohibition of same-term increases in council members' compensation (deletions are in brackets; additions are underlined):

29.23.530. Salaries of elected officers [NOT TO BE VARIED]. The assembly or council shall [MAY] fix by ordinance the salaries of elected officers [BEFORE THEY ARE ELECTED]. The salary of the mayor [SALARIES] may not be reduced [CHANGED] during his [A] term of office. An elected officer may not receive any other compensation for service to the municipality. Per diem payments or reimbursements for expenses are not compensation under this section. 15

¹⁴ §2 ch. 118 SLA 1972 (emphasis added).

^{15 §1} ch. 43 SLA 1979.

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The Alaska Attorney General affirmed that the 1979 amendment to AS 29.23.530 superseded the common law rule against salary increases during a term of office:

...the deletion of the prohibition against a *change* in salary during the term of an incumbent and its replacement with a prohibition against a *reduction* in an incumbent's [the mayor's] salary can have no other purpose but to allow for increases in salary during a term of office.¹⁶

AS 29.23.530, as amended in 1979, remained in effect until AS 29.20.620 was enacted as part of the revision to Title 29 that the legislature approved in 1985. Where the first sentence of AS 29.23.530 states, "The assembly or council shall fix by ordinance the salaries of elected officers," the first sentence of AS 29.20.620 states, "The governing body shall by ordinance provide a method of determining the salaries of elected officials." The second sentence of AS 29.20.620 retains the restriction in the second sentence of AS 29.23.530 on *reducing* the salary of the mayor during the mayor's current term, except where a manager plan is adopted during that term.

Nothing in the text or history of the 1985 revision to Title 29 indicates that the legislature intended to restore the common law rule against increasing council members' salaries during their current terms. On the contrary, the legislative history of the 1985 revision to Title 29 indicates that it was intended to expand, rather than restrict, the council's authority with respect to salary changes. Thus, AS 29.20.620 should be interpreted to retain the authorization for sameterm compensation increases contained in former AS 29.23.530.

The 1985 revision to Title 29 commenced in 1980, in response to direction from the legislature. ¹⁸ Under this direction, a Policy Advisory Group was appointed to oversee the revision, with assistance from a Technical Group. ¹⁹ A section titled "Salaries of Elected Officers," identical in substance to AS 29.20.620, appeared in a draft Title 29 revision prepared by this

¹⁶ May 2, 1980 Op. Ak. Att'y. Gen. (emphasis in original).

¹⁷ §7 ch. 74 SLA 1985.

^{18 1980} Legislative Resolve No. 39.

¹⁹ Senate Journal Supplement No. 10 (February 16, 1981).

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Technical Group, and dated December 6, 1980. The revision was accompanied by an explanation, which stated in relevant part:

EXPLANATION: This change allows a local government the flexibility of establishing a salary commission or other method of determining salaries. Allows the mayor's salary to be reduced to reflect the change in his duties if a manager form of government is adopted. Grants flexibility to a municipality to allow an officer to receive other compensation for service to the municipality. This is important in small communities where the mayor, for example, may be the only electrician in town.

Thus, the Technical Group proposed to change the first sentence of AS 29.23.530 to grant city councils greater flexibility by allowing them to determine elected officials' salaries by other methods in addition to fixing salaries directly by ordinance, the only method provided in AS 29.23.530. The Technical Group proposal clearly was not intended to impose any additional restrictions on a council's authority to determine elected officials' salaries.

The Technical Group's explanation for this statutory change is repeated in a sectional analysis of the 1985 bill that became the revised Title 29, 20 prepared for the House Community and Regional Affairs Committee. This analysis explained the changes to existing law that were to be made by AS 29.20.620 as follows:

A method of determining salaries shall be provided by ordinance, while under current law the governing body fixes by ordinance the salaries of elected officials. The salary of the mayor may be reduced during his term of office if a manager plan is adopted. An elected official may not receive compensation for additional service to the municipality unless provided otherwise by ordinance.²¹

Thus, the substitution in AS 29.20.620 of a provision for the governing body to adopt a method for determining salaries of elected officers, in place of the provision in former AS 29.23.530 for

²⁰ House Bill 72 (1985).

Memorandum, dated February 15, 1985, from Tamara Brandt Cook, Deputy Director, Division of Legal Services, to Representative Goll, Chairman, Community and Regional Affairs Committee, p. 20.

Mayor and Members of the Council City of Wasilla March 6, 2001 Page 8

the council or assembly to fix salaries of elected officials, was intended to broaden the options available to the governing body in determining the salaries of elected officials, and was not intended to withdraw from the governing body authority to increase elected officials' compensation during their terms. As noted in the 1980 Attorney General opinion, quoted above, this interpretation is further supported by the separate statement of the limitation on the governing body's authority to reduce the mayor's salary during the mayor's current term.

4. Conclusion.

Based on the foregoing, I conclude that AS 29.20.620 does not diminish the authority to increase council members' compensation during the members' current terms that the legislature granted in its 1979 amendment to AS 29.23.530. Instead, the legislature intended that AS 29.20.620 expand the council's authority over elected officials' compensation, offering the council the option of establishing a commission or other method of determining compensation, as well as the option of determining elected officials' compensation directly. Thus, if the council desires to increase council members' compensation during their current terms, it may do so by ordinance under the authority granted in AS 29.20.620.

Please let me know if I may be of further assistance in this matter.

Yours truly,

BIRCH, HORTON, BITTNER and CHEROT

Thomas F. Klinkner

TFK/cm

Council or Assembly Member

This is an elected position.

Assembly Member Same 10 Non - \$10.96 Assembly Member Same 11 Non n/a \$10.96 Assembly Member Same 9 Non - - Assembly Member Same 6 Non - - Assembly Member Same 8 Non - - Assembly Member Same 6 Non - - Assembly Member Same 6 Non - - Assembly Member Same 6 Non - - Council Member Same </th <th>Municipality</th> <th>Population</th> <th>Specific Working Title</th> <th>Job Match</th> <th># of Employees</th> <th>Union or Nonunion</th> <th>Work Wk Hours</th> <th>Lowest Wage</th> <th>Average Wage</th> <th>Highest Wage</th> <th>Note:</th>	Municipality	Population	Specific Working Title	Job Match	# of Employees	Union or Nonunion	Work Wk Hours	Lowest Wage	Average Wage	Highest Wage	Note:
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			Council Member	Council Member	Ekwok 120 Council Member
			314	259	120
	Kivalina		Anaktuvuk Pass	Aloknanik	Fkwok

Jamie Newman

From: Sent: Patricia Burdick [pburdick@ci.soldotna.ak.us]

Tuesday, February 06, 2001 1:03 PM

Jamie Newman

o: Subject:

RE: Elected Officials Benefits and Wages

Soldotna

Hi, Jamie: Our elected officials can belong to PERS. They can get health insurance, but only if they pay the full amount. Council Members receive \$50.00 per month and the Mayor gets \$300. They are expected to attend regular and special meetings and must request and have approved an excused absence for those. It is hoped they will attend work sessions, etc., but sometimes they can't, and they do not need an excused absence for those. If they are traveling on City business, their expenses (meals, lodging, travel) are paid. Hope this is clear to you. Patricia

Jamie Newman

From: Sent:

Carol Freas [cfreas@ci.kenai.ak.us] Tuesday, February 06, 2001 12:41 PM

'Jamie Newman'

To: Subject:

RE: Elected Officials Benefits and Wages

Kenai

Hi Jamie,

Our mayor and council are paid a monthly amount; \$1,000 for the mayor and \$500 for the council. That covers any meetings, work sessions, etc. They also receive PERS, but no medical.

ರ್ee you Saturday.

Carol

Jamie Newman

To: Subject: Kristie VanGorder

FW: Elected Officials Benefits and Wages

Seward

another one...JN

----Original Message----

From: Patrick Reilly [mailto:clerk@arctic.net] Sent: Tuesday, February 06, 2001 1:13 PM

To: Jamie Newman

Subject: Re: Elected Officials Benefits and Wages

Hi Jamie:

The Seward City Council Members receive \$200 per month. The Seward Mayor receives \$300 per month. This compensation is paid quarterly and is not tied to the number of meetings they attend.

Council Members (which includes the Mayor) also receive PERS benefits, but no realth insurance.

Council Members are reimbursed for mileage, food, hotels, and other travel related expenses if they have a meeting in Anchorage, Juneau, etc.

See-ya in Anchorage if you attend the conference this year.

Pat Reilly

Jamie Newman

From:

Clerk [clerkvdz@alaska.net]

nt:

Tuesday, February 06, 2001 2:14 PM

Jamie Newman

Subject:

Re: Elected Officials Benefits and Wages

Valdez

Hi Jamie,

My council does not receive any compensation or benefits. The Mayor does not receive any compensation or benefits. Any travel for the City is fully reimbursed and each council member has a city issued credit card in their name to use for travel expenses or other reimbursement (as authorized) that is associated with City business. They must turn in all their credit card receipts to me and I match them to their individual credit card statements each month and forward to finance for payment. The manager and I also have a city credit card that we use for travel or expenses authorized by the city.

Jamie Newman

From:

personnel@palmerak.org

Sent:

Tuesday, February 06, 2001 2:42 PM

To: Subject: Jamie Newman Re: Elected Officials Benefits and Wages Palmer

Jamie,

Mayor receives \$75 per regular meeting; \$10 per special meeting. ne council members receive \$50 per regular meeting; \$10 per special meeting. They are not paid for work sessions. If they travel on city business, for example the AML conference, they are reimbursed costs if they provide receipts and the daily per diem of other employees. They do not receive medical benefits.

They receive PERS if they choose.

That's it. See you next week.

Jamie Newman

From: Sent:

Stacy Kittams [skittams@ci.petersburg.ak.us]

To:

Tuesday, February 06, 2001 2:36 PM

Subject:

JNewman@ci.Wasilla.ak.us

Elected Officials Benefits and Wages

Petersburg

This e-mail is in reply to your questions regarding benefits for elected officials.

Currently none of our elected officials receive medical benefits. Our elected officials are only paid for regular council meetings, held on the first and third monday of each month. They are paid per meeting and only if they attend.

The Mayor recieves \$185.00 per meeting, and the Council Members receive \$125

They can elect to pay into PERS at 6%, The city will pay 14.93%

if I can be of further assistance please contact me at (907) 772-4519, ext. 21

Stacy Kittams, Personnel Officer

KENAI PENINSULA BOROUGH ASSEMBLY MEMBERS BENEFITS, EXPENSE REIMBURSEMENTS & RETIREMENT

I. ALLOWANCES AND BENEFITS - Per Member/Monthly

A .	Car allowance (Districts 1,2,3,4,5 & 7) Car allowance (Districts 6,8 & 9)	\$150.00 \$250.00
		マニング・ググ

B. Mileage reimbursement \$ 0.45/mile

- C. Life/Accidental Death & Dismemberment insurance (\$20,000) Option to double this coverage available with assembly member paying premium for additional coverage.
- D. Health insurance (medical, dental, visual) per plan booklet

E.	Meeting allowance	\$400.00
F.	President's meeting allowance	\$500.00
Ģ.	BOE meeting allowance	\$100.00
H.	BOA meeting allowance	\$100.00

II. EXPENSE REIMBURSEMENTS

Reimbursement for travel occurring while conducting borough business authorized by assembly or assembly president are:

A. Meal expenses

<u>l</u> .	Breakfast	\$6.25
2.	Lunch	\$7.25
3.	Dinner	\$13.50

B. Travel expenses

- Transportation actual cost (air travel may not exceed cost of a coach class ticket). Round trips from Central Peninsula area and Seward to the Anchorage/Mat-Su area will be reimbursed at \$85.00. Round trip from Homer to the Anchorage/Mat-Su area will be reimbursed at \$110.00.
- 2. Lodging \$80.00 flat per diem (lodging and meals) or actual cost of lodging plus meal expenses as shown in A above.

III. RETIREMENT (Optional for elected officials)

- NOTES: 1. All contributions and benefits are based on meeting allowances only.
 - 2. Major changes in PERS were made in 1986. Benefits and eligibility are different for those who were PERS members prior to July 1, 1986 and those who joined on July 1, 1986 or later. These will be designated as "Pre 7/1/86" and "Post 7/1/86".