

OFFICE OF THE CITY ATTORNEY

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Legal Opinion 2015-002

TO: Mayor John Engen; City Council; Bruce Bender; Dale Bickell; Steve Johnson; Human Resources Department; and City Clerk Department.

CC: Legal Department Staff

FROM: Jim Nugent, City Attorney

DATE: January 9, 2015

RE: Montana law and City of Missoula provisions for filling a vacancy in an elective office

FACTS:

Ward 4 City Council member Caitlin Cople publicly announced Thursday, January 8, 2015 that she would be resigning her elective City Council office.

ISSUES:

- (1) Pursuant to Montana municipal government state laws, how is a vacancy in an elected municipal government office filled?
- (2) What statutory time period exists for filling a vacancy in a city elected office?
- (3) How many city council members must vote in favor of an appointment to successfully fill an elected city council position?
- (4) When appointed by the City Council to fill a City Council vacancy, how long is the office held by the person appointed to fill the vacancy?

CONCLUSIONS:

- (1) Pursuant to Mont. Code Ann. §§ 7-4-4112(1) and (3) as well as 7-5-4121(2), pending a city council election, the city council shall appoint, by a majority vote of its current membership, a person to hold the vacant City Council office until a successor is elected and qualified by the city electorate.

- (2) Pursuant to Mont. Code Ann. § 7-4-4112 the city council is statutorily required to within 30 days of the vacancy appoint someone from the city council ward where the vacancy exists to hold the office until a city electorate election of a qualified person occurs.
- (3) If there are twelve city council members at the time of the City Council vote to select someone to fill a city council vacancy, it will take seven votes to successfully fill the position. However, if a city council position is vacant at the time of the vote, it will take a majority of the remaining city council members to select someone to appoint to fill the vacancy. If there are eleven (11) city council members six votes would be required to successfully fill the vacant position.
- (4) The office is held by the person appointed by the city council until a successor is elected and qualified at the next general municipal election.

LEGAL DISCUSSION:

Several provisions of the City of Missoula's Charter, effective January 1, 1997, pertain to city council member eligibility, residency and terms of office. Article II, § 3 of the city's charter provides in pertinent part: “[e]ach ward shall be represented on the City Council by two City Council members who shall reside in that ward.” Article II, § 4 provides:

4. **Term of office.** Each City Council member shall be elected in odd numbered years for a term of four years. Terms of City Council members within each ward shall be staggered so the terms of the City Council members from each ward shall overlap.

Four year terms for city council members with staggered terms are consistent with the provisions of state municipal government law. Mont. Code Ann. §§ 7-4-4402, 7-3-222 and 7-3-224.

Article II, § 5 of the city's charter provides:

5. **Eligibility.** Only registered voters who are residents of the City shall be eligible to hold the office of City Council member. Both candidates for the office of City Council member, and City Council members must reside in the ward they represent.

Pursuant to Mont. Code Ann. § 7-1-114(1)(d), pertaining to *Mandatory provisions* of state law applicable to local governments, “[a] local government with self-government powers is subject to . . . all laws regulating the election of local officials.”

It should be noted pursuant to City Council Rule 32(F), if the city council member vacating their elected position is still holding office at the time of the selection of a successor the “vacating Council member may vote for their replacement.” (Emphasis added.)

Mont. Code Ann. § 7-4-4112 provides:

7-4-4112. Filling of vacancy. (1) When a vacancy occurs in any elective office, this position is considered open and subject to nomination and election at the next general municipal election in the same manner as the election of any other person holding the same office, except the term of office is limited to the unexpired term of the person who originally created the vacancy. Pending an election and qualification, the council shall, by a majority vote of the members, appoint a person within 30 days of the vacancy to hold the office until a successor is elected and qualified.

(2) If all council positions become vacant at one time, the board of county commissioners shall appoint persons within 5 days to hold office as a city council member. The appointed city council member shall then appoint persons to any other vacant elective offices.

(3) A vacancy in the office of city council member must be filled from the ward in which the vacancy exists.

It must be noted that the city council appointment of a person to fill a vacancy in an elective office is only valid until a successor is elected and qualified at the next municipal election. Article VIII, § 2 of the city charter provides:

2. Filling of vacancies. (1) When any vacancy occurs in any elective office, unless otherwise provided for by state or federal law, this position shall be considered open and subject to nomination and election at the next general City election in the same manner as the election of any other person holding the same office, except the term of office shall be limited to the unexpired term of the person who originally created the vacancy. Pending such election and qualification the City Council shall, by a majority vote of the members, appoint a person within 30 days of the vacancy to hold the office until the successor is elected and qualified.

...

(3) A vacancy in the office of City Council member must be filled by an elector from the ward in which the vacancy exists.

Mont. Code Ann. § 7-5-4121 provides:

7-5-4121. Conduct of council business. (1) A majority of the members of the council constitute a quorum for the transaction of business, but a less number may meet and adjourn to any time stated and may compel the attendance of absent members, under such rules and penalties as the council may prescribe.

(2) The ayes and noes must be called and recorded on the final passage of any ordinance, bylaw, or resolution or the making of any contract. The voting on the election or appointment of any officer must be viva voce. A majority of the

whole number of the members elected is requisite to appoint or elect an officer, and such vote must be recorded. (emphasis added)

The Montana Supreme Court indicated in State ex. Rel. Wilson v. Willis, 47 M 548, 133 P 962 (1913), that the statutory requirement for a vote of "a majority of the members" of the city council to fill a municipal elected office means a majority of those constituting the actual membership of the body at the time the vote occurs. Therefore, if the city council office is not currently vacant, seven of the twelve city council members must vote in favor of the appointment to successfully fill the vacancy. However, if the city council position is vacant at the time the vote occurs, six of the remaining eleven city council members must vote in favor of the appointment to successfully fill the vacancy.

CONCLUSIONS:

- (1) Pursuant to Mont. Code Ann. §§ 7-4-4112(1) and (3) as well as 7-5-4121(2), pending a city council election, the city council shall appoint, by a majority vote of its current membership, a person to hold the vacant City Council office until a successor is elected and qualified by the city electorate.
- (2) Pursuant to Mont. Code Ann. § 7-4-4112 the city council is statutorily required to within 30 days of the vacancy appoint someone from the city council ward where the vacancy exists to hold the office until a city electorate election of a qualified person occurs.
- (3) If there are twelve city council members at the time of the City Council vote to select someone to fill a city council vacancy, it will take seven votes to successfully fill the position. However, if a city council position is vacant at the time of the vote, it will take a majority of the remaining city council members to select someone to appoint to fill the vacancy. If there are eleven (11) city council members six votes would be required to successfully fill the vacant position.
- (4) The office is held by the person appointed by the city council until a successor is elected and qualified at the next general municipal election

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/s/ _____
Jim Nugent, City Attorney
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