#### 

# The Commonwealth of Massachusetts

#### PRESENTED BY:

#### Garrett J. Bradley and Viriato Manuel deMacedo

To the Honorable Senate and House of Representatives of the Commonwealth of Massachusetts in General Court assembled:

The undersigned legislators and/or citizens respectfully petition for the adoption of the accompanying bill:

An Act Establishing the Plymouth County Government.

#### PETITION OF:

NAME:	DISTRICT/ADDRESS:	DATE ADDED:
Garrett J. Bradley	3rd Plymouth	6/21/2012
Robert L. Hedlund		6/21/2012
Keiko M. Orrall	12th Bristol	6/25/2012
Michael J. Rodrigues		6/21/2012
Geoff Diehl	7th Plymouth	6/27/2012

#### 

By Messrs. Bradley of Hingham and deMacedo of Plymouth, a petition (subject to Joint Rule 12) of Garrett J. Bradley and others relative to the Plymouth County Government. Municipalities and Regional Government.

# The Commonwealth of Massachusetts

In the Year Two Thousand Twelve

An Act Establishing the Plymouth County Government.

*Whereas*, The deferred operation of this act would tend to defeat its purpose, which is to establish a new form of government for the people of Plymouth County, therefore it is hereby declared to be an emergency law, necessary for the immediate preservation of the public convenience.

Be it enacted by the Senate and House of Representatives in General Court assembled, and by the authority of the same, as follows:

1	SECTION 1. Notwithstanding the provisions of any general or special law to the
2	contrary, the County of Plymouth shall be governed by the provisions of the following home rule
3	charter. If this act is accepted by the voters of Plymouth County at the state election held in the
4	current year the County of Plymouth shall thereafter be governed by the provisions of this act: to
5	the extent that the provisions of this act modify or are otherwise inconsistent with any special or
6	general law the provisions of this act shall govern. This charter shall become effective on the
7	first day of the fiscal year following its acceptance by the voters of Plymouth County.
8	PLYMOUTH COUNTY HOME RULE CHARTER

9 PREAMBLE:

10 The Plymouth County Charter Commission herewith puts forth this charter form of 11 government to the voters of Plymouth County with the potential to increase revenues and 12 services, create jobs and lower county tax assessments.

13 We the people of Plymouth County, in order to gain for ourselves and for our 14 communities, all of the rights, powers, privileges, duties and obligations which may now or in the future be derived from a government providing extensive services to its region known as 15 16 Plymouth County and being fiscally sound, do establish for ourselves and for our communities 17 the means and the structure to deal with issues which transcend the existing boundaries of 18 municipal governments. This home rule charter for Plymouth County places the power and 19 responsibility to deal with the unique problems of Plymouth County in a government directly 20 responsible to the people of Plymouth County. We do hereby ratify, approve and affirm the 21 following as the Home Rule Charter of Plymouth County.

- 22 ARTICLE 1 INCORPORATION AND POWERS
- 23 Section 1 1. Incorporation.

Plymouth County, within the corporate limits established by law, shall be known as the
Plymouth County Government, also known as Plymouth County. Plymouth County
Government, known as Plymouth County, shall retain all of the powers granted heretofore to
Plymouth County by Mass General Laws, as well as those enumerated herein. The Plymouth
County Government shall be a body politic and corporate for the purposes of suit, of buying and
holding both real and personal property lying therein, and of contracting and doing other
necessary acts relative to its property and affairs.

31 Section 1 - 2. Short Title.

32 This instrument shall be known and may be cited as the Plymouth County Home Rule33 Charter.

34 Section 1 - 3. Powers of the Plymouth County Government.

Subject only to express limitations on the powers which may be exercised by a county government in the constitution or laws of the commonwealth, it is the intention and the purpose of the voters of Plymouth County in approving this charter to obtain for the government all of the powers it is possible for a county government to have, to hold and to exercise under the constitution and laws of the commonwealth as fully and as completely as if each such power were specifically and individually enumerated in this charter.

It is the intent of this charter to encourage a continuing review to be made of the functions being performed by the Plymouth County Government and to enable the government of Plymouth County to cause any duty that has been granted it, by law or otherwise, to be performed in the most efficient and expeditious manner possible, and without regard to the organization structural or personnel provisions contained in any prior law or laws.

46 Section 1 - 4. Construction.

The grant of powers under this charter is to be construed as broadly as is consistent with the constitution and the laws of the Commonwealth relating to local government. Based upon the need to develop effective services to meet problems which cross municipal boundaries, to provide sophisticated services which might be beyond the ability of a single community to support and a desire to obtain the efficiencies and economies of scale, this charter shall be construed as intended to give to the Plymouth County Government the power and the authority to establish programs and to perform any service, activity or undertaking for, or on behalf of, any

54 governmental unit which said governmental unit has the legal authority to perform for itself, as 55 such governmental unit may itself determine is in its own best interest to cause the Plymouth 56 County Government to perform for it, with it, or in its behalf, on a contractual basis, or 57 otherwise.

Nothing in this charter shall be construed to impair, diminish or infringe upon the powers or duties of cities and towns under the General Laws. It is the intent of this charter to permit, enable or otherwise authorize cities and towns to employ services and facilities of or under the Plymouth County Government when said cities and towns deem it desirable so to do for more effective, efficient or adequate provision of services. Cities and towns are and shall remain the broad repository of local police power in terms of the right and power to legislate for the general health, safety and welfare of their inhabitants.

65 Section 1 – 5. Intergovernmental Relations.

66 Plymouth County Government may enter into agreements with any other governmental 67 unit, or group of such units, within or without the county, without regard to whether a 68 governmental unit is a city, a town, a regional authority or a special district, to perform for it, 69 with it, or in behalf of such governmental unit any service, activity or undertaking which such 70 governmental unit is authorized to perform for itself. Plymouth County Government may 71 become the agent for any other unit or units of government including the United States and the 72 commonwealth, in the performance of any and all functions, services, activities and undertaking 73 for which the contracting unit determines to employ the county as its agent.

Nothing in this section shall be construed to prohibit the Plymouth County Government
from performing services jointly with, or for, or in cooperation with another county, by contract
or otherwise.

77 Section 1 - 6. Plymouth County Government Powers, Generally.

Without intending to limit the generality of powers of the Plymouth County Government
as stated above, the following specific powers shall be available to the Plymouth County
Government:

(a) Through the adoption, amendment or repeal of the provisions of an
Administrative Code, to organize and regulate its internal affairs; create, alter and abolish
agencies, offices, positions and employments and define the powers, duties, responsibilities and
function thereof; establish qualification for persons holding offices, positions and employment
provide for the manner of appointment and removal and the salary or other compensation to be
paid.

87 (b) Adopt, amend, enforce and repeal the Administrative Code.

88 (c) Construct, acquire, operate and maintain public improvements, projects or
89 enterprises for any public purpose.

90 (d) Exercise powers of eminent domain, borrowing and taxation to the extent91 authorized by this charter and by law.

92 (e) Exercise all powers of a government in such manner as the governing body shall93 determine.

94 (f) Sue and be sued; have a corporate seal; contract and be contracted with; buy, sell,
95 lease, hold and dispose of real and personal property; appropriate and expend funds for county
96 purposes.

97 (g) Contract with or sign agreements with other governmental units for the provision 98 of a joint, coordinated or cooperative service or function, provided that a memorandum of 99 agreement between the County and the 4-H Cooperative shall be approved annually by the 100 Executive Council providing office space and funding that augments from the U.S. Department 101 of Agriculture and the University of Massachusetts for the continuation of these valuable long-102 time agriculture education programs.

103 (h) Apply for and administer grants.

104 ARTICLE 2 — EXECUTIVE BRANCH

105 Section 2 - 1. Executive Council.

(a) Composition – The executive powers of the Plymouth County Government shall
be exercised by a board of County Councilors consisting of five members known as the
Executive Council. No two Councilors may be elected from the same municipality. The term
Commissioner within the Massachusetts General Laws relating to County functions shall mean
Councilor.

(b) Term and Election. – The Executive Council of Councilors shall be elected for terms of terms of four years beginning the first Wednesday of January following their election and until their successors are qualified, who shall be sworn before entering upon their duties. Three of the commissioners shall be elected from the voters of the entire county and shall be

115 known as at large councilors. Two of the councilors will be elected by district, one councilor 116 from the coastal district, known as the coastal councilor and one from the inland district, known 117 as the inland councilor. In the initial election following the effective date of this charter, the at 118 large councilor with the greatest number of votes shall serve for a term of four years and the two 119 other at large councilors shall be elected for two year terms. Both district councilors shall be 120 elected for four year terms at the initial election. The provisions of section 158 of chapter 54 of 121 the General Laws shall apply to such elections. The Executive Council shall have all of the same 122 powers and duties conferred or imposed by law to county commissioners. During the first State 123 Election after this charter has been enacted and becomes effective, the new Executive Council 124 will be elected. The current members will retain their seats and the additional positions will be 125 filled at the election.

(c) Vacancy. - If a vacancy occurs in the office of a member of the Executive Council
during the term for which a member is chosen, the Executive Council shall appoint the person
who received the next highest number of votes for the vacated position in the last election.

(d) Organization. – The Executive Council shall meet to organize on the second day
of January and shall choose a chairperson, a vice-chairperson, a secretary and a clerk to serve for
a term of one year.

(e) Exercise of Powers. – The Executive Council shall conduct all of their official
business with at least three members of the Executive Council present, provided proper notice
has been given to the absent members. The Executive Council shall follow all provisions of the
Massachusetts Open Meeting Law, M.G.L. c.30A, §§18-25.

136 Section 2 - 2. Executive Powers.

137 The executive powers of the Plymouth County Government shall be vested solely in the 138 Executive Council and may be exercised whether directly by such Executive Council, or through 139 the several agencies under its direction and supervision. The Executive Council shall cause this 140 charter, the laws and the Administrative Code and orders for the governmental and 141 administration of the Plymouth County Government to be enforced.

142 The Executive Council shall exercise general supervision and direction over all agencies 143 of the Plymouth County Government, unless otherwise provided by law. Each agency shall 144 furnish to the Executive Council, forthwith when so requested, any information, materials or 145 otherwise as the Executive Council may request and as the needs of that office and the interest of 146 the Plymouth County Government may require.

147 Section 2 - 3. Powers and Duties.

148 The Executive Council shall have, possess and may exercise all the powers, rights and 149 duties commonly associated with the office of chief executive of a local government unit. The 150 powers and duties of the Executive Council shall include, but are not limited to, the following:

(a) Prepare and submit to the Advisory Board an annual operating budget, and acapital outlay budget.

(b) Supervise the care and custody of all Plymouth County Government property,institutions and agencies.

(c) Keep the Advisory Board and the public fully informed as to the financial and
administrative condition of the Plymouth County Government by filing oral or written reports
with the Advisory Board, at least semi-annually, summarizing such condition.

158	(d)	To make at any time such recommendations to the Advisory Board for action
159	required to be	taken by it as the Executive Council deems necessary for the improvement of the
160	Plymouth Co	unty Government and the welfare of its residents.
161	(e)	Sign all deeds, contracts, bonds or other instruments requiring the consent of the
162	Plymouth Cou	unty Government.
163	(f)	At any time to inquire into the conduct of office or performance of duty of any
164	Plymouth Cou	unty Government officer, department head or employer.
165	(g)	The identification of emergency situations and the declaration of emergencies.
166	(h)	Designation of newspaper to be used to give notice of Plymouth County
167	Government matters to the public.	
168	(i)	The selection and direction of an independent audit firm.
169	(j)	Purchase, sell or restrict real estate, subject to a two-thirds vote of the Advisory
170	Board.	
171	(k)	Apply for and administer grants.
172	(1)	Enact and enforce an Administrative Code.
173	Sectio	n 2 – 4. Delegation by Executive Council.
174	The E	xecutive Council may authorize the administrator or any subordinate officer or
175	employee of t	he Plymouth County Government to exercise any power, function or duty assigned
176	by this charter to the Executive Council provided, however, that all acts which are performed	
177	under any suc	h designation shall be deemed to be the acts of the Executive Council.

178 Section 2 – 5. Appointments by Executive Council.

The Executive Council shall appoint and in appropriate circumstances may remove,
subject to the provision of any contractual obligations as may be applicable, all Plymouth County
Government officers, department heads, members of multiple member bodies and all Plymouth
County Government employees for which no other method of selection is provided by this
charter.

184 Section 2 – 6. Temporary Appointments to Plymouth County Government Office.

Whenever any vacancy in a Plymouth County Government office whether temporary or permanent and the needs of the Plymouth County Government require that such office be filled, the Executive Council may designate the head of some other Plymouth County Government office or agency or a Plymouth County Government officer or employee to perform the duties of the office on a temporary or acting basis until such time as the incumbent resume the duties of the office or the position has been filled in the manner provided by this charter.

191 Section 2 – 7. Plymouth County Government Administrator, Qualifications, Term of
192 Office; Compensation.

(a) Appointment, Qualifications, Term of Office. – The chief administrative office of
the Plymouth County Government shall be a County Administrator, who shall be appointed by a
majority vote of the Executive Council, and ratified by a majority the Advisory Board. The
County Administrator shall be a person especially fitted by education, training and experience in
public administration to perform the duties of the office. The County Administrator shall devote
full time to the office and shall not be actively engaged in any other business, occupation or
profession while serving as administrator.

(b) Compensation – The Executive Council shall fix the compensation of the
administrator within the sum appropriated for that purpose, which must be ratified by the
Advisory Board. The salary shall be reasonable and commensurate with the duties of the office.
The County Administrator may have an employment contract for no greater than three years.

(c) Administrative Powers – The County Administrator shall exercise the general
supervision and direction over all Plymouth County Government agencies, unless otherwise
provided by law. Each Plymouth County Government agency shall furnish to the administrator,
forthwith when so requested, any information, materials or otherwise as the administrator may
request and as the needs of that office and the interest of the Plymouth County Government may
require.

The County Administrator may authorize any subordinate officer, department head or employee of the Plymouth County Government to exercise any power, function or duty assigned by this charter to the administrator provided, however, that all acts which are performed under any such delegation shall be deemed to be the acts of the administrator.

(d) Temporary Absence – The County Administrator shall by letter filed with the
Executive Council, designate a qualified officer, department head or employee to exercise the
powers and perform the duties of administrator during a temporary absence of five or more
consecutive days.

(e) Vacancy – Any vacancy in the office of administrator shall be filled as soon as
possible by the Executive Council but pending such appointment the Executive Council shall
designate a qualified Plymouth County Government officer, department head or employee to

perform the duties of the administrator on an acting basis, or, it may appoint and individual toserve as acting County Administrator.

(f) Removal and Suspension.

The Executive Council may, by a majority vote of the full Executive Council, terminate and remove, or suspend, the County Administrator from office; provided that prior to any such vote the administrator has been given written notice of the reasons for such proposed action and has been afforded the opportunity to respond thereto.

228 Section 2 – 8. Plymouth County Government Clerk

229 (a) Appointment, Qualifications, Term of Office. – The Plymouth County

Government Administrator shall appoint a Clerk. The County Administrator shall establish theterms and conditions of employment for the Clerk.

232 (b) The Clerk shall maintain all records of the Plymouth County Government.

233 Section 2 - 9. Committees

(a) Generally. - The Administrator shall serve as an ex-officio non-voting member ofall of the committees.

(b) Planning and Growth Committee. - There shall be a committee on Planning and
Growth initiated by the County Administrator. Membership shall include representatives from
the Old Colony Planning Council, the Metropolitan Area Planning Council, and the Southeastern
Regional Economic and Development Council who are Plymouth County residents, and nine
members of Advisory Board appointed by the Chairman of the Advisory Board.

(c) Programs and Services Committee. - There shall be a committee initiated by the
Administrator on Programs and Services. Membership shall include nine members of the
Advisory Board appointed by the Chairman of the Advisory Board. Additionally, one state
representative and one state senator, or their designees, will serve on the committee. The
Registrar of Deeds will also serve on the committee.

(d) Finances and Revenue Committee. - There shall be a Committee on Finances and
Revenue. The committee shall include the County Treasurer and nine members of the Advisory
Board. Additionally, one state representative and one state senator, or their designees, will serve
on the committee.

250

#### 251 ARTICLE 3 — LEGISLATIVE BRANCH

252 Section 3 – 1. Composition, Appointment and Term of Office.

(a) Composition and Term. – The legislative powers, as enumerated below, of the
Plymouth County Government shall be exercised by the Plymouth County Advisory Board. The
Advisory Board consists of twenty-seven members. Each member shall be appointed for the
fiscal year by the executive Branch of each Town or City that is a member of Plymouth County.

(b) Eligibility. – Any resident of the municipality from which election is sought,
including selectmen and councilors, shall be eligible to be appointed as a member of the
Advisory Board. A delegate who during a term of office moves from the municipality from
which appointed shall forthwith be deemed to have resigned and the office shall be declared
vacant by the remaining members of the Advisory Board.

262 Section 3 - 2. Filling of Vacancies.

If a vacancy shall occur in the office of Advisory Board the executive Branch of the
Town or City that the member represents shall fill the vacancy for the remainder of the term.

266 Section 3 – 3. Exercise of Powers; Quorum; Rules of Procedure.

267 (a) Organization. – The Advisory Board shall meet to organize on the second day of
268 January and shall choose a chairperson, a vice-chairperson and a clerk to serve for a term of one
269 year.

270 (b) Voting – Except on procedural matters, all votes shall be taken by a call of roll if 271 requested by a member. The vote of each member of the Advisory Board shall be weighted 272 based on that city or town's assessment for expenses of county government. Each city or town's 273 weighted vote will be computed based on the most recent biennial report of the commissioner of 274 revenue submitting the final equalization and apportionment upon the several cities and towns of 275 the amount of property and the proportion by every one thousand dollars of state or county tax 276 which should be assessed upon each city and town and assessment ratios for classed of property 277 in each city and town under section 10C of chapter 58.

Said vote shall be determined by dividing that city or town's property valuation by the total of the county property value up to the nearest one hundredth in accordance with the schedule in the commissioner of revenue's most recent biennial report referenced above. Said vote shall be determined by the director of accounts and delivered in writing to the Advisory Board thirty calendar days after the biennial report has been accepted by the general court.

283	(c) Quorum. – A quorum of the Advisory Board shall consist of that number of		
284	persons who represent a majority of the aggregate weighted vote. A majority shall be defined for		
285	the purposes of this charter as a majority of the quorum. The Advisory Board shall follow all		
286	provisions of the Massachusetts Open Meeting Law, M.G.L. c.30A, §§18-25.		
287	Section 3 – 4. Powers and Duties. Generally.		
288	The Advisory Board shall meet annually to approve the Plymouth County budget. The		
289	Advisory Board shall also hold special meetings to approve the purchase or sale of land, to ratify		
290	the compensation and employment of the County Administrator, and as otherwise necessary to		
291	complete their functions.		
292	No real estate may be purchased, sold or restricted without a two-thirds vote of the		
293	Advisory Board.		
294	The clerk of the Advisory Board shall keep a full, accurate and up-to-date record of the		
295	proceedings of the Advisory Board and shall make it available for inspection by the public at any		
296	reasonable time.		
297	Section 3 – 5. Approval of Operating Budget.		
298	The annual operating budget as proposed by the Executive Council and approved by the		
299	Advisory Board shall be a balanced budget funding all expenditures for the fiscal year plus any		
300	future liabilities incurred in that current year as determined in accordance with generally		
301	accepted governmental accounting standards. Funds for such future liabilities shall be reserved in		
302	a separate account or accounts.		

303 Section 3 – 6. Approval of Budget.

304 (a) The Advisory Board, upon receipt of the proposed itemized budget prepared by
305 the Executive Council, together with any supplementary material prepared by the head of each
306 department or institution and each board or other agency, shall review the proposed budget. The
307 Advisory Board may increase, decrease, alter and revise the proposed budget, provided that:

308 (i) The statement of the amount to be expended for any object or purpose for which
309 an expenditure is required to be made by law shall not be reduced below estimated expenditure
310 of the current year unless the Advisory Board shall enter into its minutes a statement of the basis
311 for the reduction.

312 (ii) The Advisory Board shall enter into its minutes a statement of the basis for any313 change in any statement of estimated revenues.

(iii) If the Advisory Board shall make any change in the proposed itemized budget,
provision shall be made that the total estimated revenues, together with the amount of county tax
to be levied shall equal the total estimated expenditures.

317 (b) Notwithstanding any other provision of law, before the final adoption of the 318 expenditure resolution, the Advisory Board shall hold at least one public hearing to inform the 319 residents of the county of its proposed budget and to hear testimony and argument before the 320 adoption of the expenditure resolution. The Executive Council shall cause notice of said hearing 321 to be posted in each city and town hall within the county at least fourteen calendar days prior to 322 the hearing and shall also cause notice thereof to be published in a newspaper of general 323 circulation in the county at least fourteen calendar days prior to the hearing. The notice shall 324 include, but is not limited to, the date, time and place of the hearing, announcement of the 325 citizen's right to provide written and oral comments and suggestions respecting the possible use

of funds, a summary of the entire proposed budget, and the place where the proposed budget maybe inspected or procured by any interested person during business hours.

(c) After completion of the public hearing required by subsection (b), the Advisory
Board, by resolutions, may further increase, decrease, alter and revise the proposed itemized
budget, subject, however, to the conditions and restrictions imposed by subsection (b). The
proposed itemized budget as increased, decreased, altered and revised shall be finally adopted by
an expenditure resolution by a majority vote of the Advisory Board as set forth in subsection (a)
at a duly called meeting on or before April second and shall be the approved budget.

334 (d) The Advisory Board, prior to the submission of any proposed capital facility 335 budget request by the county clerk to the director of accounts, or of any long range capital 336 facilities development plan and budget request to the commissioner of capital asset management 337 and maintenance, shall hold at least one public hearing to discuss the proposed budget request or 338 plan. After such hearing or hearings, the Advisory Board, by a majority vote, may delete, add to, 339 alter and revise any line item appearing in said budget request or plan. Said action shall be 340 incorporated into the budget request or plan submitted to the commissioner of capital asset 341 management and maintenance in accord with the provisions of sections 7A, 7B, 7C and 7D of 342 chapter 29, and shall be binding upon the county.

(e) If the Advisory Board shall fail to finally adopt an expenditure resolution for the
ensuing fiscal year on or before June first, the itemized budget as proposed by the Executive
Council together with such changes, alterations and revisions as shall have been made by a
majority vote of the Advisory Board on or before June first, shall constitute the approved budget

for the ensuing year, and the expenditure resolution shall be deemed to have been passed by theAdvisory Board as of that date.

349 (f) The approved budget shall govern the expenditures of the county during the fiscal 350 year. No expenses may be incurred in excess of those shown in the approved budget, but the 351 budget may be from time to time amended by the preparation and submission of a proposed 352 supplementary budget by the Executive Council to the Advisory Board on county expenditures. 353 The Advisory Board shall, not less than fifteen calendar days, except in emergencies, nor more 354 than thirty calendar days after such submission to it, approve or amend any such supplementary 355 budget. A copy of the approved budget and any approved supplementary budget shall be 356 transmitted to the director of accounts within fifteen days of the Advisory Board's action 357 thereon.

358 At the closing of the treasurer's books on August fifteenth, the balance to the (g) 359 credit of each appropriation shall become a part of the general unappropriated balance in the 360 county treasury, but no appropriation voted for special, non-operating purposes, shall lapse until 361 the work for which it has been made has been completed. Such appropriation, however, may not 362 be carried forward for more than one extra fiscal year. Any remaining unappropriated balance 363 thereafter, shall become a part of the general unappropriated balance in the county treasury. 364 Written notification of such balance to be carried forward shall be submitted by the Executive 365 Council to the county treasurer, the Advisory Board, and the director of accounts on or before the 366 tenth day following the close of the fiscal year for which it was originally appropriated.

367 The Executive Council shall send written notification of such balance to the county368 treasurer, the Advisory Board, and the director of accounts on or before the tenth day following

the close of the fiscal year. This subsection shall not apply to funds appropriated for thepurposes of construction of buildings.

371

#### 372 ARTICLE 4 — ADMINISTRATIVE ORGANIZATION

373 Section 4 - 1. Elected Officers.

(a) In General. – Notwithstanding direct election by the voters, the officers named in
this section shall be subject to the call of the Executive Council at all reasonable times for
consultation, discussion and for the coordination of the business of the Plymouth County
Government.

(b) Vacancies. – In the event a vacancy shall occur in any office filled by the voters
under this section, the Executive Council, subject to ratification by a majority of the Advisory
Board, shall appoint a suitable person to serve until the next biennial state election at which time
the office shall be filled by the voters for the regular term of years.

(c) Registry of Deeds. - There shall be a Register of Deeds elected as provided by
law. The Register of Deeds shall have general charge and superintendence of the Plymouth
County registry of deeds and all of the books, records, deeds and other papers belonging thereto.
The Register of Deeds shall have all of the powers and duties that are given to registers of deeds
by the Massachusetts General Laws including, but not limited to, the powers and duties set forth
in chapter 36 of the Massachusetts General Laws.

388 (d) Treasurer. - There shall be a County Treasurer elected as provided by law. The
 389 County Treasurer shall supervise the collection of all Plymouth County Government revenues

390	and the disbursement of all funds and supervise the selection of the depositories for all Plymouth		
391	County Government funds. The Treasurer shall have all of the powers and duties that are given		
392	to County Treasurers by the Massachusetts General Laws, including, but not limited to, the		
393	powers and duties set forth in chapter 35 of the Massachusetts General Laws.		
394			
395	ARTICLE 5 — RECALL		
396	(a) Any holder of elective office in Plymouth County may be recalled from office by		
397	the registered voters of Plymouth County as follows.		
398	(b) Commencement. – Recall procedures may be commenced by the filing of an		
399	initial recall affidavit with the County Administrator which is signed by at least ten percent of the		
400	registered voters in Plymouth County as of the date of the most recent state election, provided		
401	however, not more than twenty-five percent of the signatures shall be from any one municipality.		
402	The recall affidavit shall include the names and addresses of the registered voters, the name of		
403	the person to be recalled, the title of the position that person holds and a statement of the grounds		
404	for the recall. Signatures to said petition need not all be on one paper, however, all such papers		
405	pertaining to one petition shall be fastened together and shall be filed as one instrument with the		
406	County Administrator.		
407	(c) The County Administrator shall forward the petition to the board of registrars of		
408	voters in each municipality, and the board of registrars shall certify the signatures which are the		
409	names of voters in their respective municipality within fourteen days.		

410 (d) If the number of signatures is deemed to be sufficient, the County Administrator 411 shall deliver to all registered voters who signed the initial recall affidavit a formal numbered 412 printed recall petition with a return address to the County Administrator. Each formal recall 413 petition sheet shall name the elected official to be recalled, the grounds for recall stated in the 414 petition, and the names of the first ten registered voters signing the affidavit and shall demand 415 the election of a successor to the office. A copy of the recall petition shall be kept in the office 416 of the County Administrator. The registered voters who signed the initial recall petition shall 417 have thirty days from the date of delivery of the recall petition sheets to return the signed recall 418 petition sheets to the County Administrator.

419 (e) To proceed with the recall election, the County Administrator shall receive by the
420 thirty day deadline signed recall petition sheets containing the signatures, names and street
421 addresses of at least ten percent of the registered voters of Plymouth County.

422 (f) If the County Administrator determines that he or she has received recall petitions
423 which total ten percent of the registered voters in Plymouth County, the County Administrator
424 shall then make provision for the submission of the question to the voters at the next biennial
425 state election, provided there is at least ninety days until the next biennial state election.

(g) Publication. – The full text of the proposed recall provision shall be printed and
distributed by the County Administrator to each residence in the county known to contain one or
more registered voter not less than two weeks prior to the date of the election at which the
question will be voted upon.

430 (h) An officer sought to be removed may be a candidate to succeed himself or herself431 in an election to be held to fill the vacancy. Unless the officer requests otherwise in writing, the

432 County Administrator shall place his or her name on the ballot without nomination. The
433 nomination of other candidates to fill the position shall be in accordance with the law relating to
434 elections, unless otherwise provided by this charter.

435 (i) The incumbent shall continue to perform the duties of the office until the recall
436 election. If the incumbent is not recalled, he or she shall continue in office for the remainder of
437 the unexpired term. If recalled and not reelected, the official shall be considered removed from
438 office immediately.

(j) Form of Ballot Question. – The ballots used when voting on the proposed recall
petition shall contain a question in substantially the following form: "Shall (Insert name and
position of officer here) be recalled from office?" There shall be a designated place for voters to
vote for or against the proposition.

Following the proposition shall appear the word "Candidates" with directions to voters as required by the relevant elections law. Beneath the word "Candidates" appears the names of candidates nominated as hereinbefore provided.

(k) If a majority of the votes cast upon the question of recall are in favor of recall, the
officer shall be recalled and the votes for the candidates shall be counted. In such an instance,
the candidate receiving the highest number of votes shall be declared elected for the open office.
If less than a majority of the votes cast are in favor of recall, the votes for candidate need not be
counted.

451

#### 452 ARTICLE 6 — FISCAL PROCEDURES

453 Section 6 - 1. Fiscal Year.

The fiscal year of the Plymouth County Government shall begin on the first day of July and shall end on the thirtieth day of June.

456 Section 6 - 2. Submission of Proposed Budget.

457 Every Plymouth County Government agency or department shall submit to the 458 administrator its requested annual budget on or before the date designated by the Executive 459 Council. The administrator, operating within guidelines and instructions issued by the Executive 460 Council, shall prepare a proposed operating budget for the ensuing fiscal year and shall submit 461 the same to the Executive Council for its review. No later than the first day of April, the 462 Executive Council shall submit to the Advisory Board its proposed operating budget for the 463 ensuing fiscal year, with an accompanying budget message and supporting documents. The 464 Executive Council shall provide a general summary of the proposed budget to be made available 465 to representatives of the communications media and shall cause a legal notice to be published in 466 a local newspaper indicating the times and places at which complete copies of the proposed 467 budget and accompanying materials are available for inspection by the public.

468 Section 6 - 3. Budget Message.

The budget message submitted by the Executive Council shall explain the proposed budget for all Plymouth County Government agencies, both in fiscal terms and in terms of work programs. The budget message shall outline proposed financial policies of the Plymouth County Government for the ensuing fiscal year; describe important features of the proposed budget; indicate any major variations form the current budget in financial policies, expenditures and revenues, together with the reasons for such changes; summarize the Plymouth County

Government's debt position; and include such additional information as the Executive Councildeems desirable.

477 Section 6 - 4. The Proposed Budget.

478 The proposed operating budget shall provide a complete financial plan of all Plymouth 479 County Government funds and activities. In the presentation of the proposed budget the 480 Executive Council shall make use of modern concepts of fiscal presentation so as to furnish a 481 maximum amount of information and the best financial controls. The annual budget as proposed 482 by the Executive Council and approved by the Advisory Board shall be a balanced budget 483 funding all expenditures for the fiscal year plus any future liabilities incurred in that year as 484 determined in accordance with generally accepted governmental accounting standards. Funds for 485 such future liabilities shall be reserved in a separate account or accounts.

486 The budget shall be arranged to show actual and estimated income and expenditures for 487 the previous, current, and ensuing fiscal year and shall indicate, in separate sections:

(a) Proposed expenditures for current operations during the ensuing fiscal year,
detailed by Plymouth County Government agency, function and work programs, and the
proposed methods of financing such expenditures.

491 (b) Proposed capital expenditures during the ensuing fiscal year, detailed by
492 Plymouth County Government agency, and the proposed methods of financing such
493 expenditures.

494 (c) Estimated surplus revenue and free cash at the end of the current fiscal year,495 including estimated balances in any special accounts established for specific purposes.

496 Section 6-5. Action on the Proposed Budget.

497 (a) Notification of receipt of budget. – The Advisory Board shall notify the executive
498 branch of each municipality in Plymouth County of its receipt of the Executive Council proposed
499 budget. Copies of the budget shall be submitted to each town upon request.

500 Review. - The Advisory Board, through its standing committee on finance, shall (b) 501 cause review by standing committees of the Advisory Board, in open public meetings, of the 502 detailed expenditures proposed for each Plymouth County Government department or agency. 503 The clerk of the Advisory Board shall notify each board of selectmen and town council in 504 Plymouth of the dates, times and places of such meetings. The standing committees may confer 505 with any Plymouth County Government department or agency in connection with its review and 506 consideration. The standing committee on finance, or other designated standing committees, 507 may require the Executive Council, the administrator, or any other Plymouth County 508 Government department or agency through the administrator, to furnish it with such additional 509 information as it may deem necessary to assist in its review of the proposed budget.

(c) Report. – The standing committee on finance shall receive information from other standing committees reviewing the budget, and shall file a report with the Advisory Board containing its recommendations with respect to each item contained in the proposed budget. The report shall contain its reason or reasons for each recommendation that differs from the recommendation of the Executive Council.

(d) Action by the Advisory Board. - The Advisory Board shall adopt a budget for the
ensuing fiscal year no later than the first day of June in the preceding fiscal year. If the Advisory
Board has not taken final action with respect to any amount recommended in the proposed

518	budget by said first day of June such amount shall, without any action by the Advisory Board
519	become a part of the appropriations for the ensuing fiscal year.
520	Section 6 – 6. Annual Audits.
521	An independent audit of the Plymouth County Government's finances shall be performed
522	annually, by a certified public accounting firm with experience in municipal and other public
523	agency audits, chosen by the Executive Council.
524	
525	ARTICLE 7 – REVENUES
526	Section 7 – 1. County Tax.
527	(a) Approval and Computation The amount which the Executive Council shall levy
528	as the county tax shall be as voted by the Executive Council and approved by the Advisory
529	Board, and as computed by adding together the amounts of the approved annual budget and of
530	any approved supplementary budget, so far as the money therefore is to be raised by taxation,
531	and deducting therefrom the probable receipts from all sources, except loans, and so much of the
532	unexpended balance from the county treasury at the closing of the treasurer's books for the
533	previous fiscal year as is in excess of ten per cent of the tax levy for said year; provided,
534	however, that the Executive Council shall deduct the unexpended balance from the previous
535	fiscal year from the tax voted by the Executive Council and approved by the Advisory Board
536	prior to the apportionment and assessment of said tax among and upon the several cities and
537	towns. The Executive Council shall also levy annually as the county tax a sum sufficient to meet
538	the debt and interest maturing in that year, if no other provision therefor has been made.

539	(b) Apportionment, Assessment and Collection The Executive Council shall
540	apportion and assess all county taxes among and upon the several cities and towns according to
541	the most recent equalization and apportionment reported by the commissioner of revenue to the
542	general court pursuant to section 10C of chapter 58, and shall, by their clerk, certify the
543	assessments to the assessors thereof. The several amounts so apportioned and assessed shall be
544	collected and paid similar to that of the state tax into the respective town treasuries, and the
545	commissioners in their warrants shall require the selectmen or assessors of each town to pay, or
546	to issue their warrants requiring the treasurer thereof to pay, to the county treasurer the amount
547	so assessed. The Executive Council shall prescribe that one-half of the total certified assessment
548	of each city and town shall be paid on November first of each year and the remaining one half of
549	such assessment shall be paid on May first of the next year. The selectmen or assessors of each
550	city and town shall return a certificate of the name of the treasurer of such city or town, with the
551	sum which he may be required to collect, to the county treasurer within the time fixed by the
552	warrant of the Executive Council in accordance with the provisions of this section.
553	Section 7 – 2. Recording Fees, State Stamps, and Deeds Excise Tax
554	Plymouth County will receive 42.4 per cent of all money collected in Plymouth County
555	for recording fees, state stamps, and deed excise tax.
556	Section $7 - 3$ . Rental of County Property to the State
557	The State including the judicial branch may lease buildings and land owned by Plymouth
558	County to provide suitable quarters and space for court facilities and necessary related activities
559	such as parking. The rental of court facilities pursuant to this section shall be governed by a
560	lease subject to the approval of the division of capital asset management and maintenance.

561 Plymouth County shall submit a schedule, subject to approval by the chief administrative justice, 562 detailing the cost of maintenance, repairs, utilities and debt service on the rented facilities in 563 accordance with M.G.L. c 29A §4. Plymouth County shall maintain such funds in a separate 564 account which shall be used solely for the maintenance of the rented facilities, and all rents paid 565 to any such county, city or town shall be expended for courthouse maintenance costs.

Each fiscal year, quarterly payments of the estimated rental amounts shall be made to each county equal to at least ninety per cent of the amount owed to such county for such rent per quarter of the preceding fiscal year, subject to reconciliation based on accurate cost data in the fourth quarter or in the succeeding fiscal year; provided, however, that payments shall not be made for the third or fourth quarter to any county in the absence of a current lease and unless the county has submitted and the chief administrative justice has approved the required schedule of expenditures.

573

### Section 7 – 4. Capital Improvement Fund

574 For the purpose of creating a Capital Improvement Fund the Executive Council may 575 appropriate in any amount. Any interest shall be added to and become a part of the fund.

The treasurer shall be the custodian of said fund and may deposit the proceeds in national banks or invest the proceeds by deposit in savings banks, cooperative banks or in participation units in a combined investment fund under section 38 A of chapter 29, or invest the same in such securities as are legal for the investment of funds of savings banks under the provisions of chapter 168 or in federal savings and loan associations situated in the commonwealth.

581	The Capital Improvement Fund may be appropriated by the Executive Council with the		
582	approval of the Advisory Board for any purpose authorized under sections 7 and 8 of chapter 44		
583	or for such other county purpose as is approved by a two-thirds vote of the Advisory Board.		
584	Section $7-5$ . Funds		
585	(a) Reserve Accounts Notwithstanding the provisions of section 31 of chapter 35 of		
586	the General Laws, or any other general or special law to the contrary, the Plymouth County		
587	Government may establish and maintain from year to year the following reserve accounts:		
588	statutory reserve account, workmen's compensation reserve account, receipts reserved for		
589	appropriations account, stabilization fund, and a capital improvements stabilization fund.		
590	(b) Revolving Funds Notwithstanding any provision to the contrary, the Plymouth		
591	County Government shall have the authority to authorize revolving funds in accordance with		
592	General Laws chapter 44, §53E <sup>1</sup> / <sub>2</sub> . For the purposes of said statute the words "city or town" shall		
593	mean "Plymouth County Government" and establishing, increasing and all other actions shall be		
594	performed by the "Executive Council" and not city or town governmental bodies or officials as		
595	set forth in the statute. There shall be no duty to report to city and town bodies as set forth in		
596	paragraph five.		
597	(c) Enterprise Funds Notwithstanding any provision to the contrary, the Plymouth		
598	County Government shall have the authority to authorize enterprise funds in accordance with		
599	General Laws chapter 44, §53F <sup>1</sup> / <sub>2</sub> . For the purposes of said statute "city or town" shall mean		

town meeting, town council, or city council" shall be performed by the "Executive Council".

"Plymouth County Government". All actions performed by the "mayor, board of selectmen,

602

600

#### 604 Section 8–1. Purpose.

Units of local government shall be encouraged to make the most effective and efficient
use of their powers and their resources and may cooperate with one another, through the
Plymouth County Government, to provide services and facilities in a manner that will best serve
geographic, economic, population, and other factors and without regard for any existing political
boundaries.

The term "local service function" as used in this article is intended to mean any government service, or group of closely allied governmental services performed by a unit of local government for its inhabitants and for which, under constitutional and statutory provisions and judicial interpretation, units of local government, as distinguished from the state government, have the primary responsibility to provide and to finance. For the purpose of illustration only, and without in any way intending to limit the foregoing, the following are current examples of some local service functions:

- 617 (1) public works, including street and road layout, construction and maintenance;
- 618 dredging of channels and harbors;
- 619 (2) refuse and garbage removal, collection and disposal;
- 620 (3) public health services;
- 621 (4) building inspection, including, wire, gas and plumbing inspections;
- 622 (5) water supply, treatment and distribution;

623	(6)	sewage collection, treatment and disposal;
624	(7)	police, fire and other public safety services;
625	(8)	parks, playgrounds and other recreation related facilities and programs;
626	(9)	assessment of real and personal property;
627	(10)	planning and zoning;
628	(11)	transportation; and
629	(12)	veterans' agent
630	This section shall include all possible local government units whether listed or not and is	
631	intended to be interpreted in a manner to allow the Plymouth County Executive Council the	
632	widest latitude possible in entering into agreements for joint performance of functions.	
633	Section 8–2. Inter local Contracts.	
634	(a)	Scope. – Any unit of local government may contract with the Plymouth County
635	Government	to provide for any local service function which the unit of local government is
636	authorized to	perform, provided that such contract shall first be ratified or approved by the
637	executive boo	ly of such unit of local government.
638	(b)	Contents of Agreement Every contract entered into by the Plymouth County
639	Government	for the provision of services to units of local government shall contain at least the
640	following pro	ovisions:
641	(1)	its duration or other term;

642 (2) the precise organization, composition, and nature of any administrative entity643 established for the purpose of overseeing the delivery of any such service function;

644 (3) the exact nature of the service, activity, undertaking or function which is to be 645 provided;

646 (4) the manner of financing, establishing and maintaining a budget and of accounting647 and other record keeping requirements;

648 (5) the method by which amendments to the agreement are to be proposed and
649 adopted, including provision for complete or partial rescission or termination of the agreement;
650 and

(6) the manner by which any materials, supplies or other property acquired during the
period of the agreement are to be distributed in the event of a termination; and may contain any
other necessary or proper matters to such an agreement.

(c) Appropriations, etc. – Any unit of local government entering into an agreement
pursuant to this section may appropriate funds and may sell, lease give, or otherwise supply or
make available to the administrative entity charged with oversight of the service function,
personnel, services, materials, supplies including real or personal property, as may be mutually
agreeable to the parties.

659 Section 8–3. Transfer of Functions.

660 Whenever two or more units of local government in Plymouth County shall determine, by 661 the adoption of substantially similar resolutions of their legislative bodies, that the operations, 662 procedures or functions of such units can more effectively and efficiently be exercised or provided as a consolidated activity performed by a single office or agency, such units of local
government are hereby authorized to petition the Plymouth County Government to provide for
the establishment of a single office or agency in which to consolidate any or all of the operations,
procedures, functions performed or carried out by such individual offices or agencies.

The Executive Council shall review all such petitions that are received requesting the establishment of a single office or agency to provide a local service function and shall, in conjunction with designated representatives of the units of local government concerned, act to develop such single office or agency as in each particular circumstance best meets the needs of the units concerned.

Except when otherwise specifically provided in the resolutions adopted by the respective legislative bodies in the transfer of a power or function from a unit of local government to a consolidated agency or office, such consolidated office or agency shall be the successor in every way to the powers, duties, functions and obligations now or hereafter granted to or imposed by law upon the offices and agencies this consolidated.

677

#### 678 ARTICLE 9 — TRANSITIONAL PROVISIONS

679 Section 9 - 1. Effect of Laws.

All general laws, rules, special laws, rules and regulations of or pertaining to Plymouth
County that are in force when this charter takes effect shall remain in effect except as modified
by or otherwise inconsistent with this charter.

683

684 Section 9 – 2. Continuation of Government.

(a) All powers and duties of Plymouth County are preserved and transferred to
Plymouth County Government known as Plymouth County. Nothing contained herein shall
affect the existing county boundaries.

(b) All powers and duties of Plymouth County are preserved, transferred to, and shall
be retained by the Plymouth County Government. All powers and duties of Plymouth County
under any existing service agreements or special acts or laws are hereby transferred to the
Plymouth County Government. Nothing in this charter shall be construed to create a new unit
within the Plymouth County retirement system, and there shall be no break in service as a result
of this transfer.

694 (c) The authority granted in chapter 35 of the General Laws to county officials to 695 levy and collect a county tax, to borrow money in anticipation of taxes and other revenue, to pay 696 bills, for the supervision of county finances by the state government and for the establishment of 697 a county personnel system shall all be applicable to the Plymouth County Government. The 698 Plymouth County Government shall, for the purposes of chapter 35, be deemed to be the county 699 government and the powers authorized to be exercised by 'county' officers or agencies under 700 said chapter 35 shall be exercised by the officer or agency performing the same or substantially 701 similar powers and duties.

702 Section 9 – 3. Government Employees.

Notwithstanding the provisions of any general or special law or rule to the contrary,
except as provided for in this act, county employees employed on the effective date of this act
shall be transferred to the Plymouth County Government with no impairment of employment

706 rights held immediately before the effective date of this act, without interruption of service, 707 without impairment of seniority, retirement or other rights of employees, and without reduction 708 of pension benefits, compensation or salary grade. Any collective bargaining agreement in effect 709 immediately before said effect date of the transfer shall continue in effect and the terms and 710 conditions of employment therein shall continue as if the employees had not been so transferred. 711 Nothing in this section shall be construed to confer upon any employee any right not held 712 immediately before the date of said transfer, or to prohibit any reduction of salary grade, transfer, 713 reassignment, suspension, discharge, layoff, or abolition of position not prohibited before such 714 date.

715 Section 9 - 4. Transfer of property.

The Plymouth County Government shall for all purposes be deemed to be the lawful
successor to Plymouth County. All property both real and personal held by Plymouth County at
the time this act becomes effective shall become the property of the Plymouth County
Government.

720 Section 9 – 5. Transfer of Records and Property.

All records, property and equipment whatsoever of any agency or part thereof, the powers and duties of which are assigned in whole or in part to another county agency, shall be transferred forthwith to such Plymouth County Government agency.

724 Section 9 – 6 Continuation of Personnel.

Any person holding a county office or employment under the county shall continue to
 retain such office or such employment and shall continue to perform the duties of the office or of

the employment until such time as provisions shall have been made in accordance with this charter for the performance of such duties by another person or agency. No person in the permanent, full-time service or employment of the county shall forfeit pay grade or time in service.

731 Section 9 – 7. Time of Taking Effect.

(a) This charter shall become effective on the first day of the fiscal year following its
acceptance by the voters of Plymouth County. All rights and duties of Plymouth County shall
continue and be attributed to Plymouth County Government at the time this charter takes effect,
unless inconsistent with the charter, or unless or until the charter has been amended.

736

737 ARTICLE 10 — CHARTER CHANGES

738 Section 10 - 1. Charter Changes.

This charter may be replaced, revised or amended in accordance with the followingprocedures.

The Executive Council may, by a two-thirds vote of its full membership, provide for the submission of any proposed amendments to this charter to the voters. Amendments proposed by the Executive Council shall become effective if approved by a majority of the voters voting thereon at the next regular biennial state election held no more than one hundred and fifty days following the date of the vote of the Executive Council.

Whenever, pursuant to the provisions of this section relating to charter amendments, theExecutive Council intends that a question is to appear on the state election ballot, the Plymouth

County Clerk shall at the earliest possible date, but not later than the first Wednesday in August
in an even numbered year, notify the office of the secretary of the commonwealth of the
pendency of such question, or questions, and the form in which such question or questions are to
appear on such ballots.

752

Section 10 – 2. Periodic Review, Charter and Ordinances.

753 Charter/Ordinance Review. - At least once in every five years, in years ending in (a) 754 a five or in a zero, the Executive Council shall provide for a special committee to be established 755 which shall be charged with the responsibility of reviewing the then-existing charter and 756 ordinances of Plymouth County for the purpose of determining if any amendments or revisions 757 may be necessary or desirable, and to make a report, with recommendations, to the Executive 758 Council concerning any proposed amendments or revisions which said committee may deem to 759 be necessary or desirable. Such review may be conducted in conjunction with the Plymouth 760 County legal officer, or if the Executive Council so directs, by special counsel retained for that 761 purpose. The committee shall include representation of municipal officials of the municipalities 762 which comprise the county. Reports, with recommendations, should be submitted to the 763 Executive Council not more than ten months following the date such committee is appointed.

(b) Copies of Charter and Ordinances. – Copies of the charter and ordinances of the Plymouth County, as most recently amended or revised shall be kept available for distribution to any person who may request the same at the office of the Plymouth County Clerk. A fee may be charged, not to exceed the actual cost of reproduction of the said material. In any interval between publication of the charter or ordinances, as amended or revised, supplements shall be

- 769 published which shall contain all enactments affecting the charter or ordinances since last
- publication in consolidation form.
- 771 SECTION 2. This act shall take effect upon its passage.