HAMILTON CITY GOVERNMENT STUDY COMMISSION FINAL REPORT

MARCH 21, 1996

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TABLE OF CONTENTS

| I. | Letter to Citizens of Hamilton |
|------|--|
| | |
| | |
| П. | Summary of Recommendations.2A. Findings of the Study Commission.2B. Key Provisions of the Proposed Form.3C. Conclusion.4 |
| | |
| III. | Comparison of Existing Form of Government and Proposed Form of Government |
| | |
| | |
| IV. | Minority Report |
| | |
| Ap] | pendix: Certificate of the Existing Form of Government |
| | Organizational Chart |
| | Certificate of the Proposed Charter |
| | Certificate of Apportionment |
| | Map of City Wards |
| | Certificate Establishing the Election Date |
| | Certificate of the Ballot Language |

To the Citizens of Hamilton:

The Hamilton City Government Study Commission (Ruth T. Peterson, Robert L. Roy, Christine L. Johnson, Judith Anne Deaver and Edna Mae Leonard), elected by the voters on November 7, 1994, present this final report to the citizens of Hamilton. Councilor Vivian Yang was appointed by the city as an ex officio member of the commission.

The purpose of the study commission, as defined in state law, is "to <u>study</u> the existing form and powers of local government services and <u>compare</u> them with other forms available under the laws of the state." If some change is deemed necessary, the study commission may submit such proposed change to the electors.

In the conduct of its review, the study commission has sought advice and information from many people in the city. The commission depended greatly on opinions and recommendations from past and present local government officials and employees, but also gained helpful information from community organizations, interested citizens, members of the Ravalli County Government Study Commission, citizens and officials in other similar-sized cities in the state, plus various local government specialists recommended by the Local Government Center at Montana State University. All meetings of the study commission were open to the public. A public hearing was held in an effort to help determine citizen opinion.

The consensus of the study commission is that the current form of government (council-mayor) is, at the present time, functioning well. The majority of the commission feels that we should keep that basic form, but adopt a charter that will allow the city to operate with <u>self-government powers</u> instead of <u>general government powers</u>. This means the city would have whatever powers are not specifically denied it by the Montana Constitution or by Montana law.

With a charter, the day-to-day operation of the city would change very little, but the council and administration would have greater flexibility in making decisions and be less dependent on the state legislature for solving local problems. The majority of the commission feels this will be an important tool in the coming years as demands for city services continue to grow dramatically.

The question of adopting this alternative form of government will be placed on the ballot June 4, 1996. We solicit your support for this adoption.

Respectfully submitted,

Ruth T. Peterson, Chairman

Judith Anne Deaver

Edna Mae Leonard

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Robert L. Roy, Vice-Chairman

Christine L. Johnson

Vivian Yang

Hamilton City Study Commissioners

SUMMARY OF RECOMMENDATIONS

The Hamilton City Government Study Commission, having studied our present form of city government and the alternative forms of government available to cities under state law, and having studied the future governmental needs of this city, recommends the following:

The City of Hamilton adopt, effective January 1, 1997, a charter retaining our present council-mayor form of government but with the addition of self-government powers.

A. FINDINGS OF THE STUDY COMMISSION

Although the commission believes the present form of government in Hamilton is functioning well, the following are some areas of concern expressed by various city employees, officials or other citizens:

- ** Weakness of a part-time mayor
- ** Council members' tendency to micro-manage departments (confusion of roles)
- ** Lack of citizen participation in government
- ** Administrative assistant has not enough power/too much power
- ** Are there advantages in consolidating some city and county services?

Many of these problems appear to be related to the checks and balances built into the council-mayor form of government and also to personality differences. Some of these problems and others may be solved without changing the form of government. Therefore, the commission concluded that no drastic change in form would significantly improve our city government.

There are, however, a number of concerns that were discussed that the commission decided could be better addressed by a city with self-government powers. These concerns are:

- ** A dramatic population growth. (According to the Bureau of Business and Economic Research at the University of Montana, Hamilton's population grew 24.6% between 1990 and 1994).
- ** The increased demand on the city services (roads, sewer, water).
- ** More urgent need for planning.
- ** Increased tendency by the federal government to shift responsibilities to states and cities.

B. KEY PROVISIONS OF THE PROPOSED FORM

The study commission recommends retaining the current council-mayor form of government within a charter allowing self-government powers.

A charter is like a mini-constitution, describing the powers and duties of the city, its administration, its council and various branches and departments. The Charter will also grant the city self-government powers. This means the city will be able to exercise any power that is not prohibited by the U.S. Constitution, Montana Constitution, Montana state law or the Charter itself. At the present time, the city has general government powers. It has only those powers specifically granted by the state constitution and legislature. It must obtain special legislative permission for any other action.

A city with self-government powers may determine its own property tax mill levy, but the proposed Hamilton Charter specifies that the levy will be no higher than what Montana law allows for cities with general government powers. With the Charter, any raise in the mill levy must be approved by a majority of the citizens in an election. Right now mill levies in all cities are restricted by I-105. If that initiative is repealed, Hamilton's charter says the city would be restricted by whatever mill levy cap the state legislature sets.

Some examples of how self-government powers have been used by local governments in Montana:

- ** Conversion to a 4-day, 10-hour day work week.
- ** Helena imposed local development fees.
- ** Troy established its own electrical power generation system.
- ** Billings formed its own municipal garbage collection system.

A city with self-government powers <u>may not</u>:

- ** Interfere with the public school system.
- ** Interfere with the Montana criminal code or judicial system.
- ** Interfere with anything that affects the right to keep or bear arms, although the city may regulate the carrying of concealed weapons.
- ** Authorize an income tax or sales tax
- ** Impose air quality standards less stringent than state law, but may make them more strict.
- ** Regulate any form of gambling or lotteries.

C. CONCLUSION

If the Charter is approved by a majority of the voters in the June primary election, it will go into effect January 1, 1997. No city employee or elected official will lose his or her job solely as a result of the adoption of the Charter. Existing elected or appinted officials may continue in office until the end of the term for which they were elected or appointed.

The Charter must remain in effect for a minimum of three (3) years in order to give it a fair trial. During that time it may be amended, however, by approval of a majority of the voters. An amendment to the Charter may be proposed by initiative by petition of 15% of the electors registered at the last general election of the local government or by ordinance enacted by the city council.

CITY OF HAMILTON COMPARISON OF SPECIFIC CHARACTERISTICS OF THE COUNCIL-MAYOR AND CHARTER WITH COUNCIL-MAYOR PLAN OF GOVERNMENT

| CHARACTERISTICS | PRESENT FORM OF GOVERNMENT | PROPOSED FORM OF GOVERNMENT | COMMENTS |
|------------------------------|---|--|---|
| FORM OF GOVERNMENT | COUNCIL-MAYOR Elected council performs policy making functions. Elected mayor administers government with the advice and consent of the council. | CHARTER Elected council performs policy making functions. Elected mayor administers government with the advice and consent of council. | No change. |
| POWERS | General government powers | Self-government powers | Self-government powers bring to the town the power to act in its own best interest, and flexibility in shaping government structure |
| GOVERNING BODY | Council and mayor responsible for all legislative, executive and administrative functions. | Council and mayor responsible for all legislative, executive and administrative functions. | No change. |
| Size | 6 council members elected from wards in nonpartisan elections. Mayor elected at large. | 6 council members elected from wards in nonpartisan elections. Mayor elected at large. | No change. |
| Term | Four-year overlapping terms. | Four-year overlapping terms. | No change. |
| Presiding Officer | Mayor | Мауог | No change. |
| CHIEF ADMINISTRATIVE OFFICER | The elected mayor administers the government on a part time basis. | The elected mayor administers the government on a part time basis. | No change. |
| Powers and Duties | The mayor carries out the policies of the council, advises the council, advises the budget, and enforces laws, ordinances and resolutions. | The mayor carries out the policies of the council, advises the budget, and enforces laws, ordinances and resolutions. | No change. |
| Appointment Fowers | The mayor appoints department heads and members of boards and commissions with the consent of the council. | The mayor appoints department heads and members of boards and commissions with the consent of the council. | No change. |
| Budget Preparation | Mayor prepares budget in cooperation with department heads. Budget is then modified and approved by the city council. | Mayor prepares the budget in cooperation with department heads. Budget is then modified and approved by the city council. | No change. |

HAMILTON CITY GOVERNMENT STUDY COMMISSION MINORITY REPORT

March 21, 1996

To the Citizens of Hamilton:

I (we), the undersigned member(s) of the Hamilton City Government Study Commission met to study existing form and powers of our city government and procedures for delivery of local government services and compare them with other forms available under the laws of the State of Montana.

In the conduct of its review, the study commission has sought advice and information from many people in the city. The commission depended greatly on opinions and recommendations from past and present local government officials and employees, but also gained helpful information from community organizations, interested citizens and officials in other similar-sized cities in the state, plus various local government specialists recommended by the Local Government Center at Montana State University. All meetings of the study commission were open to the public. A public hearing was held in an effort to help determine citizen opinion.

As a result of discussion held with people and groups mentioned, I (we) have concluded that the existing council-mayor form of government serves this city well and will probably continue to do so for the foreseeable future. I (we) therefore recommend no change in this form of government.

I (we) have, however, chosen to submit a supplementary report to the Hamilton City Council containing some recommendations which I (we) believe may help improve the efficiency of our city governments. I (we) ask that the city council and mayor give serious consideration to the following suggestions:

- 1. Re-district city wards in line with the 1990 census figures.
- 2. Consider formation of support groups to help keep the elected officers in close touch with constituents' needs and problems. Community councils are one method of doing so (7-3-223 (2) M.C.A.).
- 3. Consider creating an information packet describing duties, responsibilities and <u>limitations</u> of each elected official to be distributed to candidates prior to their election.
- 4. Develop a plan with Ravalli County consolidating hazardous waste disposal and storage.

Respectfully submitted,

Robert L. Roy

Hamilton City Government Study Commissioner

APPENDIX

CERTIFICATE ESTABLISHING THE EXISTING PLAN OF GOVERNMENT FOR THE CITY OF HAMILTON

If retained by the voters, the government of Hamilton shall remain organized under the following provisions of 7-3-113, M.C.A. which authorizes the municipal council-mayor form of government.

7-3-113. Statutory basis for municipal council-mayor government.

- (1) For the purpose of determining the statutory basis of existing units of local government, each unit of local government organized under the general statutes authorizing the municipal council-mayor form of government, which does not adopt a new form, shall be governed after May 2, 1977 by the following sections:
 - (a) 7-3-201;
 - (b) 7-3-202 (1);
 - (c) 7-3-203;
 - (d) 7-3-212 (2);
 - (e) 7-3-213 (3);
 - (f) 7-3-214 (2);
 - (g) 7-3-215 (2);
 - (h) 7-3-216 (2);
 - (i) 7-3-217 (3); Authorized by 7-4-4102 (4) M.C.A.
 - (j) 7-3-218 (2);
 - (k) 7-3-219 (2); Amended at 1986 local government review election.
 - (1) 7-3-220 (1);
 - (m) 7-3-221 (3);
 - (n) 7-3-222 (2);
 - (o) 7-3-223 (2)

(2) This form has terms of four (4) years for all elected officials. The size of the commission shall be established by ordinance, but it may not exceed 20 members.

These sections establish the following form of government which shall be called the COMMISSION-EXECUTIVE FORM.

- 7-3-201. Commission-executive form. The commission-executive form (which may be called the council-executive, the council-mayor, or the commission-mayor form) consists of an elected commission (which may be referred to as the council) and one elected executive (who may be referred to as the mayor) who is elected at large.
- 7-3-202. Nature of government. The plan of government submitted to the qualified electors shall determine the powers of the local government unit by authorizing general government powers.

7-3-203. Duties of the executive. The executive shall:

- (1) enforce laws, ordinances, and resolutions;
- (2) perform duties required of him by law, ordinance, or resolution;
- (3) administer affairs of the local government;
- (4) carry out policies established by the commission;
- (5) recommend measures to the commission;
- (6) report to the commission on the affairs and financial condition of the local government;

- (7) execute bonds, notes, contracts and written obligations of the commission, subject to the approval of the commission;
- (8) report to the commission as the commission may require;
- (9) attend commission meetings and may take part in discussions;
- (10) execute the budget adopted by the commission;
- appoint, with the consent of the commission, all members of boards; except the executive may appoint without the consent of the commission temporary advisory committees established by the executive.
- 7-3-212. Administrative assistants. The executive may appoint one or more administrative assistants to assist him in the supervision and operation of the local government, and such administrative assistants shall be answerable solely to the executive.
- 7-3-213. Supervision of personnel. The executive may appoint, with the consent of a majority of the commission, all department heads and remove department heads and may appoint and remove all other department employees.
- 7-3-214. Veto Power. The executive may veto ordinances and resolutions, subject to override by a two-thirds vote of the commission.
- 7-3-215. Preparation of budget. The executive may prepare the budget in consultation with the commission and department heads.
- 7-3-216. Administrative supervision and control. The executive may exercise control and supervision of all departments and boards to the degree authorized by ordinance of the commission.
- 7-3-217. Financial officer. A financial officer (who may be called the treasurer) shall be selected as provided by ordinance.
- 7-3-218. Selection of commission members. The commission shall be elected by districts in which candidates must reside and which are apportioned by population.
- 7-3-219. Type of election. Local government elections shall be conducted on a nonpartisan basis.
- 7-3-220. Chairman of commission. The commission shall have a chairman who shall be elected by the members of the commission from their own number for a term established by ordinance.
- 7-3-221. Presiding officer of the commission. The presiding officer of the commission shall be the executive, who shall decide all tie votes of the commission but shall have no other vote. The chairman of the commission shall preside if the executive is absent.
- 7-3-222. Terms of commission members. Commission members shall be elected for overlapping terms of office.
- 7-2-223. Size of commission and community councils. The size of the commission shall be six (6), and community councils to advise commissioners may be authorized by ordinance.
- 7-2-224. Terms of elected officials. The term of office of elected officials shall be four (4) years.

SEAL

ATTEST: Linda Hayinkathan

Linda Higginbotham, Clerk

We, the Study Commissioners of the City of Hamilton do hereby certify that this is the existing Plan of Government as established by Section 7-3-113, M.C.A.

In testimony whereof, we set our hands.

Done at Hamilton, Montana this 21st day of March, 1996.

Ruth T. Peterson

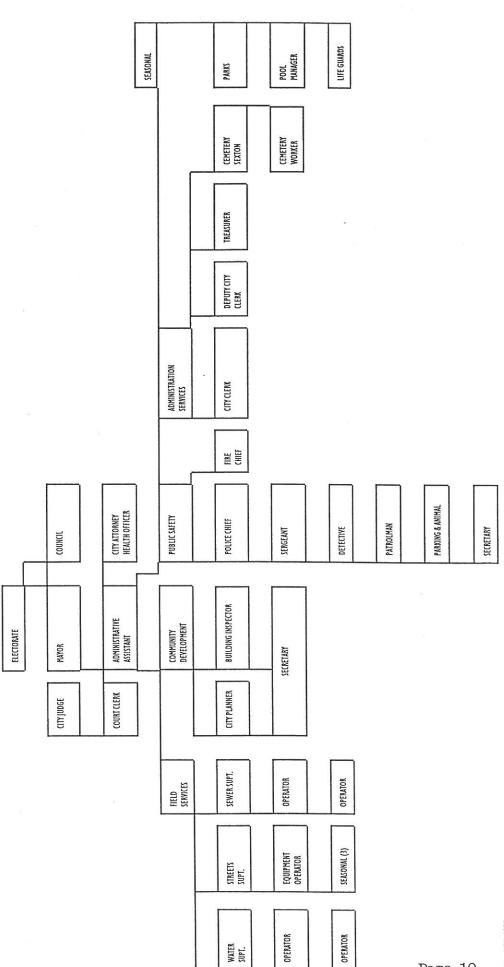
Robert L. Roy

Judith Anne Deaver

Christine L. Johnson

Edna Mae Leonard

CITY OF HAMILTON ORGANIZATIONAL CHART



March 23, 1996

Page 10

CERTIFICATE ESTABLISHING THE PROPOSED CHARTER FOR THE CITY OF HAMILTON

PREAMBLE

WE, THE PEOPLE OF HAMILTON, COUNTY OF RAVALLI, STATE OF MONTANA, in accordance with Article XI, Section 5 of the Constitution of Montana, do hereby adopt this Charter.

ARTICLE I POWERS OF THE CITY

Section 1.01 Powers of the City of Hamilton

The City of Hamilton shall have all powers not prohibited by the Constitution of Montana, the laws of Montana, or this Charter.

Section 1.02 Interpretation of Powers

The powers and authority of this self-government unit shall be liberally construed. Every reasonable doubt as to the existence of a city power or authority shall be resolved in favor of the existence of that power or authority.

Section 1.03 Restrictions

The mill levy shall be limited to that of Montana municipal governments with general government powers, except with the prior approval of a majority of the electors voting on the question in a general or special municipal election.

Section 1.04 Charter Supremacy

As provided by Article XI, Section 5 of the Constitution of Montana, provisions herein establishing executive, legislative and administrative structure and organization are superior to statutory provisions.

ARTICLE II CITY COUNCIL

Section 2.01 Legislative Branch

The legislative branch shall consist of the city council which shall be the governing body of the city.

Section 2.02 Qualifications for Office

Every resident of the City of Hamilton who is 18 years of age or older, a citizen of Montana and a qualified elector pursuant to Article IV, Section 2 of the Montana Constitution is eligible to hold the office of council members for the district in which he or she resides.

Section 2.03 Composition

The City of Hamilton shall have a city council of six (6) members elected from three (3) districts.

Section 2.04 Term of Office

Members of the council shall be elected for four-year overlapping terms of office.

Section 2.05 Election

Local government elections shall be conducted on a nonpartisan basis. Council members shall be elected by districts in which candidates must reside and which are apportioned by population. One council member from each district shall be elected every two years.

Section 2.06 Chairman of the Council

The council shall have a chairman who shall be elected by the members of the council from their own number for a term established by ordinance. The chairman of the council shall preside when the mayor is absent.

Section 2.07 Vacancy in Office

The office of council member becomes vacant as prescribed by law.

Section 2.08 Removal of Office

A council member may be removed from office by a finding, adopted by the affirmative vote of four (4) council members that the office has become vacant as prescribed by law, or by the recall of the council member by the electors of Hamilton as prescribed by law.

Section 2.09 Filling Vacancy on Commission

When a vacancy occurs in the office of council member, the position shall be considered open and subject to nomination and election at the next general municipal election, 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 council shall appoint, by the affirmative vote of the commission members, a person possessing the qualifications for office required by law and this Charter within 30 days of the vacancy to hold the office until the successor is elected and qualified.

Section 2.10 Powers and Duties

The Council shall be the legislative and policy determining body of the city. All powers of the city shall be vested in the city council except as otherwise provided by law or this Charter, and the council shall provide for the exercise thereof for the performance of all duties and obligations imposed by law or this Charter. The council may override the mayor's veto by an affirmative vote of two-thirds of the members on the commission.

Section 2.11 Legislative Action

The affirmative vote of a majority of the members [on the commission] shall be required for all official actions of the council, which includes the mayor's vote only when deciding tie votes. A majority of the members [on the commission] shall constitute a quorum to do business.

Section 2.12 Procedure

The council shall establish its rules of procedure and time and place of meetings by resolution.

ARTICLE III EXECUTIVE BRANCH

Section 3.01 The Mayor

The mayor shall be the chief executive and administrative officer of the city.

Section 3.02 Qualifications of Mayor

No person is eligible for the office of Mayor unless he:

- a. is at least 21 years of age;
- b. has been a resident of this state for at least three years;
- c. has been a resident for at least two years preceding the election to office of the city or town or an area which has been annexed by the city or town.

Section 3.03 Term of Office

The mayor shall be elected for a four-year term of office.

Section 3.04 Election

The mayor shall be nominated and elected at-large on a nonpartisan basis.

Section 3.05 Vacancy in Office

The office of mayor becomes vacant as prescribed by law.

Section 3.06 Removal of Office

The mayor may be removed from office by a finding adopted by the affirmative vote of four (4) council members that the office has become vacant as prescribed by law, or by the recall of the mayor by the electors of Hamilton as prescribed by law.

Section 3.07 Filling Vacancy of Mayor Position

When a vacancy occurs in the office of mayor, the position shall be considered open and subject to nomination and election at the next general municipal election, except the term of office shall be limited to the unexpired term of the mayor. Pending such election and qualification the council shall appoint, by a majority vote of the whole number of commission members, a person possessing the qualifications for office required by law and

this Charter within thirty days of the vacancy to hold the office until the successor is elected and qualified.

Section 3.08 Powers and Duties

The mayor shall:

- (1) enforce laws, Charter, ordinances and resolutions;
- (2) perform duties required by law, Charter, ordinances and resolutions;
- (3) administer affairs of city government;
- (4) carry out policies established by the council;
- (5) recommend measures to the council;
- (6) report to the council on the affairs and financial condition of the city government;
- (7) execute bonds, notes, contracts and written obligations of the council, subject to the approval of the council;
- (8) report to the council as the council may require;
- (9) preside at council meetings and may take part in discussion;
- (10) execute the budget adopted by the council;
- appoint, with the consent of the council, all members of boards; except the mayor may appoint without consent of the council temporary advisory committees established by the mayor;
- (12) exercise all powers allowed by law, Charter, ordinance or resolution.

Section 3.09 Administrative Duties

The mayor may:

- (1) prepare the budget in consultation with the council and the department heads;
- (2) appoint one or more administrative assistants to assist in the supervision and operation of the city government, and such administrative assistants shall be answerable solely to the mayor;
- (3) appoint, with the affirmative vote of four (4) members of the council, all department heads and remove department heads and may appoint and remove all other department employees;
- (4) exercise control and supervision of all departments and boards.

Section 3.10 Legislative Authority

The mayor shall decide all tie votes of the council, but shall have no other vote. The mayor may veto ordinances and resolutions, subject to override by the affirmative vote of two-thirds vote of the members on the commission.

Section 3.11 Compensation

The compensation of the mayor shall be set by resolution of the city council.

ARTICLE IV JUDICIAL BRANCH

Section 4.01 City Court

There shall be a city court as provided by law.

ARTICLE V DEPARTMENT STRUCTURE

Section 5.01 Organization of Departments

The organization of city departments shall be prescribed by ordinance.

ARTICLE VI GENERAL PROVISIONS

Section 6.01 Amendment of Charter

This Charter may be amended only as prescribed by law.

Section 6.02 Effective Date

This Charter shall become effective on January 1, 1997.

Section 6.03 Oath of Office

Before entering upon the duties of office, all elected city officials shall take and subscribe to the oath of office as prescribed in Article III, Section 3 of the Constitution of Montana.

Section 6.04 Severability

If any provision of this Charter is held invalid, the other provisions of this Charter shall not be affected thereby. If the application of the Charter, or any part of its provisions, to any person or circumstance is held invalid, the application of the Charter and its provisions to other persons or circumstances shall not be affected thereby.

ARTICLE VII TRANSITION PROVISIONS

Section 7.01 General Transition

Transition to this charter form of government shall be as prescribed by law.

Section 7.02 Continuation in Office

No current city employee or elected official currently holding a city office will lose employment or elected position solely because of the adoption of this Charter. Existing elected officials may continue in office until the end of the term for which they were elected.

Section 7.03 Review of Existing Ordinances

All city ordinances, resolutions and rules of the City of Hamilton shall remain in effect until reviewed, revised or repealed by the city council. The city council shall review and, where necessary, revise or repeal all city ordinances to provide for compliance and consistency with this Charter and state law.

Seal

ATTEST:

Linda Higginbotham, Clerk

We, The Hamilton Study Commission do hereby certify that this is the proposed plan of government approved by the Hamilton Study Commission.

In testimony whereof, we set our hands.

Done at Hamilton, Montana this 21st day of March, 1996.

Ruth T. Peterson

Robert L. Roy

Judith Anne Deaver

Christine L. Johnson

Christine L. Johnson

Edna Mae Leonard

CERTIFICATE FOR THE APPORTIONMENT OF COMMISSIONER DISTRICTS

Districts described by census block with population and deviation from ideal are shown.

| WARD | | 1990 POPULATION | % DEVIATION FROM IDEAL |
|------|---|-----------------|------------------------|
| 1 . | 0 | 830 | POPULATION -9.0 |
| 2 | | 918 | +0.7 |
| 3 | | 989 | +8.4 |

Notes:

- 1. Ideal population is calculated by dividing the total 1990 population of the City of Hamilton by the number of wards (2,737/3 = 912).
- 2. The 1990 population is derived from the U.S. Bureau of the Census 1990 TIGER and P.L. 94-171 Digital Data Files.

We, the Hamilton Study Commission, do hereby certify that this is the official apportionment plan for commissioner districts approved by the Hamilton Study Commission.

SEAL

In testimony whereof, we set our hands.

Done at Hamilton, Montana this 21st day of March, 1996.

ATTEST:

Linda Higginbotham, Clerk

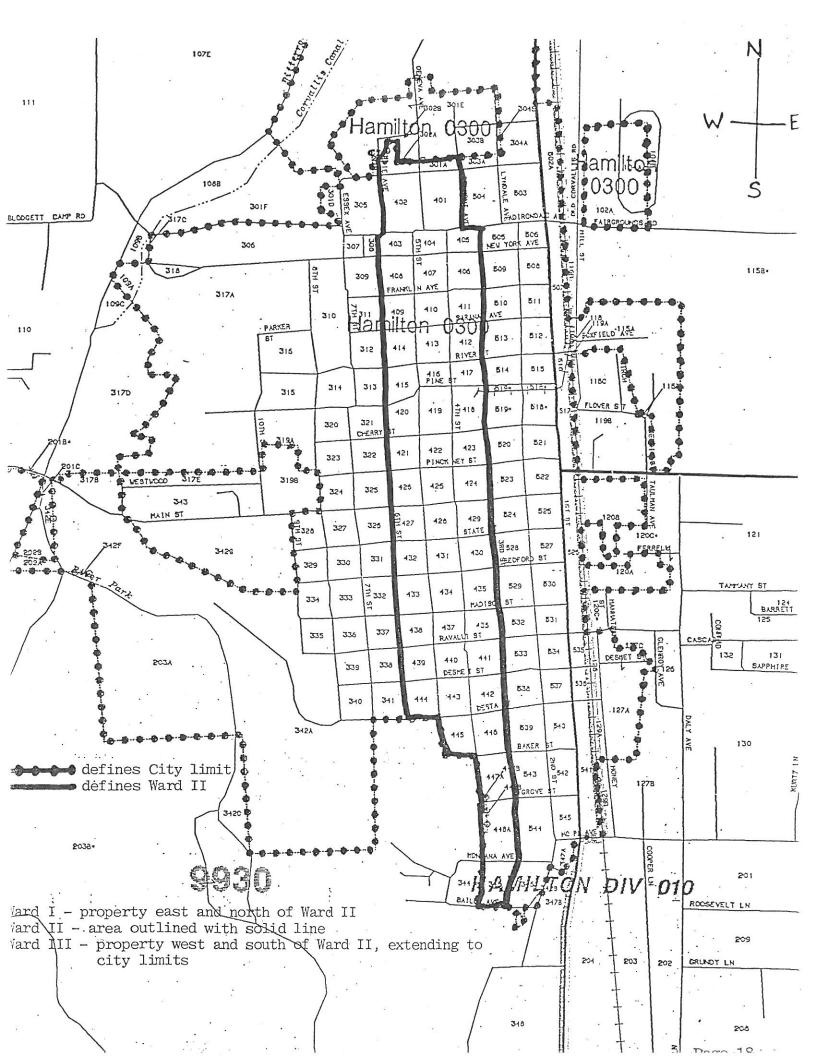
Ruth T. Peterson

Robert L. Roy

Judith Anne Deaver

Christine L. Johnson

Edna Mae Leonard



CERTIFICATE

ESTABLISHING THE DATE OF THE SPECIAL ELECTION AT WHICH THE ALTERNATIVE FORM OF GOVERNMENT SHALL BE PRESENTED TO THE ELECTORS OF HAMILTON, MONTANA

The alternative form of government proposed by the Hamilton Study Commission shall be submitted to the voters of Hamilton at a special election to be held with the general election on June 4, 1996.

> hereby certify that this is the date of the special election approved by the Hamilton Study Commission.

> We, the Hamilton Study Commission, do

In testimony whereof, we set our hands.

Done at Hamilton, Montana this 21st day of March, 1996.

ATTEST:

Linda Higginbotham, Clerk

SEAL

Robert L. Roy

Ruth T. Peterson

Judith Anne Deaver

Edna Mae Leonard

CERTIFICATE ESTABLISHING THE OFFICIAL BALLOT FOR THE JUNE 4, 1996, SPECIAL ELECTION

Instructions to voters: Place an "X" in the box which expresses your preference.

OFFICIAL BALLOT

BALLOT ON THE ALTERNATIVE FORM OF GOVERNMENT

| Vote for O | ne |
|--|---|
| FOR adoption of the charter with proposed by the Hamilton Study Co | the council-mayor plan of government ommission. |
| FOR the existing form of governm | ent. |
| SEAL ATTEST: Sinda Flagar Asthern Linda Higginbotham, Clerk | We, the Hamilton Study Commission do hereby certify that this is the official ballot approved by the Hamilton Study Commission. In testimony whereof, we set our hands. Done in Hamilton, Montana this 21st day of March, 1996. And J. Lateron Ruth T. Peterson |
| | Robert L. Roy Judith Anne Deaver Christine, L. Johnson Christine L. Johnson Christine L. Johnson Edna Mae Leonard Vivian Yang |