

WEST VIRGINIA LEGISLATURE

2019 REGULAR SESSION

Enrolled

Committee Substitute

for

Senate Bill 4

SENATORS WELD, PLYMALE, CLEMENTS, TAKUBO, SYPOLT, SWOPE,

CLINE, AND IHLENFELD, *original sponsors*

[Passed March 9, 2019; in effect 90 days from passage]

1 AN ACT to amend and reenact §8-1-5a of the Code of West Virginia, 1931, as amended, relating
2 to municipal home rule; making legislative findings; establishing the Municipal Home Rule
3 Pilot Program as a permanent program identified as the Municipal Home Rule Program;
4 providing for continuation of plans and amendments approved during Municipal Home
5 Rule Pilot Program; providing that any ordinance, act, resolution, rule, or regulation
6 enacted pursuant to the Municipal Home Rule Pilot Program shall continue until repealed;
7 expanding eligibility to participate in home rule to additional municipalities; establishing
8 annual assessment for participants in Municipal Home Rule Program; establishing penalty
9 for failing to timely pay annual assessment; creating special revenue account for Municipal
10 Home Rule Board; authorizing certain expenditures from special revenue fund; providing
11 suspension of annual assessment when certain conditions are met; clarifying the authority
12 of the Municipal Home Rule Board; requiring Municipal Home Rule Board to reject any
13 application or amendment that does not reasonably demonstrate municipality's ability to
14 manage related costs or liabilities; requiring publication of administrative rules of Municipal
15 Home Rule Board on its website and made available to the public in print upon request;
16 clarifying procedures related to submitting amendment to approved plan; requiring certain
17 notice prior to proposing or amending a plan; requiring public hearing and notice of hearing
18 prior to municipality proposing a plan or amendment; amending certain prohibitions on the
19 powers and duties of municipalities under home rule; providing more specific direction
20 regarding the requirements for municipalities participating in the Municipal Home Rule
21 Program that reinstate or raise business and occupation taxes and its impact on municipal
22 sales tax in certain circumstances; prohibiting municipalities participating in the Municipal
23 Home Rule Program from passing an ordinance, act, resolution, rule, or regulation
24 contrary to laws governing professional licensing or certification of employees; prohibiting
25 municipalities participating in the Municipal Home Rule Program from passing an
26 ordinance, act, resolution, rule, or regulation contrary to laws, rules, or regulations
27 governing enforcement of building codes or fire codes; prohibiting municipalities

28 participating in the Municipal Home Rule Program from passing an ordinance, act,
29 resolution, rule, or regulation contrary to federal laws, regulations, or standards that would
30 affect state's required compliance or jeopardize federal funding; prohibiting municipalities
31 participating in the Municipal Home Rule Program from passing an ordinance, act,
32 resolution, rule, or regulation contrary to laws or rules governing procurement of
33 architectural and engineering services with certain exceptions; prohibiting municipalities
34 participating in the Municipal Home Rule Program from passing an ordinance, act,
35 resolution, rule, or regulation contrary to chapter 17C of the Code of West Virginia, 1931,
36 as amended; prohibiting municipalities participating in the Municipal Home Rule Program
37 from passing an ordinance, act, resolution, rule, or regulation contrary to laws, rules, or
38 regulations governing communication technologies or telecommunication carriers;
39 prohibiting municipalities participating in the Municipal Home Rule Program from enacting
40 any ordinance, act, resolution, rule, or regulation that governs the sale, transfer,
41 possession, use, storage, taxation, registration, licensing, or carrying of firearms,
42 ammunition, or accessories thereof; prohibiting municipalities participating in the
43 Municipal Home Rule Program from enacting any ordinance, act, resolution, rule, or
44 regulation that imposes duties on another governmental entity and providing certain
45 exceptions to that prohibition; prohibiting municipalities from prohibiting or effectively
46 limiting the rental of a property or regulating the duration, frequency, or location of such
47 rental and providing certain exceptions to that prohibition and limitation; modifying
48 reporting requirements; eliminating automatic termination of the Municipal Home Rule
49 Pilot Program on July 1, 2019; and making technical corrections throughout.

Be it enacted by the Legislature of West Virginia:

**ARTICLE 1. PURPOSE AND SHORT TITLE; DEFINITIONS; GENERAL PROVISIONS;
CONSTRUCTION.**

§8-1-5a. Municipal Home Rule Program.

1 (a) — The Legislature finds and declares that:

2 (1) The initial Municipal Home Rule Pilot Program brought innovative results, including
3 novel municipal ideas that became municipal ordinances which later resulted in new statewide
4 statutes;

5 (2) The initial Municipal Home Rule Pilot Program also brought novel municipal ideas that
6 resulted in court challenges against some of the participating municipalities;

7 (3) The Municipal Home Rule Board was an essential part of the initial Municipal Home
8 Rule Pilot Program, but it lacked some needed powers and duties;

9 (4) Municipalities still face challenges delivering services required by federal and state law
10 or demanded by their constituents;

11 (5) Municipalities are sometimes restrained by state statutes, policies, and rules that
12 challenge their ability to carry out their duties and responsibilities in a cost-effective, efficient, and
13 timely manner;

14 (6) Establishing the Municipal Home Rule Pilot Program as a permanent program is in the
15 public interest; and

16 (7) Increasing the powers and duties of the Municipal Home Rule Board, subject to the
17 limitations set forth herein, will enhance the Municipal Home Rule Program.

18 (b) The Municipal Home Rule Pilot Program is established as a permanent program and
19 shall be identified as the Municipal Home Rule Program. Any plan or amendment to a plan
20 approved by the board during the period of the Municipal Home Rule Pilot Program is continued.
21 Any ordinance, act, resolution, rule, or regulation enacted by a participating municipality under
22 the provisions of this section during the period of the Municipal Home Rule Pilot Program shall
23 continue in full force and effect unless and until repealed: *Provided*, That municipalities that are
24 participants in the Municipal Home Rule Program shall update their ordinances, acts, resolutions,
25 rules, and regulations to comply with any additions or modifications to subsection (i), subsection
26 (j), or subsection (k) of this section.

27 (c) (1) Commencing July 1, 2019, any Class I, Class II, or Class III municipality that is
28 current in payment of all state fees may apply to participate in the Municipal Home Rule Program
29 pursuant to the provisions of this section. Also, commencing July 1, 2019, up to four applications
30 per year from Class IV municipalities may be approved by the board for participation in the
31 Municipal Home Rule Program pursuant to the provisions of this section, provided the Class IV
32 municipality is current in payment of all state fees.

33 (2) The municipalities participating in the Municipal Home Rule Pilot Program on the
34 effective date of the amendment and reenactment of this section are authorized to continue in the
35 Municipal Home Rule Program, subject to the requirements of this section, and may amend
36 current written plans and/or submit new written plans in accordance with the provisions of this
37 section.

38 (3) On July 1, 2019, all municipalities currently participating in the Municipal Home Rule
39 Pilot Program shall pay an annual assessment of \$2,000 for the operation and administration of
40 the Home Rule Board. On July 1 of each year thereafter, all municipalities participating in the
41 Municipal Home Rule Program as of that date shall pay the annual assessment. Any participating
42 municipality that fails to timely remit its assessment when due may be assessed a penalty of an
43 additional \$2,000 by the board.

44 (4) There is created in the office of the State Treasurer a special revenue account fund to
45 be known as the Home Rule Board Operations Fund. The assessments required by the provisions
46 of subdivision (3) of this subsection shall be deposited into the fund, and expenditures from the
47 fund shall be made in accordance with appropriation of the Legislature under the provisions of
48 §12-3-1 *et seq.* of this code, and in compliance with the provisions of §11B-2-1 *et seq.* of this
49 code: *Provided*, That legislative appropriation is not required during fiscal year 2019.

50 (5) Any balance in the fund created under subdivision (4) of this subsection at the end of
51 a fiscal year shall not revert to the General Revenue Fund but shall remain in the special revenue
52 account for uses consistent with the provisions of this section.

53 (6) All costs and expenses lawfully incurred by the board may be paid from the fund
54 created under subdivision (4) of this subsection.

55 (7) Notwithstanding any provision of this section to the contrary, if at the end of a fiscal
56 year the unencumbered balance of the fund created in subdivision (4) of this subsection is
57 \$200,000 or more, then annual assessments shall be suspended until the board determines that
58 the unencumbered balance in the fund is insufficient to meet operational expenses. The board
59 shall notify all participating municipalities of the suspension of the annual assessment prior to the
60 end of the fiscal year and provide an estimate of when payment of annual assessments will
61 resume.

62 (d) The Municipal Home Rule Board is continued. The Municipal Home Rule Board shall
63 consist of the following five voting members:

64 (1) The Governor, or a designee, who shall serve as chair;

65 (2) The Executive Director of the West Virginia Development Office, or a designee;

66 (3) One member representing the Business and Industry Council, appointed by the
67 Governor with the advice and consent of the Senate;

68 (4) One member representing the largest labor organization in the state, appointed by the
69 Governor with the advice and consent of the Senate; and

70 (5) One member representing the West Virginia Chapter of the American Planning
71 Association, appointed by the Governor with the advice and consent of the Senate.

72 The Chair of the Senate Committee on Government Organization and the Chair of the
73 House Committee on Government Organization shall serve as ex officio nonvoting members of
74 the board.

75 (e) The Municipal Home Rule Board shall:

76 (1) Review, evaluate, make recommendations, and approve or reject, for any lawful
77 reason, by a majority vote of the board, each aspect of the written plan, or the written plan in its
78 entirety, submitted by a municipality;

79 (2) By a majority vote of the board, select, based on the municipality's written plan, new
80 Class I, Class II, Class III, and/or Class IV municipalities to participate in the Municipal Home Rule
81 Program;

82 (3) Review, evaluate, make recommendations, and approve or reject, for any lawful
83 reason, by a majority vote of the board, the amendments to the existing approved written plans
84 submitted by municipalities: *Provided*, That any new application or amendment that does not
85 reasonably demonstrate the municipality's ability to manage its associated costs or liabilities shall
86 be rejected;

87 (4) Consult with any agency affected by the written plans or the amendments to the
88 existing approved written plans; and

89 (5) Perform any other powers or duties necessary to effectuate the provisions of this
90 section: *Provided*, That any administrative rules established by the board for the operation of the
91 Municipal Home Rule Program shall be published on the Municipal Home Rule Board's website,
92 and made available to the public in print upon request.

93 (f) Any Class I, Class II, Class III, or Class IV municipality desiring to participate in the
94 Municipal Home Rule Program, or any municipality desiring to amend its existing approved written
95 plan, shall submit a written plan to the board stating in detail the following:

96 (1) The specific laws, acts, resolutions, policies, rules, or regulations which prevent the
97 municipality from carrying out its duties in the most cost-efficient, effective, and timely manner;

98 (2) The problems created by those laws, acts, resolutions, policies, rules, or regulations;

99 (3) The proposed solutions to the problems, including all proposed changes to ordinances,
100 acts, resolutions, rules, and regulations: *Provided*, That the specific municipal ordinance
101 instituting the solution does not have to be included in the written plan; and

102 (4) A written opinion, by an attorney licensed to practice in the State of West Virginia,
103 stating that the proposed written plan does not violate the provisions of this section.

104 (g) Prior to submitting its written plan, or an amendment to an existing approved written
105 plan, to the board, the municipality shall:

106 (1) Hold a public hearing on the written plan or the amendment to the existing approved
107 written plan;

108 (2) Provide notice of the public hearing at least 30 days prior to the public hearing by a
109 Class II legal advertisement: *Provided*, That on or before the first day of publication, the
110 municipality shall send a copy of the notice by certified mail to the Municipal Home Rule Board
111 and the cabinet secretary of every state department;

112 (3) Make a copy of the written plan or amendment available for public inspection at least
113 30 days prior to the public hearing; and

114 (4) After the public hearing, adopt an ordinance authorizing the municipality to submit a
115 written plan or amendment to the Municipal Home Rule Board: *Provided*, That the proposed
116 ordinance has been read two times, as required by §8-11-4 of this code.

117 (h) By a majority vote, the Municipal Home Rule Board may select from the municipalities
118 that submitted written plans and were approved by the board by majority vote new Class I, Class
119 II, Class III, and/or Class IV municipalities to participate in the Municipal Home Rule Program.

120 (i) The municipalities participating in the Municipal Home Rule Program may not pass an
121 ordinance, act, resolution, rule, or regulation, under the provisions of this section, that is contrary
122 to the following:

123 (1) Environmental law;

124 (2) Laws governing bidding on government construction and other contracts;

125 (3) The Freedom of Information Act;

126 (4) The Open Governmental Proceedings Act;

127 (5) Laws governing wages for construction of public improvements;

128 (6) The provisions of this section;

129 (7) The provisions of §8-12-5a of this code;

- 130 (8) The municipality's written plan;
- 131 (9) The Constitution of the United States or the Constitution of the State of West Virginia;
- 132 (10) Federal law, including those governing crimes and punishment;
- 133 (11) Chapters 60A, 61, and 62 of this code or any other provisions of this code governing
- 134 state crimes and punishment;
- 135 (12) Laws governing pensions or retirement plans;
- 136 (13) Laws governing annexation;
- 137 (14) Laws governing taxation: *Provided*, That a participating municipality may enact a
- 138 municipal sales tax up to one percent if it reduces or eliminates its municipal business and
- 139 occupation tax: *Provided, however*, That if a municipality subsequently reinstates or raises the
- 140 municipal business and occupation tax it previously reduced or eliminated under the Municipal
- 141 Home Rule Pilot Program or the Municipal Home Rule Program, it shall reduce or eliminate the
- 142 municipal sales tax enacted under the Municipal Home Rule Pilot Program or the Municipal Home
- 143 Rule Program in an amount comparable to the revenue estimated to be generated by the
- 144 reinstated tax: *Provided further*, That any municipality that imposes a municipal sales tax pursuant
- 145 to this section shall use the services of the Tax Commissioner to administer, enforce, and collect
- 146 the tax required by the provisions of §11-15-1 *et seq.*, §11-15A-1 *et seq.*, and §11-15B-1 *et seq.*
- 147 of this code and all applicable provisions of the Streamlined Sales and Use Tax Agreement: *And*
- 148 *provided further*, That the tax does not apply to the sale of motor fuel or motor vehicles;
- 149 (15) Laws governing tax increment financing;
- 150 (16) Laws governing extraction of natural resources;
- 151 (17) Marriage and divorce laws;
- 152 (18) Laws governing professional licensing or certification, including the administration
- 153 and oversight of those laws, by state agencies to the extent required by law; (19) Laws, rules, or
- 154 regulations governing the enforcement of state building or fire codes;

155 (20) Federal laws, regulations, or standards that would affect the state's required
156 compliance or jeopardize federal funding;

157 (21) Laws or rules governing procurement of architectural and engineering services:
158 *Provided*, That notwithstanding any other provision of this section to the contrary, the change
159 made in this subdivision applies prospectively and any ordinance enacted by the participating
160 municipalities prior to the effective date of the amendments to this section during the 2019 regular
161 legislative session and pursuant to the Municipal Home Rule Pilot Program remains in effect.

162 (22) The provisions of chapter 17C of this code; or

163 (23) Laws, rules, or regulations governing communication technologies or
164 telecommunications carriers, as the term "telecommunications carrier" is defined by the Federal
165 Communications Commission in 47 U.S.C. §153 or as determined by the Public Service
166 Commission of West Virginia.

167 (24) Laws governing the sale, transfer, possession, use, storage, taxation, registration,
168 licensing, or carrying firearms, ammunition, or accessories thereof.

169 (j) The municipalities participating in the Municipal Home Rule Program may not pass an
170 ordinance, act, resolution, rule, or regulation under the provisions of this section that:

171 (1) Affects persons or property outside the boundaries of the municipality: *Provided*, That
172 this prohibition under the Municipal Home Rule Program does not limit a municipality's powers
173 outside its boundary lines to the extent permitted under other provisions of this section, other
174 sections of this chapter, other chapters of this code, or court decisions;

175 (2) Enacts an occupation tax, fee, or assessment payable by a nonresident of a
176 municipality; or

177 (3) Imposes duties on another governmental entity, unless the performance of the duties
178 is part of a legally executed agreement between the municipality and the other governmental
179 entity, or is otherwise permitted by state law;

180 (k) Municipalities may not prohibit or effectively limit the rental of a property, in whole or in
181 part, or regulate the duration, frequency, or location of such rental, in whole or in part. A

182 municipality may regulate activities that arise when a property is used as a rental: *Provided*, That
183 such regulation applies uniformly to all properties, without regard to whether such properties are
184 used as a rental: *Provided, however*, That nothing in this subdivision may be construed to prohibit
185 a municipality from imposing a hotel occupancy tax as prescribed in §7-18-1 *et seq.* of this code.

186 (l) A municipality participating in the Municipal Home Rule Program may amend its written
187 plan at any time subject to the requirements of this section.

188 (m) A municipality participating in the Municipal Home Rule Program may amend any
189 ordinance, act, resolution, rule, or regulation enacted pursuant to the municipality's approved
190 written plan at any time as long as the amendment is consistent with the municipality's approved
191 written plan, as modified by any amendments adopted pursuant to this section, complies with the
192 provisions of this section, and the municipality complies with all applicable state law procedures
193 for enacting municipal legislation.

194 (n) On or before December 1 of each year, each participating municipality shall give a
195 written progress report to the Municipal Home Rule Board, and on or before January 1 of each
196 year, the Municipal Home Rule Board shall give a summary report of all the participating
197 municipalities to the Joint Committee on Government and Finance.

198 (o) Notwithstanding any other provision of this code to the contrary, a distributee under
199 the provisions of this section may not seek from the Tax Division of the Department of Revenue
200 a refund of revenues or moneys collected by, or remitted to, the Tax Division of the Department
201 of Revenue, nor seek a change in past amounts distributed, or any other retrospective adjustment
202 relating to any amount distributed, to the extent that the moneys in question have been distributed
203 by the Tax Division to another distributee, regardless of whether those distributions were
204 miscalculated, mistaken, erroneous, misdirected, or otherwise inaccurate or incorrect. For
205 purposes of this section, the term "distributee" means any municipality that has enacted a sales
206 and use tax under this section or as otherwise permitted by law that receives or is authorized to
207 receive a specific distribution of revenues or moneys collected by, or remitted to, the Tax Division
208 of the Department of Revenue pursuant to this section.

The Joint Committee on Enrolled Bills hereby certifies that the foregoing bill is correctly enrolled.

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Chairman, Senate Committee

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Chairman, House Committee

Originated in the Senate.

In effect 90 days from passage.

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Clerk of the Senate

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Clerk of the House of Delegates

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President of the Senate

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Speaker of the House of Delegates

The within this the.....
Day of, 2019.

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Governor