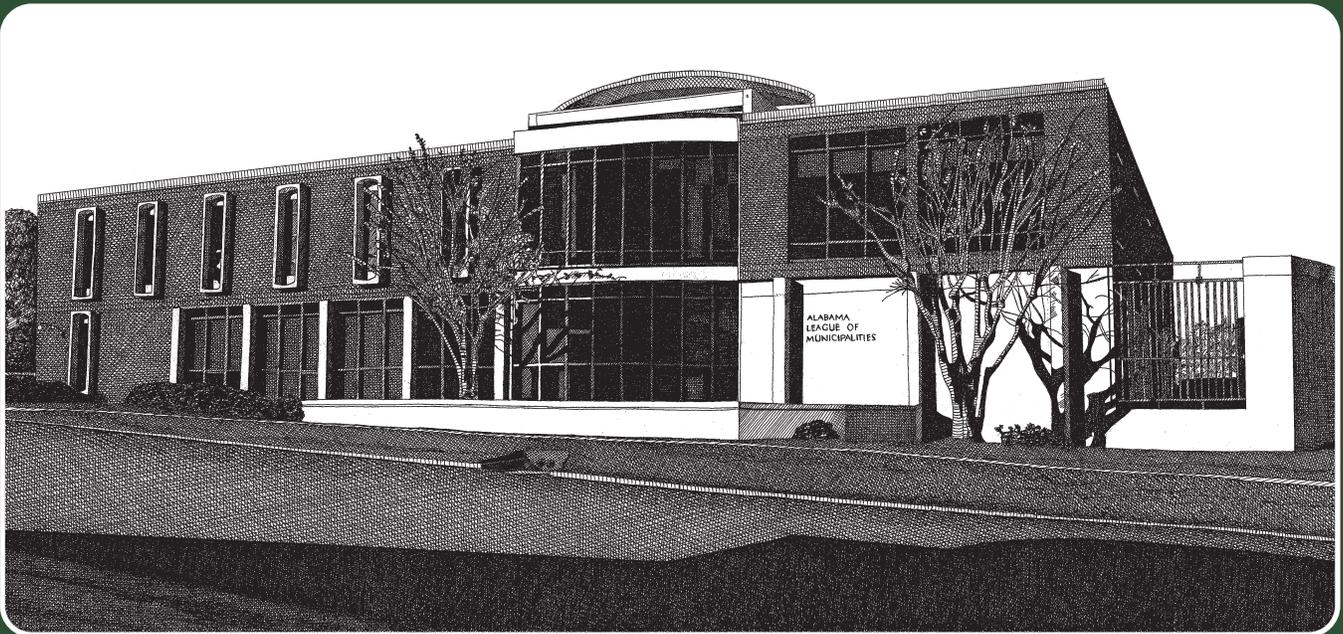


# Municipal Clerk's Manual

2026 Edition



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The Alabama League of Municipalities is a nonpartisan membership association of over 450 incorporated cities and towns. Since 1935, the League has worked to strengthen municipal government through advocacy, training and the advancement of effective local leadership. As the recognized voice of Alabama's cities and towns, the League's member municipalities benefit from a variety of member programs, services and activities that are impossible to accomplish alone.

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# Foreword

Originally prepared many years ago, this manual is revised after every municipal election cycle to answer many of the questions we receive concerning the duties and responsibilities of municipal clerks in cities and towns operating under the mayor-council form of government. The manual is not intended to take the place of special reminders which the League sends to municipal clerks from time to time nor should it be used in lieu of basic statutes, court decisions and opinions of the attorney general. Rather, this manual is designed to be a quick reference for busy municipal clerks when time is not available for extensive research.

Duties of municipal clerks originate from several sources. Some duties and responsibilities of the office are imposed by statute, some by ordinance and still others by long-practiced custom. The duties in the statutory group are relatively fixed. However, the manner of performing those duties is not rigid unless a particular statute mandates a prescribed procedure. Relatively few statutes establish rigid procedures clerks must follow in performing their duties. For this reason, any comments relating to the manner of performing the clerk's duties must be regarded as suggested means of accomplishing the job.

It is impossible to outline all of the duties and responsibilities which have been imposed upon municipal clerks by all of the cities and towns of the state. Often these duties are outlined by specific ordinances or municipal code provisions to which additional duties have been imposed by subsequent ordinances and resolutions dealing with specific subjects. Because duties are imposed by local ordinance, each municipal clerk must know the exact requirements prescribed for the office by the local governing body.

In addition to the duties imposed by statute and ordinance, many duties are established by custom. These customary practices vary from municipality to municipality. However, certain customs are generally uniform. While not regarded as legally-imposed responsibilities, many customs are extremely important to the successful administration of municipal affairs. This handbook endeavors to point out certain customary practices which are generally followed in cases where statutes and ordinances are silent.

History has proven that municipal governing bodies show wisdom in the selection of their clerks. Many clerks have served for decades and have helped maintain the continuity of their municipal governments. It cannot be overemphasized that the manner in which the office of the municipal clerk is conducted determines to a large extent the success or failure of the whole municipal operation. We wish to thank all municipal clerks for their fine cooperation with the Alabama League of Municipalities throughout our more than nine decades of service. We especially acknowledge the many helpful suggestions clerks have made from time to time on subjects that should be included in this manual.

Greg Cochran, Executive Director

Revised, January 2026

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## The Office of the Municipal Clerk

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The title “clerk” as employed in municipal charters, ordinances and statutes, usually refers to those persons whose duties are principally clerical, as compared to those of an administrative or executive character. *McQuillin, The Law of Municipal Corporations*, 3rd Edition, Section 12:63. In another sense, the “municipal clerk” has been held to be an officer who performs ministerial duties in obedience to the mandate of legal authority without regard to, or in the exercise of, personal judgment upon the propriety of the act performed.

While these observations are correct, they fall short of the full range of activities which take place in the office of the municipal clerk in Alabama. In practice, the office of the municipal clerk is the local intelligence center, and the clerk is relied upon by the governing body of the municipality, the people of the community, and the employees of the municipality, for accurate information concerning the welfare of the city or town. The following observation was made in the October 1949 issue of the newsletter of the National Institute of Municipal Clerks:

“The Clerk’s office can be truly called the hub of local government. It is the Clerk who is the contact between the citizens and the government. It is he or she to whom most complaints are brought. He or she gives advice on many subjects, not necessarily relating to the government, but by his or her contact with the public, they for a great part place confidence in him or her [to] answer most any question. The Clerk, can, if he or she so desires, wield a great measure of influence in his or her community.”

This manual endeavors to cover the basic duties of municipal clerks serving under the mayor-council form of government. For the most part, the duties covered are those imposed by statute. It must be remembered, however, that local governing bodies are authorized to impose additional duties upon clerks and that each clerk must be familiar with those duties imposed by the local governing body. **For those municipalities operating under a form of government different from the mayor-council form of government, please keep in mind that different duties and responsibilities may apply to you other than or in addition to those outlined in this manual.**

Certain customary practices and duties of the clerk are pointed out in this manual. References to those customs and practices are provided merely as a guide for the consideration of the municipal clerk and the local governing body. They are not intended to conflict with any local ordinances or customs which have been established for the performance of any particular municipal function.

## Selection of the Clerk and Term of Office

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**In Cities and Towns of Less than 6,000 Inhabitants:** In municipalities having a population of less than 6,000 inhabitants, the council shall elect a clerk. Section 11-43-4, Code of Alabama 1975. Election of the clerk and other officers by the council shall be made by roll call voice vote, and at least a majority of all members of the council must vote in favor of the election in order for it to succeed. Section 11-43-45, Code of Alabama 1975. Since a municipal clerk is so important to the operation of the council, the clerk is usually elected by the council at its organizational meeting, or at the first regular meeting after the organizational meeting. However, unlike in larger municipalities, there is no legal requirement that the council select a new clerk immediately. Until the council selects a new clerk, the clerk who served the previous term will continue to serve. Section 11-43-4, Code of Alabama 1975.

The council is authorized to set the terms for which the new clerk and other municipal officers will serve. This must be done in an ordinance, and the council cannot set a term for the clerk that will exceed the term of the mayor. Section 11-43-46, Code of Alabama 1975. Because a clerk’s term of office must end either at the same time that the mayor’s term ends or before,, the council must either reappoint the previous clerk or appoint a new clerk at each organizational meeting of a new council or as soon as practicable thereafter. AGO 2013-0020.

**In Cities of 6,000 Inhabitants or More:** In cities having a population of more than 6,000, the council must elect a clerk at its first regular meeting, or as soon thereafter as practicable. Section 11-43-3, Code of Alabama 1975. The manner in which the council of such cities elects a clerk is controlled by Section 11-43-45, just as in cities and towns of less than 6,000 inhabitants.

Unlike the clerk in municipalities of less than 6,000 inhabitants, the clerk of a municipality of 6,000 inhabitants or more is elected to serve until the next general municipal election and until a successor is elected by the council and qualified. Section 11-43-3, Code of Alabama 1975.

In a municipality with a population over 6,000, the council, by a two-thirds vote and with the consent of the mayor, may consolidate the office of the city treasurer and the city clerk and may abolish any municipal office; however, this can only be done when it will not shorten the term of any officer. Section 11-43-2(a), Code of Alabama 1975. The consent of the mayor is not necessary to consolidate or abolish offices if the mayor sits as a voting member of the council. Section 11-43-3(b), Code of Alabama 1975.

Regardless of the code provisions cited above, additional rules may apply in municipalities where clerks are covered by personnel systems established by local acts of the state legislature.

## **Removal of the Clerk**

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A municipal clerk is subject to removal at any time, for good cause, by a two-thirds vote of the governing body that appointed them. Section 11-43-160, Code of Alabama 1975. A clerk can also be impeached pursuant to Section 175, Alabama Constitution, 2022. Section 175 provides that an officer of an incorporated city or town may be tried for impeachment for any of the causes specified in Section 173, Alabama Constitution 2022. If convicted, the clerk can be removed from office.

An officer can be impeached and removed from office for the following causes:

1. Willful neglect of duty;
2. Corruption in office;
3. Incompetency;
4. Intemperance in the use of intoxicating liquors or narcotics to such an extent in view of the dignity of the office and importance of its duties as unfits the officer for the discharge of such duties;
5. Any offense involving moral turpitude while in office, or committed under color thereof, or connected therewith.

Section 36-11-1(b), Code of Alabama, 1975; Section 173, Alabama Constitution, 2022.

Impeachment proceedings may be filed in the circuit court or other courts of like jurisdiction. *Day v. Andrews*, 279 Ala. 563, 565, 188 So. 2d 523, 526 (1966). Impeachment proceedings may be initiated in either of two ways:

1. By a grand jury and prosecuted by the district attorney as specified in Section 36-11-4 of the Code.
2. By five resident taxpayers who must post bond as required by Section 36-11-6 of the Code. AGO 1997-0276; AGO 2102-0035.

## **Qualifications of the Clerk**

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Sections 11-43-3 and 11-43-4, Code of Alabama 1975, do not establish any specific qualifications for the municipal clerk. The selection of the clerk is left almost entirely to the discretion of the council. Local personnel rules and ordinances may, however, establish qualifications for the clerk.

During his or her term of office, the clerk cannot hold any other job with the same municipality or engage in any contract work paid for by the same municipality. Section 11-43-12, Code of Alabama 1975. This section has been held by the Attorney General to prevent a member of the municipal council from serving as municipal clerk if any compensation is provided for the performance of the clerk's duties. AGO to Hon. Bobby Newman, December 8, 1976. However, a municipal clerk may be employed by a separately incorporated utility board and receive compensation for their service. AO 93-1.

## Residency Requirements

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Alabama law does not require municipal clerks to live in the municipality where they serve. In fact, Alabama law does not require a municipal clerk in a municipality of less than 6,000 to reside in the state at all. AGO 1997-0057. However, in cities with a population over 6,000, the council may, by ordinance, require the city treasurer and the city clerk to be residents of the city. Section 11-43-3(a), Code of Alabama, 1975.

## Nepotism

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The Alabama nepotism statute does not apply to municipalities. Therefore, a municipal clerk can continue to serve in that capacity even if the clerk is related to a member of the council or to a city employee. AGO to Hon. Oscar H. Beard, February 23, 1977, finding that the town clerk may be the wife of a member of the town council; AO 92-85, finding that a municipal clerk may continue to serve after three of her family members were elected to the city council. Nepotism may be addressed locally by personnel policy.

## Salary of the Clerk

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**Fixed by Council:** The council has the authority to set a salary for the office of clerk. Sections 11-43-3, 11-43-4, and 11-43-7, Code of Alabama 1975. There are no statutory limits on this authority.

**Salary in Lieu of All Other Compensation:** The clerk is entitled to receive whatever salary or fees for their services that the council sets by ordinance. Section 11-43-7, Code of Alabama 1975. The council may provide by ordinance that the clerk shall receive a salary in lieu of all other compensation. In such cases, the clerk shall not receive for personal use any fees or other compensation for services he or she may provide by virtue of the position of clerk. The clerk will still collect the fees authorized by law or ordinance that are paid to the municipality and included in its treasury. Section 11-43-6, Code of Alabama 1975.

As noted later in this manual, a clerk is required, upon request, to attest and certify transcripts from municipal records. For the performance of this duty, the clerk is entitled to charge fees not in excess of those allowed county officers for like services. The fees must be treated as public money and must be placed in the municipal treasury when the clerk receives a salary or fixed compensation. Section 11-43-7, Code of Alabama 1975.

**Change of Salary During Term of Office:** Section 11-43-9, Code of Alabama 1975, prohibits the municipal council from increasing or decreasing the compensation of any elected or appointed municipal officer. However, the Attorney General has ruled that the municipal clerk, treasurer and auditor are considered municipal employees, not municipal officers, for the purposes of Section 11-43-9. Therefore, the council can increase or decrease the compensation for these positions at any time during the term. AGO 1991-0321.

**Fringe Benefits:** Cities and towns in Alabama have the authority to maintain policies for group life, health, accident and/or hospitalization insurance. They also have the authority to maintain individual annuity contracts, retirement income policies or group annuity contracts to provide retirement plans for the benefit of their officers and employees. Section 11-91-1, Code of Alabama 1975. Cities and towns can also allow their employees to participate in a deferred compensation plan and may provide health insurance benefits to their employees and retirees. AGO 2019-0011.

Municipalities whose employees are not covered by a recognized retirement program are subject to the provisions of the federal Social Security law. As will be noted later, the duty of the clerk generally includes handling Social Security records, reports and requirements for the municipality.

**Statement of Economic Interests:** All municipal clerks are required to file a statement of economic interests with the State Ethics Commission. Section 36-25-14(a)(14), Code of Alabama 1975.

## Clerk's Surety Bond

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**Individual Surety Bond:** A clerk is required to give bond with sureties, approved by the mayor, in such sum as the council may prescribe. Section 11-43-104, Code of Alabama 1975. This is an individual bond which must be signed by the clerk, and it is usually conditioned upon the faithful performance of duties. Where the bond is furnished by the clerk and a corporate surety, the municipal governing body has the authority to pay the premium on the bond. AGO to Hon. Frank Gwaltney, October 22, 1957.

**Public Improvement Assessment Bond:** If the clerk is charged with the duty of collecting public improvement assessments from which improvement assessment bonds are payable, then an additional bond is required equal to not less than 5 percent of the total amount of the sinking funds maintained for such purposes. Section 11-81-115, Code of Alabama 1975.

**Combined Clerk/Treasurer:** As stated above, the council of a municipality with more than 6,000 inhabitants may choose to combine the offices of clerk and treasurer into one position. Section 11-43-3, Code of Alabama 1975. If the offices of clerk and treasurer have been combined, the bond of the clerk-treasurer should cover the duties of both offices. The treasurer's bond is conditioned not only upon the faithful performance of duties, but also upon the safe custody of municipal funds. Therefore, the bond of the clerk-treasurer should include this feature in its coverage. Section 11-43-120, Code of Alabama 1975.

## Working Hours of the Clerk

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Alabama law does not specify the working hours of the city clerk; office hours are at the discretion of the municipal governing body. Each municipality should adopt an ordinance prescribing the days of the week when the clerk's office shall be open and the opening and closing hours on such days. In the same ordinance, the governing body might include the holidays that the office will close for, how municipal employees accumulate vacation and sick leave, dates of pay periods, and other related provisions. If the municipal governing body does not specify the clerk's working hours, then the mayor has the authority to set those hours.

## Council Meetings

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**Attendance Required:** Clerks must attend council meetings and keep the record of council proceedings, known as the minutes. Section 11-43-100, Code of Alabama 1975. The form and content of council meeting minutes is discussed later in this manual.

In the absence of the clerk, the council has the duty to appoint some person to keep the minutes for the meeting. The council may appoint one of its own members to perform this duty. While that councilmember is engaged in the performance of this duty, he or she is not deprived of voting upon questions coming before the council. *Clark v. Uniontown*, 4 Ala. App. 264, 58 So. 725 (Ala. App. 1912)

One of the most important duties of a clerk is to prepare the council's meeting place to accommodate council members and members of the public who attend the meeting. These preparations may include things like ensuring there is sufficient seating, or supplying council members with notetaking supplies and drinking water.

In many municipalities, the clerk will call members of the governing body by telephone to remind them of the meeting. If council committees or subcommittees are expected to report to the council, the clerk will also notify the committee chairs, giving them sufficient time to compile their reports. Some municipalities follow the practice of having the clerk make copies of the minutes from the last meeting. Those copies should be distributed to each member of the council, giving the members sufficient time to read and note any needed corrections.

**Agenda:** The presiding officer of the council will set the agenda for each meeting. The clerk will likely assist in the preparation of the agenda. In order to prepare the agenda, the clerk will likely need to prepare the following materials:

- The minutes of the prior meeting, for the council's approval;
- Any bills and claims requiring council approval (checked for accuracy, verified, and organized by department);

- Any petitions and notices to the governing body, for the council’s consideration;
- Any written ordinances and resolutions proposed for introduction or awaiting final action;
- Any written correspondence requiring council attention;
- Any reports scheduled for the council’s consideration;
- Any relevant reminders from the clerk’s office, such as renewal of insurance policies, appointments required to fill vacancies on municipal boards, bonds or notes due for payment and amendments to be considered for license and tax ordinances; and
- A report on actions taken by the clerk pursuant to direction of the council at its last meeting.

In collecting any written or printed materials for council meetings, the clerk should make a copy of each for each council member.

**Regular and Special Meetings:** A municipality with a population of less than 2,000 must hold at least one regular council meeting each month. A municipality with a population of 2,000 or more must hold at least two regular meetings each month. In addition to these regular meetings, the presiding officer may call special meetings whenever doing so is in the public interest. If two council members or the mayor submit a written request for a special meeting, the presiding officer has the duty to call the meeting. Section 11-43-50, Code of Alabama 1975. The clerk will assist the presiding officer in calling such a meeting.

When a city council, through at least two of its members, specifically requests that a special meeting be held on a specific date and at a specific time, Section 11-43-50 of the Code of Alabama requires the presiding officer to call for the meeting on the date and time requested by the council. If the presiding officer fails to call the meeting for that date and time, the council members who made the request may call the meeting themselves. AGO 2003-0237. When this happens, the clerk should provide the same assistance in calling the meeting to the council members, because the meeting was called in accordance with the law.

**Notice to Councilmembers:** When a special meeting is to be held, the clerk generally prepares a waiver of notice for each of the members of the council to sign. This waiver will be incorporated into the minutes of the meeting. The waiver might be in the form substantially as follows:

“We, the undersigned members of the [City/Town] Council of the [City/Town] of \_\_\_\_\_, Alabama, hereby waive notice of \_\_\_\_\_ for the purpose of \_\_\_\_\_ and do consent that said meeting for said purpose be held at the [City/Town] Hall in the [City/Town] of \_\_\_\_\_, Alabama, at \_\_\_ o’clock [A.M./P.M.], on the \_\_\_ day of \_\_\_\_\_, 20\_\_.”

Each member’s signed waiver should be secured *before* the meeting.

The Attorney General has ruled that there is no statutory minimum amount of time in which the clerk must notify council members of an upcoming meeting, but that reasonable notice is required. AGO 1991-0334.

An adjourned meeting (a meeting that continues the session of an earlier meeting which was never concluded; also known as a continued meeting) is legal and does not require the clerk to give additional notice to council members. *Culpepper v. Phenix City*, 113 So. 56, 58 (Ala.1927).

The clerk’s notice to council members of upcoming meetings is different than the notice the clerk must give to the public pursuant to the Open meetings Act. Clerks should ensure that they comply with the amount of notice required by the Open Meetings Act, discussed in a later section of this manual, and any rules of procedure adopted by the municipal council.

**Alabama Open Meetings Act:** Another of the clerk’s crucial responsibilities is helping elected officials comply with the Alabama Open Meetings Act (OMA), which is codified in Sections 36-25A-1 – 36-25A-11, Code of Alabama 1975. This discussion of the OMA will help you understand the broader requirements of the law, but we recommend that all municipal officials and clerks familiarize themselves with the text of the OMA itself.

Meetings of all governmental bodies are subject to the OMA. For the purposes of the OMA, all of the following are governmental bodies:

1. Municipal boards, bodies, and commissions which expend or appropriate public funds, including the municipal council and any committees or subcommittees made up of its members.
2. The governing bodies of municipal departments, agencies, institutions, and instrumentalities.
3. The governing bodies of any corporations and other instrumentalities whose governing boards are comprised of a majority of members who are appointed or elected by the municipality, including separately incorporated municipal boards.

The OMA defines a meeting as a gathering of a quorum of a governmental body to deliberate on a matter relevant to the body or to exercise the powers the body possesses under Alabama law. A quorum is a majority of the whole number of members which the municipality may have on the council; this number includes the mayor in municipalities under 12,000 in population where the mayor sits as a voting member of the council. Section 11-43-48, Code of Alabama 1975. To be counted towards establishing a quorum, members of the governing body must be physically present. Section 36-25A-5.2(a). If a quorum is not present, a meeting cannot be called to order, and the council cannot take any action. Since there is no meeting in this situation, the requirements of the OMA would not apply.

The quorum requirement applies to both the governing body itself and all committees of the governing body. The law applies to prearranged gatherings, which includes regular as well as special meetings. Fortunately, the OMA makes it clear that certain types of gatherings are not subject to the rules. This allows members to attend social events or conventions, or similar activities together, provided that they do not deliberate matters that are expected to come before the body at a later time.

The Open Meetings Act also prohibits serial meetings. Section 36-25A-2(13), Code of Alabama 1975, defines a serial meeting as any series of gatherings of two or more members of a governmental body, at which:

1. Less than a quorum is present at each individual gathering and each individual gathering is attended by at least one member who also attends one or more other gatherings in the series;
2. The total number of members attending two or more of the series of gatherings collectively constitutes a quorum;
3. There is no notice or opportunity to attend provided to the public in accordance with the Alabama Open Meetings Act;
4. The members participating in the gatherings deliberate specific matters that, at the time of the exchange, the participating members expect to come before the subcommittee, committee or full governmental body at a later date;
5. The series of gatherings was held for the purpose of circumventing the provisions of this chapter;
6. At least one of the meetings in the series occurs within (7) calendar days of a vote on any of the matters deliberated.

**Meeting Notice Requirements:** The municipal clerk is responsible for issuing public notice of any meetings that are subject to the OMA. The clerk must post notice on a public bulletin board at city hall. The OMA requires at least seven calendar days' notice for a regularly scheduled meeting of the council or standing committee of the council, when a meeting date and time is established by organizational ordinance or resolution. Section 36-25A-3, Code of Alabama 1975. The posting of a municipality's organizational ordinance or resolution specifically stating the place, date, and time of regular council meetings and standing committee meetings, and a general description of the nature and purpose of those meetings is sufficient to meet the notice requirements of the OMA. This notice should be posted permanently. If this regularly scheduled meeting is rescheduled or postponed for any reason, the clerk should post notice of the change at least seven calendar days prior to the new meeting date and time.

For special called council meetings or meetings of a standing committee that does not have regularly scheduled meetings set by ordinance or resolution, notice must be posted at least 24 hours before the meeting is scheduled to begin; this is the absolute minimum, but the clerk should post notice of the meeting as soon as practicable after the meeting is called.

Meeting notice must include the time, date and place of the meeting. If a preliminary agenda is available, that agenda must be posted as soon as practicable alongside the meeting notice. If a preliminary agenda is not available, the law does not require the clerk to create one. Instead, the posted notice should include a general description of the nature and purpose

of the meeting. Section 36-25A-3(c), Code of Alabama 1975. The governing body may still discuss additional matters at the meetings, even if they are not included in the preliminary agenda.

Members of the public and news media are entitled, by law, to request direct notification of council meetings. Direct notice should include the time, date, and place of the meeting, and should be issued at the same time the general public notice is posted.

The municipality must provide this direct notice to those who request it, but it can set its own reasonable rules and regulations for doing so. The municipality may establish a procedure for a person to officially request direct notice, and may require the person requesting notice to pay the actual cost of issuing notices, if there is a cost, in advance. The municipality can also choose the method of providing direct notice. This may include using email, telephone, fax, the United States Postal Service, or any other method reasonably likely to provide the requested notice.

**Executive Sessions:** At times, the council may want to discuss a matter privately rather than in a public meeting. The OMA permits the council to enter into an executive session, which is a portion of an otherwise public meeting from which the public is excluded. However, the OMA specifically states that executive sessions are never required for any reason. Section 36-25A-7(a). The OMA provides certain legal protections for council members for what they say in a public meeting, so they will not face legal repercussions for choosing not to go into an executive session as long as any statements are relevant to a pending action. Section 36-25A-8, Code of Alabama 1975.

The OMA permits the council to enter into executive sessions for nine specified reasons. For more information on the specified reasons to enter into executive session, please refer to the “Open Meetings Act” article in the League’s *Selected Readings for the Municipal Official* page on the League’s website at the following link <https://almonline.org/SelectedReadingsfortheMunicipalOfficial.aspx>.

The OMA spells out the specific procedure for entering into an executive session. **First**, a quorum of the governmental body must first convene a meeting as defined in the Act. **Second**, a majority of the members of the governmental body present must adopt, by recorded vote, a motion calling for the executive session. If the stated reason requires an oral or written declaration to justify the executive session as required by the OMA, the oral or written declaration must be made prior to the vote. **Third**, the vote of each member, as well as the written or oral declaration, shall be recorded in the minutes. **Fourth**, prior to calling the executive session to order the presiding officer shall state whether the governmental body will reconvene after the executive session and if so, the approximate time the body expects to reconvene. *See*, Section 36-25A-7, Code of Alabama 1975, for more details. No votes are taken and no minutes are kept during an executive session, and nothing in the law requires that the clerk be in attendance at an executive session.

## Council Minutes

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**Importance of Keeping Accurate Minutes:** The council is required to keep a journal of its proceedings, which shall be open to the inspection and examination of all citizens and shall have the force and effect of a record. This “journal of its proceedings” is commonly known as the council “minutes”. A copy, certified by the clerk shall be prima facie evidence in any court or elsewhere. Section 11-43-52, Code of Alabama 1975.

The importance of the clerk’s duty to keep the minutes of council proceedings cannot be overemphasized. As the Court said in *Penton v. Brown Crummer Inv. Co.*, cited above.

“Section 1915 (Section 11-43-100, Code of Alabama 1975) requires the city clerk to attend meetings of the council and keep a record of its proceedings. They do not have to be written at the session of the council or during any other time fixed by law. Any errors in such records may be corrected at any subsequent session of the council. It does not lose control of its minutes by the lapse of any definite time, as with the courts . . . *And such record is the only evidence of the acts of the council* . . . And, as said in *Anniston v. Davis*, 13 So. 331 (Ala.1893), ‘So long as the minutes of the meeting . . . remain as the minutes of the council, they cannot be impeached or varied in a collateral proceeding by parol testimony.’ And in McQuillin, *Municipal Corporations*, pp. 499, 500, Section 561 (621), it is said: ‘Records imperatively required by law, made by the proper officers, are conclusive of the facts therein stated, not only upon the corporation, but upon all the world as long as they stand as records. Their accuracy can be

contradicted or impeached only in proceedings instituted directly for the purpose and to the end that the record may be corrected. So long as they are in existence and can be produced they are the only competent evidence of the acts of the corporation.” [Emphasis added.]

Going further, the court pointed out:

“If the record does not speak the truth, it should be made to do so, for the council has the right at a subsequent meeting to amend it, and, if the council should fail to do so on proper petition, mandamus will lie to require it.”

If the clerk is absent, the council may appoint some other person—even one of its members—to perform the clerk’s duties at the council meeting(s) from which the regular clerk is absent. A council member who is appointed to take the minutes of the council meeting is not deprived from voting. *Clark v. Uniontown*, 58 So. 725 (Ala. App. 1912).

**Work Sessions:** With regard to work sessions, it is important to note that if a quorum is present at a work session, then the work session meets the definition of a meeting under the OMA and therefore minutes of the work session must be kept.

The purpose of the work session is for the council to prepare for the upcoming council meeting. While the council will discuss matters for the upcoming meeting, the council takes no action other than to adjourn. Since the minutes record the council’s actions, minutes for works sessions typically consist of the time the meeting begins, roll call, and the time the meeting adjourns.

## Form and Content of Minutes

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**Generally:** First and foremost, it is essential that the minutes reveal that the council has complied with the jurisdictional requirements for holding a legal meeting. The *Penton* case, noted above, pointed out that while council minutes cannot be collaterally attacked, if when offered in evidence they show on their face that the council failed to meet the requirements of a legal meeting, then such proceedings are void. To avoid this pitfall, clerks should be careful to include the following facts:

- The **date, hour** and **place** of the meeting;
- Whether the meeting is a **regular, adjourned** or **special** meeting;
- That **proper notice** was given to each councilmember in the event it was a special meeting and that proper notice was given to the public, especially in the case of a special meeting; and
- The **names** of the members of the council in attendance (a quorum must be present to transact business);
- The **names** of members of the council who are absent;
- The time of late arrivals and early departures;
- Any action taken;
- A record of the work session;
- Whether the council held an executive session.

The minutes of the council need not, and should not, include verbatim reports of the discussion and comments which take place at the meeting, unless a councilmember specifically requests that his or her remarks be included as presented in detail. It is essential, however, that a sufficient record of council activities is made which furnishes satisfactory evidence about the subject matter on which decisions are made, together with evidence that these decisions were adopted in accordance with the law governing the council in its deliberations on the subject.

**Approval of Minutes:** While no legal requirement mandates council approval of the minutes (unless approval is required by local ordinance), this custom is universally followed. The major objection to the reading and approval of minutes lies in the delay and monotony caused by the reading prior to approval. As pointed out earlier, copies of the minutes of the last meeting could be distributed to each council member prior to the meeting at which they are to be approved. This would eliminate the detailed reading of the minutes.

**Record of Petitions and Communications:** The record of petitions and communications presented to the council should show:

- The date of the document,
- The subject to which it relates or the request contained therein,
- The name of the author or authors if few in number (where the number of signers is very large, then a record of the number of signatures on the petition),
- The action taken by the council with respect to the document, and
- Where the document may be found in the files of the municipality if the council orders it filed.

**Record of Bids Received and Opened:** Where the council receives and opens bids, the record should show:

- An accurate list of the bids filed and opened,
- The subject matter of the bids,
- Compliance with all requirements for the advertising for such bids,
- The amounts bid by each respective bidder, and
- The action taken by the council.

The action of the council on acceptance of a bid must be done by resolution. Section 11-45-2, Code of Alabama 1975.

**Records of Council Reports:** Reports to the council should be shown in the minutes by setting forth:

- The name or title of the reporting officer;
- The date of the report;
- The subject of the report;
- Disposition of the report; and,
- If ordered filed, then the minutes might show where the report may be found in the municipal records.

If the report is made orally, the minutes should show:

- Who made the report,
- The subject, and
- The action taken by the council.

It should be remembered that the original written report is the best evidence. The report should not be transcribed into the minutes unless the council orders it done. A copy of the report may be attached to the minutes. The clerk should not enter the substance of oral reports. Stating the subject and recording the disposition is sufficient.

If the report is so important that a record must be made, then the officer making the report should reduce it to writing instead of relying on the clerk to cover it in the minutes of the council meeting. The danger of having the clerk transcribe an oral report lies in the probability of misquoting the officer.

Clerks should remember that the record of the proceedings should state what was done by the assembly and not what was said. Guiding principles to follow in keeping minutes can be summed up by the words brief, clear and factual.

**Audit Exception:** There is an exception to the rule that written reports need not be placed on the minutes unless ordered by the council. The annual audit report submitted to the council by the mayor pursuant to the requirements of Section 11-43-85, Code of Alabama 1975, is required by law to be placed on the minutes. The clerk should explore the possibility of having the auditor submit a verified copy of the audit report on pages which will be inserted into the minutes book. This will relieve the clerk of copying the report and will also provide a verified copy, signed by the auditor, for the minutes.

**Examples of Reports Received by Council:** Depending on the size of the municipality, the governing body must act principally upon reports from persons delegated particular responsibilities. The larger the municipality, the more necessary it is to parcel out definite portions of municipal activities. To a large extent, legislative decisions of the governing body are dependent upon accurate factual reporting of information pertinent to the subject considered.

Some of the many reports received by municipal governing bodies include the following:

- treasurer's report (required by statute);
- periodic departmental reports from the
  - police department,
  - street department,
  - fire department,
  - sanitation department,
  - recreation department,
  - engineering department,
  - license inspector,
  - personnel, and
  - such others as the municipality might have;
- council committee reports; and
- reports of any independent boards established by the council.

Clerks should establish a set of report files to cover each reporting officer or agency. A review of past reports provides valuable information for the council when establishing regulations in a particular field and when adopting annual budgets.

Standardizing written (and oral) reports is highly desirable. Because of familiarity with reporting procedures, clerks are in a good position to recommend standardized forms to those who are required to make reports. Clerks should emphasize the importance of reporting facts and not reasons or rationale.

**Records of Public Hearings:** Occasionally, councils are required by law to hold public hearings before acting on a particular subject. For example, Alabama law requires that a public hearing must be held before passing any zoning ordinance or amending zoning ordinances. See Sections 11-52-77 and 11-52-78, Code of Alabama 1975.

Another example of a mandated public hearing relates to increases in ad valorem taxes. Subsection (f) of Section 217, as amended by Amendment 373 of the Alabama Constitution of 1901, provides that a municipality may, under certain conditions, increase ad valorem taxes after a public hearing. For municipalities following the weed abatement process in Sections 11-67-60 through 11-67-67, Code of Alabama 1975, notice of a public hearing is required after the resolution is passed.

Section 23-4-2, Code of Alabama 1975, provides that whenever the governing body of a municipality proposes to vacate a public street, alley, highway or portion thereof, the governing body shall schedule a public hearing prior to taking final action.

There are circumstances, however, where even if the law does not require a public hearing, a governmental body may want to conduct a hearing to gauge public opinion on a matter before it takes any formal action. For example, state law does not require a municipality to hold a public hearing before issuing an alcoholic beverage license, but it is certainly prudent for a municipality to hold a hearing and take steps to protect an applicant's due process rights in the event of a denial of a license. In instances like this, public input and testimony may help support the basis for the council's decision.

Minutes of a public hearing must show that the meeting was held in compliance with the statute governing the subject, that the notice was given in accordance with the statute, and that the meeting was held at the time and place specified in the notice. The minutes should refer to affidavits, maps, photographs, and other material filed at the hearing, but the clerk should not try to transcribe such material into the record. The record should show who testified orally before the council and in what interest, but it should not contain detailed transcriptions of the testimony. The minutes should carefully record the findings

of the council and the action taken by the council on the subject. Upon making specific findings, the League recommends a statement such as “it therefore is in the best interests of the Town/City of \_\_\_\_\_ to (take whatever action is taken).

For more detailed information on the process for conducting public hearings, see the article titled “The Council and Public Participation” on the *Selected Readings for the Municipal Official* page on the League’s website at the following link <https://almonline.org/SelectedReadingsfortheMunicipalOfficial.aspx>.

**Adjournment of the Meeting:** The minutes should show that the council adjourned either sine die or to another specific time prior to the next regular meeting. If the meeting is adjourned until a particular hour of the same day, it is recommended that the record shows the time of adjournment. This record of adjournment evidences the termination of the meeting and signifies that the minutes thereof are all contained in the record.

**Signing the Minutes:** It is customary for the clerk to sign the minutes, to validate that the minutes were taken and prepared by the officer imposed with that duty. Although not required, it is general practice for the presiding officer of the council to sign the minutes also to show the approval of the council.

**Preparation of Minutes:** No statute requires the minutes of the council to be prepared within a particular time. However, good practice and custom point out the necessity of drafting the minutes while events of the meeting are fresh in the mind of the clerk. A rough draft should be prepared as soon as possible after the meeting. At this point, clerks can appreciate the advantages of arranging materials, prior to the meeting, according to the council agenda and keeping this material arranged in order of consideration by the council. This procedure allows the clerk to cross-check notes from the meeting. The minutes should, at a minimum, set forth the date, time, place, members present or absent, and action taken at each meeting. Section 36-25A-4, Code of Alabama 1975.

The final draft of the minutes should be prepared far enough in advance of the next regular council meeting to allow any councilmember to review them before the meeting. If the city or town customarily furnishes each councilmember with a copy before the meeting, the clerk should be certain to place this task on the calendar of required action.

As a final note on preparing the minutes, it is good practice to follow standard phraseology. After having determined a wording which will meet jurisdictional requirements, it is best to use it for the record in all meetings where similar items are on the agenda. While this might prove monotonous, it saves time and ensures against omission of what might prove to be an important detail.

**Indexing the Minutes:** There are no statutory requirements for indexing the council minutes. Some municipalities have ordinances which require indexing while other cities and towns have established this practice by custom. While not a part of the minutes, an index is invaluable in saving time. For example, when the annual audit is made, the auditor must refer to the council minutes to verify various expenditures. Indexing can reduce the time spent by the auditor in those searches, thereby reducing the cost of the audit for the municipality. An index also saves time at council meetings when a councilmember asks to review previous actions on particular subjects.

**Publication of the Minutes:** Alabama municipalities are not required to publish the journal of their proceedings. The minutes are a public record which all citizens have a right to inspect at reasonable times. Clerks are required to furnish certified transcripts of the minutes upon request. Municipalities are entitled to a fee for this service equal to the fee charged for like service by county officers.

## **Ordinances and Resolutions**

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**Generally:** Municipal governing bodies rely on clerks for guidance when adopting ordinances and resolutions. Whether an ordinance or resolution is adopted according to statutory requirements very often depends upon the municipal clerk. Therefore, clerks must be thoroughly familiar with the entire procedure whether specifically required by statute or not. While it is recommended that all ordinances and resolutions adopted by the governing body be drafted, or at least checked, by the municipal attorney, at times the clerk may be called upon to draft these instruments. In such instances, a clerk must be familiar with ordinance and resolution construction in addition to knowing the legal requirements pertaining to amendment, passage, approval, publication and recording.

Volumes have been written on this subject. Therefore, only the procedures required by Alabama statutes and certain interpretations made by courts will be covered in this manual. For more detailed information on ordinances, please consult the article titled “Municipal Ordinances” on the *Selected Readings for the Municipal Official* page on the League’s website at the following link <https://almonline.org/SelectedReadingsfortheMunicipalOfficial.aspx>.

**Ordinances of General or Permanent Nature:** Section 11-45-2, Code of Alabama 1975, states that no ordinance or resolution of a permanent nature shall be adopted at the first meeting at which it is introduced, unless unanimous consent of those present is given for the immediate consideration of such ordinance or resolution. Section 11-45-8, Code of Alabama 1975, provides that “all ordinances of a general or permanent nature except as otherwise provided shall be published ...” Section 11-45-3, Code of Alabama 1975, provides “In cities having a population of 12,000 or more, all resolutions or ordinances intended to be of a permanent operation, after having been passed by the council, shall be transmitted by the clerk, within 48 hours after their passage, to the mayor or acting mayor for his consideration ...”

These terms—a permanent nature, a general or permanent nature, and permanent operation—should be construed as synonymous. AGO to Hon. Charles E. McConnell, February 6, 1957.

In construing these words and phrases to mean the same thing, the Attorney General pointed out that these terms apply to ordinances and resolutions which constitute legislative acts of the council, as distinguished from acts of a temporary nature which dispose of a particular item of administrative business of the municipality. If an ordinance or a resolution is continuing in nature, and general in its application, then it is of “permanent operation” even though an expiration date has been inserted into the ordinance or the resolution by the council. AGO to Hon. Charles B. McConnell, February 6, 1957.

**Ordinances v. Resolutions:** Generally, ordinances are used to adopt legislative acts of the council, while resolutions are used to exercise the ministerial functions of the council. Nevertheless, the name given the enactment does not determine the formality with which it must be treated. Whether the action of the council is executed in the form of an ordinance or a resolution, if it involves the exercise of legislative power, as distinguished from ministerial functions, the required statutory formality must be observed. This is pointed out because of the wording in Section 11-45-2, cited above, which states “and no ordinance or resolution intended to be of a permanent operation ...”

In an opinion to Hon. C. W. Dismukes, dated January 31, 1961, the Attorney General ruled that the council’s action in the appointment and discharge of employees is not of a permanent nature or permanent operation, but is an action of a ministerial nature. In the case of *Newberry v. Andalusia*, 57 So.2d 629 (Ala. 1952), the Supreme Court of Alabama held that a resolution authorizing the issuance of revenue bonds under the Wallace Act (Section 11-54-20, et seq., Code of Alabama 1975) was adopted in the performance of a ministerial function of the municipality and that publication of such a resolution is not required by Section 11-45-8, Code of Alabama 1975.

As a rule of thumb, if the legislature, in authorizing a municipality to perform a particular act, prescribed that it be done by ordinance, then the municipality should treat it as an ordinance of a permanent nature, which is a legislative act. If the legislature prescribes that the particular function be performed by resolution, without setting out any other requirements such as publication and adoption, then the municipality should treat it as a ministerial function. If an enabling statute prescribes definite procedures for the performance of the function authorized, the municipality should treat it as jurisdictional and carefully follow the prescribed actions. Examples of statutes of this type are found in Sections 11-48-2 through 11-48-65, relating to public improvements, and in Sections 11-52-70 through 11-52-85, relating to zoning.

**Style of Ordinances:** The only specification in Alabama statutes about the style of municipal ordinances states that the text shall begin: “Be it ordained by the City [Town] Council of \_\_\_\_\_, as follows:” Section 11-45-2, Code of Alabama 1975. This requirement has been held to be directory rather than mandatory. *See, Glenn v. Prattville*, 71 So. 75 (Ala. 1916).

**Numbering of Ordinances:** It is suggested that each municipality assign a numerical sequence to its ordinances and that each ordinance be given a short title which states concisely the subject covered by it. By assigning a number and short title, the ordinance can be recorded in the council minutes by number and title rather than by copying the whole ordinance into the minutes. As will be noted later, clerks are required to keep all ordinances adopted by the council in a well-bound book dedicated especially for that purpose.

**Adoption of Ordinances or Resolutions of a Permanent Nature:** No ordinance or resolution of a permanent nature shall be adopted at the first meeting at which it is introduced, unless unanimous consent of those present is given for the immediate consideration of such ordinance or resolution, such consent to be shown by a vote taken by yeas and nays, and the names of the members voting to be entered upon the minutes. The vote for unanimous consent is separate from the vote on final passage of the ordinance. To have unanimous consent, all members present, assuming there is a quorum, must affirmatively vote to take up the ordinance. If a member abstains then there is no unanimous consent.

No ordinance or resolution intended to be of a permanent operation shall become a law unless on its final passage a majority of the members elected to said council shall vote in favor. Section 11-45-2, Code of Alabama 1975. This action is commonly referred to as “suspending the rules”. It must be remembered that in municipalities of less than 12,000 inhabitants, the mayor is a voting member of the council.

Alabama courts have been strict in requiring that the minutes reveal unanimous consent for passage of an ordinance at the first meeting at which it is introduced; the yea and nay votes must be shown. *See, Thompson v. Wingard*, 34 So.2d 606 (Ala.1948); *Cooper v. Valley Head*, 101 So. 874 (Ala.1924). Unanimous consent requires that the record show that the mayor (if present) of a municipality under 12,000 voted yea, since the mayor is considered a member of the council. Also, in cities of 12,000 and over, the council president’s yea vote must be shown if he or she was present at the meeting. In keeping with the above decisions, the minutes should show:

- That the ordinance or resolution (of permanent nature) was introduced by Councilmember \_\_\_\_\_ and read at length. (NOTE: The ordinance may be referred to by number and title without setting it out at length in the minutes.)
- That Councilmember \_\_\_\_\_ moved that all rules governing the council which might, unless suspended, prevent the passage and adoption of the ordinance (or resolution) at this meeting, be and the same are hereby suspended for the purpose of permitting the said ordinance to be presented for immediate consideration at this meeting.
- That Councilmember \_\_\_\_\_ seconded this motion.
- That the question was put before the council and on roll call the vote was as follows:
  - Yea \_\_\_\_\_ (list)
  - Nay \_\_\_\_\_ (list)
- [If vote is unanimous] That the presiding officer declare the motion adopted by unanimous vote of the members present.
- That Councilmember \_\_\_\_\_ moved that the said ordinance (or resolution), giving number and title as introduced, be finally passed and adopted as introduced.
- That Councilmember \_\_\_\_\_ seconded this motion.
- That the presiding officer put the question of final passage and the adoption of said ordinance (or resolution) to vote of the council, and on call of the roll the results were as follows:
  - Yea \_\_\_\_\_ (list)
  - Nay \_\_\_\_\_ (list)
- That the presiding officer announced the result of the vote, and declared the ordinance finally passed and adopted, or that it failed to pass. Note: Refer to Section 11-45-2, Code of Alabama 1975, for the required vote on final passage.

**Award of Contracts on Bids:** Alabama cities and towns are required to use competitive bid procedures, set out in Sections 41-16-50 through 41-16-63, Code of Alabama 1975, for the purchase of goods and services and for leases involving the expenditure of \$30,000 or more.

Municipalities must also comply with the public works bid law, set out in Chapters 1 and 2 of Title 39 of the Code of Alabama 1975, for public works projects which will cost more than \$100,000. The law also allows certain types of contracts to be exempt from bidding. Those exceptions are too numerous for inclusion in this handbook.

For more detailed information on the competitive bid law and public works bidding, see the articles titled “The Competitive Bid Law” and “Public Works Bidding” on the *Selected Readings for the Municipal Official* page on the League’s website at the following link <https://almonline.org/SelectedReadingsfortheMunicipalOfficial.aspx>.

Contracts and purchases of less than the bid amounts mentioned above may be obtained either by bid or by negotiating with a vendor. When contracts are made by bids, award of the contract should be noted by a resolution. *See*, Sections 11-47-6 and 11-45-2, Code of Alabama 1975.

Such a resolution should state in its preamble that:

- The council had determined to let the contract to the lowest responsible bidder;
- Special specifications were determined and placed on file with the clerk;
- The invitation for bids was advertised with the date set forth in the bids;
- Bids were opened on the date and time advertised and were as follows: [List bids showing amounts.]
- The bids were transmitted to the council at the next meeting of the council following the bid openings.

The resolution should declare which of the bidders was the lowest responsible bidder, that the contract will be awarded to such bidder, and that the mayor is authorized to sign the contract in the name of the municipality, with the clerk's attestation to the mayor's signature.

### **Signature on Ordinances and Resolutions:**

**Upon Passage by Council:** There is no statutory direction governing the signing of ordinances or resolutions after passage by the council. It is customary in all cities and towns, regardless of size, for the presiding officer of the council to sign all ordinances and resolutions, with the clerk attesting that signature. These signatures evidence the adoption of the measure by the council, and the clerk's authentication of the ordinance or resolution is required.

**Cities of 12,000 or More:** In cities of 12,000 or more, the clerk is required to transmit all ordinances and resolutions intended to be of a permanent operation to the mayor for consideration and approval. This must be done within 48 hours after the council passes the measure. The clerk should sign a certificate under the signature of the presiding officer of the council showing the time when the ordinance or resolution was transmitted to the mayor. Under this certificate, the clerk should prepare a blank space for the mayor to sign or indicate his approval or disapproval, and to show the time of the mayor's signature.

If the mayor signs approval, then the measure is finally adopted and no further action is required except for the clerk to record, authenticate and publish as stipulated by Section 11-45-8, Code of Alabama 1975.

If within 10 days after the council passes an ordinance or resolution intended to be of a permanent nature, the mayor disapproves the measure and returns it to the clerk, the clerk must report this action to the council at its next regular meeting. The clerk should sign a certificate on the ordinance or resolution showing that this report was made. The council may pass the ordinance or resolution (intended to be of permanent operation) over the mayor's veto by two-thirds vote of the members elected to the council. The vote of the council must be by yeas and nays which must be spread upon the minutes of the council.

While there is no statutory requirement, it is good practice for the clerk to append a certificate to the ordinance showing that it was passed by two-thirds vote of the council, the mayor's veto notwithstanding. The names of the councilmembers and how they voted are generally included in such a certificate, together with the page in the minutes where the action may be found. *See*, Sections 11-45-3 and 11-45-4, Code of Alabama 1975.

If the mayor fails or refuses to act on an ordinance or resolution of permanent operation within 10 days after its first passage by the council, then the measure is treated as approved. The clerk is required to record, authenticate and publish as provided in Section 11-45-8, Code of Alabama 1975.

Section 11-45-5, Code of Alabama 1975, states that ordinances and resolutions fixing the salaries of officers and employees in cities of 12,000 or more are to be submitted to the mayor in the same manner as ordinances and resolutions of a permanent nature. The clerk should add the same certificates to these ordinances and resolutions as are attached to other ordinances and resolutions of a permanent nature. The mayor may approve the measures in part and disapprove in part.

The manner for handling an ordinance or resolution of this type is specifically set out in Section 11-45-5 and should be followed as a mandatory direction. (**NOTE:** The mayor of a city or town who operates pursuant to Section 11-43-2 as it relates to the legislative functions of the mayor in cities and towns having a population of 12,000 or more but less than 25,000 inhabitants according to the last or any subsequent federal decennial census, may not exercise veto power pursuant to the section and his or her signature as the mayor may not affect the validity of an ordinance or resolution passed by the council while the mayor is a voting member of the council.)

**Voting Requirements:** The voting requirements for the passage of ordinances and resolutions of a general and permanent nature are set out above. *See*, Section 11-45-2, Code of Alabama 1975. Other voting requirements include the following:

- To pass an ordinance over the mayor's veto in cities of 12,000 or more requires a vote of two-thirds of the members elected to the council. Section 11-45-4, Code of Alabama 1975. (**NOTE:** The mayor of a city or town who operates pursuant to Section 11-43-2 as it relates to the legislative functions of the mayor in cities and towns having a population of 12,000 or more but less than 25,000 inhabitants according to the last or any subsequent federal decennial census, may not exercise veto power pursuant to this section and his or her signature as the mayor may not affect the validity of an ordinance or resolution passed by the council while the mayor is a voting member of the council.)
- Election of officers must be made by roll call voice vote of the council and requires the concurrence of a majority of the whole number of elected members to the council. Section 11-43-45, Code of Alabama 1975.
- Removal of officers requires a two-thirds vote of those elected to council, including the mayor in municipalities having a population of less than 12,000 inhabitants. *See*, Section 11-43-160, Code of Alabama 1975.
- Action sustaining the mayor's removal of an officer or employee appointed by the council requires a majority of members elected to the council. Section 11-43-81, Code of Alabama 1975.
- Changing the size of the council requires two-thirds vote of the council in cities of 12,000 or more, at least six months prior to a general municipal election. Sections 11-43-40 and 11-43-42, Code of Alabama 1975.
- Combining the duties of two offices requires the vote of two-thirds of the members elected to council in cities of 6,000 or more. *See*, Section 11-43-3, Code of Alabama 1975.

Unless the required vote is otherwise specified, the affirmative vote of a majority of the members voting on a measure, provided a quorum is present, is sufficient to adopt a measure by the council.

**For voting requirements for other common council actions, please see the appendix titled [“Voting Requirement for Council Actions”](#).**

**Publication and Recording of Ordinances:** Clerks should be thoroughly familiar with Section 11-45-8, Code of Alabama 1975, relating to the publication and recording of ordinances. This section states that all ordinances, as soon as practicable after passage, shall be recorded in a book kept for that purpose and shall be authenticated by the signature of the clerk.

Publication is required for ordinances of a general or permanent nature. Ordinances in municipalities of less than 2,000 in population according to the 1950 census may be published by posting in three public places in the municipality, one of which shall be the post office or the mayor's office. Section 11-45-8(b), Code of Alabama 1975.

In municipalities of 2,000 and above in population, publication must be by newspaper if a newspaper is published in the municipality. If no newspaper is published in the municipality, then publication may be by posting in three public places, as described above, or by publication in a newspaper which has general circulation in the municipality. A newspaper is published where it is entered into the post office and where it is first put into circulation. AGO 1995-127.

Proof of publication in a newspaper is discussed in Section 12-21-68, Code of Alabama 1975, which states as follows: “The publication of any notice in a newspaper, when required by law or by order of court, may be proved by the production of a copy of the notice, with the affidavit of the printer, publisher, clerk, or superintendent of the newspaper, specifying the respective numbers and dates of the newspaper in which publication was made; and such affidavit shall be evidence.” Proof of publication of a legal notice as required by Section 12-21-68 of the Code of Alabama, 1975, may be provided by electronic means. AGO 2020-052

**Effective Date of Ordinances:** The clerk is required to append a certificate to the record of the ordinance showing the manner in which it was published. An ordinance published in a newspaper becomes effective immediately upon the first publication; only one insertion is required. Ordinances published by posting become effective five days after the date of posting. When an ordinance is published by posting, the municipality shall take reasonable steps to maintain the posting for not less than 30 days. In addition, if the municipality maintains an Internet website, the municipality, at a minimum, shall include a copy of the ordinance or notice of the substance of an ordinance on its website for 30 days. Section 11-45-8(b)(3), Code of Alabama 1975.

Sections 11-52-76 and 11-52-77, Code of Alabama 1975, as amended, address the publication of zoning ordinances.

Special provision is made in Section 11-45-8 for the publication of certain ordinances published in code or pamphlet form by reference.

A duty often overlooked by municipal clerks is that of proofreading the printer's galley proof of the ordinance before it is published. Correcting errors made in setting the type for publication will ensure that the ordinance is printed as it was adopted.

**Amending Ordinances:** It is a general rule that an ordinance may be amended only by an ordinance adopted with equal dignity and formality. Section 11-45-6, Code of Alabama 1975, specifically provides that ordinances may not be amended by striking, adding, or inserting words. To amend an ordinance, section or subsection, the proposed amendment must be written out in full to read as it would be codified if adopted.

**Codification of Ordinances:** Statutory authority for the codification of municipal ordinances is provided in Section 11-45-7, Code of Alabama 1975. A municipal council should consult with the municipal attorney before undertaking such codification. Codification calls for close cooperation between the municipal clerk and the person or firm employed for the job. The clerk's familiarity with the minutes of the council and with the records of the municipality generally proves to be an invaluable timesaver in the codification process.

Ordinances, resolutions and bylaws purporting to be published by authority of the council or other council, in book or pamphlet form, and any written or printed book, code or revision of the bylaws, resolutions or ordinances of any municipality purporting on its face to be written or printed by authority or to be a code of ordinances, resolutions or bylaws of such municipality, or certified on such book or pamphlet under the hand of the clerk or recording officer of such municipality as being an official publication of ordinances, resolutions or bylaws, shall be prima facie evidence of the due adoption, publication and continued existence of the bylaws, resolutions or ordinances therein written or printed or certified as correct, in any of the courts or in any legal proceeding in this state without further proof. Section 12-21-95, Code of Alabama 1975.

**Custody of Ordinances and Resolutions:** Municipal clerks are charged with the duty of keeping safe the rules, ordinances and resolutions of the council. Section 11-43-100, Code of Alabama 1975. These are permanent records of the municipality. The council should provide the clerk with proper and adequate space for protection of the records.

**Access to Public:** The records of the ordinances and resolutions adopted by the municipal council are public records. They should be accessible to the public at all reasonable times upon request. Section 36-12-40, Code of Alabama 1975. Clerks should never allow permanent records of ordinances, resolutions or minutes of the council to be taken out of the office where they are stored. Transcripts of such records prepared by the clerk must be received in evidence in all courts. Section 12-21-35, Code of Alabama 1975.

**Procedure and Response Time Requirements for Public Records Requests:** In 2024, changes were made to Alabama's public records law. Act 2024-278 enacted a procedure for municipal clerks, the custodian of municipal records, to follow when responding to public records requests. This procedure is primarily codified in sections 36-12-43 through 46 of the Alabama Code. The primary intent is to provide deadlines for responding to public records requests depending on the substance of the request.

**Standard Request and Time-Intensive Request: The Difference:** The act categorizes requests into two different types of requests: a standard request and time-intensive request. First, the act defines a standard request as any request that will take less than 8 hours to process and fulfill. A time-intensive request is defined as any request that will take more than 8 hours to process and fulfill. Section 36-12-43(b) Code of Alabama 1975.

**Required Response Time for Standard Requests:** Generally, the same rules apply to each type of request. The primary difference is the required time to respond. For standard requests, the municipality has 10 business days from the receipt of the request to provide an acknowledgement of receipt to the requestor. The act does not specify the form in which the acknowledgment must be provided. Once a standard request has been acknowledged, the municipality has 15 business days to provide a substantive response to the requestor.

A substantive response can take many forms such as providing the documents with or without certain contingencies or denying the request for a recognized reason. For example, a substantive response can be a statement that the city is prepared to provide the requested public records to the requester upon payment of a reasonable fee or that the request is denied because the documents sought do not exist or are confidential and not subject to public disclosure. The form of the substantive response will be highly dependent on the substance of the request and circumstances surrounding the request.

For standard requests, the city can extend the time to respond in 15-business day increments upon proper notice to the requestor. This does not mean the request can be extended in perpetuity. After the earlier of 30 business days or 60 calendar days following either the city's acknowledgement of the request or the payment of the estimated fees, a rebuttable presumption that the request has been denied is triggered. Generally, once a request is considered denied the requestor can sue challenging the legitimacy of the denial. Section 36-12-44, Code of Alabama 1975.

**Required Response Time for Time-Intensive Requests:** Like standard requests, for time-intensive requests a municipality has 10 days from the receipt of the request to provide an acknowledgement to the requestor that the request has been received. After acknowledgment a municipality has 15 business days to notify the requestor that the request has been classified as a time-intensive request. If the requestor elects to proceed with a time-intensive request, a municipality has 45 business days to provide a substantive response to the requestor.

For time-intensive requests, the city can extend the time to respond in 45-business day increments upon proper notice to the requestor. However, after the earlier of 180 business days or 270 calendar days following the requester's election to proceed with a time-intensive request, a rebuttable presumption that the request has been denied is triggered.

The act also provides that the rebuttable presumption of denial is not triggered for both types of requests in the following scenarios:

- The request is not proper or the public officer is not obligated or required to respond;
- The public officer has responded in part;
- The public officer and requester have reached an agreement regarding the time or substance, or both, of the response;
- Negotiations are ongoing between the public officer and the requester;
- The public officer has reasonably communicated the status of the request to the requester. *See* Section 36-12-44, Code of Alabama 1975.

The municipality also may require the requester to pay a reasonable fee before providing a substantive response to the requester. The city or town is not obligated to respond to a public records request that is vague, ambiguous, overly broad, or unreasonable in scope nor is the municipality required to create a record if the requested record does not already exist.

The municipality is required to maintain a log for keeping track of currently pending time-intensive requests. For each such currently pending request, the log shall identify the name of the requester and the date of acknowledgment. The log shall be a confidential document that is not subject to a public records request. Section 36-12-44, Code of Alabama 1975.

**Other Notables:** Written procedures are provided for responding to public records requests that will apply if written procedures are not already adopted by the municipality. These written procedures also contain a sample standard request form that may be adopted. In addition, the act authorizes cities not to respond to a public records request that is not made pursuant to the municipality's written procedures. Section 36-12-45, Code of Alabama 1975.

The act did not modify the definition of a public record despite the act changing the term "public writing" to "public record". However, the Alabama Supreme Court has determined that the term "public writing" is synonymous with the term "public record". *See Health Care Auth. for Baptist Health v. Cent. Alabama Radiation Oncology, LLC*, 292 So. 3d 623, 628 (Ala. 2019). Therefore, prior Attorney General Opinions and Alabama Supreme Court decisions interpreting the term public writing are still applicable.

The act also clarifies that a municipality is not required to create a new public record that did not previously exist to respond to a records request. Also, the act provides that a request can be denied for being vague, ambiguous, overly broad, or unreasonable in scope. Section 36-12-44, Code of Alabama 1975. Finally, the bill provides permissible written procedures municipalities can adopt to help facilitate the new public record request requirements. Section 36-12-45, Code of Alabama 1975.

**Proof of Official Documents of Municipality:** Every public officer having custody of a public writing that a resident has a right to inspect shall provide, on proper request, with a copy of the public record, on payment of a reasonable fee. Section 36-12-41, Code of Alabama 1975. As an additional or alternative mode of proof of documents in court proceedings, acts of a municipal corporation, or of any board or department, may be proved by a copy, certified by the legal keeper, or by a printed book published by authority of the municipal corporation. Section 12-21-73, Code of Alabama 1975. For a detailed discussion on public records, please see the “Public Records” article in the *Selected Readings for the Municipal Official* page on the League’s website at the following link <https://almonline.org/SelectedReadingsfortheMunicipalOfficial.aspx>.

**Indexing:** Unless provided by local ordinance, no legal requirements govern the indexing of municipal ordinances and resolutions. If a municipality has codified its ordinances, the outline of the index is usually established, and the municipal clerk carries it forward as additional ordinances are adopted. If a municipality does not have a code, it is important that some sort of ordinance index is created to simplify searches when reference is necessary. A clerk could prepare a chronological list of ordinances in effect and then prepare a topical index from that list.

## **The Municipal Corporate Seal**

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Incorporated cities and towns are political and corporate bodies using a common seal, which may at any time be changed. Section 11-40-1, Code of Alabama 1975. The municipal clerk is required to have custody of the city or town seal. Section 11-43-100, Code of Alabama 1975. Few Alabama statutes make reference as to when the seal is required to be used, but it is a generally accepted practice to use the seal whenever the clerk signs, certifies or authenticates any official act of the municipality.

## **Fiscal Duties of the Clerk**

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**Generally:** Keeping the financial records of the municipality is one of the principal duties of a municipal clerk, including records of all revenues collected by the municipality, appropriations made to each municipal department, and charges for warrants drawn against each department. A clerk must also keep any other accounts which are necessary to show the financial condition of the municipality and each municipal department. The clerk shall not allow any warrant to be drawn unless the account the warrant is drawn from contains sufficient funds or the warrant is specifically authorized by an ordinance. Section 11-43-102, Code of Alabama 1975.

In most Alabama cities and towns, the offices of clerk and treasurer are combined by ordinance so that the clerk performs the duties of both offices. The duties prescribed for the treasurer include primarily the safe custody of municipal funds. One way safe custody is ensured is by requiring all funds owed to the municipality or its departments to be paid directly to the treasurer. Section 11-43-123, Code of Alabama 1975. Where there is a separate treasurer, all funds received by authorized officers of the municipality must be turned over to the treasurer, who then approves the disbursement of such funds by warrants (payment orders) drawn by the clerk. Section 11-43-10, Code of Alabama 1975. Treasurers are also required to keep accurate records of the funds of the several departments and to keep books showing accurately the financial condition of the municipality. The treasurer must make monthly reports, or more if required by the council, of the financial condition of each department that is authorized to draw on the treasurer along with quarterly statements, made under oath, of the financial condition of the city or town to the council. Section 11-43-120, Code of Alabama 1975. By combining the offices of clerk and treasurer, a municipality can eliminate duplication of work.

**Handling Claims and Demands:** A clerk must submit all claims, requisitions and demands against the municipality to the council at its next regular meeting for approval, unless the council previously adopted an ordinance or resolution providing for the creation and payment of the same. After the council approves the claim or demand, the clerk checks it again, certifies its correctness by initialing the claim, issues a warrant (payment order) against the treasury for payment, and enters the charge on the books of account against the municipal department which is chargeable. In general practice where the clerk is also the treasurer, the clerk makes the double entry of crediting the depository and charging the expense to the

proper department. Claims (usually in the form of invoices) should be filed in special indexed files for each reference for the auditor at the end of the fiscal period. Section 11-43-101, Code of Alabama 1975.

**Depository:** If the offices of clerk and treasurer are combined, the clerk should see that the council adopts an ordinance or resolution specifying where municipal funds will be deposited. Where such an ordinance or resolution has been adopted, neither the clerk-treasurer nor his or her bondsman, if the clerk-treasurer has exercised due care, is liable for any loss occasioned by failure of such depository. Section 11-43-122, Code of Alabama 1975.

**Issuance and Payment of Warrants (Payment Orders):** A question often arises about who is required to sign checks drawn against the municipal depository. Warrants, payment orders or checks are drawn by the clerk. Section 11-43-101, Code of Alabama 1975. This action requires the clerk's signature. In cities under 6,000 and in towns, the treasurer may not approve the check unless the check is approved by the signature of the mayor or some person the council has designated with this authority. Section 11-43-120, Code of Alabama 1975. Thus, in cities under 6,000 and in towns where there is a treasurer, checks must be signed by the clerk, the mayor (or another person designated by the council) and the treasurer. Usually, the signature of the mayor acts as a countersignature at one end of the check.

In cities under 6,000 and in towns where the office of clerk has been combined with that of treasurer, the signature of the clerk-treasurer (one signature) and the countersignature of the mayor (or person designated by the council) are sufficient.

In cities of 6,000 or more, the countersignature of the mayor is not required provided the mayor has inscribed approval upon the voucher (invoice) for which the check has been drawn. Thus, in such cities, a check must be signed by the clerk who drew it and by the treasurer, showing his or her approval. A regular procedure should be established to handle check signatures. If the mayor intends to countersign all checks, then that countersignature should be registered at the bank along with that of the clerk and the treasurer. If the offices of clerk and treasurer have been combined, only one signature, that of the clerk-treasurer, is required on a check unless the mayor's countersignature is also required. Section 11-43-120, Code of Alabama 1975.

**Fiscal Year:** No statutory period is prescribed for the fiscal year of cities and towns in Alabama.

**The Annual Audit:** At least once each year, the mayor is required to appoint an independent public accountant or the Department of Examiners of Public Accounts to make a detailed examination of all books and accounts of the municipality, to cover the period since the preceding examination, and to make a full report thereof in writing, under oath, which shall be submitted to the council at its first meeting after completion. The audit is required to be spread upon the minutes of the council. Section 11-43-85, Code of Alabama 1975.

Clerks can save municipalities considerable expense with the audit by keeping records in a manner that allows auditors to verify records with minimal effort. It is good practice for an auditor to be appointed early in the fiscal year so the records can be audited periodically during the year. Periodic audits expedite the final report at the end of the fiscal year. Also, if an auditor is appointed early in the fiscal year, certain procedures may be recommended which will streamline the auditing procedure for the remainder of the year.

**Reports to the Mayor and Council:** The mayor and the council may direct any officer of the municipality to make reports at any time. Every six months, mayors are required to make a written statement to the council showing the financial condition of the municipality. Section 11-43-84, Code of Alabama 1975. In particular, the mayor's report must show all temporary indebtedness and for what purposes it was created. This report is generally prepared by the clerk and approved by the mayor for submission to the council.

Most cities and towns now adopt budgets which show projected revenues and expenses for each fiscal year. When budgets are adopted, clerks customarily make monthly reports to the council showing the actual revenues and disbursements for that month and to that date during the year and comparing those figures against the budgeted revenues and expenditures for the year. This procedure informs the council about the fiscal status of the various departments, about the status of revenue collections, and about the availability of funds over and above operating expenses.

**The Municipal Budget:** City councils must allocate funds for city departments and debt interest, keeping total spending within ninety percent of their estimated income. They cannot spend more than their annual authorized revenue. However, they can plan for expected revenue, take temporary loans, manage existing debt, and allocate anticipated income. Section 11-43-57, Code of Alabama 1975.

Municipalities that budget revenues and expenses in detail prior to the beginning of the fiscal year invariably operate more efficiently and get more for their money than municipalities which refuse to operate on a budget. Where budgets are adopted, clerks play a major part in providing information and materials necessary for its compilation. Accurate records of various revenues and expenses for prior years are basic to the preparation of a reliable budget for the next fiscal year. Usually, councils appoint a budget committee to work with the mayor in preparing a budget. This work should be initiated several months before the beginning of the period to be budgeted. The clerk is usually called upon to do a major part of the work.

**Municipal Purchasing:** No provision in the law directs clerks to be purchasing officers for municipalities, but it is general practice for councils to place this responsibility on clerks. Clerks should be thoroughly familiar with the competitive bid law and public works bid law procedures for municipalities in Alabama. For a detailed discussion of the bid law, see the articles titled “The Competitive Bid Law” and “Public Works Bidding” on the *Selected Readings for the Municipal Official* page on the League’s website at the following link <https://almonline.org/SelectedReadingsfortheMunicipalOfficial.aspx>.

As of 2025, municipalities can post official Notices of Advertisement for sealed public works bids on a centralized website maintained by the Alabama Department of Finance - <https://alabamabuilds.gov>. The original requirements for posting notice for bids are still in effect, but posting to the Department of Finance’s website will serve as a “safe harbor” to go forward with the bid process if the newspaper advertisement was not timely advertised.

A purchasing officer can save on purchases by keeping a file of suppliers of materials used by the municipality. The purchasing officer is then able to invite quotations of prices from those suppliers. The purchasing officer is required to send invitations to suppliers who request notice of purchases over \$30,000 (\$100,000 for public works) that are not exempt from the competitive bid law. Section 41-16-54, Code of Alabama 1975. Sample specifications are available from the State Purchasing Officer. Purchasing officers should remember that purchases may not be made from any officer or employee of a municipality, except under limited conditions in cities and towns with a population less than 12,000 as determined by the 1970 federal decennial census. Sections 11-43-12 through 11-43-12.1, Code of Alabama 1975.

**Tax Exemptions:** Cities and towns are exempt from paying state sales tax and federal excise taxes. Section 40-23-4(a) (II), Code of Alabama 1975. A clerk should ensure that these exemptions are secured for the municipality when statements for purchases are received and approved for payment. A Sales Tax Certificate of Exemption can be obtained through the municipality’s “My Alabama Taxes” (MAT) account on the Alabama Department of Revenue’s website.

Cities and towns are not exempt from the lodgings tax when paying for the accommodations of their agents or employees. AGO 1987-0077. They are also not exempt from payment of the state 2-cents inspection fee on gasoline, but they are exempt from most other state gasoline taxes. In addition, municipalities are required to pay the 9-cent federal excise tax on gasoline, although they are permitted to apply for a refund.

Tax-exempt entities, including municipalities must apply for a *Fuel Tax Exemption License* to purchase gasoline or diesel fuel tax-free, beginning Oct. 1, 2012. Failure to apply for and receive a *Fuel Tax Exemption License* will result in the exempt entity being charged Alabama fuel tax. Act 2011-565.

**Insurance:** As custodian of municipal records, a clerk is required to safely keep insurance policies covering municipal property. The council generally relies on the clerk for information on the expiration dates for such policies. The clerk should include such dates in a “reminder file.”

All cities and towns are authorized to contract for group life, health, accident and hospitalization insurance covering officers and employees and to contract for and maintain individual annuity contracts, retirement income policies or group annuity contracts to provide a retirement plan. Section 11-91-1, Code of Alabama 1975. This provision authorizes municipalities to pay part or all of the premiums on such policies. AGO 1996-0180. The administration of such insurance coverage involves withholding portions of employees’ wages and salaries and the payment of the municipality’s share of the premiums.

This responsibility falls upon the clerk. Furthermore, employees of a municipality generally rely upon the clerk to keep them informed of the benefits to which they are entitled and to assist them in the presentation of claims against the policies. The compensation of employees should be fixed by ordinance where not fixed by state law. Section 11-43-7, Code of Alabama 1975.

**Social Security:** Municipalities whose employees and officers are not covered by a recognized retirement program are subject to the federal Social Security program. Clerks are responsible for handling Social Security withholdings and reports and for the punctual remittance of payments covering municipal employees. Quarterly reports on IRS Form 941 are made directly to the Internal Revenue Service at the address listed on the report form.

**Tax Withholdings:** Keeping the fiscal accounts of a municipality involves maintaining payroll records and withholding state and federal income tax deductions. Clerks should maintain a separate payroll account for each employee to be kept current with each wage or salary payment, showing the amount of withholding for Social Security, state income tax, federal income tax, group insurance (life, accident, health and/or hospital), and any other program established by the municipality involving withholding from employees' wages and salaries.

**Non-Employee Compensation Reporting Requirements:** A 1099-MISC must be filed for non-employees who are unincorporated and are paid \$600 or more in any one year. These payments include fees, commissions, prizes and awards for services performed or for other forms of compensation for services performed for a municipality by an individual or unincorporated business. This 1099 form must be given to the individual or company performing the service by January 31 and filed with the Internal Revenue Service by the last day of February each year. Substantial penalties can be imposed for failure to file this form on a timely basis.

**Garnishment:** Money due officials or employees of a city, county or state government, or any department or institution thereof, as salary for services performed for or on behalf of the city, county, or state, or any department or institution thereof may be garnished. Section 6-6-481, Code of Alabama 1975. Every clerk at one time or another experiences the service of a writ of garnishment in connection with funds which are due or will be due an employee as salary for services performed for the municipality. For self-protection, clerks should adhere strictly to the order of the court issuing the writ and withhold the salary and wage payments as ordered by the court. Failure to do so might involve the clerk in liability for the claim. **Further, information relating to an employee's garnishment of wages is not public information and must be protected from public disclosure.**

**Handling of Cash and Special Funds:** Good business practice calls for daily reconciliation of cash receipts against receipts issued and for daily deposit of receipts in the municipal depository. Except for only the very smallest purchases, checks should always be used to make purchases. A very small petty cash account may be maintained for such items as freight delivery charges and postage but use of this account should be kept to a minimum.

Unless special provision is made for the deposit of revenue receipts in separate depository accounts, all general fund revenues may be deposited in one account. Collections made on public improvement assessment accounts must be deposited in separate bank accounts if they are pledged to the payment of municipal indebtedness—that is, the receipts from each project which are pledged to the payment of municipal indebtedness must be kept in a special account. Pledged public improvement assessment funds may not be used for purposes other than those specified in the ordinance setting up the project. A clerk, if custodian of the funds, is liable if such funds are not kept separate or if the funds are diverted to uses other than for the payment of the indebtedness to which they are pledged. Section 11-81-115, Code of Alabama 1975. Municipal clerks are usually appointed as the official charged with the collection of such assessments.

## **Licenses Issued by the Clerk**

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Clerks are specifically required to issue all licenses unless otherwise provided by ordinance, and to receive all payments therefor, and to pay the same over immediately to the treasurer. The authority of Alabama cities and towns to levy privilege license taxes for any business, trade or profession entered into within the corporate limits or police jurisdictions governed under the provisions of the Municipal Business License Reform Act of 2006. Municipal clerks must be familiar with the provisions of this Act which is codified in Articles 2 through 5 of Chapter 51 of Title 11 of the Code of Alabama 1975. The League is always available to help clerks who have questions about the levy and collection of license fees. For detailed information on the collection and enforcement of business licenses, please see the articles on the subject in

the *Selected Readings for the Municipal Official* page on the League's website at the following link <https://almonline.org/SelectedReadingsfortheMunicipalOfficial.aspx>.

Three principal methods can be used to enforce the payment of licenses. The most commonly used method is to arrest the person doing business without a license and have him or her appear before the municipal court to answer the criminal charge. The second method, which is rarely used, is to have the municipal attorney file a civil action against such person for money owed on unpaid licenses. The third method is to have the municipal attorney bring a bill or petition in equity court for the recovery of the licenses due the municipality and seek the injunction of the business pending the payment of past due licenses. *See*, Section 11-51-93 and Sections 11-51-50 through 11-51-161, Code of Alabama 1975. Preliminary assessments for business licenses due may generally be entered up to four years from the due date or from the date the license form is filed, except it may be entered at any time if no license form was filed or if there is fraud involved. A preliminary assessment may be entered for up to six years if the taxpayer underreported more than 25 percent of its revenue and for up to five years if an extension was not timely filed. Section 11-51-191, Code of Alabama 1975.

It is essential for a clerk to keep license records in a manner that allows accurate testimony to be given if required by a court action to collect any particular license claimed to be unpaid. For statistical purposes and to help collect licenses in future years, most clerks keep an up-to-date list, by license classification, of licensed businesses in the municipality. A municipality is required to notify existing licensees on or before December 31<sup>st</sup> of the current license year of their need to renew their license. The Business License Reform Act of 2006 requires all municipalities to collect their business licenses on a calendar year.

## **Collection of other Permits and Fees**

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Collection of license fees is the only statutorily required activity of this type specifically placed on clerks. In general practice, however, clerks are charged with the responsibility of issuing all permits and collecting all fees due the municipality. Permits and fees generally issued and collected by the clerk may include, among others, building permits, sewer tap-on fees, public address system permits, garbage collection fees, and recreational facility fees. In larger municipalities, the collection of fees for building permits and municipal court fines and costs may be handled through specially appointed officers who remit such collections to the clerk or treasurer. But in medium-sized cities and towns these collections usually rest with the clerk. Often the issuance of licenses and permits by the clerk is conditioned upon the prior approval of some other officer of the municipality, such as the police chief, street maintenance superintendent, building inspector, fire chief or the examiner for plumbers and electricians.

## **Receiving State-Shared Revenues**

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Municipalities are entitled to a share of certain revenues collected in the state. Following is a list of some the revenues received by municipalities under state law:

Wet municipalities receive a share of State ABC store profits. *See*, Section 28-3-74, Code of Alabama 1975

- All municipalities receive a share of the state 7-cents per gallon gasoline tax. 40-17-359, Code of Alabama 1975. This tax must be kept in a separate account and can only be used for transportation planning, construction, reconstruction, maintenance, widening, alteration and improvement of public roads, bridges, streets and other public ways.
- All municipalities receive a share of the state motor vehicle license tag tax. *See*, Section 40-12-270, Code of Alabama 1975. This revenue can only be used for construction, improvement, and maintenance of public highways or public streets, including administrative expenses in connection therewith and retirement of securities evidencing obligations incurred for payment of costs of such construction, improvement and maintenance.
- Municipalities with financial institutions located therein receive a share of the state financial institutions excise tax. Section 40-16-6, Code of Alabama 1975.
- Municipalities with oil or gas wells located therein receive a share of the state privilege tax on oil or gas production. *See*, Section 40-20-8, Code of Alabama 1975.

- Municipalities located in TVA-served areas and dry municipalities in areas not served by TVA receive a share of the payments made by TVA to the state in lieu of taxes. Sections 40-28-1 through 40-28-4, Code of Alabama 1975, as amended.
- Municipalities in which coal or lignite is severed receive a share of the state coal severance tax. Sections 40-13-30 through 40-13-36, Code of Alabama 1975.
- All municipalities receive a share of the state 6-cent (formerly 4-cent) per gallon tax and the 6-cent diesel fuel excise tax. Sections 40-17-359 and 40-17-362, Code of Alabama 1975. This tax must be used for resurfacing, restoration, and rehabilitation of roads, bridges, and streets within the municipality. The use may also be for bridge replacement within the municipality. From time to time, the funds may also be used to construct new roads and streets within the municipality. These funds must be kept in a special fund.
- All municipalities receive a share of the state 5-cent per gallon gasoline tax which may be commingled with the 6-cent (formerly 4-cent) per gallon gasoline account and used for the same purposes. Sections 40-17-325; 40-17-359 and 40-17-362, Code of Alabama 1975.
- Municipalities also receive a share of the 2-cent gasoline inspection fee (Section 8-17-87) which can be kept in the 7-cent gasoline tax fund, but must be accounted for and used for transportation planning, the construction, reconstruction, maintenance, widening, alteration, and improvement of public roads, bridges, streets, and other public ways. Section 8-17-91, Code of Alabama 1975.
- Municipalities receive a share of the 10-cent gasoline tax created by the Rebuild Alabama Act. The funds must be kept in a separate account, and used for maintenance, improvement, replacement, and construction of roads and bridges; matching funds for federal road or bridge projects; debt repayment for road and bridge projects; and joint road and bridge projects. Section 40-17-371(b), Code of Alabama 1975.
- Municipalities in which table wine is sold at retail receive a share of the state table wine tax. Section 28-7-16, Code of Alabama 1975.
- Some municipalities also receive a share of the uniform beer tax (*See*, Section 28-3-190) and the state 2 percent tax on ABC stores (Section 28-3-280). These funds can be used for general fund purposes.
- Municipalities also receive capital improvement funds derived from offshore oil and gas revenues received by the state. These funds are disbursed annually and can only be used for capital improvement projects that include the planning, designing, inspection, purchasing, construction, reconstruction, improvement, repair or renovation of permanent buildings, docks, structures and sites therefor for the executive, legislative or judicial branches of state government. These funds can also be used for construction or improvement of roads and bridges in the highway system; payment of debt service on the bonded indebtedness issued by the State of Alabama or any public corporation or authority of the State of Alabama; funding economic development and industrial recruitment activities; and the procurement of technical equipment, including computer and telecommunications equipment, required for the operation of any governmental entity. Section 219.04, Alabama Constitution, 1901; Section 11-66-1 *et seq.*, Code of Alabama 1975.

Clerks should be familiar with all of these revenues, the restrictions on spending these revenues, and the manner of accounting for these revenues. For more detailed information on state collected revenue, see the article titled “State Collected and Distributed Local Revenue and Sales Taxes Paid by Municipalities” on the *Selected Readings for the Municipal Official* page on the League’s website at the following link <https://almonline.org/SelectedReadingsfortheMunicipalOfficial.aspx>.

## **Local Government Records Commission: Retention and Destruction of Records**

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Alabama law establishes a Local Government Records Commission with the responsibility of determining which county, municipal and other local government records must be permanently maintained, and which records may be destroyed after being microfilmed. The Local Government Records Commission issues regulations classifying public records and prescribes the period for which records in each class must be maintained. Further, Alabama law states that any public record, book, paper, newspaper, file, manuscript or tape which is determined to have no significance or value may be destroyed or disposed of upon the recommendation of the local records custodian and the consent and advice of the Local Government Records Commission.

For assistance or to obtain a copy of the records disposition requirements established by the Records Disposition Authority and approved by the Local Government Records Commission, please check the Alabama Department of Archives and History Government Records Division website at <https://archives.alabama.gov/manage/local/> or you may contact the department via phone at (334) 242-4452.

## **Receiving Tax Collections from County Officers**

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Where a clerk is also municipal treasurer, the clerk has the duty to receipt funds received from the county tax collector for municipal ad valorem taxes collected under the optional method of collecting municipal ad valorem taxes. Section 11-51-53, Code of Alabama 1975. Municipalities receive a share of motor vehicle license tax receipts from motor vehicles belonging to residents of the municipality. These funds are collected by the probate judge of the county in which the municipality is located. If the clerk acts as treasurer, he or she must receipt these funds and keep the council informed of the amounts received from these sources. Motor vehicles and trailers are susceptible to escape from municipal ad valorem (property) taxes unless steps are taken to see that residents in the municipality declare their proper residence when these vehicles are assessed for taxes by the county tax assessor.

Some municipalities collect their own ad valorem taxes. However, since the vast majority use the optional method of county collection for the municipality, these references assume that method.

## **Confidentiality of Tax and License Information**

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**Sales and Use Tax:** Without the permission of the taxpayer, other than for a few very narrow exceptions, Section 40-2A-10, Code of Alabama 1975, prohibits municipal officials or employees releasing sales and use tax data, or anything used to determine the amount of sales or use tax owed to the municipality, to the public.

This type of information may only be released and used for the following purposes:

- For tax administration, collection or enforcement purposes; to this end, municipalities should take steps to ensure that access to these records is only to employees and officials who are part of these functions.
- For statistical information, which is defined as: “Any aggregate tax information which is compiled and/or assembled in a form that cannot be reasonably associated with, or otherwise identify, directly or indirectly, a particular taxpayer.”
- For exchange with other agencies, provided that any information provided is subject to the same confidentiality requirements. In this case, sales and use tax information can be exchanged only for the for the following purposes:
  - a. Collecting taxes due.
  - b. Ascertaining the amount of taxes due from any person.
  - c. Determining whether a person is liable for, or whether there is probable cause for believing a person might be liable for, the payment of any tax to a federal, state, county, municipal, or foreign government agency.

**Violation of Section 40-2A-10 is a Class A misdemeanor, which is punishable by a sentence of up to one-year imprisonment in the county jail or hard labor for the county. Section 13A-5-7, Code of Alabama 1975.**

Although Section 40-2A-10 is part of the Taxpayer’s Bill of Rights, it is the League’s opinion that this law applies to municipalities as well as the state where sales and use taxes are concerned. Pursuant to Section 11-51-201 of the Code, municipal sales and use taxes must parallel state sales and use tax regulations and laws. Thus, municipal officials and employees may be found guilty of violating Section 40-2A-10 if they release any information contained in a taxpayer’s sales and use tax return, unless this release falls within one of the exceptions specifically listed in Section 40-2A-10.

**Business Licenses:** The Municipal Business License Reform Act of 2006 establishes a taxpayer bill of rights for licenses. These are assessed and collected in the same manner as sales and use taxes. However, nothing in the Municipal Business License Reform Act prohibits the disclosure, upon request, of the fact that a taxpayer has or has not purchased a business license or of the name and address of a taxpayer purchasing or renewing a business license from the municipality. Statistical

information pertaining to taxes may be disclosed to the municipal governing body upon their request. **Any person willfully violating the provisions of this section shall, for each act of disclosure, have committed a Class A misdemeanor. Section 11-51-196, Code of Alabama 1975.**

The governing body of a municipality may adopt from time to time an ordinance consistent with Section 40-2A-10 to permit the exchange of business license information between and among the municipality and other municipalities adopting similar ordinances or between county and state governments, subject to the confidentiality restrictions imposed by this section.

## **Administration of Oaths, Issuance of Warrants, Approval of Bonds**

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In many municipalities, the governing bodies have adopted ordinances authorizing clerks to administer oaths, take affidavits and issue warrants of arrest for violations of municipal ordinances. *See*, Section 11-43-5, Code of Alabama 1975. Clerks who have and exercise this power should always, under signature, refer to the ordinance that grants this authority. The issuance of warrants of arrest is a very responsible duty. The clerk who has this authority should discuss this with the municipal judge or municipal attorney and otherwise comply with the Alabama Code and Rules of Judicial Administration pertaining to magistrates.

## **Attesting Acts of the Mayor**

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A municipal clerk is required to attest the mayor's signature to evidences of indebtedness created in the name of the municipality. Section 11-47-1, Code of Alabama 1975. The clerk's attestation to the mayor's signature is required on all contracts entered into in the name of the municipality. *See*, Section 11-47-5, Code of Alabama 1975. Other special provisions relate to clerks' attestations. For example, Section 11-47-91, Code of Alabama 1975, discusses attestations to census enumerations. This manual will not cover all such provisions since a special study of the required procedures should be made by the clerk in these cases

## **Secretary to Municipal Boards**

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With the growing complexity of urban life, cities and towns rely on special boards to administer technical urban regulations. Among the special boards are municipal zoning commissions (Section 11-52-79, Code of Alabama 1975), municipal planning commissions (Section 11-52-2, Code of Alabama 1975), municipal zoning boards of adjustment (Section 11-52-80, Code of Alabama 1975), municipal hospital boards (Section 22-21-1, Code of Alabama 1975), municipal recreation boards (Section 11-86-1, Code of Alabama 1975), municipal library boards (Section 11-90-2, Code of Alabama 1975), and municipal airport boards (Section 4-4-7, Code of Alabama 1975).

While the laws authorizing the establishment of such boards do not require the municipal clerk to be the secretary for these boards, the municipal governing body often stipulates, when forming the boards, that the clerk shall perform such duties. These duties emphasize the importance of the clerk's office as a liaison unit for the coordination of municipal activities. Legally appointed boards act on behalf of the municipality, and their records must be preserved as are other municipal records. For instance, actions of a zoning commission or a zoning board of adjustment affect the whole administration of municipal zoning laws. Minutes from these meetings are essential. The general principles set out for taking council minutes should be followed when preparing minutes for these boards.

## **Custodian of Municipal Records**

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As discussed under the heading of Ordinances and Resolutions, the clerk is custodian of rules, regulations, ordinances and resolutions of the municipality. These records are permanent records of the municipality. Additionally, clerks must preserve all other records which are handled through that office—invoices, receipts, cancelled checks, bank statements, cancelled bonds and coupons, cancelled notes, insurance premiums, official bonds, correspondence, court records, election lists, contracts, notices required by law, audit reports, permit records, claims filed against the municipality, and all other records ordered to be filed by the governing body.

Keeping such a host of records over the years can require sizeable storage space. This raises questions about how long records must be kept and the steps to follow to dispose of records which are disposable. Public records which are obsolete and no longer needed for public purposes must be disposed of pursuant to the records schedules created by the Records Disposition Authorities. More information on this subject can be found in the article entitled “Public Records” on the *Selected Readings for the Municipal Official* page on the League’s website at the following link <https://almonline.org/SelectedReadingsfortheMunicipalOfficial.aspx>.

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## Use of Certified Mail

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Certain statutory procedures stipulate that notice shall be served by registered mail upon the persons affected by the municipal activity. In some instances, return receipt is specified. This requirement can become quite expensive when large numbers of notices must be mailed. To save expenses, the legislature, at the suggestion of the League, adopted an act in the Second Special Session of 1956 which allows these notices to be mailed by certified mail which is less expensive than registered mail. Section 1-3-7, Code of Alabama 1975, is the authorizing section.

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## Election Duties of the Clerk

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Many duties associated with municipal elections in Alabama must be performed by municipal clerks. Because of the technical nature of these duties and because the League distributes special manuals each election year, these responsibilities will not be discussed in this manual.

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## Other Duties of the Clerk

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“The clerk, in addition to these enumerated duties, shall perform any and all duties that may be required of him *or her*, by ordinance or resolution ...” Section 11-43-104, Code of Alabama 1975 (emphasis added).

It would be impossible to discuss all the duties assigned to clerks by local ordinances and resolutions or to list duties associated with special projects—such as public improvement assessments and the issuance of bonds and warrants—where procedures are prescribed by statute. In the case of special projects, clerks usually work closely with municipal attorneys and fiscal agents for the city or town.

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## Alabama Municipal Official Training Act (Act 2024-194)

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On May 3, 2024, Gov. Kay Ivey signed the Alabama Municipal Official Training Act (Act 2024-194) into law. While this law applies to elected officials and not clerks, it is good information to include in this manual.

The League drafted the bill, in partnership with sponsors Sen. Jabo Waggoner and Rep. Jim Hill, to support communities by requiring Alabama municipal officials to complete mandatory training. The program offers municipal government training in one-day and multiday events and online training designed for elected municipal officials – mayors and councilmembers – to comply with the act.

The act, which is codified in Sections 11-40-100 through 103, requires mayors and councilmembers to complete 10 hours of training annually during their first term in office beginning after January 1, 2025. Each mayor and councilmember who has successfully completed and received their basic Certified Municipal Official (CMO) certification is exempt from the 10-hour annual requirement. Section 11-40-100, Code of Alabama 1975. However, they still must complete five hours of training annually. Additionally, all elected local officials who have completed the 40-hour training requirement in their first term, are required to complete five hours of training annually each year thereafter. Section 11-40-101, Code of Alabama 1975.

In general, a total of 40 hours of training is required in the first term beginning after January 1, 2025, and for any subsequent terms only 20 total hours of training per term is required. Additionally, the League can make recommendations of topics that satisfy the training requirement. Section 11-40-100, Code of Alabama 1975. The act further requires that any training provided shall be developed in consultation with the Alabama Ethics Commission, the attorney general’s office, and

the Alabama Department of Examiners of Public Accounts. The act also requires that the municipality reimburse any mayor or councilmember for any reasonable expenses incurred as a result of receiving the required training. Sections 11-40-102 and 11-40-103, Code of Alabama 1975.

## **Assistance from the Alabama League of Municipalities**

The Alabama League of Municipalities is always ready to assist municipal clerks with problems confronting that office. The League publishes *The Alabama Municipal Journal*, which features articles of interest to municipal officials, municipal news in Alabama, and the latest legal developments affecting cities and towns. In addition, the League prepares special research reports and bulletins, maintains a website at [www.almonline.org](http://www.almonline.org), answers special inquiries, watches after the interests of Alabama cities and towns in both the state legislature and in Congress, sponsors in-service training programs, acts as a liaison between municipalities and agencies of the state and federal governments, and engages in many other activities involving municipal interests.

The effective operation of the League depends to a large extent upon the close cooperation of its members. Information supplied by municipal clerks in response to various questionnaires from the League is vitally necessary for the preparation of regular or periodic reports and bulletins. These materials have proven invaluable in assisting individual municipalities improve operations and by pointing out weaknesses in state laws which have been cured by amendatory legislation. Additionally, ordinances that clerks supply to the League are a valuable resource for all municipalities. The League and its staff appreciate the close working relationships which have always been enjoyed with municipal clerks during the more than 90 years that the League has functioned as a full-time service agency for municipal government in Alabama. ■

## **Appendix - Voting Requirement for Council Actions**

<b>Action</b>	<b>Yes votes needed</b>	<b>Source</b>
Simple motions	Majority of present members	
Resolutions not of permanent operation	Majority of present members	
Ordinances of permanent operation	Majority of entire council	Ala. Code § 11-45-2(b)
Consideration of an ordinance at the same meeting as its introduction	Unanimous consent of present members	Ala. Code § 11-45-2(b)
Adoption of subdivision regulations	Majority of the entire planning commission (at least five yes votes)	League recommendation; no statutory authority
Override of mayor's veto	Two thirds of entire council	Ala. Code § 11-45-5(a)
Selection of new council member to fill vacancy	Majority of all current members	Ala. Code § 11-43-4
Appointment of clerk (pop. less than 6,000)	Majority of entire council	Ala. Code § 11-43-4
Appointment of municipal officers	Majority of entire council, via roll call vote	Ala. Code § 11-43-45
Appointment of municipal judge	Majority of entire council	Ala. Code § 12-14-30(a)
Permanent removal of officer who was temporarily removed by mayor	Majority of entire council	Ala. Code § 11-43-81
Removal of officer by council	Two thirds of entire council	Ala. Code § 11-43-160(a)(2)
Removal of city manager	Majority of entire council	Ala. Code § 11-43A-18; Ala. Code § 11-43A-84(d)
Reinstatement of elected official who was removed by operation of law	Majority of all remaining council members	Ala. Code § 11-40-25(d)



The Alabama League of Municipalities is a nonpartisan membership association of over 450 incorporated cities and towns. Since 1935, the League has worked to strengthen municipal government through advocacy, training and the advancement of effective local leadership. As the recognized voice of Alabama's cities and towns, the League's member municipalities benefit from a variety of member programs, services and activities that are impossible to accomplish alone.

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