

As Introduced by City Council on March 17, 2021

ORDINANCE NO. _____

An ORDINANCE to amend Title 2 of the Code of the City of Alexandria, Virginia, General Government, Chapter 5, Officers and Employees, by adding Article E, Collective Bargaining, Sections 2-5-67 through 2-5-80.

THE CITY COUNCIL OF ALEXANDRIA HEREBY ORDAINS:

Section 1. That Title 2, Chapter 5, Article E of the Code of the City of Alexandria, Virginia, 1981, as amended, be, and the same hereby is, added as follows:

CHAPTER 5 - OFFICERS AND EMPLOYEES

ARTICLE E - COLLECTIVE BARGAINING

Sec. 2-5-67 - Statement of Policy.

It is the public policy of the City of Alexandria and the purpose of this article to promote orderly and constructive relationships between the city and its employees subject, however, to the supreme right of the citizens of the city that their government honor guarantees for their health, safety, welfare, and the uninterrupted operations and functions of government. Because unresolved disputes between the city and its employees are detrimental to the public and to city employees, adequate means must be established for their speedy and effective resolution. Within the limitations required by the greater public interest, and recognizing that amicable relationships are required between the city and its employees, the city council has determined that the overall policies set forth here may best be accomplished by (1) granting to city employees the right to organize and choose freely their representatives; (2) permitting the city to negotiate and bargain in good faith with employee organizations representing city employees and to enter into written agreements evidencing the result of such bargaining; and (3) establishing procedures to provide for the protection of the rights of the city, city employees and the public at large.

The council establishes this policy with the intent that city employees enjoy the right to bargain collectively within parameters that promote a government that provides ethical, effective and efficient services that are responsive to the community and focused on improving quality of life through the services of well-qualified staff who value and work to actively promote policies (1) to achieve and maintain diversity, equity and inclusion in city government, and (2) to advance all things reasonably necessary to achieve organizational excellence, while at all times elevating principles of cooperation, ethics, honesty, initiative, and learning.

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1 **Sec. 2-5-68 - Definitions.**

2 As used in *this* article, the following terms shall have the meanings ascribed to them in this
3 section:
4

5 *Arbitration* means the procedure by which the city and an exclusive bargaining
6 representative when involved in a labor-management dispute, as defined in this article, submit
7 their differences to a third party for a final and binding decision subject to the provisions of
8 this article.

9 *Benefits* means, for the purpose of this article, leave (paid and unpaid, vacation, and
10 holidays), insurance (including contributions and levels of coverage), general supplemental
11 retirement plans, and police and fire retirement plans presently made available under city
12 authority.

13 *City* means the City of Alexandria acting through its city manager or the city manager's
14 designee.

15 *Collective Bargaining* means to perform the mutual obligation of the city, by its
16 representatives, and the exclusive bargaining representative of employees in an
17 appropriate bargaining unit to meet and negotiate in good faith at reasonable times and places
18 regarding wages and benefits (as the term benefits is defined herein), hours, and other terms
19 and conditions of employment, including procedures to resolve employee grievances, but
20 excluding discipline, with the good faith intention of reaching an agreement of no shorter
21 duration than three (3) years and remaining in effect until superseded by a new agreement.
22 Any agreement reached by collective bargaining shall be subject to appropriation of funds by
23 the city council.

24 The city shall not negotiate as to matters controlled or preempted by any federal or state
25 constitutional provision, law, rule or regulation.

26 *Collective bargaining agreement* means the written legal contract between the city and
27 an exclusive bargaining agent representing the employees in a bargaining unit authorized by this
28 article and resulting from collective bargaining as defined in this section.

29 *Confidential employee* means any employee who works in or for:

30 (1) the office of the city council;

31 (2) the office of the city manager;

32 (3) the office of the city attorney;

33 (4) the Department of Human Resources or other department or position in which the
34 employee has authorized access to confidential city personnel files;

35 (5) the Office of Management and Budget; or

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1 (6) is a secretary, administrative assistant, management analyst, or any other position,
2 wherever assigned and however those titles may be changed from time to time, with
3 authorized access to confidential information pertaining to city budgetary and fiscal
4 data relevant to subjects within the scope of collective bargaining as set forth in this
5 article.

6 *Employee* means any employee of the city, except it does *not* include anyone who is:

7 (1) an employee of the courts or of any local constitutional officer, i.e., officers elected
8 pursuant to Article VII, Section 4 of the Constitution of Virginia;

9 (2) a confidential employee, as defined in this section;

10 (3) a managerial employee, as defined in this section;

11 (4) a supervisor, as defined in this section;

12 (5) an intermittent, temporary or seasonal employee, as defined in this section;

13 (6) an intern or volunteer;

14 (7) an employee in new employee probationary status;

15 (8) a member of a board or commission, or other appointee of any public body as defined
16 by state law; or

17 (9) An attorney whose responsibilities include providing legal advice to the city or
18 performing legal research for the city as a client.

19 *Employee organization* means an organization in which employees participate, and that
20 exists for the purpose, in whole or in part, of representing employees in collective bargaining
21 concerning labor disputes, wages, hours, and other terms and conditions of employment.

22 *Exclusive bargaining representative* and *exclusive bargaining agent* mean the employee
23 organization recognized by the City as the only organization to bargain collectively for all
24 employees in a bargaining unit (as defined in section 2-5-72).

25 *Impasse* means the failure of the city and an exclusive bargaining representative to reach
26 agreement in the course of collective bargaining negotiations.

27 *Intermittent employee* means irregular or variably recurring, hourly employment that is less
28 than full time in any calendar year.

29 *Labor-management dispute* means a difference of position as between the city and an
30 exclusive bargaining agent concerning administration or interpretation of the collective
31 bargaining agreement between them; negotiability disputes; action challenged as a prohibited
32 practice under Sec. 2-5-82; and questions of eligibility of disputes for resolution by arbitration.
33 It shall not mean disciplinary or other adverse personnel actions within the meaning of
34 Virginia Code Section 15.2-1506, et seq., as implemented by the uniformly applicable city

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1 grievance procedure, and specialized state statutory procedures applicable to law enforcement
2 officers and fire and emergency medical employees.

3 *Lockout* means any action taken by the city intended to interrupt or prevent the continuity
4 of work properly and usually performed by employees for the purpose of coercing or
5 intimidating employees in the exercise of their rights conferred by this article, or influencing
6 their exclusive bargaining agents' positions in collective bargaining contract negotiations.

7 *Managerial employee* means any individual who:

8 (1) has responsibility for a unit or sub-unit of a division of an agency or department;

9 (2) participates in the formulation of policy;

10 (3) is significantly engaged in executive or management functions;

11 (4) is charged with the responsibility of directing the implementation of management
12 policies, procedures or practices; or

13 (5) is involved in administration of collective bargaining agreements or human resources
14 or personnel decisions, including, but not limited to, staffing, reductions-in-
15 force/layoffs, reorganizations, hiring, discipline, evaluations, pay, assignments,
16 transfers, promotions or demotions.

17 *Mediation* means an effort by a neutral, third-party factfinder chosen under the terms of
18 this article to assist confidentially in resolving an impasse, as defined in this section, arising in
19 the course of collective bargaining between the city and the exclusive bargaining agent of a
20 bargaining unit, or the first step prior to arbitration of a labor-management dispute other than a
21 prohibited practice claim or charge.

22 *Professional employee* means an employee exempt from the Fair Labor Standards Act and
23 whose primary duty is the performance of work:

24 (1) Requiring knowledge of an advanced type in a field of science or learning customarily
25 acquired by a prolonged course of specialized intellectual instruction; or

26 (2) Requiring invention, imagination, originality, or talent in a recognized field of artistic
27 or creative endeavor,

28 *Seasonal employee* means an employee who is hired into a position for which the customary
29 annual employment is four (4) months or less and for which the period of employment begins
30 each calendar year in approximately the same part of the year, such as summer or winter, for
31 reasons related to work demands that arise during those parts of the year.

32 *Supervisor* means any individual who customarily and regularly devotes a majority of
33 work time to supervision of two or more employees and has authority to hire, transfer,
34 suspend, layoff, recall, promote, demote, discharge, assign, evaluate, reward or discipline other
35 employees, or adjust grievances, or effectively to recommend any such actions. With respect to
36 the Fire Department, "supervisor" includes all personnel at the rank of battalion chief or above.

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1 With respect to the Police Department, "supervisor" includes all personnel at the rank of
2 captain or above.

3 *Strike* means action of an employee of the city in concert with two or more other such
4 employees for the purpose of obstructing, impeding, or suspending any activity or operation of
5 the city (see Virginia Code § 40.1-55) or inducing, influencing, or coercing a change in the
6 conditions, compensation, rights, privileges or obligations of city employment.

7 *Technical employee* means an individual whose work requires a combination of basic
8 scientific or technical knowledge and manual skill that can be obtained through specialized
9 post-secondary school education or through equivalent on-the-job training.

10 *Temporary employee* means an individual who is employed for not more than 180 days in
11 a 24-month period.

12 **Sec. 2-5-69 - Employee Rights.**

13 (a) Employees shall have the right to organize, form, join, assist, and pay dues or
14 contributions to employee organizations, to bargain collectively through an exclusive
15 bargaining representative of their own choosing, and to engage in other concerted
16 activities for the purpose of collective bargaining or other mutual aid and protection
17 insofar as such activity is not inconsistent with this article or prohibited by any other
18 applicable law. Employees shall also have the right to refrain from any or all such
19 activities.

20
21 (b) A collectively bargained agreement provision that violates the rights of employees set
22 forth in this section shall be void to the extent that it violates the rights of employees set
23 forth in this section. A collectively bargained agreement provision that establishes a
24 time period for the exercise of an employee right set forth in this section shall not
25 violate this section. The city and each employee organization will refrain from any
26 intimidation, coercion, or harassment of employees who choose to exercise their rights
27 under this article.

28
29 **Sec. 2-5-70 - City's Rights and Authority.**

30 (a) This article shall not be deemed in any way to limit or diminish the authority of the city
31 to manage and direct the operations and activities of the city to the fullest extent
32 authorized and permitted by law. Thus, to the extent not inconsistent with a collective
33 bargaining agreement, the city retains exclusive rights including, but not limited to, the
34 rights:

35
36 (1) to determine the type and scope of work to be performed by city employees,
37 and the manner in which services are to be provided;

38
39 (2) to direct the work of employees and determine the number of employees to
40 perform any work or service;

41

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- 1 (3) to hire, promote, transfer, assign, retain, classify and schedule all employees
2 and to suspend, demote, discharge, or take other disciplinary action against
3 employees in accordance with applicable law and regulations;
4
- 5 (4) to relieve employees from duties by layoff or other reduction-in-force due to
6 lack of work, changed working conditions/requirements, budget limitations or
7 for other reasons in the city's reasonable business judgment and not prohibited
8 by law;
9
- 10 (5) to introduce new, or different services, methods, equipment, or facilities;
11
- 12 (6) to contract for, expand, reduce, sell, transfer, convey, eliminate or change in
13 any way the operations of general government, as well as any department,
14 office or part thereof;
15
- 16 (7) to establish and change standards of behavior or performance, staffing levels,
17 job qualifications and job descriptions;
18
- 19 (8) to determine the kind, type, location and use of city-owned equipment or
20 facilities; provided that the city does not require use or operation of unsafe
21 equipment or the unsafe operation of equipment;
22
- 23 (9) to maintain the efficiency and integrity of the operations entrusted to the city;
24
- 25 (10) to determine its tax levies, budgets, and appropriations; and
26
- 27 (11) to do all things reasonable and necessary to carry out the mission of the city.
28

29 (b) Notwithstanding the provisions of any collective bargaining agreement, the city retains
30 the right to take whatever actions may be necessary to carry out the city's mission during
31 emergencies.
32

33 **Sec. 2-5-71 – Employee Activity on Official Work Time and Use of City Communication**
34 **Systems.**

- 35 (a) Solicitation of support, membership, or dues, or engaging in any other union activities
36 is not permitted when any of the employees involved are on duty except as lawfully
37 may be provided in a collective bargaining agreement entered into under this article.
38
- 39 (b) In the absence of a collective bargaining agreement or a provision in such an agreement
40 governing employee labor relations activity on official time, any employee representing
41 an employee organization that has been recognized as an exclusive bargaining agent in
42 the negotiation of an agreement under this article shall be authorized official time in
43 amounts reasonable for such purposes, including attendance at impasse resolution
44 proceedings.
45

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- (c) City electronic communication systems shall not be used to conduct intra-employee organization business or activities, or employee organizing activity, unless provided for by negotiated contract provisions.

Sec. 2-5-72 - Bargaining Units.

The city shall recognize only the following bargaining units for the purposes of collective bargaining:

- (a) Police: The police employees' bargaining unit shall consist of all sworn uniformed employees of the police department, except those excluded by definition in Sec. 2-5-68;
- (b) Fire and Emergency Medical Services: The fire and emergency medical services employees' bargaining unit shall consist of the uniformed fire employees, including fire marshals, except those excluded by definition in Sec. 2-5-68;
- (c) Labor & Trades: Those eligible classes of employees associated with maintenance and skilled crafts, i.e., job classes of workers performing duties that result directly in the comfort and convenience of the general public, or contribute to the maintenance of capital assets, land and infrastructure of the city, except those excluded by definition in Sec. 2-5-68; and
- (d) Professional and Technical: Those non-supervisory and non-managerial employees within the definitions of "professional employee" and "technical employee" as set forth in Sec. 2-5-68.
- (e) Administrative and Clerical: Those non-supervisory and non-managerial employees who perform office support work and who are not confidential employees excluded from collective bargaining within the definition set forth in Sec. 2-5-68.

Sec. 2-5-73 – Labor Relations Administrator.

- (a) A labor relations administrator (LRA or the administrator) shall be appointed by the city manager in the manner set forth in subsection (c) of this section to effectively administer this article as it governs exclusive bargaining representative selection, certification and decertification procedures, labor-management disputes as defined in section 2-5-68, and choice of mediator(s) and/or arbitrator(s) as needs arise under this article or under any collective bargaining agreement.
- (b) The administrator must be experienced as a neutral in the field of labor relations, and must not be a person who, because of vocation, employment, or affiliation, can be categorized as a representative of the interest of the city or any employee organization, including an exclusive bargaining agent for a bargaining unit permitted under this article.
- (c) Subject to confirmation by the city council, the city manager shall appoint the labor relations administrator who shall be selected for a 4-year term from no more than 3

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1 (three) nominees jointly agreed upon and submitted by: (i) representatives of those
2 employee organizations that have notified the city manager or city manager's designee of
3 their interest in representing bargaining units permitted by this article, if no exclusive
4 bargaining agents have been recognized at the time the selection process begins, or (ii) by
5 the exclusive bargaining agents of the bargaining units permitted by this article, and (iii)
6 an equal number of designees of the city manager. If the Council does not confirm the
7 appointment on the recommendation of the city manager, an appointment must be made
8 from a new agreed list of 3 (three) nominees compiled in the same manner.
9

10 (d) The administrator's services shall be subject to termination by mutual agreement of the
11 city manager and a majority of the exclusive bargaining agents of the bargaining units
12 permitted by this article, and with council approval.
13

14 (e) If the administrator dies, resigns, becomes disabled, or otherwise becomes unable or
15 ineligible to continue to serve within six (6) months of initial appointment, the city
16 manager shall appoint a new administrator from the list from which that administrator
17 was selected, subject to council confirmation, to serve the remainder of the previous
18 administrator's term. Otherwise, the administrator vacancy shall be filled as provided in
19 subsection (c).
20

21 (f) An administrator appointed under this section may be reappointed as provided in
22 subsection (c).
23

24 (g) The terms of payment for the services of the administrator shall be paid as specified by
25 contract with the city.
26

27 (h) The administrator shall:
28

29 (1) hold and conduct elections for certification or decertification pursuant to the
30 provisions of this article and issue the certification or decertification, or cause
31 these actions to occur.
32

33 (2) request from the city or an employee organization, and the city or such
34 organization shall provide, any relevant assistance, service, and data that will
35 enable the administrator to properly to carry out duties under this article.
36

37 (3) hold hearings and make inquiries, administer oaths and affirmations, examine
38 witnesses and documents, take testimony and receive evidence, and compel by
39 issuance of subpoenas the attendance of witnesses and the production of relevant
40 documents in proceedings within the responsibility of the administrator under this
41 article.
42

43 (4) investigate and attempt to resolve or settle, as provided in Section 2-5-80 -
44 Mediation and Arbitration, charges of either the city or an employee organization

1 engaging in prohibited practices as defined in this article. However, if the city
2 and a certified representative have negotiated a labor-management dispute
3 resolution procedure, the administrator must defer to that procedure to resolve any
4 dispute that properly may be submitted to the procedure, absent a showing that the
5 deferral results in the application of principles contrary to this article. The
6 administrator must defer to state procedures in any matter governed by the Law-
7 Enforcement Officers' or Firefighters and Emergency Medical Technicians' Bill
8 of Rights set forth in the Virginia Code, or to any other such procedure dictated
9 by state statute.

10
11 (5) determine unresolved issues of employee inclusion in or exclusion from the
12 bargaining units permitted under this article

13 (6) obtain any necessary support services and make necessary expenditures in the
14 performance of duties, subject to appropriation.

15
16 (7) determine any issue regarding the negotiability of any collective bargaining
17 proposal.

18
19 (8) Exercise any other powers and perform any other duties and functions specified in
20 this article of an administrative nature.

21
22 **Sec. 2-5-74 - Recognition of Exclusive Bargaining Agent.**

23 A bargaining agent shall be the exclusive representative of all employees in an
24 appropriate bargaining unit described in Section 2-5-72 if the employee organization is
25 selected by a majority of the employees voting in an appropriate bargaining unit in an election
26 conducted pursuant to this article and rules and procedures adopted by the LRA.
27

28 (a) In the event that more than one (1) employee organization files a request for
29 recognition or for election within ten (10) calendar days after a first request for
30 recognition or for election has been filed, an election to select an exclusive bargaining
31 agent shall be held under the rules and procedures adopted by the LRA. If an employee
32 organization receives a majority of the votes cast by the employees voting in an
33 appropriate bargaining unit, it shall be recognized by the city as the
34 exclusive bargaining agent, provided, however, that the city manager/designee or an
35 employee organization may file exceptions to the election with the LRA alleging that
36 there has been misconduct which has affected the outcome of the election, and the city
37 need not recognize the employee organization pending the resolution of any process to
38 review those exceptions. Any cost of such election shall be shared equally by the
39 parties involved.

40 (b) "Administratively acceptable evidence" to support a petition for certification without
41 election, for certification by representation election, or for decertification (see Section
42 2-5-76) may consist of a combination of membership cards or a membership roster,
43 evidence of dues payment, or other evidence of bargaining unit employees' desire to be
44 represented by an employee organization for collective bargaining purposes. An

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1 authorization that satisfies the Uniform Electronic Transactions Act (Virginia Code §
2 59.1-479 *et seq.*) including, without limitation, electronic authorizations and voice
3 authorizations, shall be valid for employees' authorization for representation for
4 purposes of a petition filed by a labor organization for exclusive representation. The
5 determination by the LRA (or of the city manager or manager's designee in the absence
6 of the LRA) of the sufficiency of a showing of majority support or for a representation
7 election shall not be subject to challenge by any person or employee organization or by
8 the city.
9

10
11 **Sec. 2-5-75 - Request for Election.**

- 12 (a) An employee organization may request an election be held by submitting a petition for
13 an election to the LRA who shall notify the city manager pursuant to its rules and
14 procedures. The petition must represent a showing of interest by at least thirty (30)
15 percent of the employees in a bargaining unit permitted by this article.
16
- 17 (b) Any additional interested employee organization must submit a petition of intervention
18 to the LRA, which must be accompanied by a showing of interest by thirty (30) percent
19 of the employees in the appropriate bargaining unit within ten (10) days of notice of the
20 pending election.
21
- 22 (c) An election under this article shall be held within forty-five (45) calendar days after
23 written notice to all parties of the determination by the LRA of a valid petition for
24 election in accordance with guidelines established by the LRA. If an employee
25 organization receives a majority of the valid ballots cast by the employees in a
26 permitted bargaining unit, it shall be recognized by the city as the
27 exclusive bargaining agent, provided unless and until the LRA certifies a different
28 organization or otherwise decertifies the agent in accordance with rules set forth in this
29 section. In an election in which none of the choices on the ballot receives a majority, a
30 runoff election shall be conducted in which the ballot shall provide for a selection
31 between the two choices or parties receiving the highest and second highest number of
32 ballots cast in the election. However, the city or the employee organization may file
33 exceptions with the LRA in accordance with its rules, and the city need not recognize
34 the employee organization pending the resolution of any process to review those
35 exceptions.
36
- 37 (d) Nothing in this article shall require or permit an election in any bargaining unit within
38 twelve (12) months after a previous election has resulted in the recognition of an
39 exclusive bargaining representative or a determination that the employees choose no
40 representation in such bargaining unit.
41
- 42 (e) No party shall have an advantage over the other in gaining access to employees during
43 organizational or representation campaign activity. Unless there is a recognized
44 bargaining representative, interested employee organizations will receive the same access
45 to bargaining unit employees as is currently provided to outside organizations under city
46 policies and practices for facility use and attendance at any meeting of such organizations

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1 under these circumstances is voluntary and open to all prospective bargaining unit
2 employees.

3
4 **Sec. 2-5-76 - Decertification/Withdrawal of Recognition.**

5 (a) Recognition of an employee organization as the exclusive bargaining agent for a
6 bargaining unit permitted by this article shall continue only so long as such
7 organization satisfies the criteria of this article

8 (b) If a petition for decertification of a recognized exclusive bargaining agent is presented
9 to the LRA showing that at least fifty (50) percent of the employees in
10 the bargaining unit no longer want the employee organization to be
11 their bargaining agent, then the LRA shall hold an election pursuant to section 2-5-
12 75 of this article.

13
14 (c) A petition for decertification of a recognized exclusive collective bargaining agent in an
15 appropriate unit may be filed in a thirty-day (30) period between the one hundred
16 eightieth (180th) and one hundred fiftieth (150th) day prior to expiration of any
17 existing collective bargaining agreement for that bargaining unit or any time after
18 that collective bargaining agreement has expired.

19
20 (d) For a period of one (1) year following recognition or certification of an exclusive
21 bargaining agent, no decertification petitions may be filed.

22
23 (e) The employee organization no longer shall be recognized as the exclusive
24 bargaining agent of the employees in the bargaining unit if a majority of the employees
25 in the appropriate bargaining unit vote in the decertification election to no longer be
26 represented by the employee organization and a final outcome of that election has been
27 certified by the LRA.

28
29
30 **Sec. 2-5-77 – Rights Accompanying Exclusive Representation.**

31 Any employee organization recognized as the bargaining agent for employees in an appropriate
32 bargaining unit shall have the following rights:

33 (a) To speak on behalf of all members of the unit and shall be responsible for representing
34 the interests of all members of the bargaining unit without discrimination and without
35 regard to employee organization membership; and

36
37 (b) To meet at reasonable times and places to engage in good faith collective bargaining on
38 matters that, under this article, may be the subject of collective bargaining, in an effort
39 to reach an agreement, subject to the tentative approval of the city manager or the city
40 manager's designee with responsibility for the employees in the bargaining unit.

41
42 (c) To meet with bargaining unit employees on the premises of the city in non-secure areas
43 during times when the employees are on break or in a non-duty status. Any other
44 employee organization that has submitted a petition and established a valid question
45 concerning representation of the bargaining unit shall also be permitted to meet with
46 bargaining unit employees with the same limitations. This subsection shall not restrict an

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1 exclusive bargaining agent and the city from negotiating for greater access to employees
2 by the exclusive bargaining agent as provision of a collective bargaining agreement.
3

4 (d) To meet with newly hired employees, without charge to the pay or leave time of any of
5 the employees for a maximum of 30 minutes, within 30 calendar days from the date of
6 hire, during new employee orientations, or if the city fails to conduct new employee
7 orientation, at individual or group meetings.
8

9 (e) To be the only labor organization eligible to receive from the city amounts deducted from
10 the pay of employees as authorized by written assignment of the employees, for the
11 payment of regular and periodic dues to the exclusive bargaining agent, unless two
12 exclusive bargaining agents of city employees agree that they can both receive deductions
13 from the same employee. Any such authorization may be revoked in accordance with the
14 terms of the authorization which shall provide a period of irrevocability of not more than
15 one year. An authorization that satisfies the Uniform Electronic Transactions Act
16 (Virginia Code § 59.1-479 et seq.), including, without limitation, electronic
17 authorizations and voice authorizations, shall be valid for employees' authorizations for
18 payroll deductions and authorization for representation for purposes of a petition filed by
19 an employee organization for exclusive representation.
20

21 (f) To be represented at any formal discussion between one or more representatives of the
22 city and one or more employees in the bargaining unit or their representatives concerning
23 (1) any matter that is within the scope of collective bargaining as set forth in the
24 definition of collective bargaining (see Section 2-5-68); or (2) any examination of
25 bargaining unit employees by a representative of the city in connection with an
26 investigation if the employee reasonably believes that the examination involves matters
27 covered by any collective bargaining agreement then in effect, and the employee requests
28 representation.
29

30 (g) Notwithstanding any other provision in this section, an individual employee may present
31 a personal complaint, concern or question at any time to the city without the intervention
32 of an employee organization, provided that any such organization that is recognized by
33 the city as the exclusive bargaining agent for the bargaining unit in which the employee is
34 a member is afforded an effective opportunity to be present and to offer its view at any
35 meetings held to adjust the matter and that any adjustment made shall not be inconsistent
36 with the terms of any applicable collective bargaining agreement. Such employee or
37 employees who utilize this avenue of presenting personal complaints, concerns or
38 questions to the city shall not do so under the name, or by representation, of an employee
39 organization.
40

41 **Sec. 2-5-78 - Good Faith Bargaining.**

42 (a) A written request for bargaining must be submitted by the exclusive bargaining agent to
43 the city manager or the manager's designee no later than March 1, and negotiations
44 must begin by April 1 and conclude by September 1 of any year where an agreement is
45 sought to be effective at the beginning of the next fiscal year, in order to accommodate

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1 the city budget process. Failure of the parties to reach agreement by September 1 shall
2 constitute impasse and trigger impasse resolution procedures under this article.

3
4 (b) Nothing in this article requires either party to make any concessions or agree to the
5 other party's proposals.

6
7 (c) Good faith bargaining shall not include submission of or a response to a proposal that:

8
9 (1) Violates the rights of employees as set forth in 2-5-69; or

10
11 (2) Impairs, restricts, or delegates the authority of the city as set forth in Section 2-
12 5-70.

13
14 (d) The city manager shall designate or appoint the city's representative(s) in collective
15 bargaining negotiations in the manager's sole discretion.

16
17 (e) If an employee organization serves as the exclusive representative of more than one
18 bargaining unit, it shall consolidate its bargaining with the city and negotiate a common
19 master agreement on all matters not unique to particular bargaining unit.
20

21 **Sec. 2-5-79 - Approval of Tentative Agreement.**

22 (a) When an exclusive bargaining agent and the city reach a tentative agreement, they shall
23 reduce it to writing and execute it signifying the approval of the bargaining agent and
24 the city bargaining representative. No agreement shall be effective or enforceable:

25
26 (1) unless a fiscal impact study(ies) of the tentative agreement provisions,
27 conducted as bargaining proceeds, has been prepared by the city Office of
28 Management and Budget; and

29
30 (2) the fiscal impact study of the tentative agreement has been submitted to the city
31 council, and a public hearing held in October on the fiscal impact of the
32 tentative agreement; and

33
34 (3) the city council specifies by resolution no later than the last day of November its
35 good faith commitment to appropriate funding necessary for the city to meet
36 obligations under the tentative agreement as set forth in the fiscal impact study
37 provided for in this section, with the understanding that any such resolution
38 remains subject to actual appropriation. If the Council does not resolve to fund
39 any provision(s) of the tentative agreement requiring appropriation or other
40 Council action, the resolution shall state the reason(s), and the city manager and
41 the exclusive bargaining agent may re-open negotiations on those provisions
42 only, with the understanding that any such negotiations shall be scheduled as
43 promptly as possible with the good faith objective to negotiate provisions that
44 may be acceptable to the Council for its consideration within the city's budget
45 approval schedule. Upon presentation to the Council of any tentative agreement
46 re-negotiated under this subsection, the Council shall consider and specify by

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1 resolution as soon as practicable its good faith commitment to appropriate
2 funding necessary for the city to meet obligations under the tentative agreement,
3 or its intention not to do so, with the understanding that any such resolution
4 remains subject to actual appropriation; and
5

6 (4) the tentative agreement is approved by:
7

8 a. The city manager or city manager's designee with supervisory
9 responsibility for the employees in the bargaining unit, as evidenced by
10 signature, which may be an electronic signature made in accordance with
11 applicable state law; and
12

13 b. The exclusive representative by ratification of the tentative agreement in
14 accordance with the bargaining representative's governing procedures,
15 and evidenced by the signature of an authorized agent which may be an
16 electronic signature made in accordance with applicable state law.
17

18 (b) A written agreement shall be contrary to public policy and therefore shall not bind the
19 parties or be enforceable by either party to the extent that it is not the result of good
20 faith bargaining as defined in Section 2-5-78.
21
22

23 **Sec. 2-5-80 - Mediation, Dispute Resolution, and Factfinding.**

24 (a) Mediation.
25

26 (1) Labor-Management Disputes: The city and an exclusive bargaining agent shall
27 discuss the feasibility of resolution of labor-management disputes informally
28 by discussion between the parties' designees before resort to formal mediation
29 or arbitration. Failure to actually engage in such informal resolution prior to
30 submitting a labor-management dispute or prohibited practice claim for
31 mediation or arbitration shall not be a ground for dismissal of a claim under
32 this article. In the event that the city and the bargaining agent are unable to
33 informally resolve a labor-management dispute if and when engaged, either
34 party or the parties jointly may submit the dispute to the LRA for mediation or
35 arbitration, if applicable, pursuant to procedures instituted by the LRA.
36

37 (2) Impasse: In the event that the city and the bargaining agent are unable to reach
38 a collective bargaining agreement within one hundred twenty (120) days after
39 their first meeting or January 5, whichever is earlier, an impasse may be called
40 by either party and resolution may be sought by submission of any unresolved
41 issues for mediation by the LRA or a mediator selected through procedures
42 established by the LRA. The parties shall jointly request mediation within five
43 (5) days of a declared impasse. The LRA or other mediator shall set
44 reasonable deadlines for all steps of the mediation process. Negotiations on all
45 matters shall continue throughout impasse procedures.
46

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- 1 (3) The mediation process is advisory only, and the LRA or other mediator shall
2 have no authority to bind either party.
3
- 4 (4) The mediation process and any comments, statements or suggestions from the
5 LRA or other mediator or the parties and any documents evidencing the same
6 made or created during the mediation process shall not be disclosed except as
7 required by law.
8
- 9 (5) The parties shall share the costs of mediation equally.
10
- 11 (6) At the request of either party, and not later than January 15 of the year the
12 agreement may become effective, impasses not resolved through negotiation
13 or mediation shall be submitted to non-binding factfinding. The parties shall
14 jointly select a factfinder or, if they are unable to agree on a factfinder, they
15 shall request a list of seven arbitrators from the Federal Mediation and
16 Conciliation Service or American Arbitration Association. Each party in turn
17 shall strike a name from the list until only one name remains. Negotiations
18 shall continue throughout the impasse procedures.
19
- 20 (7) In making any decision under the impasse procedure authorized by this
21 Article, the factfinder shall give weight to the following factors:
22 a. The lawful authority of the City;
23 b. Stipulations of the parties;
24 c. The interests and welfare of the public;
25 d. The financial ability of the employer to meet the costs of any items
26 to be included in the agreement;
27 e. Comparison of wages, hours, and terms and conditions of
28 employment of the employees involved in the arbitration
29 proceedings with the wages, hours, and terms and conditions of
30 employment of other persons performing similar services in the
31 public and private sectors, if applicable;
32 f. The average consumer prices for goods and services, commonly
33 known as the cost of living;
34 g. The overall compensation presently received by the employees
35 involved in the arbitration;
36 h. Changes in any of the foregoing circumstances during the pendency
37 of the arbitration proceedings; and
38 i. Such other factors that are normally or traditionally taken into
39 consideration in the determination of wages, hours, and terms and
40 conditions of employment through voluntary collective bargaining,
41 mediation, arbitration, or otherwise between the parties, in public
42 service or in private employment.
43
- 44 (8) The factfinder's decisions shall be provided to the City Manager and the
45 exclusive representative not later than February 15 and shall not be made
46 public for a period of 14 days. During this 14-day period, the parties shall

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1 meet and attempt to negotiate an agreement based on the factfinder's
2 recommendations. By mutual agreement, the 14-day period may be extended.

3
4 (9) At the conclusion of the 14-day (or longer if agreed by the parties) period, the
5 City Manager shall submit the last written bargaining position of the city and
6 of the exclusive representative on each issue that remains in dispute with a
7 copy of all of the factfinder's recommendations to the City Council.

8
9 (10) At its next meeting, the City Council shall provide 30 minutes to each of the
10 parties subject to the impasse for the purposes of explaining and justifying its
11 last offer and thereafter render a decision on the matters subject to continuing
12 impasse.

13
14 (11) The expenses of the factfinder shall be borne equally by the parties.

15
16 (b) Arbitration: If the city and exclusive bargaining agent are unable to reach agreement
17 resolving any labor-management dispute submitted to mediation as provided for in this
18 article by any deadline set forth in procedures provided in this article or adopted by the
19 LRA, the labor-management dispute shall be submitted to final and binding arbitration
20 pursuant to procedures adopted by the LRA which shall, at a minimum, require the
21 parties' joint selection of an arbitrator. The parties shall share the costs of arbitration
22 equally.

23
24 (c) Neither mediation or arbitration shall be available to challenge disciplinary or other
25 adverse personnel actions as defined by Virginia Code Section 15.2-1506 which shall
26 continue to be governed exclusively by that statute as implemented by the uniformly
27 applicable city grievance procedure, and state statutory rights of law enforcement
28 officers and fire and emergency medical employees.

29
30 **Sec. 2-5-81 - Strikes and other Job Actions.**

31 Pursuant to Virginia Code § 40.1-55, any employee of the city or of any agency or authority of
32 the city who, in concert with two or more other such employees, strikes or willfully refuses to
33 perform the duties of their employment shall be deemed by that action to have terminated their
34 employment and shall be ineligible for employment in any position or capacity during the next
35 12 months by the city, the Commonwealth of Virginia or any county, city, town or political
36 subdivision of the Commonwealth or any department of any such public entities. The city
37 agrees that no lockout shall take place.

38
39 Any employee organization determined to have violated this section shall cease to be accorded
40 recognition under this article, shall cease to receive any dues or fees collected by paycheck
41 withholding and shall not be accorded recognition or receive any dues or fees collected by
42 paycheck withholding for a period of one (1) year.

43
44 **Sec. 2-5-82 – Prohibited Practices.**

45 Neither the city nor any exclusive bargaining agent shall refuse to negotiate in good faith with
46 respect to matters within the scope of collective bargaining as defined in Section 2-5-68.

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1
2 (a) The city and its agents shall not:
3

- 4 (1) Interfere with, restrain or coerce employees in the exercise of rights granted by
5 this article;
6 (2) Dominate or interfere in the administration of any employee organization;
7 (3) Encourage or discourage membership in any employee organization, committee,
8 or association including by discrimination in hiring, tenure, or other terms and
9 conditions of employment;
10 (4) Discharge or discriminate against any employee because the employee has filed
11 an affidavit, petition, or complaint or given any information or testimony under
12 this article or because the employee has formed, joined, or chosen to be
13 represented by any exclusive bargaining agent;
14 (5) Deny the rights accompanying certification as the exclusive bargaining agent as
15 conferred by this article;
16 (6) Refuse to participate in good faith in any agreed-upon impasse resolution
17 procedures or those set forth in this article; or
18
19 (7) Refuse to reduce a collective bargaining agreement to writing and sign such
20 agreement provided all conditions for an enforceable agreement, as set forth in
21 this article, have been met.
22

23 (b) No employee organization or its agents shall:
24

- 25 (1) Interfere with, restrain, or coerce any employee with respect to rights granted in
26 this article or with respect to selecting an exclusive representative;
27
28 (2) Willfully fail to represent an employee who is in a bargaining unit exclusively
29 represented by the employee organization fairly regarding matters within the
30 scope of collective bargaining, and without discrimination. ;
31
32 (3) Refuse to bargain collectively with the city as provided in this article; or
33
34 (4) Refuse to participate in good faith in or violate any agreed-upon impasse
35 resolution procedures or those set forth in this article.
36

37 (c) Prohibited practice charge procedures:
38

- 39 (1) Proceedings against a party alleging a violation of this Section shall be
40 commenced by filing a charge with the LRA within 90 days of the alleged
41 violation, or acquiring knowledge thereof, and causing a copy of the charge to be
42 served upon the accused party in the manner of an original notice as provided in
43 Section 2-5-83 The accused party shall have 10 days within which to file a written
44 answer to the charge. The LRA may conduct a preliminary investigation of the
45 alleged violation, and if the LRA determines that the charge has no legal or
46 factual basis, they may dismiss the charge. If the charge is not dismissed, the LRA

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1 shall promptly thereafter set a time and place for a hearing. The parties shall be
2 permitted to be represented by counsel or other designated representative,
3 summon witnesses, and request the LRA to subpoena witnesses and the
4 production of records on the requester's behalf. Compliance with the technical
5 rules of pleading and evidence shall not be required.
6

7 (2) The LRA may designate a hearing officer to conduct any hearing. The hearing
8 officer shall have such powers as may be exercised by the LRA for conducting the
9 hearing and shall follow procedures adopted by the LRA for conducting the
10 hearing. The decision of the hearing officer may be appealed to the LRA and the
11 LRA may hear the case de novo or upon the record as submitted before the
12 hearing officer.
13

14 (3) The LRA shall provide for an official written transcript to report the proceedings,
15 the costs of which shall be borne equally by the parties.
16

17 (4) The LRA shall file its findings of fact and conclusions. If the LRA
18 finds that the party accused has violated any provision of this Section, the LRA
19 may issue an order directing the party to cease and desist engaging in the violation
20 and may order such other reasonable affirmative relief as is necessary to remedy
21 the violation. Under the provisions for court review of arbitration awards set forth
22 in the Uniform Arbitration Act (Virginia Code §§8.01-581.01 et seq.), the LRA
23 may petition the circuit court for enforcement of an order made under this
24 Section.
25

26 (5) Any party aggrieved by any decision or order of the LRA may within 21 days
27 from the date such decision or order is filed, appeal to the circuit court to obtain
28 judicial review pursuant to the provisions for judicial review set forth in the
29 Uniform Arbitration Act, Virginia Code §§8.01-581.01, et seq.
30

31 **Sec. 2-5-83 - Time Limits.**

32 Any time limits in this article may be extended by written agreement of the city, the employee
33 organization and any other appropriate parties.

34 **Sec. 2-5-84 – Notices.**

35 Any notice required under the provisions of this article shall be in writing, but service of any
36 such notice shall be sufficient if mailed by certified mail, return receipt requested, addressed to
37 the last-known address of the parties, unless otherwise provided in this article or by the rules of
38 the LRA, which rules shall provide for the electronic service of documents. Refusal of certified
39 mail by any party shall be considered service. Prescribed time periods shall commence from the
40 date of the receipt of the notice.
41

42 **Sec. 2-5-85 – Review of Ordinance**

As Introduced by City Council on March 17, 2021

1 The City Manager and the exclusive representatives of the city employees shall conduct a review
2 of this ordinance and its effectiveness, with recommendations for improvements and submit a
3 report to City Council within one (1) year after this Article has been in effect for two (2) years.

4
5 Section 2. That Title 2, Chapter 5, as amended pursuant to Section 1 of this ordinance, be,
6 and the same hereby is, reordained as part of the City of Alexandria City Code.

7
8 Section 3. That this ordinance shall become effective on May 1, 2021.

9
10 JUSTIN WILSON
11 Mayor

12
13
14 Introduction:
15 First Reading:
16 Publication:
17 Public Hearing:
18 Second Reading:
19 Final Passage:
20
21
22
23
24