

# STATE OF NEW YORK

S. 5867

A. 6524

2021-2022 Regular Sessions

## SENATE - ASSEMBLY

March 19, 2021

IN SENATE -- Introduced by Sen. PALUMBO -- read twice and ordered printed, and when printed to be committed to the Committee on Local Government

IN ASSEMBLY -- Introduced by M. of A. THIELE -- read once and referred to the Committee on Local Governments

AN ACT to amend the county law, in relation to establishing a procedure for the creation of new counties

The People of the State of New York, represented in Senate and Assembly, do enact as follows:

1 Section 1. Legislative findings. It is hereby found by the legislature  
2 that section 2 of article 9 of the state constitution provides that the  
3 legislature shall provide for the creation and organization of local  
4 governments in the state of New York. The state has established proce-  
5 dures for the creation of villages, towns, and for municipal annexation.  
6 However, it has not established procedures for the creation of counties.  
7 The legislature is committed to the establishment of local government  
8 that is more cost effective, more efficient, and more responsive to the  
9 needs and desires of those residents being served. Therefore, the legis-  
10 lature finds that it is in the best interests of the state of New York  
11 to establish a procedure for the creation of new counties where it is  
12 feasible and in the best interest of the governed. This legislation  
13 would create such a procedure.

14 § 2. The county law is amended by adding a new article 1-A to read as  
15 follows:

### ARTICLE 1-A

#### CREATION OF NEW COUNTIES

#### Section 10. Population and area requirements.

##### 11. Feasibility study.

##### 12. Petition.

##### 13. Filing petition and objections; determination.

EXPLANATION--Matter in italics (underscored) is new; matter in brackets  
[-] is old law to be omitted.

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1 14. Decision of the state comptroller.

2 15. Referendum.

3 16. Effective date; transition period.

4 17. Disposition of property.

5 18. Assumption of debt.

6 19. Miscellaneous provisions.

7 § 10. Population and area requirements. 1. A territory containing a  
8 population of at least one hundred thousand inhabitants, as determined  
9 by the most recent federal census, may be established as a county under  
10 this article. Such territory shall also have an area of at least one  
11 hundred square miles.

12 2. Such territory shall be contiguous and all counties affected by a  
13 petition pursuant to this article shall have contiguous boundaries.

14 3. Such territory shall not divide the territory of any existing  
15 cities, towns or villages.

16 § 11. Feasibility study. Before a petition to become a county may be  
17 filed under section twelve of this article, a feasibility study shall  
18 first be prepared. Such feasibility study shall include the following:

19 1. A proposed operating budget for the territory to be the proposed  
20 county;

21 2. A proposed capital budget for the territory to be the proposed  
22 county;

23 3. A proposal for the division of assets and liabilities between the  
24 affected counties;

25 4. The property tax impact on the proposed county and the remaining  
26 county over at least a five year period; and

27 5. An executive summary of such financial impact statement, including  
28 the estimated real property tax impact for the territory to be the  
29 proposed county and the remaining area of the remaining county.

30 § 12. Petition. 1. A proceeding to create a new county shall commence  
31 with a petition.

32 2. A petition to create a new county shall be signed by a number equal  
33 to at least ten per centum of the total vote cast for governor in the  
34 territory proposed to become a county in the last gubernatorial  
35 election.

36 3. Only qualified electors for a general election in such territory  
37 shall be eligible to sign the petition.

38 4. The petition to create a new county shall contain the following  
39 information:

40 (a) The name of the proposed county;

41 (b) The county seat of the proposed county;

42 (c) A statement that the territory proposed to be the new county  
43 contains at least one hundred thousand inhabitants and at least one  
44 hundred square miles;

45 (d) A map showing the boundaries of the proposed county; and

46 (e) A designation of at least one but not more than three persons,  
47 giving full names and addresses, on whom and at which addresses all  
48 papers required to be served in connection with the proceeding to create  
49 the new county, shall be served.

50 5. The signatures to the petition shall be subscribed on a separate  
51 page or pages following the information outlined in subdivision four of  
52 this section.

53 6. Each signature page shall be prefaced by a statement of the peti-  
54 tioners' familiarity with the contents and purpose of the petition, and  
55 the boundaries of the territory to be included in the new county.

1 7. Following each signature, there shall be set forth, not necessarily  
2 by the signer, the signer's address, including street name and number,  
3 if any, and town.

4 8. The petition must also be authenticated as to all the signatures  
5 upon each separate sheet by appending at the bottom of each sheet, an  
6 affidavit of a witness as to the subscription thereof, substantially as  
7 follows: STATE OF NEW YORK

8 ss.: COUNTY OF .....(name of witness) being duly sworn,  
9 says: I reside at ....., in the ..... of  
10 ..... (fill in residence) in the state of New York; I know  
11 each of the persons whose names are subscribed to the above sheet having  
12 ..... (fill in number) signatures; and each of them subscribed  
13 the same in my presence.

14 .....  
15 (Signature of witness.) Sworn to before me, this ..... day of  
16 ....., 20.... (official title of officer)

17 9. The state board of elections shall prepare a form of petition meet-  
18 ing the requirements of this section and shall make said form available  
19 to the public. Any petition which is a copy of said form shall be deemed  
20 to meet the requirements of this section relating to form.

21 § 13. Filing petition and objections; determination. 1. A petition  
22 pursuant to this article shall be filed with the state board of  
23 elections.

24 2. Any petition filed with the state board of elections shall be  
25 presumptively valid if it is in the proper form and appears to bear the  
26 requisite number of signatures authenticated in a manner prescribed by  
27 this article.

28 3. Written objections to a petition pursuant to this article shall be  
29 filed with the state board of elections within three days after the  
30 filing of the petition. When an objection is filed, specifications of  
31 the grounds of the objections shall be filed within six days thereafter  
32 with such board of elections, and if specifications are not timely  
33 filed, the objection shall be null and void. An objector must be quali-  
34 fied to sign the petition.

35 4. Within twenty days of the filing of a petition pursuant to this  
36 article, the state board of elections shall render a determination as to  
37 the sufficiency of the petition. The state board of elections shall give  
38 notice of the determination forthwith by mail to the individuals desig-  
39 nated pursuant to paragraph (e) of subdivision four of section twelve of  
40 this article, and if specified objections have been filed, the objectors  
41 shall be also notified.

42 5. All provisions of the election law relating to the construal of the  
43 sufficiency of petitions, not inconsistent with this article, shall  
44 apply to this section.

45 6. A determination of the state board of elections shall be subject to  
46 judicial review, as provided for in article seventy-eight of the civil  
47 practice law and rules, except that it must be instituted within thirty  
48 days after the filing of determination pursuant to this section. Such a  
49 proceeding may only be instituted by a person qualified to sign the  
50 petition. A proceeding under this section shall have preference over all  
51 other civil actions and proceedings.

52 7. The successful party to the proceeding shall file a certified copy  
53 of the decision and order with the state board of elections.

54 § 14. Decision of the state comptroller. 1. Within ten days after the  
55 first occurring of either the expiration of thirty days from the filing  
56 of the original decision sustaining the legal sufficiency of the peti-

1 tion and no proceeding having been instituted to review same, or the  
2 filing of a final order sustaining the petition after such a proceeding  
3 to review, the state board of elections shall file a copy of the peti-  
4 tion with the office of the state department of audit and control  
5 located in Albany for a review and decision by the state comptroller, as  
6 provided for by this section.

7 2. The state comptroller shall examine the proposed operating budget  
8 for the territory to be the proposed county, the proposed capital budget  
9 for the area to be the proposed county, a description of the services  
10 that would be provided by the proposed county and how such services  
11 would be delivered and the estimated property tax impact for a five year  
12 period on the territory to be the proposed county and the area of the  
13 remaining county.

14 3. The state comptroller shall issue a decision on the financial  
15 feasibility of the proposed county.

16 4. In order to make a favorable decision of financial feasibility, the  
17 state comptroller shall make the following findings:

18 (a) that the overall public interest shall be served by the creation  
19 of the proposed county;

20 (b) that the cost of the proposed county shall not be an undue burden  
21 upon the proposed county or the remaining county;

22 (c) that the revenue estimates and appropriations, as set forth in  
23 such financial impact statement, are adequate to deliver the services  
24 proposed; and

25 (d) that in all regards, such financial impact statement provides an  
26 accurate, valid and transparent presentation of information to the  
27 public.

28 5. Such decision shall be delivered to the state board of elections  
29 within sixty days of submission to the state comptroller. Such decision  
30 shall be available for public inspection. A copy of such decision shall  
31 also be mailed to the petitioners designated pursuant to paragraph (e)  
32 of subdivision four of section twelve of this article and all objectors  
33 to the petition, pursuant to section thirteen of this article, by regu-  
34 lar mail within five days of receipt.

35 6. A determination of the state comptroller shall be subject to judi-  
36 cial review, as provided for in article seventy-eight of the civil prac-  
37 tice law and rules, except that it must be instituted within thirty days  
38 after the filing of determination pursuant to this section. A proceeding  
39 under this section shall have preference over all other civil actions  
40 and proceedings.

41 7. Where the determination of the state comptroller is not favorable  
42 and no proceeding is instituted to review such decision, the decision  
43 shall be final and conclusive. The state board of elections shall take  
44 no further action on such petition. A new proceeding to create the  
45 proposed county shall not be commenced for at least five years.

46 § 15. Referendum. 1. A referendum to determine the question of creat-  
47 ing a new county shall be held at the next general election occurring no  
48 less than sixty days after the first occurring of either of the follow-  
49 ing two events:

50 (a) The expiration of thirty days from a favorable decision of the  
51 state comptroller and no proceeding having been instituted to review  
52 same; or

53 (b) The filing of a final order which sustains the favorable decision  
54 of the state comptroller.

55 2. The procedure for the referendum shall be pursuant to the election  
56 law.

1 3. Each resident in the territory proposed to be the new county who is  
2 a qualified elector in a general election may vote in the referendum.

3 4. The form of the proposition shall be as follows: "Shall the terri-  
4 tory generally described as ..... (describe territory) be  
5 established as a new county to be called ..... (name of  
6 county)?"

7 5. If the majority of the votes cast on such referendum be in the  
8 affirmative, the referendum shall be adopted, and the new county shall  
9 be created.

10 6. If the majority of votes cast at such referendum shall be adverse  
11 to the creation of the new county, no county shall be created and no  
12 petition for the creation of such county from the same territory may be  
13 filed for a period of five years from the date such referendum shall  
14 have been defeated.

15 § 16. Effective date; transition period. 1. When a referendum has been  
16 approved, pursuant to this article, the new county shall be deemed  
17 created and effective upon the adoption of the referendum, certified by  
18 the state board of elections, and shall have the authority to perform  
19 all acts necessary to effect a transition of authority to the new coun-  
20 ty.

21 2. For the purposes of exercising all governmental functions, the new  
22 county shall be deemed effective on the first day of January next  
23 succeeding the next general election at which county elective officers  
24 are elected.

25 3. All county elective officers pursuant to this article shall be  
26 elected at the next general election after the referendum is approved.

27 4. As provided by this article, the board of supervisors shall be the  
28 legislative body of the new county. Nothing in this article shall  
29 preclude the establishment of a legislative body other than a board of  
30 supervisors, pursuant to law.

31 5. Nothing in this article shall preclude a new county from selecting  
32 a charter or other alternative form of government as permitted by law.

33 6. During the transition period between the effective date of the  
34 county and the effective date for the purpose of exercising all govern-  
35 mental functions, the supervisors of each of the towns constituting the  
36 new county shall be empowered to act as an interim board of supervisors.  
37 Said board shall have all the rights, privileges, functions, and powers  
38 conferred on counties and municipal corporations and shall take all  
39 actions necessary to effect a transition to the new county government,  
40 including but not limited to the transfer of real property, personal  
41 property, books, records, employees, the authority to enter into agree-  
42 ments, including the apportionment of liabilities, to adopt a budget,  
43 hire employees, levy taxes, and borrow money. Any action by the interim  
44 board of supervisors shall be approved by a unanimous vote.

45 7. Any taxes levied or collected and any other charges levied by the  
46 existing county for the transition period on the territory which has  
47 become a new county shall be utilized to continue services and functions  
48 for which the existing county is still responsible and to fund the tran-  
49 sition expenses of the new county, unless the affected counties other-  
50 wise agree.

51 § 17. Disposition of property. 1. Except as may be provided in an  
52 agreement between the affected counties, as authorized by subdivision  
53 two of this section, all county owned real or personal property, and  
54 rights in real and personal property, including but not limited to  
55 streets, avenues, roads, highways, bridges, buildings, parks, open lands

1 located in the newly created county, shall become the property of said  
2 new county.

3 2. At any time during the transition period defined in subdivision six  
4 of section sixteen of this article, the governing boards of the affected  
5 counties shall have the power to agree on the retention, division, or  
6 other disposition, either with or without consideration, of real and  
7 personal property and rights in real and personal property within the  
8 affected counties. Any such agreement shall be in writing and shall be  
9 approved by the affected counties. Such agreement may provide for the  
10 execution of any deeds or instruments affecting retention, division, or  
11 other disposition of such property, either with or without consider-  
12 ation.

13 § 18. Assumption of debt. 1. Except as may be provided in an agreement  
14 between the affected counties, as authorized by subdivision two of this  
15 section, any indebtedness, or liabilities, or interest thereon attri-  
16 buted to the pre-existing county, shall be a charge upon and shall be  
17 paid by each county as the same shall become due and payable, in the  
18 same proportion to the whole of any such indebtedness, liability, or  
19 interest as each affected county's tax contribution. Nothing herein  
20 shall preclude the new county from paying in full its proportion of  
21 indebtedness and liabilities. In the case of liabilities relating to  
22 employee collective bargaining agreements and retirement obligations,  
23 the new county shall not be bound by said agreements and shall only be  
24 responsible for liabilities such as accumulated vacation, sick leave,  
25 and retirement costs for those employees actually transferred to the new  
26 county. The new county shall not have responsibility for the liabilities  
27 and indebtedness for any existing special district or special fund where  
28 the new county is not part of said special district or benefitted by  
29 said special fund. A new county shall not have any other contribution  
30 for indebtedness or liabilities except as provided by this section.

31 2. At any time during the transition period defined in subdivision six  
32 of section fifteen of this article, the governing boards of the affected  
33 counties shall have the power to agree to the proportions, if any, of  
34 the various types of indebtedness, contract, or other liabilities, and  
35 interest thereon, if any, the affected counties will assume and agree to  
36 pay. Such proportions may be based on any equitable basis.

37 3. (a) The term "tax contribution" shall mean each county's contrib-  
38 ution to the general fund of the pre-existing county based upon its  
39 contribution of sales tax, if any, and real property tax. Such propor-  
40 tion shall initially be based upon the findings of the feasibility study  
41 prepared pursuant to section eleven of this article. The final  
42 proportions shall be adjusted after the new county's first complete year  
43 of operation utilizing actual sales tax revenue collections for said  
44 year, and the real property tax levy for the last full year of the undi-  
45 vided existing county.

46 (b) The term "indebtedness" and "contract or other liabilities" shall  
47 not include liabilities under collective bargaining agreements, indebt-  
48 edness evidenced by (i) tax anticipation notes, revenue anticipation  
49 notes, or budget notes, or (ii) evidenced by serial bonds or capital  
50 notes having a maximum maturity of less than three years which were  
51 issued or are to be issued to finance an object or purpose other than a  
52 capital improvement, or other than the acquisition of equipment for  
53 which the period of probable usefulness is provided in paragraph a of  
54 section 11.00 of the local finance law.

55 § 19. Miscellaneous provisions. 1. All provisions of this chapter  
56 shall govern the operation of counties created pursuant to this article,

1 provided however, that nothing therein shall preclude the election of  
2 alternative forms or the charter form of county government as provided  
3 by law.

4 2. All special acts and parts of special acts relating to the pre-ex-  
5 isting county and in force therein on the date the new county is created  
6 and not inconsistent with this article, shall continue in full force and  
7 effect in the affected counties, as though the new county had been in  
8 existence at the time of passage of said acts and as though the name of  
9 the new county had appeared in said acts and parts of acts, except that  
10 any charter law adopted by the state legislature shall not be applicable  
11 to the new county.

12 3. Employees transferred when a county is created pursuant to this  
13 article shall be transferred without further examination or qualifica-  
14 tion and shall retain their respective civil service classification and  
15 status. Any employee who at the time of such transfer has a temporary or  
16 provisional appointment shall be transferred subject to the same right  
17 of removal examination, or termination as though such transfer had not  
18 been made.

19 4. The creation of a new county shall not affect the boundaries of any  
20 congressional district, senate district, or assembly district.

21 5. Nothing herein shall be deemed to limit the authority of the legis-  
22 lature to create counties or other local governments pursuant to the  
23 state constitution.

24 6. During the transition period provided for in this article, all  
25 local laws, ordinances, rules, or regulations of the pre-existing undi-  
26 vided county shall remain in full force and effect. Said local laws,  
27 ordinances, rules, and regulations may be further extended by the inter-  
28 im board of supervisors for a period not to exceed one year after the  
29 end of said transition period.

30 7. During the transition period, the existing county shall continue to  
31 render to and perform all those functions and services which it rendered  
32 and performed upon the date of the filing of the petition with the state  
33 board of elections, unless otherwise agreed to by the affected counties.

34 § 3. Severability. If any clause, sentence, paragraph, section, or  
35 part of this act shall be adjudged by a court of competent jurisdiction  
36 to be invalid, such judgment shall not affect, impair, or invalidate the  
37 remainder thereof, but shall be confined in its operation to the clause,  
38 paragraph, section, or part thereof, directly involved in the controver-  
39 sy in which such judgment shall have been rendered.

40 § 4. This act shall take effect immediately.