

Introduced by: Cooper  
Date: 01/03/17  
Action: Failed to Adopt  
Vote: 3 Yes, 6 No, 0 Absent

**KENAI PENINSULA BOROUGH  
RESOLUTION 2017-006**

**A RESOLUTION AMENDING THE ASSEMBLY POLICY REGARDING  
INVOCATIONS BEFORE BOROUGH ASSEMBLY MEETINGS**

- WHEREAS**, the Kenai Peninsula Borough Assembly ("assembly") is an elected legislative and deliberative public body, serving the residents of the borough; and
- WHEREAS**, the Borough Code of Ordinances provides for an invocation to be offered at the beginning of each meeting; and
- WHEREAS**, in Resolution 2016-056 the assembly adopted a formal written policy to clarify its invocation practices; and
- WHEREAS**, the assembly desires to amend that policy to broaden the scope of eligible invocation providers to better reflect the diversity of beliefs in the borough; and
- WHEREAS**, in *Town of Greece v. Galloway*, 134 S.Ct. 1811 (May 5, 2014), the United States Supreme Court validated opening prayers at town council meetings, finding that "legislative prayer lends gravity to public business, reminds lawmakers to transcend petty differences in pursuit of a higher purpose, and express a common aspiration to a just and peaceful society."; and
- WHEREAS**, the Supreme Court clarified in *Town of Greece* that opening invocations are "meant to lend gravity to the occasion and reflect values long part of the Nation's heritage" and should not show over time "that the invocations denigrate nonbelievers or religious minorities, threaten damnation, or preach conversion."; and
- WHEREAS**, this resolution does not establish a policy that defines the constitutional limits for permissible public invocations but instead is intended to adopt guidelines that are consistent with the guidance provided by several courts that have considered the validity of public invocations; and
- WHEREAS**, numerous courts have approved an invocation practice that incorporates a neutral system to invite religious leaders from the local community and/or volunteers to provide an invocation before public meetings. *Town of Greece*. See also *Simpson*

*v. Chesterfield Cnty. Bd. Of Supervisors*, 404 F.3d 276 (4<sup>th</sup> Cir. 2005), *cert. denied*, 546 U.S. 937 (2005); *Pelphrey v. Cobb Cnty.*, 547 F.3d 1263 (11<sup>th</sup> Cir. 2008); *Rubin v. City of Lancaster*, 710 F.3d 1087 (9<sup>th</sup> Cir. 2013); and

**WHEREAS**, the assembly intends to adopt a policy that does not proselytize or advance any particular faith, or show a purposeful preference of one religious view over another by not permitting the faith of the person offering the invocation to be considered when extending an invitation or scheduling participation;

**NOW, THEREFORE, BE IT RESOLVED BY THE ASSEMBLY OF THE KENAI PENINSULA BOROUGH:**

**SECTION 1.** That Section IX paragraph D of the Kenai Peninsula Borough Assembly Manual is hereby amended as follows:

**IX. ASSEMBLY MEETING**

...

**D. Invocations.**

1. It is the intent of the assembly to allow a private citizen to solemnize the proceedings of the Kenai Peninsula Borough Assembly. It is the policy of the assembly to allow for an invocation, which may include a short prayer or a solemnizing message, to be offered at the beginning of its meetings for the benefit of the assembly to accommodate the spiritual needs of the public officials.
2. No member or employee of the assembly or any other person in attendance at the meeting shall be required to participate in any prayer or solemnizing message that is offered and such decision shall have no impact on the ability of the person to actively participate in the business of the assembly.
3. No member or employee of the assembly will direct the public to stand, bow, or in any way participate in the [PRAYERS] invocation, make public note of a person's presence or absence, attention or inattention during the invocation, or indicate that decisions of the assembly will

in any way be influenced by a person's acquiescence in the [PRAYER] invocation opportunity.

4. The invocation shall be voluntarily delivered by [AN APPOINTED] a representative from the Associations List developed as described below, or a chaplain or an individual as described below. To ensure that such person (the "invocation speaker") is selected from among a wide pool of representatives the invocation speaker shall be selected according to the following procedure:

- a. The Clerk shall post a notice on the borough internet home page that all [RELIGIOUS] associations with a[N ESTABLISHED] presence in the Kenai Peninsula Borough that regularly meet for the primary purpose of sharing a religious perspective[,] or other interest or belief that is very important to the attendees and reasonably appears to meet the Internal Revenue Service's tax exemption criteria referenced in paragraph 4(c) below, individual residents of the Kenai Peninsula Borough who have a religious perspective or other interest or belief that is very important to them, or chaplains who may serve one or[F] more of the fire departments, law enforcement agencies, hospitals, or other similar organizations in the borough, are eligible to provide invocations to the assembly, and that the authorized leader of any such association, an individual or [a] chaplain can submit a written request to provide an invocation to the borough clerk. The Associations List shall also include an association as described above except that it regularly meets for the above purposes outside the Kenai Peninsula Borough if such association is regularly attended by at least one resident of the Kenai Peninsula Borough and such resident submits a written request to provide an invocation to the borough clerk. An additional printed notice containing this information shall be made available to the public during assembly meetings and at the

clerk's office. Written requests shall be filed using the online form prepared by the clerk's office.

b. The borough clerk shall compile and maintain a database (the "Associations List") of the qualifying associations, individuals and chaplains who have submitted such a written request (hereinafter referred to as an "[RELIGIOUS] association").

c. The policy is intended to be and shall be applied in a way that is all-inclusive of every diverse [RELIGIOUS] such association, individual and chaplain serving the residents of the Kenai Peninsula Borough. The Association List is compiled and used for purposes of logistics, efficiency, and equal opportunity for all of the community's [RELIGIOUS LEADERS] associations, individuals and chaplains, who may themselves choose whether to respond to the assembly's invitation and participate. Should a question arise as to the [AUTHENTICITY] qualification of an [RELIGIOUS] association, the assembly president shall make the decision by referring to the criteria used by the Internal Revenue Service in its determination of those organizations that would legitimately qualify for I.R.C. §501(c)(3) tax-exempt status.

d. The respondents to the notice shall be scheduled on a first-come, first-serve basis to deliver the invocation, provided each respondent may only ask to provide one invocation at a time, with subsequent requests only made after the date of their previously scheduled invocation has passed. In any event, no respondent shall be scheduled to offer an invocation at consecutive assembly meetings or at more than three assembly meetings in any calendar year. [THIS IS] These limitations are intended to help ensure that a variety of [ELIGIBLE REPRESENTATIVES ARE SCHEDULED FOR THE INVOCATIONS] speakers are given an opportunity to provide an invocation and that there is no appearance that the assembly

favours or promotes any one association, chaplain or individual over another.

- e. In the event an eligible representative of an [RELIGIOUS] association, a chaplain or an individual serving the local community believes that the Clerk or President has not complied with the terms of this policy, the representative, chaplain or individual has the right to have the matter reviewed by the [A]assembly.
- f. If no scheduled representative, chaplain or individual is in attendance at an assembly meeting the assembly President may authorize an assembly member to provide the invocation or may proceed without an invocation being offered.
5. No invocation speaker shall receive compensation for his or her service.
6. No guidelines or limitations shall be issued regarding an invocation's content, except that the [A]assembly shall request by the language of this policy that no invocation should proselytize or advance any faith, or disparage the religious faith or non-religious views of others. Additionally, it is recommended that the invocation be not more than three minutes long. It is further requested that invocations be free from personal political views, sectarian controversies, and absent any apologies for others.
7. No assembly member nor employee in the clerk's office shall engage in any prior inquiry, review of, or involvement in the content of any invocation to be offered by an invocation speaker.
8. To clarify the assembly's intentions the following disclaimer shall be included on any printed assembly meeting agenda for a meeting during which an invocation may be provided immediately below the invocation:

*"Any invocation that may be offered at the beginning of the assembly meeting shall be a voluntary offering of a private person, to and for the benefit of the assembly. No member of the community is required to attend or participate in the invocation."*

9. This policy is not intended, and shall not be implemented or construed in any way, to affiliate the assembly with, nor express the assembly's preference for, any belief, faith, or religious denomination. Rather, this policy is intended to acknowledge and express the assembly's respect for the diversity of religious denominations, beliefs and faiths represented and practiced among the residents of the borough.

**SECTION 2.** That this resolution shall take effect immediately upon adoption.

**ADOPTED BY THE ASSEMBLY OF THE KENAI PENINSULA BOROUGH THIS 3RD DAY OF JANUARY, 2017.**

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Kelly Cooper, Assembly President

ATTEST:

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Johni Blankenship, MMC, Borough Clerk

Yes: Dunne, Holmdahl, Cooper  
No: Bagley, Fischer, Gilman, Knopp, Ogle, Welles  
Absent: None