



Charter Review
2025-2026

Citizen Charter Review Committee

November 6, 2025



Meeting Agenda

CONSENT

- **Approval of Meeting Minutes & Committee Bylaws**
Mary Ann Lindley, Chair

PRESENTATIONS

- **Overview of Leon County Government**
Vincent S. Long
- **Leon County Charter by Article & Amendment Process Recap**
Nicki Hatch
- **Public Comment**

GENERAL BUSINESS

- **Agenda Item A: Leon County Ordinances in Relation to Municipal Ordinances**
Chasity O'Steen & Ken Morris
- **Committee Discussion on Proposed Charter Amendments**



Overview of Leon County Government

Vincent S. Long, County Administrator



Leon County: Top 5 Things to Know

1

County Structure

2

Budget: At a Glance

3

Leon LEADS

4

Strategic Plan

5

Annual Report



LEON COUNTY GOVERNMENT ORGANIZATIONAL CHART



BOARD OF COUNTY
COMMISSIONERS



VINCENT S. LONG
County Administrator



CHASITY H. O'STEEN
County Attorney



MATHIEU CAVELL
Director, Community Relations and Resilience



KEVIN PETERS
Director

Emergency Management

- Disaster Preparedness and Response
- 9-1-1 Operations
- Disaster Plan Review
- Emergency Exercises



KIANNA GILLEY
Manager

Community and Media Relations

- Community Relations
- Media Engagement
- Crisis Communications
- Disaster Resiliency



KERRI POST
Director

Tourism

- Destination Marketing
- Sports Tourism
- Signature Event Grants
- Amphitheater Concert Series
- Culture and Arts



CANDICE WILSON
Director, Human Resources



SHINGTON LAMY
Assistant County Administrator



CHAD ABRAMS
Chief

Office of Public Safety

- Emergency Medical Services
- Consolidated Dispatch Agency
- Animal Control



TERESA BROXTON
Director

Office of Intervention and Detention Alternatives

- Probation
- Supervised Pretrial Release
- Drug and Alcohol Testing
- PSCC



PAMELA MONROE
Director

Library Services

- Branch Libraries
- Ask a Librarian and Reference
- Community Programming
- Learning Resources
- Technology and Media



ABIGAIL THOMAS
Director

Human Services and Community Partnerships

- Health and Human Services
- Housing Services
- Veterans Services



BEN BRADWELL
Manager

Veterans Services

- Benefit Counseling
- Veterans Resource Center
- Emergency Assistance for Veterans



JELANI MARKS
Manager

Housing Services

- Affordable Housing
- Down Payment Assistance
- Rehabilitation



KEN MORRIS
Assistant County Administrator



ROSHAUNDA BRADLEY
Director

Office of Management and Budget

- Budget Development
- Grants
- Fiscal Planning
- Risk Management



MICHELLE TAYLOR
Chief Information Officer

Office of Information and Technology

- Management Information Systems
- Geographical Information Systems



NICKI HATCH
Assistant to
the County
Administrator

Legislative and Strategic Initiatives

- Strategic Planning
- Legislative Affairs

Purchasing Real Estate



NAWFAL R. EZZAGGHI
Assistant County Administrator



BRENT PELL
Director

Public Works

- Operations
- Mosquito Control
- Engineering Services
- Construction Management
- Fleet Management



MAGGIE THERIOT
Director

Office of Resource Stewardship

- Sustainability
- Recycling
- Parks and Recreation
- Facilities
- Solid Waste
- Coop. Extension



SCOTT BROCKMEIER
Director

Development Support and Environmental Mgmt.

- Environ. Svcs.
- Dev. Svcs.
- Building Plans Review and Inspection
- Permit/Code Services



ARTIE WHITE
Director

Department of P.L.A.C.E.

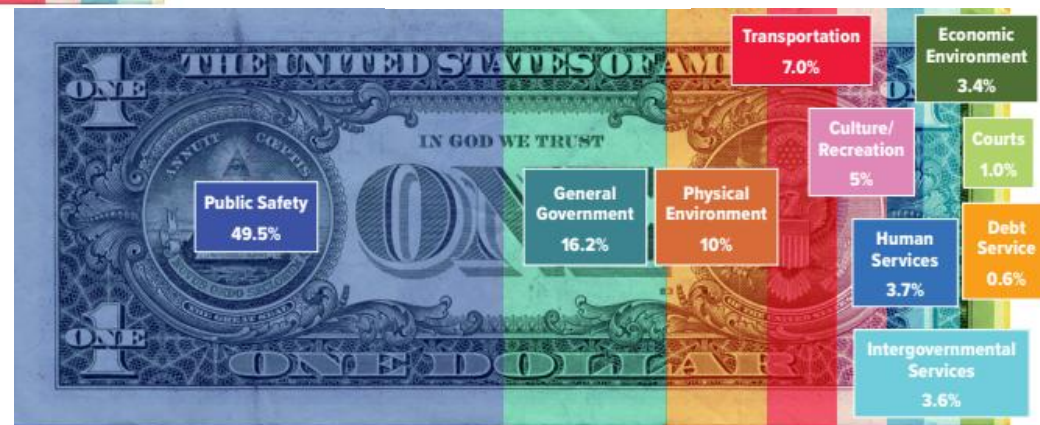
- (Planning, Land Management and Community Enhancement)
- Planning
- Blueprint
- Office of Economic Vitality
- MWSBE

WHERE THE \$401.5 MILLION COMES FROM...



FY 2025/2026 ADOPTED BUDGET:
\$401.5 MILLION

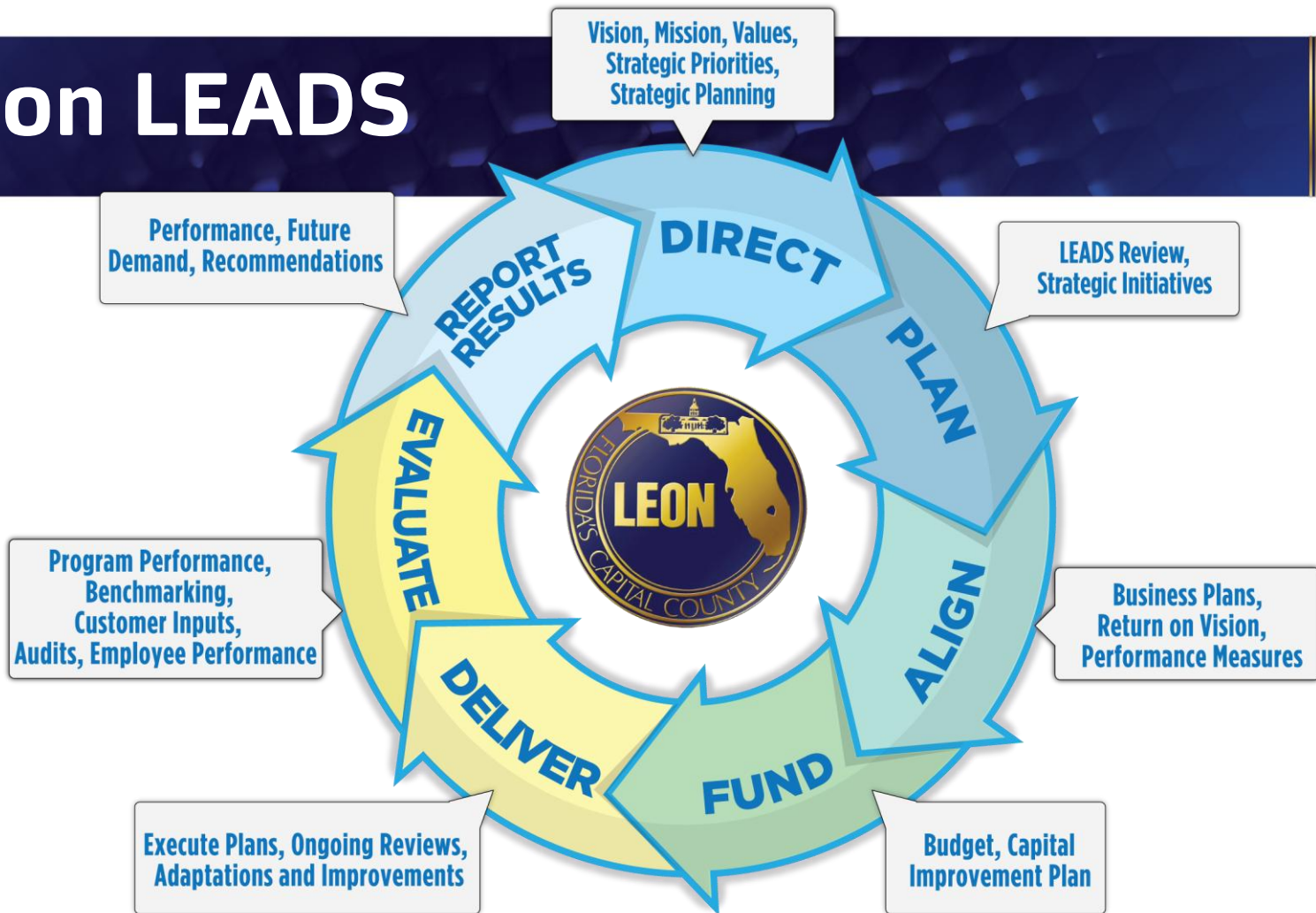
...AND HOW THE
\$401.5 MILLION
IS UTILIZED



Budget: At a Glance



Leon LEADS





Strategic Plan



FY2022-2026 STRATEGIC PLAN

BOLD GOALS & TARGETS

PRIORITY AREAS	BOLD GOAL	PROGRESS TO DATE	5-YEAR TARGETS	% ATTAINED
ECONOMY	Grow the Five-Year Tourism Economy to \$5 Billion	75% (\$3.69 billion)	» Attract 100 State, Regional or National Championships Across All Sports	52% (52 Championships)
			» Grow the Job Market by 10,000 New Jobs and Co-Create 500 Entrepreneur Ventures	New Jobs: 194% (19,425) Entrepreneurial Ventures: 58% (288)
			» Connect 7,000 Students to Skilled Job Opportunities through Leon Works and Other Talent Development Initiatives	90% (Connected 6,300 students)
			» Increase the Number of Certified MWSBEs by 30%	63% (Certified 109 new MWSBEs)
ENVIRONMENT	Upgrade or Eliminate 500 Septic Tanks in the Primary Springs Protection Zone	75% 374 septic upgrades and/or conversions completed or in progress to date	» Reduce Greenhouse Gas Emissions Stemming from County Operations by 25%	88% (Reduced GHG emissions by 22%)
			» Double Solar Power Generation at County Facilities	37% (Increased generation by 50 kW)
			» Divert 3 Million Pounds of Household Hazardous Waste from Landfill	73% (Diverted 2.2 million pounds of waste)
			» Increase the Number of Fully Electric Vehicles in the County's Fleet by 500%	35% (11 electric vehicles)
QUALITY OF LIFE	Support Community Partners to Place 225 Residents Experiencing Chronic Homelessness in Permanent Supportive Housing	78% (176 placements)	» Secure More Than \$150 Million in Federal, State and Local Benefits for Leon County Veterans and Their Families	72% (Secured \$108.6 million)
			» Support 900 Community Events, Sporting Competitions, Festivals, Performances and Cultural Programming That Will Attract Visitors and Residents	72% (Supported 650 community events)
			» Construct 90 Miles of Sidewalks, Greenways, Trails and Bike Lanes	37% (Constructed nearly 34 miles)
			» Host 100,000 Residents and Visitors through County-Supported Performances at the Amphitheater	74% (73,500 residents and visitors)
GOVERNANCE	Implement 600 Citizen Ideas, Improvements, Solutions and Opportunities for Co-Creation	46% (274 Citizen Ideas)	» Connect 50,000 Volunteers with Service Opportunities Communitywide	54% (Connected 26,750 volunteers)
			» Reach 100,000 More Citizens Across All County Platforms and Programming	71% (Reached 70,649 more citizens)
			» Offer 100% Online Permitting for Licensed Contractors, Engineers and Architects	100%
			» Communicate More Than 2 Million Disaster Preparedness Messages to Create Resilient Households, Businesses and Nonprofits	165% (Communicated 3.29 million messages)



Annual Report

LEON COUNTY
2025

People Focused. Performance Driven.



Annual Report



Leon County Charter by Article & Amendment Process Recap

Nicki Hatch



Leon County Charter by Article

- I. Creation, Powers and Ordinances of Home Rule Charter Government
- II. Organization of County Government
- III. Elected County Constitutional Officers
- IV. Powers Reserved to the People
- V. Home Rule Charter Transition, Amendments, Review, Severance, Effective Date

LEON
COUNTY
CHARTER
IN BINDER
(TAB 1)



Article I. Creation, Powers and Ordinances of Home Rule Charter Government

Section 1.6. Relation to Municipal Ordinances.

- (1) Except as otherwise provided by law or this Charter, **municipal ordinances shall prevail over County ordinances** to the extent of any conflict within the boundaries of the municipality...
- (2) *Minimum Environmental Regulations.* County ordinances shall establish minimum standards, procedures requirements and regulations for the protection of the environment...

Approved by voters in 2010.



Article I. Creation, Powers and Ordinances of Home Rule Charter Government

Section 1.7. Transfer of Power.

Whenever a municipality, special district or agency shall request, by a majority vote of the governing body, the performance or transfer of a function to the County, the County is so authorized by a majority vote of the Board of County Commissioners to have the power and authority to assume and perform such functions and obligations. This section does not authorize a transfer in violation of Article VIII, § 4 of the Constitution of Florida.



Article II. Organization of County Government

Section 2.1. Elected Commission and Appointed County Administrator Form of Government.

Leon County shall operate under an elected County Commission and an appointed County Administrator form of government with separation of legislative and executive functions...



Article III. Elected Constitutional Officers

Section 3.1. Preservation of Constitutional Offices.

The offices of the Sheriff, Property Appraiser, Tax Collector, Clerk of the Circuit Court and Supervisor of Elections shall remain as independently elected constitutional offices, and the **status, powers, duties and functions** of such offices shall not be altered by this Home Rule Charter...



Article IV. Powers Reserved to the People

Section 4.1. Citizen Initiative

(1) *Right to Initiate.* The electors of Leon County shall have the **right to initiate County ordinances** in order to establish new ordinances and to amend or repeal existing ordinances, not in conflict with the Florida Constitution, general law or this Charter, upon petition signed by at least ten percent (10%) of the total number of electors qualified to vote in the County reflecting ten percent (10%) of the total number of electors qualified to vote within each of the five (5) commission districts.



Article V. Home Rule Transition, Amendments, Review, Severance, Effective Date

Section 5.2. Home Rule Charter Amendments

- (1) Amendments Proposed by Petition.
- (2) Amendments and Revisions by Citizen Charter Review Committee (every 8 years).
- (3) Amendments Proposed by the Board of County Commissioners.



Charter Committee Amendment Consideration Process

"How an Idea Becomes a Charter Amendment"

November 2025-January 2026	STEP 1 - Initial Committee Idea Deliberations: ▶ Any Idea for a proposed charter amendment may be requested by any committee member to be put on the agenda for formal consideration by the committee. » Voting Threshold: A simple majority vote is required to formally agenda an idea for formal committee consideration for a proposed charter amendment. Ideas which do not receive that level of interest will not be considered further. STEP 2 - Proposed Charter Amendment Agendaed for Committee Consideration: ▶ For proposals receiving a simple majority of votes by the committee (per Step 1), staff places an analysis of the proposal on the committee agenda for further consideration. » Voting Threshold to Advance to Step 3: A simple majority vote of the committee is required to request staff to prepare proposed charter amendment language and agenda the issue for further committee consideration.
February 2026	STEP 3 - Proposed Charter Amendment Agendaed for Committee Consideration with Draft Charter Amendment Language: ▶ Upon a simple majority vote for the committee to consider the proposal for the second time (per Step 2), staff agendas the proposal with draft charter amendment language and seeks a committee decision on whether to advance the proposed charter amendment to public hearing. » Voting Threshold to Advance to Step 4: A simple majority vote of the committee is required to advance the proposal to public hearing.
June/July 2026	STEP 4 - Public Hearings on he Proposed Charter Amendments and the Committee Vote to Recommend Proposed Charter Amendments to the Board of County Commissioners: ▶ Upon a simple majority vote to advance the proposal to a public hearing (per Step 3), a public hearing is advertised and conducted by the committee to receive public comment on proposed charter amendment. Upon conclusion of the public hearing, the Committee considers the proposed charter amendment (for a third time) and decides whether or not to recommend the proposed charter amendment to the Board of County Commissioners. » Voting Threshold to Advance Step 5: A simple majority is required to recommend a proposed charter amendment to the Board of County Commissioners.
	STEP 5 - Committee Final Report to Board of County Commissioners (August 5, 2026) STEP 6 - Board of County Commissioners Public Hearings (August 17, 2026) STEP 7 - 2026 General Election (November 3, 2026)

TAB 5 OF
COMMITTEE
BINDER



Public Comment

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Agenda Item A: Leon County Ordinances in Relation to Municipal Ordinances

Chasity O'Steen & Ken Morris



Background

- After deliberation on numerous policy issues, the Board selected one issue for the Committee to consider for advancement as a proposed charter amendment:
 - **Should County ordinances supersede municipal ordinances in the event of a conflict?**
- The agenda materials provide information and analysis for your consideration to evaluate whether such a charter amendment should be placed on the ballot.



County Authority

- As a charter county, Leon County's authority is derived from Article VIII, Section 1(g) of the Florida Constitution titled "CHARTER GOVERNMENT.”:

“Counties operating under county charters shall have all powers of local self-government not inconsistent with general or special law, or with special law approved by vote of the electors. The governing body of a county operating under a charter may enact county ordinances not inconsistent with general law. The charter shall provide which shall prevail in the event of conflict between county and municipal ordinances.”
- Section 1.6 of the Leon County Charter, “Relation to Municipal Ordinances”, provides that municipal ordinances shall prevail over County ordinances in the event of any conflict within the boundaries of the municipality.
- To the extent that a county and municipal ordinance cover the same subject without conflict, then both shall be effective and supplemental to the other.



Countywide Minimum Environmental Regulations

- 2009-2010 Citizen Charter Review Committee: Recommended the establishment of countywide minimum environmental regulations.
 - Sought to address rapid development and apply one set of consistent rules, especially for projects that crossed jurisdictions or sought to annex into the City to avoid more stringent regulations.
 - Charter amendment approved by voters during the 2010 General Election.
- Section 1.6.(2) of the Charter provides for the establishment of minimum environmental standards by County ordinances to be effective within unincorporated and incorporated areas of the County.
 - Allows municipalities to establish more stringent environmental protections within the incorporated area.



Preemption of Regulatory Authority vs Transfer of Power

- Article VIII, Section 1(g) of the Constitution:
 - As previously covered - provides charter counties with regulatory authority to determine which ordinance should prevail when county or municipal ordinances regulate the same subject.
 - This preemption does not include the ability to transfer municipal services to the county. “Transfer of powers” is separately governed by Article VIII, Section 4 of the Constitution.
- Article VIII, Section 4 of the Constitution:
 - Provides a generalized structure under which powers or functions may be transferred between local governments, including counties and municipalities.
 - Must first be authorized by law or by resolutions adopted by the affected governing bodies, followed by approval from the electors of both affected governments through a dual referendum.



Municipal Authority

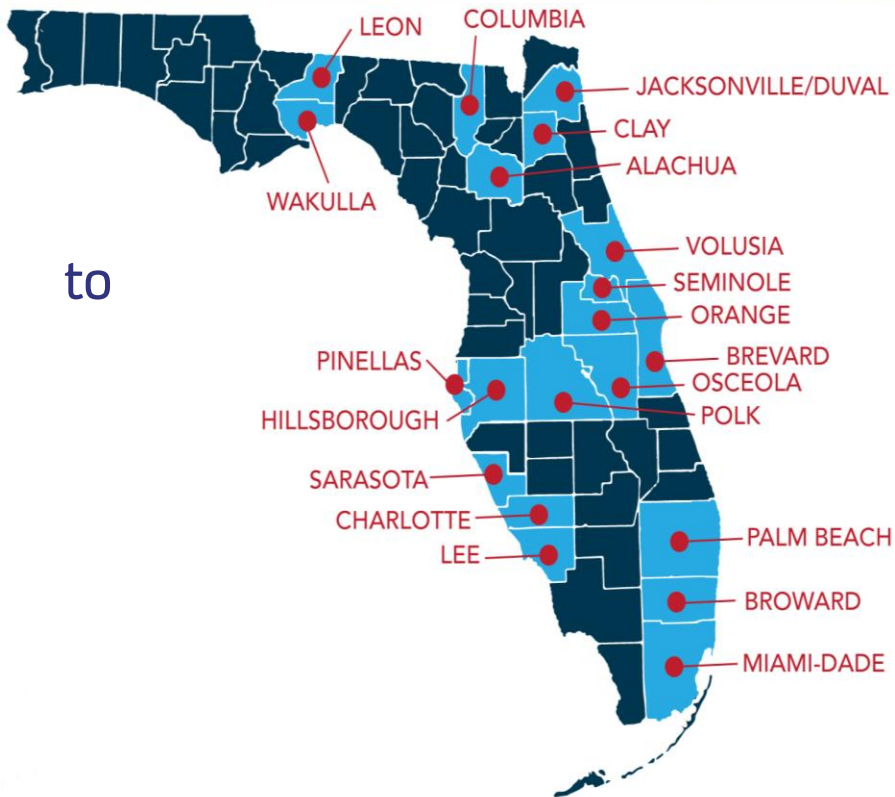
- While the County has broad powers under Article VIII, Section 1(g) of the Constitution, Section 2(b) of Article VIII of the Constitution also provides broad authority to municipalities, as follows:

“Municipalities shall have governmental, corporate and proprietary powers to enable them to conduct municipal government, perform municipal functions and render municipal services, and may exercise any power for municipal purposes except as otherwise provided by law.”
- Municipal authority is not applicable to any subject expressly preempted to state or county government by the Constitution or by general law.
- Municipal authority is limited when a subject or specific policy area is preempted by a county charter.



Comparative Review of Charter Counties

- 20 Charter Counties in Florida
- 75% of the State's population
- “From Miami-Dade (1957) to Wakulla County (2008)”
- Interlocal Affairs:
 - 3 Counties have over 30 Muni's
 - 3 Counties have 2 Muni's
 - 2 Counties have 1 Muni.





Comparative Review of Charter Counties

- What do the 20 charters say about the prevalence of county or municipal ordinances in the event of a conflict?
- 2 anomalies:
 - Duval is a consolidated government
 - Miami-Dade's charter established a two-tier hierarchy and "central metropolitan government" which predates the 1968 FL Constitution
- Most (11 of remaining 18) county charters provide for county ordinances to prevail in specific circumstances
 - 7 provide for municipal ordinances to prevail without exception
 - None provide for county ordinances to prevail without exception.



Potential Benefits of a Charter Amendment

- Avoiding Potential Interlocal Conflicts and Disputes
- Providing Regulatory Uniformity on Countywide Issues
- Providing Unified Standards Based on Geography, not Political Jurisdiction
- Providing for More User-Friendly Government
- Establishing Minimum Community Standards Countywide



Next Steps & Options

1. Accept this report and table this issue.
2. Request additional information and analysis on charter government, regulatory authority, and/or the prevalence of county ordinances in the event of a conflict with municipal ordinances.
3. Direct staff to prepare a proposed charter amendment providing that all county ordinances shall prevail in the event of a conflict with municipal ordinances, to the extent otherwise permitted by law.
4. Direct staff to prepare a proposed charter amendment(s) providing that specific county ordinances or subject area(s), as identified by the Committee, shall prevail in the event of a conflict with municipal ordinances.
5. Committee direction.



Committee Discussion on Proposed Charter Amendments

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