# CITY OF JACKSONVILLE BEACH LEGISLATIVE POLICIES MANUAL

Rules and Procedures of the Jacksonville Beach City Council

Established by the City Council on March 6, 2023 Amended January 21, 2025



11 North Third Street, Jacksonville Beach, Florida www.jacksonvillebeach.org

# **CONTENTS**

SECTI	ION A. MEETINGS	
A.1	Regular Meetings	1
A.1	1.1 Meeting Cancellations	1
A.2	Special Meetings	2
A.3	Public Hearings	2
A.4	Quasi-Judicial Proceedings	3
A.5	Briefings/Work Sessions	3
A.6	Shade Meetings	4
A.7	Conduct of Meetings, Generally	4
A.8	Televising City Council Meetings	5
SECTI	ION B. PRESIDING OFFICER AND MEETING DECORUM	6
B.1	Mayor	6
B.2	Mayor Pro-Tem (Vice Mayor)	6
B.3	Acting Chair	7
B.4.	Conduct of Business/Meeting Decorum	7
SECTI	ION C. QUORUM AND LEGISLATIVE ACTIONS	9
C.1	Quorum	9
C.2	Remote Participation in City Council Meetings	9
C.3	Legislative Actions	9
SECTI	ION D. VOTING	10
D.1	Votes/Method of Voting	10
D.2	Tie Votes	10
D.3	Reconsideration of Vote	10
SECTI	ION E. ORDER OF BUSINESS	11
E.1	Order of Business, Generally	11
E.2	Invocation	11
E.3	Courtesy of the Floor to Visitors	11

# **CONTENTS**

E.4	Consent Agenda	12
SECTIO	ON F. RULES OF PROCEDURE	13
SECTIO	ON G. BOARDS, COMMISSIONS, AND COMMITTEES	15
G.1	Boards and Commissions	15
G.2	Committees	16
SECTIO	ON H. AWARDS AND OTHER HONORARY ACTIONS	17
H.1	Naming and Renaming City Facilities Policy and Procedures	17
H.2	Honorary Street Name Policy and Procedures	18
SECTIO	ON I. MISCELLANEOUS	19
I.1	Council	19
l.1.	1 Compensation and Benefits	19
1.1.2	2 Travel/Expense Reimbursement	19
1.1.3	3 Vacating Seat	20
l.1.4	4 Social Media	20
1.1.5	Gifts/Disclosure of Financial Interests	20
1.1.6	Prohibited Activities – Jacksonville Beach Code of Ethics for Public Officials	21
1.2	City Manager	21
1.2.	1 Administrative Services and Personnel	21
1.2.2	2 Emergency Powers	22
1.2.3	B Power to investigate	22
1.2.4	Duties related to City Council Meetings	22
1.2.5	5 City Council's Role in City Manager's Performance/Evaluation	23
1.3	City Clerk	23
1.4	City Attorney	23
1.4.		
1.4.2		
	, , , , , , , , , , , , , , , , , , ,	
1.5	Amendments of Rules	∠4

#### **SECTION A. MEETINGS**

All meetings of the City Council shall be open to the public unless expressly exempted by Florida's open meeting laws (hereinafter, "the Sunshine Law"). The City council shall not take any official action except in an open meeting.

## A.1 Regular Meetings

The Regular meetings of the City Council shall be held on the first and third Monday of each month, with the exception of January and July. In January and July, there will be one regular council meeting held on the third Monday. In the event that the regular Council meeting falls on a holiday, that meeting shall be held on the following day that is not a holiday or weekend day unless directed otherwise by the Council.

The City Council may establish one or more additional regular meetings in any month. The addition of one or more regular meetings to its <u>Annual Meeting Schedule</u> may be accomplished by the adoption of a resolution by majority vote at any regular or special meeting. The City Clerk shall cause a copy of such resolution or notice of such vote to be posted on the City's website.

Meetings of the City Council shall be held in City Council Chambers in City Hall, Jacksonville Beach, Florida, unless otherwise changed to a place specified by notice as required by law.

The Mayor and City Manager may change the time of any regular meeting.

# A.1.1 Meeting Cancellations

The City Council may eliminate any regular meeting shown on its annual schedule of meeting dates in the event the Council determines that such meeting is unnecessary, if such reduction in regular meetings does not conflict with city ordinances or state law. The elimination of one or more regular meeting may be accomplished by the adoption of a resolution or by majority vote taken at any regular or special meeting prior to the to-be-eliminated meeting. The City Clerk shall cause a copy of such resolution or notice of such action to be posted on the City's website.

Should an event occur that makes it apparent that the regular meeting should be eliminated, and there be no intervening regular or special meeting scheduled, the Mayor shall be authorized to eliminate a regular meeting. Should the Mayor cancel a meeting, the City Manager or designee shall contact each member of City Council and inform of the Mayor's decision to eliminate the regular meeting. Should any member of City Council raise an objection to the elimination of said meeting, such objection(s) shall be placed on the agenda of the regular meeting next following the meeting that was eliminated.

The Mayor, after consultation with the City Manager and City Attorney, may cancel a meeting in the event that holding the meeting would present a threat to public safety. The City Clerk shall promptly notify the media of such cancellation and shall post notice of the cancellation where public notices are regularly posted.

In the event of severe weather or hazardous conditions, the Mayor may postpone a regular meeting to a date on which the severe weather or hazardous condition has abated, if that date

does not fall on a holiday or weekend day. A postponed meeting shall not be scheduled to occur on the same date or subsequent to the next regularly scheduled meeting date.

# A.2 Special Meetings

The City Council may hold special meetings as it deems necessary and at such times and places as the City Council may find convenient.

Any council member may request a special meeting by calling the City Clerk and stating the reason for the request. The City Clerk shall then poll the other members of the Council, and if a majority agree to the request of the council member, the meeting will be called by the Clerk.

At least 48 hours' written notice of all special meetings shall be given to each member, but such notice shall be deemed waived by the member who verbally agrees to such meeting or attends it. Any such notice shall state the subject to be considered at the special meeting and no other subject shall be there considered.

A special meeting may be canceled at any time prior to its start time if the reason or purpose for it no longer requires City Council to take action prior to its next regular meeting. A special meeting may be canceled by the member who requested it, the Mayor, or City Manager.

## A.3 Public Hearings

The Mayor shall conduct all public hearings.

Staff presentation. Public hearings may begin with a brief presentation from a staff member or representative from a board, authority, or commission. The presentation shall summarize the facts relevant to the issue. Members of City Council may ask questions during staff's presentation; however, discussion or debate about the merits of the proposal shall take place only after the public hearing has been closed.

Applicant presentation. The applicant (or the representative of the applicant) shall make his or her presentation after the presentation by staff. Members of City Council may ask questions during the applicant's presentation; however, discussion or debate about the merits of the proposal shall take place only after the public hearing has been closed.

Any and all representations made by the applicant or the applicant's representative during its presentation, whether written or verbal, shall be deemed a part of the application and may be relied upon in good faith by the City or the City Council in its decision.

Comments from the public. Each speaker must provide his or her name and address in order to speak. Each speaker shall be limited to three minutes. The Mayor, in his or her discretion, is authorized to reduce the time allotted for each speaker provided that all speakers are similarly treated.

After the public comments have been received, the applicant (or the applicant's representative) may respond (rebut) with further information.

Upon the conclusion of the applicant's rebuttal, the Mayor shall close the public hearing.

# A.4 Quasi-Judicial Proceedings

Quasi-judicial proceedings are conducted when the decision of the City Council is intended to primarily affect the property of the applicant. (Decisions of wider impact on the City are typically deemed to be legislative.) In a quasi-judicial proceeding, the City Council shall not take into consideration the sentiment of the public regarding the applicant's proposal nor the substance of the discussion among its members. Quasi-judicial decisions shall be based on the competent and substantial evidence presented to the City Council. Competent and substantial evidence is constituted, in whole or in part, by the information provided in and as part of the applicant's application, testimony presented by the applicant during the quasi-judicial proceedings, the staff report, and other evidence presented to the City Council during the quasi-judicial proceeding.

The City Council shall have the authority to ask questions of any person present and testifying at the proceedings prior to the close of the public hearing and commencing deliberations. During the deliberation, should a question arise which is or may be material to its decision, and to which the majority of City Council desires to ask, Council must reopen the public hearing to pose the question to the applicant or City staff, as the case may be.

Prior to voting on a matter subject to a quasi-judicial proceeding, each member of the City Council shall be required to state whether she or he has had any ex-parte communications on the matter. Ex-parte communication shall be any communication from the applicant or interested party (i.e., individual/entity with financial or material interest) in the outcome of the decision).

An ex-parte communication disclosure must include the identity of the person or entity with whom the member has communicated as well as the substance of that communication. If such communication was verbal, the member shall be required to verbally disclose the required information on the record prior to voting. Should the communication have occurred entirely in writing, the member need only to provide the original or copy of the communication to the City Clerk to be made a part of the record. All ex-parte communications, whether verbal or in writing, must be disclosed prior to the final vote on the matter to which it pertains. Nothing contained herein shall preclude a member from verbally disclosing written ex-parte communication.

Any disclosure made pursuant to these procedures shall be deemed, per se, non-prejudicial. However, should a member of Council determine that such is necessary to assure a fair proceeding free from potential bias or prejudice, that member may abstain from voting on said matter, as provided by state law notwithstanding the provisions of Section 286.012, Florida Statutes, as amended.

In all other respects, quasi-judicial proceedings shall conform to the format of the conduct of public hearings.

# A.5 Briefings/Work Sessions

Briefings and work sessions are public meetings, conducted in an informal format, and serve as the preferred forum for City Council members to request, receive, and discuss information regarding a topic, issue, or project (whether existing, foreseeable, or of interest) prior to formal presentation to City Council for official action at a regular or special meeting. As a practice, the City Council does not formally take action on any matter presented or discussed at a briefing or work session; consequently, a motion is not needed to open discussion or debate a matter in either forum.

Council members shall be permitted to ask questions during any briefing or work session. Subject solely to the time allotted for the entire briefing or work session, a member shall not be limited to the number of times in which the member speaks, nor the duration thereof. No matter shall be subject to vote in a briefing or work session unless such matter was separately noticed as a special meeting agenda item.

The City Council may hold briefings or work sessions as it deems necessary. As may be appropriate during a briefing or work session, the City Council may communicate to staff, by consensus, the direction in which the City Council desires staff to proceed to address or implement a matter discussed in the briefing or work session.

Notwithstanding the foregoing, except for inquiry, the City Council and its members shall not give orders to any subordinate of the City Manager, whether publicly or privately.

## A.6 Shade Meetings

The City Council may meet and discuss certain matters in a setting not open to the public, commonly referred to as a closed or shade meeting, if the purpose of the discussion falls within a statutory exemption to Florida's open meetings, as may be determined by the City Attorney.

The two purposes for which Council is statutorily authorized to meet in a closed or shade meeting are to: (1) participate in collective bargaining negotiation(s) or strategy session(s), as the case may be; and (2) discuss and strategize with the City Attorney and City Manager with respect to the settlement of pending litigation.

No voting is allowed to be conducted in a closed or shade meeting; and no consensus from City Council shall be requested.

For all closed or shade meetings convened for the purpose of discussing the settlement of pending litigation, a court reporter shall be present in the closed or shade meeting to take down and transcribe all of the discussion occurring in the closed or shade meeting. No comments can be off the record. Once the underlying litigation subject to closed or shade meeting has concluded, the transcript from such closed or shade meeting is available to the public upon a public record request, absent any other statutory exemption.

No persons statutorily authorized to attend a closed or shade meeting shall knowingly disclose the closed or shade meeting discussion. A violation of this provision may be subject to criminal prosecution and penalties.

A member of City Council who is suspected or alleged to have violated the confidentiality of a closed or shade meeting shall also be subject to investigation and penalties as provided by the Jacksonville Beach Code of Ethics for Public Officials.

# A.7 Conduct of Meetings, Generally

Except as otherwise provided by law, all meetings of the City Council shall be open to the public and conducted in accordance with state law and the rules of the City Council.

The rules of the City Council shall provide the public with a reasonable opportunity to be heard on any matter prior to or at such meeting during which the Council acts on the matter.

#### **SECTION A**

Notwithstanding the foregoing, the public's opportunity to be heard shall at all times be subject to the rules or polices adopted by the City Council.

It is the policy of the City Council that its meetings be conducted with order and decorum, and that behavior exhibited that is not keeping with this policy, whether by a member of the City Council or the public, will not be permitted.

It shall be responsibility of the Mayor to maintain proper order at all times during any meeting of the City Council. The Mayor shall have the authority, without the consensus of the Council, to take any action or actions necessary to preserve order in a meeting, including effecting the removal of any person guilty of offensive conduct if the offending person fails or refuses to cease such offensive conduct.

The City Manager and other officers designated by the vote of the Council may be authorized to sit on the dais where the Council sits. The City Manager shall have the right to take part in the discussion of all matters coming before the Council, and the heads of all departments and other officers shall be entitled to take part in all discussions of the Council relating to their respective departments and offices.

# A.8 Televising City Council Meetings

City Council meetings, briefings, and work sessions may be recorded solely by audio should video recording technology be unavailable.

Members of the media who wish to photograph or videotape during a City Council meeting must remain behind the first row of the audience if held in the Council Chambers; no additional lighting may be used in the Council Chambers. It will be the responsibility of the City Clerk to ensure that all media personnel are apprised of the designated press area.

Nothing herein shall be construed to prohibit a member of the public from recording any open meeting of the City Council, so long as the act of recording and the operation of such recording devices do not disrupt the conduct of the meeting.

#### SECTION B. PRESIDING OFFICER AND MEETING DECORUM

# **B.1** Mayor

- (a) The Mayor shall preside at all meetings of the Council, call the members to order at the hour appointed for each meeting, and upon the appearance of a quorum, proceed to business. The Mayor shall have general control of the Council Chambers, and in case of disturbance or disorderly conduct therein, may cause the same to be cleared. The Mayor shall preserve decorum and order, may speak to points of order in preference to other members, and shall decide all questions relating to the priority of business or of order, without debate, subject to appeal to the Council by any member as a matter of course, and on such appeal, it shall require a majority vote of the members present to sustain such appeal.
- (b) The Mayor is empowered to declare a state of emergency or state of disaster for a period not exceeding 72 hours, as provided by the City Charter and in conformance with state law. No declaration enacted pursuant to the powers of the Mayor shall be in effect for a period greater than 72 hours unless extended by City Council. Should it be necessary to invoke any emergency declaration provisions, a notice, when possible, should be made to the local news media for immediate dissemination to the public.
- (c) The Mayor may assign a council member to, or remove from, any standing or special committee established by the City Council, subject to approval by the City Council.

# **B.2** Mayor Pro-Tem (Vice Mayor)

- (a) At its first meeting following a regular municipal election, the City Council shall choose from its membership a vice-chair who shall have the title of Mayor Pro-Tem. If a vacancy occurs in the office of Mayor, or in case of the Mayor's absence or disability, the Mayor Pro-Tem shall act as Mayor for the unexpired term, or during the continuance of the absence or disability of the Mayor. While acting as Mayor, the Mayor Pro-Tem shall exercise the duties and powers of the Mayor. At all times relevant to serving as the Mayor Pro-Tem, the member holding said office may utilize the working title of "Vice Mayor". The term "Vice Mayor", may be used interchangeably with the term "Mayor Pro-Tem." The "Vice Mayor" shall have at all times the same meaning, duties, and obligations as provided for the Mayor Pro-Tem by City Charter, City Code, and these legislative policies.
- (b) Whenever the Mayor Pro-Tem succeeds to the office of Mayor for the remaining portion of an unexpired term, such succession shall create a vacancy in the council seat held by the former Mayor Pro-Tem. Vacancies on City Council shall be filled in accordance with the applicable provisions of the City Charter.
- (c) By no less than a two-thirds vote, the City Council may remove the Mayor Pro-Tem, for cause, which may be established by one or more of the following:
  - (i) Neglect of duty;
  - (ii) Conviction of a felony;
  - (iii) Conviction of a misdemeanor crime of moral turpitude (e.g., larceny, fraud, embezzlement, receiving stolen goods, perjury), without regard to whether said conviction is subject to appeal or is being held in abeyance pending

- successful completion of probation or passage of time to be later set aside or dismissed;
- (iv) Conviction of a misdemeanor drug or drug-related offense without regard to whether said conviction is subject to appeal or is being held in abeyance pending successful completion of probation or passage of time to be later set aside or dismissed;
- (v) Mental or physical incapacitation; or
- (vi) Abuse or misuse of office.
- (d) A removal action pursuant to this section shall be in accordance with the following procedure:
  - (i) The removal must be expressly noticed for any meeting in which the Council will be asked to address it.
  - (ii) Should at the meeting the Mayor Pro-Tem ask for a public hearing, the public hearing shall be conducted at the next regularly-scheduled meeting or at a special meeting called for this limited purpose. Should Council elect to call a special meeting, such special meeting should (but shall not be required to) be scheduled prior to the next regularly-scheduled meeting.
- (e) Nothing contained herein shall require the Mayor Pro-Tem to request a public hearing, or that a public hearing be conducted prior to removal (unless such hearing had been expressly requested by the Mayor Pro-Tem). At all times relevant hereto, the City Council shall have the sole discretion as to the scheduling of the public hearing, including whether to postpone such public hearing.
- (f) Should the Mayor Pro-Tem be removed by resolution, the Council shall immediately choose from its membership another member to serve as Mayor Pro-Tem for the unexpired term of the Mayor Pro-Tem just removed.
- (g) Removal of the Mayor Pro-Tem pursuant to these provisions shall not constitute nor be construed as removal from the City Council.

# **B.3** Acting Chair

In the absence of both the Mayor and Mayor Pro-Tem, the members of Council shall elect, by majority vote, a member who shall preside over the meeting, and while acting as Chair, be vested with all of the powers and duties of the Mayor. The Acting Chair position is temporary and shall automatically terminate upon the appearance at the meeting of either the Mayor or Mayor Pro-Tem or upon adjournment of the meeting, whichever shall first occur.

# **B.4.** Conduct of Business/Meeting Decorum

(a) Where not otherwise mandated by state law, City ordinance, or these legislative policies, the City Council shall conduct its meetings following Robert's Rules of Order.

Robert's Rules of Order shall also apply to any question of procedure not covered or mandated by state law, local law, or these legislative policies.

(b) No member shall speak at any meeting more than twice on the same motion, or for more than the allocated time as specified by the Mayor. The Mayor shall not permit a member to

# **SECTION B**

speak a second time on a motion until every other member has had the opportunity to speak at least one time on the motion. When two or more members wish to speak at the same time, the Mayor shall designate the order in which these members will speak. In no case shall a member speak more than five minutes at any one time.

- (c) No member of the Council shall be interrupted by another without the consent of the member who has the floor, except by raising a question of order.
- (d) The Mayor shall order the removal of any person whose behavior is so unruly or disruptive as to prevent the orderly conduct of the meeting. However, such removal shall not constitute a ban of the person from future public meetings of the City Council.

#### **SECTION C. QUORUM AND LEGISLATIVE ACTIONS**

#### C.1 Quorum

At any meeting of the City Council, a majority of the members shall constitute a quorum. The City Council shall not take any action nor transact any public business without a quorum, except to set the time and place for another meeting. If during a meeting the number of members present falls below the minimum number for a quorum, the City Council shall discontinue taking official action and conducting substantive business.

The temporary absence of a member from the dais shall not constitute the loss of a quorum nor prevent the hearing of a presentation or the discussion of any matter submitted to the Council for action.

A council member may excuse him or herself during a meeting except to avoid voting.

# **C.2** Remote Participation in City Council Meetings

A member of City Council may attend, participate, and vote in a meeting of the City Council that is open to the public through communication media technology from a remote location as provided by the City Council's <u>Remote Participation Policy</u>, or otherwise allowed by state law.

No member shall be granted approval to attend, participate, and vote remotely more than four times within a calendar year, except upon showing of "good cause". Circumstance(s) constituting "good cause" shall be within the sole discretion of the City Council.

#### C.3 Legislative Actions

The City Council may act by and through one of the following methods, and as may be prescribed by City Charter and state law:

- Ordinances
- Resolutions
- Motion

If required by City Charter or state law, City Council shall take action by the adoption of an ordinance in accordance with the manner required by law. If action by ordinance is not required by law, the City Council may act by adoption of a resolution. If action is not required by either ordinance or resolution, City Council may take action on only an oral motion. Any such motion made and seconded, including procedural motions, shall be voted on and fully recorded in the minutes of the meeting.

#### **SECTION D. VOTING**

# D.1 Votes/Method of Voting

A vote shall be taken only upon a motion made and seconded. Unless otherwise required by law, all voting shall be conducted by roll call, except unanimous or general consent shall be permitted for the approval of the minutes, agenda, consent agenda, and adjournment. An affirmative vote of a majority of the members elected shall be the minimum necessary to adopt any ordinance or resolution unless a state law requires otherwise.

The Mayor, or Mayor Pro Tem in the Mayor's absence, shall declare all votes. The roll call shall be conducted as follows: The City Clerk shall arrange the names of the members of the City Council in alphabetical order, and each call of the roll shall be restated in a manner so that upon each call thereof, the Clerk will commence with the member's name that was called second upon the preceding roll call, and thereafter proceed to call the roll according to alphabetical order; except, that the Mayor's name shall be called last.

Each member shall be required to cast a vote, unless voting shall create an actual or perceived conflict of interest for that member. An actual or perceived conflict shall be disclosed in writing within 15 calendar days of the vote as required by <a href="Section 112.3143(3)(a)">Section 112.3143(3)(a)</a>, Florida <a href="Statutes">Statutes</a>, as amended, in a form as prescribed by the City Clerk.

Silence during a roll call vote shall be recorded as an affirmative vote, unless expressly prohibited by statute.

A vote shall not be cast by proxy.

#### D.2 Tie Votes

In the event of a tie vote, the motion under consideration shall be deemed defeated. Any motion that is defeated on a tie vote may be reconsidered upon motion by any member as no side having voted in favor or against the motion will have prevailed.

#### D.3 Reconsideration of Vote

Action on any ordinance, resolution, or motion may be reconsidered upon the motion of a member who voted with the prevailing side of the original vote. A motion for reconsideration may be made prior to the conclusion of the same meeting in which the original vote was taken, or during the next regular meeting immediately following the meeting in which the original vote was taken. A motion to reconsider must be seconded. If the motion to reconsider prevails, the original motion as stated in the first instance shall be subject to discussion and vote. No action shall be eligible for reconsideration more than one time.

Unless a motion for reconsideration is taken up at the same meeting as the original motion, as much notice required by law prior to the original action must also be given prior to action on a successful motion to reconsider. A motion to reconsider an ordinance made at any meeting subsequent to the meeting in which original vote was taken shall constitute instruction to the City Clerk to re-advertise the ordinance according to, and as may be required by, law.

#### **SECTION E. ORDER OF BUSINESS**

Unless otherwise prescribed by law, the City Council may alter the order of business placed on the agenda for any of its meeting upon majority vote. A motion to approve (or amend) the agenda shall be made at the time provided in the order of business, but shall not be extended to the consent agenda. Motions to amend the agenda after the agenda has been adopted or approved shall also be by majority vote.

## E.1 Order of Business, Generally

The general order for regular meetings of the City Council should be as follows:

Opening Ceremonies: Invocation, Salute to flag

Call to Order

Roll Call

Approval of Minutes

Approval of the Agenda

Announcements

Courtesy of the Floor to Visitors

Consent Agenda

Mayor and City Council

City Clerk

City Manager/New Business

Resolutions

Ordinances

Adjournment

# E.2 Invocation

It has been a long-standing tradition of the City of Jacksonville Beach to begin its City Council meetings with a moment of reflection and reverence.

The purpose of the Invocation is to request spiritual guidance and inspiration to the City Council in conducting its meetings, and to City officials and employees in performing their duties therein. The Invocation should not be political, proselytize, or used to coerce or demonize others. Care should be taken to avoid blatant content or words that disparage the faith or belief of any particular group or individual or, alternatively, to promote the faith or belief of any particular group or individual.

The Invocation may be delivered by any member of Council or the Mayor.

# **E.3** Courtesy of the Floor to Visitors

Courtesy of the Floor to Visitors is the defined period within a regular meeting that the City Council provides members of the public the opportunity to speak or comment on a matter that is not scheduled for action or public hearing on that meeting's agenda.

Courtesy of the Floor to Visitors shall be limited to 30 minutes per meeting, unless otherwise extended by majority vote of the City Council. A person wishing to speak during Courtesy of the Floor to Visitors must fill out a Speaker's Card. Each speaker may speak up to

#### **SECTION E**

three minutes; however, in the interest of time as circumstances present, the Mayor may reduce the amount of time each person has to speak provided all speakers are similarly treated. Nothing contained herein shall be construed to limit a person's opportunity to be heard prior to the City Council taking action on an item as provided by Section 286.0114, Florida Statutes, as amended.

Courtesy of the Floor to Visitors shall not be utilized by any person to: (a) promote a private business or venture; (b) campaign for office; (c) engage in personal attacks; (d) slander or defame; or (e) engage in disorderly or obscene conduct (which shall include using profane, obscene, or vulgar language).

The Mayor shall be authorized to cause the removal of any speaker who violates any of the limitations imposed by Section E.3.

# E.4 Consent Agenda

The purpose of a consent agenda is to provide for the expeditious handling of multiple items by a single vote. Items selected for adoption through the consent agenda are, generally, not controversial in nature and do not, by subject matter, warrant individual discussion or consideration. The City Manager is authorized to determine whether it is appropriate for an item to be selected for the consent agenda.

No discussion shall be permitted regarding a consent agenda item. Should a member desire to discuss, comment, or question an item on the consent agenda, that member shall request that item's removal from the consent agenda. A request for an item's removal from the consent agenda shall not require a second nor be submitted for a vote. The item removed from the consent agenda shall be placed, in the order of removal, as the last items listed under the City Manager's section of the agenda.

Prior to the approval of the regular meeting agenda, the Mayor may, but shall not be required to, ask whether a member desires separate consideration and vote on an item listed on the consent agenda.

#### **SECTION F. RULES OF PROCEDURE**

The City Council hereby adopts Robert's Rules of Order to govern all questions related to parliamentary procedure not otherwise addressed by these rules or as may be required by state law

- (a) Unless otherwise provided by these rules, Council shall not debate or begin its discussion regarding the substance of an agenda item prior to a motion which has been duly seconded.
- (b) The member proposing a motion shall be entitled to speak first to the motion but shall not speak against it, unless such member serves, by practice of the Council, as the mover for motions. The mover shall be entitled to vote against the motion she or he proposed.
- (c) A motion should be stated in the affirmative, if possible. The failure of a motion stated or couched in the negative shall not be construed to authorize positive action.
- (d) Any proposed motion, even if seconded, may be withdrawn or amended by the mover at any time before the motion is put before the Council for discussion or debate, without the consent of the member who provided the second. The seconder may, however, withdraw his or her second. Amendments proposed by a member other than the mover must be seconded and discussed or debated before it can be considered for vote.
- (e) A substitute motion shall be allowed, and shall take precedence over any existing motion on the floor. If the substitute motion fails, the former motion(s) may be voted upon in the applicable order of precedence. If the substitute motion passes, the substitute motion becomes the main motion. In the event a substitute motion is defeated, a second substitute motion may be made; however, in no event shall more than two substitute motions be made with respect to any agenda item.
- (f) Any member of Council may ask for a recess to take a short break within a meeting. A motion for recess requires a second, but shall not be debated nor subject to amendment. In lieu of a recess, the Mayor may at any time cause a meeting to "stand at ease" if he or she deems it advisable or necessary under conditions then existing.
- (g) Members of the public shall be given the opportunity to be heard on a matter under consideration before the City Council takes action on the matter. The Mayor shall recognize all speakers, and all comments shall be directed to the Mayor. If he or she deems it appropriate, the Mayor will direct questions from the public to the City Manager, and the City Manager may answer if such an answer is short and concise; alternatively, the Mayor may direct the City Manager to provide the information at a later date or schedule a meeting with the citizen.
- (h) Persons who wish to speak shall fill out a Speaker's Card and submit it to the City Clerk before Courtesy to the Floor to Visitors or the item on which the person wishes to speak. Speakers from the audience during Courtesy of the Floor to Visitors, legislative matters, or public hearings shall be limited to no more than three minutes subject to the public comment and meeting decorum provisions set forth within these legislative policies. Unlike Courtesy of the Floor to Visitors, the total time designated for public hearings will not be limited.

# SECTION F

- (i) In every case where a person is recognized by the Mayor to speak on an agenda item, during a public hearing or Courtesy of the Floor to Visitors, that person shall step up to the podium, state his or her name and address for the record, and, if applicable, identify any group or organization he/she represents.
- (j) Speakers shall limit public comment on an agenda item to the specified subject matter. Any comments which are inappropriate or irrelevant will be ruled out of order by the Mayor. Speakers shall also limit public comment to topics relevant to the authority of the City and the City Council. For example, "save the manatees," and U.S. government foreign relations are topics that are not matters within the authority of the City or the City Council.
- (k) No person other than the person having the floor shall be permitted to speak without the Mayor's permission.
- (I) No council member shall be interrupted while speaking unless it is to be called to order.
- (m) Members of the public shall not be interrupted when speaking to an agenda item, during a public hearing or Courtesy of the Floor to Visitors, so long as their comments comply with these rules and regulations.
- (n) Members of the public shall not approach the dais nor step in front of the podium. Members of the public wishing to distribute documents, pictures, or other materials to the City Council shall do so through the City Clerk.
- (o) Any rule of parliamentary procedure may be suspended by majority vote of City Council.
- (p) By resolution, the City Council may establish a fixed time for any of its meetings to adjourn, provided such action is taken prior to the meeting at which the fixed time is to take effect. Unless the City Council has established an adjourned time for its meeting, a meeting shall be adjourned upon a motion that has been seconded. A motion to adjourn shall not be subject to debate or amendment.

#### SECTION G. BOARDS, COMMISSIONS, AND COMMITTEES

#### **G.1** Boards and Commissions

The City Council shall appoint all advisory boards, commissions, and committees in accordance with the provisions of the City Charter, and or the ordinance or resolution which governs such board.

Unless otherwise specified by law, no person shall be appointed or reappointed to serve on an advisory board, commission, or committee of the City Council unless that person resides in the City and is a qualified elector of the City. Should an appointed member move or relocate his or her residence from the City at any time during his or her membership, such member will be deemed to have vacated his or her seat effective the date of said move or relocation.

No person shall be appointed or reappointed to serve on an advisory board, commission, or committee without having first completed an application for a City Council appointment, and filed the same with the City Clerk. The application shall be in a form prescribed by the City Clerk, as approved by the City Council.

In the event City Council determines that it will conduct interviews before making an appointment, the applicant for such [re]appointment must submit to an interview. Any applicant failing to comply with the requirements of this provision shall be disqualified from further consideration of the appointment.

All appointments shall be made in conformity with applicable laws or ordinances governing the board, agency, or commission. When a person is appointed to fill the departing member's unexpired term, the new appointee's term shall end on the date the departing member's term would have ended. Unless otherwise prescribed by law, each person appointed to a board, commission, or committee of the City serves at the pleasure of the City Council and may be removed prior to the expiration of the appointee's term of office.

Should an appointee to a board, commission, or committee of the City be subject to removal by the City Council for cause, said appointee shall be given the opportunity to be physically present and speak to City Council prior to the City Council taking action on the removal. A removal for cause shall not be considered nor acted upon by the City Council no sooner than 15 days from the date City Council is informed of the circumstance(s) that precipitates the removal.

A removal action pursuant to this section shall be in accordance with the following procedure:

- (a) The removal must be expressly noticed for any meeting in which the Council will be asked to address it.
- (b) The appointee subject to the removal may, but shall not be required to, appear at the noticed meeting. Should the appointee elect to appear at the meeting noticed for the consideration of his or her removal, the appointee shall be given the opportunity to speak and be heard on the removal prior to the time Council takes action.

# **SECTION G**

As each appointee serves at the pleasure of the City Council and does not serve as a matter of right, these provisions shall not constitute or be construed as to require due process for the appointee or confer the rights of due process (whether procedural or substantive) on the appointee.

No person shall have a cause of action under law or equity on any action related to the City Council exercising its discretion or authority to act or decline to act, pursuant to this Section.

Any board, commission, or committee shall be authorized to adopt bylaws or procedures by which that body will conduct its business. The bylaws shall not be in conflict with any City ordinance or provision of state law. In the event a City board, commission, or committee fails or elects not to adopt bylaws or operating procedures, the procedures set forth in this Legislative Policy Manual shall govern that body's membership and meetings.

The City Attorney shall be authorized to conduct an audit of the bylaws and or operating procedures of each City agency, board, commission, and committee for compliance with City ordinances and state law.

#### G.2 Committees

The City Council may create committees as it deems necessary or desirable. In creating such a committee, the City Council shall determine the charge of the committee and establish the committee's schedule and mode for reporting its finding(s) and recommendation(s) to the City Council.

Unless created as a standing committee, all committees shall expire upon completion of the task assigned by City Council or one calendar year from its creation, unless extended by City Council or earlier terminated by operation of law.

The Mayor shall appoint members to a committee, upon approval of City Council.

The City Manager shall appoint any administrative staff to serve as support staff for any agency, board, commission, or committee appointed by the City Council.

#### SECTION H. AWARDS AND OTHER HONORARY ACTIONS

Commensurate with its other official responsibilities, the City Council is occasionally called upon to perform other public duties on behalf of the City, such as present awards, make proclamations, and to give recognition to persons or events ("ceremonial items"). The City Council issues proclamations, certificates of recognition or condolences, which are approved and signed by the Mayor.

This policy is to ensure that items on the City Council agenda for ceremonial purposes are presented consistently and that ceremonial honorees are recognized appropriately.

The procedure to be followed for ceremonial items is as follows:

- (a) All items must be approved by the Mayor for inclusion on the agenda.
- (b) The staff member preparing the item shall provide the following information, in addition to preparing the detailed information for the proclamation: (1) name of staff presenter, (2) the names of the honoree(s) and any guest(s), and (3) number of seats to be reserved, if applicable. The City Clerk shall reserve seats for participants in the audience area behind the podium. If there is more than one ceremonial item on an agenda, seats will be reserved in the sequential order in which items appear on the agenda.

Ceremonial items to be presented by the City will be at the podium or given to the Mayor to present as appropriate.

An honoree may shake hands with the Mayor, City Council members, City Manager, and Deputy City Manager.

Except as provided herein, no communication or statement issued by an individual member of Council shall be deemed an official statement of or action by the City or the City Council. This section shall not be construed to prevent an individual member of Council from extending congratulations or condolences in his or her individual capacity, and such may be done on City letterhead provided such use also includes a disclosure that the communication is not from the City or the City Council, such as "from the desk of" or similar type reference.

#### H.1 Naming and Renaming City Facilities Policy and Procedures

The City Council may approve the naming or renaming of City buildings, facilities, and streets by majority vote. An application to name or rename a City building, facility, or street shall be submitted to the Property Management Office, a division of the Finance Department.

# **H.2** Honorary Street Name Policy and Procedures

The Honorary Street Name program shall be jointly managed by the Parks and Recreation and Public Works Departments. An application for an honorary street name shall be submitted through the Parks and Recreation Department.

Each application must be reviewed and must show that the requirements for such honor have been satisfied. Notwithstanding the foregoing, the City Council shall at all times reserve the right to not approve the naming or renaming of a City building, facility, or street.

#### **SECTION I. MISCELLANEOUS**

#### I.1 Council

## I.1.1 Compensation and Benefits

The salary of council members, together with the manner of payment, shall be established by resolution and shall be compatible with salaries as portrayed by the Florida League of Cities and comparable size and form of government.

No increase in City Council salary shall become effective prior to the commencement of the term of council members elected at the next regular City election. Notwithstanding the foregoing, the City Council shall provide that its members receive an allowance for expenses incurred in the performance of their duties.

# I.1.2 Travel/Expense Reimbursement

It shall be the policy of the City Council to encourage its members to participate in state and national associations, as well as continuing education programs that benefit the City.

The City Council shall authorize the reimbursement of travel or travel-related expenses (e.g., meals, business telephone calls, cabs, or other customary and reasonable expenses) for the Mayor or any member of City Council's participation in such associations or programs upon that individual submitting receipts and completing a travel expense report as may be required by or obtained from the Assistant to the City Manager.

Registration, lodging, and travel. If a scheduled trip must be canceled, the individual must immediately notify the Assistant to the City Manager to cancel reservations and obtain refunds. If the arrangements cannot be canceled, the individual shall attempt to find a substitute member of the Council through the Assistant to the City Manager and City Manager. Should the Mayor or another member of City Council be unable to substitute for the individual cancelling a trip, the individual who canceled is personally responsible for any costs incurred by the City. The City Council may waive reimbursement of costs related to canceled travel upon written request and if the cancellation was due to personal illness, illness or death of a family member, unforeseen business necessity, or other valid, unavoidable conflict, the latter of which as may be determined in the sole discretion of the City Council.

Reimbursement for meals or registration costs associated with attending a local meeting of an organization to which the City belongs will only be made if the Mayor or council member(s) requesting the reimbursement has been designated the City's authorized representative on such organization.

The Mayor or council member who is the designated representative of the City to an organization, or who serves as a committee member or officer of an organization of which the City is a member, shall seek advance authorization for such expenses at the start of each fiscal year, for a period not to exceed one year.

The Assistant to the City Manager will make hotel and airline reservations and conference registrations on behalf of the Mayor and council members.

# I.1.3 Vacating Seat

A Council seat may be vacated by a member's resignation (prior to expiration of term), death, removal, or recall. Should a vacancy occur in the Council other than by the recall provisions of the City Charter, the City Council shall elect a person to fill the vacant seat until the next regular municipal election.

For this purpose, "the next regular municipal election" shall be determined by the date on which the vacancy takes effect in relation to the deadline for a candidate to qualify to be on the ballot for the next regular municipal election. Should the effective date of the vacancy occur after the deadline for qualifying has passed, "the next regular municipal election" shall be the one subsequent to the election actually next occurring on the calendar.

After a member's term of office (whether by the member vacating said office or expiration of his or her term), all equipment provided to the member by the City must be returned to the City Manager.

All public records in the possession of an outgoing member shall remain the City's property and, as such, must be returned to the City by delivery to the City Clerk.

#### I.1.4 Social Media

As the public is increasingly utilizing social media to petition or otherwise engage with their elected representatives, council members should take precautions to avoid utilizing a social media platform or other technology to facilitate discussion or exchange information with others that should occur in the public meeting.

The Sunshine Law can apply to both formal and casual communications between two or more members if the subject of discussion is or may be a matter upon which Council may take action in the future. Posting or exchanging comments may constitute transacting/discussing business outside of an open meeting. In such instances, the posted comment may constitute a public record subject to disclosure upon a public record request.

The Sunshine Law may also apply to a council member's use of a social media platform if the member has been using the platform to: (1) aid or further the member in his or her duties, (2) communicate with his or her constituents and or to facilitate the member's interactions with his or her constituents, (3) share information related to official government business, and (4) the member's utilization of the platform is executed by and through a City-issued device.

Council members should avoid utilizing City-issued devices to engage in personal use of any social media platform, and should distinguish the words they speak or write or actions they take as occurring in their personal rather than in an official capacity, when discussing or exchanging information with others while on social media.

#### I.1.5 Gifts/Disclosure of Financial Interests

A member of City Council may accept gifts and shall disclose or report such gift(s) as required to do so by the <u>Florida Code of Ethics for Public Officers and Employees</u>. The term "gift", as used herein and defined by the Florida Code of Ethics for Public Officers and Employees, shall not be construed to include a campaign contribution, which may be subject to separate reporting requirements.

# I.1.6 Prohibited Activities – Jacksonville Beach Code of Ethics for Public Officials

It shall remain the duty of the Mayor and each member of City Council to know the laws that govern and regulate the conduct and decisions of Florida public officials, such as <u>Florida Code of Ethics for Public Officers and Employees</u>. While these legislative policies may generally touch upon certain aspects of such regulation or some underlying conduct, these policies are not intended to substitute actual law or regulation.

# I.2 City Manager

#### I.2.1 Administrative Services and Personnel

The City Manager is appointed by the City Council, is the <u>chief administrative officer</u> for the City, and is charged with the execution of the executive and administrative functions of the City Council. The City Manager must attend all Council meetings and Briefings. In the City Manager's absence, his or her designee must attend all such meetings and briefings.

The City Manager shall keep the City Council advised of the financial needs of the City, and provide such regular and periodic written reports as necessary to comply with this duty. The City Manager may satisfy this duty, in part, by presenting to the City Council oral or written reports from the City's Chief Financial Officer.

City Council members shall deal with administrative services solely through the City Manager. Any request by an individual City Council member for information, or for the Administration's assistance to respond to a complaint or concern from the public, shall be made to the City Manager, directly or through the Assistant to the City Manager. Any written response provided by the City Manager which may be of general interest to the City Council (as may be determined in the discretion of the City Manager) or, alternatively, may substantively impact the City interests shall be distributed to all City Council Members via email.

In addition to the foregoing, the City Manager must communicate to the entire City Council regarding any item or subject matter which:

- (a) May require consideration by the City Council,
- (b) Could raise the possibility of altering the organizational structure of the City Staff,
- (c) Might adversely affect public health and well-being, or
- (d) Would have the effect of being contrary to previously expressed Council direction, or
- (e) Could involve issues that have the potential for imminent negative media exposure for the City.

Subject to the provisions of the Charter, neither the Council nor any of its committees or members shall direct or request the City Manager or any of his subordinates for the appointment or removal of any person, or take part in any manner, in the appointment or removal of officers and employees in the administrative service of the City except as is expressly provided by the City Charter or City Code. Except for inquiry, the Council and its members shall deal with the administrative service solely through the City Manager, and neither the Council nor any members thereof shall give orders to any subordinate of the City Manager either publicly or privately. A violation of the provisions of the City Charter and City Code prohibiting Council's interference with any subordinate of the City Manager shall constitute malfeasance and subject the offending member to recall.

## I.2.2 Emergency Powers

After an emergency or disaster has been declared, and during all such time as necessary prior to the revocation or expiration of said declaration, the City Manager may jointly exercise power with the Mayor to invoke any or all of the following provisions, and as additionally provided by ordinance or state law:

- (a) Activation of the Emergency Operations Center.
- (b) Significant incidents responded to by the Police or Fire-Rescue departments.
- (c) Civil unrest or disturbance resulting in Police response.
- (d) Death or serious injury to a City employee, or City official, or citizen on City property.
- (e) Significant damage to any City building or property due to accident, natural disaster, hazmat incident, or fire.
- (f) Evacuation of City residents due to fire, hazmat incident, or natural disaster.
- (g) Other Items determined by the City Manager to be of an emergency or time-sensitive nature.

Nothing herein is intended to limit or take the place of the City Manager's separate (individual) power to activate the Emergency Operation Center or to exercise any other emergency power vested in a chief executive or administrative officer of a municipality by state law.

Should it be necessary for the City Manager to invoke any emergency or disaster power, the City Manager shall notify the entire Council of his or her exercise of said power and the circumstance(s) precipitating the need for such action. The City Manager shall provide this notification by email, telephone, or both, depending on the nature of the situation and the urgency of time created thereby. A notice, when possible, should be made to the local news media for immediate dissemination to the public.

#### I.2.3 Power to investigate

The City Manager is authorized to conduct investigations as to municipal affairs and, to that end, may inquire into the conduct of any department, office, or appointed officer of the City. In conformance with the City Charter and City Code, the City Manager shall be authorized to compel the production of witnesses and documents by subpoena in any investigation commenced by the City Manager or by a committee authorized by the City Council. The City Manager shall report to the City Council all violations, and any finding of misfeasance, malfeasance, or nonfeasance resulting from an investigation or from evidence coming to the City Manager's knowledge as a result of an investigation. The City Manager shall make such report to the Council no later than 30 days from the date of such findings or the conclusion of the investigation, whichever shall first occur.

# I.2.4 Duties related to City Council Meetings

The City Manager shall cause a meeting agenda or agenda items to be published at least two calendar days prior to a meeting of the City Council, unless unforeseeable circumstances prevent compliance. In the event of an unforeseeable circumstance, the City Manager shall cause the publication of an agenda as far in advance of a City Council meeting as is reasonably practicable.

The City Manager shall be entitled to sit on the dais where the members of Council sit. The City Manager shall also have the right to speak and take part in the discussion of all matters coming before the City Council, during any meeting of Council. Notwithstanding the foregoing, the City Manager is not authorized to vote on any matter coming before the City Council.

# 1.2.5 City Council's Role in City Manager's Performance/Evaluation

The City Manager is supervised by the City Council. The City Manager may also be removed or terminated by the City Council.

The City Council shall evaluate the City Manager's performance on an annual basis or in accordance with his or her employment agreement, and fix his or her compensation accordingly.

# I.3 City Clerk

The City Clerk is the clerk of the City Council but is appointed and removed by the City Manager, upon concurrence of City Council. The City Clerk must attend all meetings and proceedings of the City Council. In the absence of the City Clerk, his or her designee must attend such meetings and proceedings, and perform all other duties and functions required of the City Clerk.

The City Clerk shall record the meetings and proceedings of the City Council, keep and publish the minutes from such meetings and proceedings, cause the timely publication of City Council meeting agendas, and all legal notices, and advertisements required of the City or requested by City Council. The City Clerk shall also keep the official files of all the City's legal documents, contracts, deeds, etc., direct and supervise the timely update of the Municipal Code, coordinate all municipal elections, and perform all other the functions and duties as may now or hereafter be assigned by the City Manager, prescribed by law or resolution.

The City Clerk shall have power and authority to administer an oath to, and take affidavit of any person required by the Charter or City ordinances to make an oath in connection with dealings and transactions with the City, including witnesses in inquisitorial proceedings.

# I.4 City Attorney

The City Attorney is appointed by the City Council, and serves as the legal advisor and counselor to the City Council, the City, and all of its administrative officers in matters related to or arising from their official duties. The City Attorney must attend all regular and special meetings of the City Council, as well as City Council briefings and work sessions. The City Attorney shall attend other meetings, work sessions as may be required by the City Council. The City Attorney may attend meetings not required by the City Council as the City Attorney deems necessary or feasible, as may be determined in the sole discretion of the City Attorney.

# I.4.1 Legal Services and Legislative Support

The City Attorney shall serve as the legal and legislative support staff for the City Council, and the City's agencies, boards, and commissions. The City Attorney shall provide legal services and opinions as may be required or reasonably requested by such bodies or the official(s) serving on them. The City Attorney shall also prepare and approve all contracts and other instruments in which the municipality is a party, and shall endorse on each his or her approval of the form and legal sufficiency.

When requested or required to do so by the City Council, the City Attorney shall prosecute and defend all complaints, suits, controversies, and proceedings in which the City is a party.

The City Attorney shall at all times be authorized to correct any scrivener's error, as may be determined in the City Attorney's discretion.

City Council members shall deal with the legal services through the City Attorney. Any written response from the City Attorney to a request by an individual City Council member for a legal opinion, or for information related to any matter having an impact on the City Council or the City organization (as may be determined in the discretion of the City Attorney) shall be distributed to all other City Council members via email.

# I.4.2 City Council's Role in City Attorney's Performance/Evaluation

The City Attorney is supervised by the City Council. The City Attorney may also be removed or terminated by the City Council.

The City Council shall evaluate the City Attorney's performance on an annual basis, in accordance with his or her employment agreement, and fix his or her compensation accordingly.

#### I.5 Amendments of Rules

City Council may amend these rules at any time by approval of an agenda item at any of its meetings. Proposed amendments to these rules may also be made to the City Council through the City Attorney. No amendment shall be effective unless adopted by majority vote of the City Council.

The City Attorney shall be authorized to propose amendments to the City Council, based upon best practices and/or should an intervening event that inform the City Attorney that there is a need for such proposal. Unless presented on an earlier occasion within the year, the City Attorney shall submit such proposed amendments to the City Council in writing, by no later than December 1 each year. The City Council shall consider the proposed amendments at the first meeting in January of each year.