



**CLAY COUNTY
FLORIDA**

**2025-26 Charter Review
Commission**

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**REPORT TO THE CLAY COUNTY BOARD OF COUNTY
COMMISSIONERS FROM THE 2025--2026 CLAY COUNTY
CHARTER REVIEW COMMISSION**

I. Introduction

In accordance with the provisions of Section 4.2.B, of the Clay County Home Rule Charter ("Charter"), the duly appointed and constituted Charter Review Commission ("CRC") for the County convened, commencing in October 2025, for the purpose of reviewing the Charter and considering the need to propose amendments or revisions to the Charter to be placed on the ballot for approval or rejection by the voters of Clay County at the 2026 general election. At its initial, organizational meeting held on October 6, 2025, the CRC elected Courtney Connor as its Chair and Yul McNair, as its Vice-Chair. Following the organizational meeting, the CRC held meetings on October 20th, November 17th, December 15th in 2025. Then in 2026 held meetings on January 12th, February 9th, March 16th and April 20th. On April 20th and thereafter, on May 4th, and May 18, 2026, the CRC held three public hearings on one (1) proposed charter amendment contained herein, as required by Section 4.2.B(4) of the Charter. Thus, the CRC held a total of 10 meetings with three public hearings, concluding its duties at the final meeting and public hearing held on May 18, 2026, where a majority of the entire membership of the CRC favorably voted upon the proposed charter amendment contained herein. The CRC initially received legal guidance from County Attorney Courtney Grimm, and then at its November 17, 2025 meeting, agreed to engage and subsequently engaged Glenn A. Taylor, of the Law Firm of Glenn A. Taylor, P.A. to serve as General Counsel for the CRC.

Over the course of its deliberations, the members of the CRC developed a list of issues it deemed worthy of its discussion and study for possible proposal as ballot measures for consideration by the County's voters. As part of its study and deliberations, the CRC obtained written information and data, some contributed by members of the CRC, some by attorney Mark Scruby (former County Attorney), and some obtained as a result of information requests submitted by or on behalf of members of the CRC to various County Departments and the County's Constitutional Officers. All such requests for information were handled expeditiously and professionally by the officials receiving the requests and for that cooperation, the CRC is grateful. In addition, the CRC heard testimony from elected officials, including members of the Board of County Commissioners and the County's Constitutional Officers. The CRC also received testimony from persons with expertise on particular issues considered by the CRC as well as from interested citizens of our County. Again, the CRC is grateful for all of the input it received, from both elected officials and citizens on the issues debated by the CRC.



II. Issues Considered and Debated by the CRC

Throughout its initial meetings, and as supplemented thereafter as additional issues were raised, the CRC developed a list of possible issues for consideration as part of its review of the Charter. These issues were as follows:

1. Section 1.5 - Revisions to Casino Gambling.
2. Section 2.2 –Should BCC Board remain at five members
3. Section 2.2 – Composition of County Commissioners at an at-large basis relative to single member districts.
4. Section 2.2 – BBC – Salaries and Other Compensation.
5. Section 2.2 & 2.3 – Initiative and Commission Auditor. Should changes be made to the Commission Auditor duties.
6. Section 3.1 - Residency Requirements.
7. Section 3.2 – Recall.
8. Section 4.2.B- Amendments and Revisions by Charter Review Commission. Changes to the frequency for CRC review of the Charter. Repeal.
9. Marijuana Dispensaries.
10. Public Roads funding.
11. Greenspace Requirements.
12. Additional Assistants for Commissioners.
13. Commission procedures.
14. Infrastructure requirement.
15. Main entrance enhancement to the County.
16. Utility Tax

As to Item 4, after deliberation, discussion, and public hearings, a majority of the entire membership of the CRC voted to place one proposed charter amendment on the 2026 General Election ballot, as discussed below. As for Items 1, 2, 3, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 15 and 16, after receiving information and testimony on the issues, legal advice from the CRC General Counsel, and/or input from County staff, the CRC affirmatively voted to have no further consideration of such matters. The CRC members received, engaged in spirited discussion and debate, but ultimately a majority of CRC members did not support motions to propose charter amendments to be placed on the 2026 General Election ballot with regard to such issues.

III. Proposed Charter Amendment for Placement on the 2026 General Election Ballot

After substantial discussion and public comment, and after holding the three public hearings required by the Clay County Home Rule Charter, a majority of the entire membership of the 2025-2026 Clay County Charter Review Commission voted to place the following proposed charter amendment on the 2026 General Election Ballot for approval by the electors of the County:

Ballot Proposal: The ballot title and ballot summary are as follows:

**CHARTER AMENDMENT REVISING
COMMISSIONER SALARY PROVISIONS**

Shall the Clay County Charter be amended to remove the Charter specified requirement of county commissioner salaries set at \$37,000, remove the requirement that any salary changes must be approved by a majority of electors in a general election, and provide that county commissioner salaries shall be limited as set forth for non-charter counties in Florida Statutes Section 145.031 Board of County Commissioners?

_____ Yes

_____ No

Text Revisions: Upon approval of this question at referendum, the foregoing portions of Section 2.2.C. of the Clay County Home Rule Charter are amended to read as follows:

c. Salaries and Other Compensation. Salaries of the county commissioners shall be ~~set at \$37,000 per year. Any salary changes shall be approved by a majority of electors in a general election.~~ limited as set forth for non-charter counties in Florida Statutes Section 145.031 Board of County Commissioners. Other compensation, benefits, or reimbursable expenses shall be set the same as those set by general law for the county commissioners of non-charter .

IV. Recommendations from the CRC to the Board of County Commissioners

In addition to the proposed charter amendments, the CRC approved submission of the following recommendation(s) to the Board of County Commissioners:

The BCC ask staff to assist future CRC by creating a turnover package for future Commissions. This would include the CRC members receive training concerning the Sunshine Law, Public Records Act and the voting conflict provisions of Ch. 112, Fla. Stat. In addition, a review presentation of the Clay County Charter history is recommended before the third meeting.

V. Recommendations of the 2025-2026 Charter Review Commission

The CRC sought out an independent attorney to provide it with legal advice and counsel. Glenn A. Taylor of the Law Firm Glenn A. Taylor, P.A. in Orange Park was first discussed and interviewed by the CRC on October 20, 2025 and November 17, 2025 and thereafter engaged. Although the CRC was ably and professionally counseled on legal matters by County Attorney Courtney Grimm prior to obtaining independent legal counsel, the CRC continues to believe advice and assistance from qualified legal counsel independent of the County is important to the integrity of the Charter review function. Mr. Taylor provided excellent counsel to the CRC and the expense associated with obtaining independent counsel to advise the CRC was reasonable and appropriate. The CRC recommends that the next CRC continue to engage independent counsel as early in its processes as is possible.

Teresa Capo, a County employee, served as Administrative Assistant for the CRC. Teresa did an outstanding job in this capacity. She was at all times responsive to requests of the Chairman and individual CRC members and did an excellent job in coordinating requests for information from County officials needed by the CRC in its deliberations. The CRC and the citizens of Clay County are indebted to Teresa for her dedication and professionalism.

VI. Conclusion

From its first meeting, the CRC took its job seriously and undertook the task of Charter review with energy and enthusiasm. As members of the CRC noted at the outset of this process, the measure of the success of the 2025-2026 CRC would not be related to the number of charter amendment proposals approved for placement on the 2026 general election ballot. Rather, the success of any CRC should be measured by the thoroughness with which the Charter review task is conducted and the openness of the CRC to exploring the need and desirability of proposals for charter amendment. Measured on this scale, the CRC was open to proposals for change, did a thorough job of reviewing the Charter and all proposals brought forward for change, thereby fulfilling its responsibilities under the Charter. The 2025-2026 CRC is proud to have been entrusted with this task by the BCC and the citizens of Clay County. Being directly involved in this task for the past several months has affirmed, for the 2025-2026 CRC members, the value of a regularly scheduled citizen review of the County's most basic governing document the County Charter.