

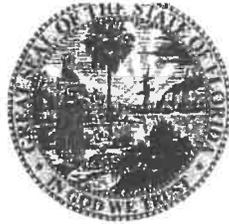
## **SEMINOLE COUNTY LEGISLATIVE DELEGATION**

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**Thursday, October 23, 2025 - 9:00 a.m. to 11:30 a.m.**  
**Seminole County Services Building | County Commission Chamber**  
**1101 East First Street**  
**Sanford, FL 32771**

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- 1. Call to Order – Representative Plasencia**
- 2. Pledge of Allegiance – Representative Plakon**
- 3. Invocation – Representative Bankson**
- 4. Roll Call- Senator Brodeur**
- 5. Approval of January 2025 Minutes**
- 6. Election of Delegation Officers**
  - Chairman**
  - Vice Chairman**
  - Secretary**
- 7. Chairman’s Welcoming Remarks / Rules**
- 8. Elected Officials**
- 9. Local Bill**
- 10. Public Comment**



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## SEMINOLE COUNTY LEGISLATIVE DELEGATION MEETING RULES OF PROCEDURE

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- I. **UNICAMERAL DELEGATION** – Procedurally, the Delegation shall meet as a unicameral body; providing nothing herein contained shall abrogate the duty of a member to exercise independent judgment in voting on any matter on the floor of the House or Senate during any session.
- II. **DELEGATION MEMBERSHIP** – Members of the Florida legislature elected from Senate District 10, and House District 36, 37, 38, 39 inclusive, shall be deemed to be members of the Seminole County Legislative Delegation.
- III. **POPULATION ACTS PROHIBITED** – The Delegation will not consider proposals submitted in the form of a general act with local application. This rule may be waived by three-fourths of the members present.
- IV. **RULES OF PROCEDURE** – The rules of the Delegation shall be of those of the House except as modified hereby.
- V. **DELEGATION OFFICERS** – An organizational meeting of the Delegation to be held each calendar year after the General election and no later than December 31<sup>st</sup>, the Delegation shall elect a Chair and a Vice-Chair who shall be either House in the Florida Legislature; each of whom shall serve for a term of one (1) year. The Chairman shall have the right to name any other member to perform the duties of the Chair. In the absence of the Chairman, the Vice-Chairman shall act as Chairman.
- VI. **LOCAL LEGISLATION** – The Delegation shall not accept for consideration local legislation later than thirty (30) days prior to the opening of the next session of the Legislature, unless sponsored by a member of the Delegation. Such sponsorship may be shown to be “by request”. Voting requirements of such local bills shall be by a majority of the members of the Delegation present. No local bill may be approved by the Delegation until such a bill has had a local public hearing. The Delegation will not vote on a local bill until the meeting following the bill’s introduction. This provision may be waived by a three-fourths vote of the members present.
- VII. **FORM FOR PROPOSED LEGISLATION** – Proposed legislation shall be filed on legal sized paper having numbered lines as dictated by the House of Representatives. Each proposed bill must be accompanied by a written statement which must include:
  - a.) the name, address and telephone number of the party sponsoring the proposal;
  - b.) the name, address and telephone number of the party/s attorney drafting the proposal;
  - and c.) not less than three (3) copies of proof of publication.
- VIII. **BILL COPIES** – Upon passage, all bills shall be backed and ready for filing. An exact copy of each bill in final form shall be available for each member. All members who

voted in favor of the bill in its final passage shall sign it forthwith.

- IX. **AMENDMENTS IN WRITING** – All amendments to proposed legislation shall be in writing on the same form as that used by the House or Senate at the time the amendment is proposed, and thereafter, the bill and proposed amendment shall be handled as in a committee in the House.
- X. **QUORUM** – A majority of the members will constitute a quorum of the Delegation for the transaction of business.

# **City of Winter Springs Local Bill — Governance Modernization Act (2026)**

*Legislative Packet: Bill Summary and Justification*

## **BILL SUMMARY**

This local bill revises the Charter of the City of Winter Springs to modernize the city's governing structure, aligning it with other Seminole County municipalities such as Lake Mary, Longwood, and Oviedo. It replaces the outdated non-voting mayor system with a unified and accountable five-member City Commission that includes a voting mayor.

- Key Provisions:
  - Creates a five-member City Commission including a voting mayor who presides over meetings and votes on all matters.
  - Four commissioners must reside within geographic districts but are elected at large by all city voters.
  - Eliminates the mayor's veto authority, ensuring decisions reflect the will of the majority.
  - Provides for a Deputy Mayor selected from among the commissioners.
  - Implements a phased transition beginning in 2026 and concluding in 2028.
  - Authorizes the City Commission to make conforming charter amendments by ordinance.
  - Protects the terms of current officeholders; no existing terms are shortened.

## JUSTIFICATION & BACKGROUND

### 1. Resolving Structural Tension and Lack of Accountability

Winter Springs' current structure, in which the **mayor does not vote** yet retains **veto power**, creates a dysfunctional tension between the mayor and the commission. When disagreements arise, the mayor can block decisions made by the elected legislative body, despite not having to share responsibility for the vote.

This disconnect has repeatedly led to **stagnation and public frustration**, as residents see conflict without clear accountability. The non-voting mayor can **influence debate, wield veto power, and stall progress** without ever casting a public vote. This structure is an anomaly among Seminole County cities and has been a source of repeated dysfunction.

The proposed bill **eliminates the veto authority** altogether, ending a system that effectively gives the mayor *three no votes* (the veto itself plus the votes needed to sustain it). By making the mayor a voting member, accountability becomes transparent: every major decision will now be a matter of record, and every elected official will be directly answerable to the voters for their vote.

### 2. Removing an Obstacle to Progress

Over the past several years, Winter Springs has faced substantial governance challenges, including financial mismanagement, failed infrastructure planning, and repeated rebukes from state oversight agencies. Many of these issues have been **exacerbated by political gridlock** under the existing system.

The mayor's veto has been used as a tool of obstruction, **stalling necessary reforms** and discouraging consensus among commissioners. By contrast, neighboring cities such as Lake Mary and Longwood, where mayors vote as part of the council, have avoided these structural deadlocks and maintain solid fiscal footing and high resident satisfaction.

A **voting mayor structure** promotes transparency, unity, and shared responsibility, ensuring decisions reflect the will of the entire community rather than the leverage of a single office.

### 3. Strong Public Support

In a **2021 public survey** conducted among Winter Springs residents, an overwhelming **83% supported converting to a five-member council with a voting mayor**, while only 17% favored keeping the current system.

That survey was conducted **before** many of the city's recent controversies and governance breakdowns came to light—issues that have further underscored the need for a clear, functional leadership model. Public sentiment today likely exceeds those numbers in favor of reform.

Residents have made it clear: they want a government that works, not one hamstrung by internal stalemates. This bill directly answers that call.

#### **4. Legal and Constitutional Authority**

Article VIII, Section 2(b) of the Florida Constitution explicitly provides that municipal charters may be established or amended 'pursuant to general or special law.' This grants the Legislature clear authority to enact or amend a city's charter through a local bill without requiring a referendum. Legislative action is therefore the proper and lawful mechanism for this reform.

#### **5. A Unique and Outdated Governance Structure**

Among small and mid-sized cities across Florida, research revealed not a single municipality operating under the same governing model as Winter Springs — where the mayor holds veto power but no vote. Every comparable city within the region uses a unified voting body structure, with the mayor serving as an equal voting member. Winter Springs is thus an outlier, and this structural reform brings the city in line with best practices in municipal governance.

#### **6. Restoring Confidence and Functionality**

The goal of this bill is to eliminate confusion, prevent stalemates, and create an accountable, collaborative city government. By ensuring every elected official casts a public vote on city decisions, Winter Springs will strengthen trust, restore transparency, and empower its leadership to focus on solving real challenges — from infrastructure to fiscal responsibility and resident services.

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A bill to be entitled  
 An act relating to City of Winter Springs, Seminole  
 County; amending the Charter of the City of Winter  
 Springs; providing for a five-member city commission  
 including the mayor; providing that the mayor is a  
 voting member of the city commission; providing for  
 mayoral duties; removing mayoral veto power; making  
 conforming changes; providing for transition;  
 providing severability; providing an effective date.

Be It Enacted by the Legislature of the State of Florida:

Section 1. Sections 4.01, 4.02, 4.03, 4.05, 4.10, 5.02,  
 6.02, and 8.01 of Charter of the City of Winter Springs, are  
 amended, and a new section 13.05 is added, to read:

Section 4.01. - Composition; qualification of members; and  
 commission districts.

(a) Composition. There shall be a governing body composed  
 of the mayor and four (4) ~~five (5)~~ commission members elected by  
 the voters of the city as provided in this Charter. Not more  
 than one (1) commission member shall reside in each of the four  
~~(4)~~ ~~five (5)~~ commission districts provided for in Section 4.02  
 (a) of this Charter. The mayor shall be elected at large and may  
 reside anywhere within the city. Each commissioner shall be  
elected by the qualified electors of the City of Winter Springs.

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26 The terms "city commission" as used in this charter shall refer  
 27 to the mayor and four (4) commission members elected by the  
 28 qualified electors, except as otherwise provided.

29 (b) Eligibility. Only qualified voters of the city shall be  
 30 eligible to hold the office of mayor or commissioner. Each  
 31 candidate seeking the office of city commissioner or mayor or  
 32 any other elective office of the city shall file a petition  
 33 signed by fifteen (15) registered voters of the city with the  
 34 city clerk. Each candidate seeking the office of city  
 35 commissioner or mayor or any other elective office of the city  
 36 shall have resided in the city one (1) year prior to the time of  
 37 qualifying. Each candidate seeking the office of city  
 38 commissioner shall be a resident of a designated commission  
 39 district established by ordinance and shall have resided in the  
 40 designated commission district six (6) months prior to the time  
 41 of qualifying. Notwithstanding the above requirement, city  
 42 commissioners shall run at large as commission candidates under  
 43 district designation. All candidates for offices in municipal  
 44 elections shall be registered and qualified electors of the city  
 45 at the time of their qualifying as a candidate with the city  
 46 clerk and shall file qualifying papers in accordance with state  
 47 statutes and pay the qualifying fee and election assessment  
 48 provided for by city ordinances. Such application shall be filed  
 49 and the qualifying fee paid during the qualifying period  
 50 established by the city commission by ordinance.

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51 Section 4.02. - Commission districts; adjustment of  
52 districts.

53 (a) Number of districts. The city commission of the City of  
54 Winter Springs, Florida, shall by separate ordinance divide the  
55 city into four (4) ~~five (5)~~ geographical commission districts.

56 (b) Districting commission. By the first day of February,  
57 2027 ~~1991, the first day of February, 1992,~~ and every three (3)  
58 years thereafter, the city commission shall appoint seven (7)  
59 city electors determined from the registration of the last  
60 regular election, one (1) to be appointed by each commissioner  
61 from their respective district, and three (3) ~~two (2)~~ appointed  
62 by the mayor from the city at large, who shall comprise the  
63 districting commission. Electors chosen shall not be employed by  
64 the city in any other capacity. ~~The initial districting~~  
65 ~~commission, creating and establishing the first commission~~  
66 ~~districts, shall be appointed by each commissioner and the mayor~~  
67 ~~from the city at large.~~

68 (c) Report; specifications. The districting commission  
69 shall file with the official designated by the city commission a  
70 report containing a recommended plan for establishment or  
71 adjustment of the commission district boundaries. ~~The initial~~  
72 ~~districting commission, creating and establishing the first~~  
73 ~~commission districts,~~ shall file such report within ~~ninety (90)~~  
74 ~~days of appointment. Thereafter, such reports shall be filed~~  
75 ~~within~~ one hundred twenty (120) days of appointment to the city

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76 ~~districting~~ commission. The commission district boundaries shall  
77 comply with the following specifications:

78 (1) Each district shall be formed of compact, contiguous  
79 territory, and its boundary lines shall follow the center lines  
80 of streets insofar as practical or possible, or other boundaries  
81 available.

82 (2) The districts shall be based upon the principle of  
83 equal and effective representation as required by the United  
84 States Constitution and as represented in the mathematical  
85 preciseness reached in the legislative apportionment of the  
86 state.

87 (3) The report shall include a map and description of the  
88 districts recommended and shall be drafted as a proposed  
89 ordinance. Once filed with the designated official, the report  
90 shall be treated as an ordinance introduced by a commissioner.

91 (d) Support. It shall be the responsibility of the city  
92 manager to provide staff assistance and technical data to the  
93 districting commission.

94 (e) Procedure. The procedure for the city commission's  
95 consideration of the report shall be the same as for other  
96 ordinances, provided that if a summary of the ordinances is  
97 published pursuant to this Charter and general law, it must  
98 include both the map and a description of the recommended  
99 districts.

100 (f) Failure to enact ordinance. The city commission shall

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101 adopt the redistricting ordinance at least one hundred twenty  
 102 (120) days before the next city election. If the city commission  
 103 fails to either accept or reject the redistricting ordinance,  
 104 the report of the districting commission shall go into effect  
 105 and have the same effect of an ordinance. The proposed  
 106 redistricting ordinance may not be rejected for any reason  
 107 except for failure to comply with the specifications listed in  
 108 section 4.02(c) of this Charter or failure to comply with other  
 109 local, state or federal law.

110 (g) Effect of enactment. The new commission districts and  
 111 boundaries as of the date of enactment shall supersede previous  
 112 commission districts and boundaries for all purposes; provided  
 113 all incumbent commissioners shall continue to hold office for  
 114 the entire term to which elected notwithstanding any change in  
 115 commission district and boundaries.

116 Section 4.03. - Election and terms.

117 (a) The regular election of mayor and commissioners shall  
 118 be held at the time provided for in Section 8.01 of this  
 119 Charter. All elections shall be for four-year terms of office.  
 120 The terms of the mayor and commissioner shall begin at the next  
 121 scheduled regular or special meeting of the city commission of  
 122 each year an election is held, and its members shall serve until  
 123 their successors have taken office.

124 (b) City commission seats are hereby designated as seats  
 125 one, two, three, and four ~~and five~~.

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126 (c) The mayor shall be limited to three (3) consecutive  
 127 full terms of office. Commission members shall be limited to  
 128 three (3) consecutive full terms of office. The mayor or any  
 129 commission member who has served three (3) consecutive full  
 130 terms of office after having been out of office for a period of  
 131 one (1) year, shall be eligible for election to successive three  
 132 (3) consecutive full terms of office; provided however, this  
 133 limitation shall not prohibit a person who has served three (3)  
 134 consecutive full terms of office as mayor from qualifying and  
 135 being elected as a commission member; nor shall this limitation  
 136 prohibit a person who has served three (3) consecutive full  
 137 terms of office as a commission member from qualifying and being  
 138 elected as mayor of the city.

139 Section 4.05. - Mayor.

140 At each regular election for the office of mayor, a mayor  
 141 shall be elected at large for a term of four (4) years and shall  
 142 serve until the mayor's successor is elected and qualified;  
 143 provided such term of office shall not exceed four (4) years.  
 144 The mayor shall preside at meetings of the city commission,  
 145 represent the city in intergovernmental relationships, present  
 146 an annual State of the City Message, and perform other duties  
 147 specified by the commission. ~~The mayor shall be recognized as~~  
 148 ~~head of the city government for all ceremonial purposes and by~~  
 149 ~~the governor for purposes of military law, but shall have no~~  
 150 ~~administrative duties.~~ The city commission shall elect from

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151 among its members a deputy mayor who shall act as mayor during  
 152 the absence or disability of the mayor. However, if a vacancy  
 153 occurs in the position of mayor, the vacancy shall be filled in  
 154 accordance with section 4.08(c) of this Charter.

155  
 156 The mayor shall serve as a voting member ~~not vote except in~~  
 157 ~~ease of a tie vote~~ of the commission. The mayor shall be  
 158 recognized as the head of city government for all ceremonial  
 159 purposes and by the governor for the purposes of military law  
 160 and shall have no administrative authority over city employees,  
 161 except as expressly provided by this charter or by ordinance.  
 162 ~~Within ten (10) days after the adoption of any ordinance by the~~  
 163 ~~city commission, the mayor shall have the power to veto said~~  
 164 ~~ordinance and return it to the commission at the next regular~~  
 165 ~~meeting with a written message. It shall require the affirmative~~  
 166 ~~vote of four (4) commission members to pass the ordinance after~~  
 167 ~~the mayor's veto.~~

168 Section 4.10. - City clerk.

169 (a) The city commission shall, after receiving a nomination  
 170 from either the mayor or city commissioners ~~a commission~~  
 171 ~~member(s) shall, not less than four (4) commission members,~~  
 172 appoint an officer of the city who shall have the title of city  
 173 clerk upon approval by not less than four (4) members of the  
 174 city commission. The city clerk's compensation shall be  
 175 established by the city commission. The city clerk shall give

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176 notice of commission meetings to its members and the public,  
 177 keep the journal of its proceedings and perform such other  
 178 duties as are provided by this Charter, by the commission or by  
 179 law.

180 (b) The city clerk may be removed by a vote of not less  
 181 than four (4) ~~commission~~ members of the city commission.

182 Section 5.01. - Appointment; qualifications, compensation.

183 The city commission, by the affirmative vote of not less  
 184 than four (4) ~~commission~~ members of the city commission, shall  
 185 appoint a city manager and fix the manager's compensation. The  
 186 city manager shall be appointed solely on the basis of executive  
 187 and administrative qualifications and shall serve at the  
 188 pleasure of the commission.

189 Section 6.02. - City attorney.

190 (a) The city commission shall, after receiving a nomination  
 191 from either the mayor or city commissioners a ~~commission~~  
 192 ~~member(s)~~ shall, ~~by a vote of not less than four (4) commission~~  
 193 ~~members~~, appoint an officer of the city who shall have the title  
 194 of city attorney upon approval by not less than four (4) members  
 195 of the city commission. The city attorney shall represent the  
 196 city in legal proceedings and shall perform such duties as  
 197 provided by this Charter, by the commission, or by law.

198 (b) The city attorney may be removed by a vote of not less  
 199 than four (4) ~~commission~~ members of the city commission.

200 Section 8.01. - The city elections.

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201 The regular general city election for electing the mayor and  
 202 commission members from seats two and four shall coincide with  
 203 the Florida Gubernatorial election years. The regular general  
 204 election for electing commission members from seats one, and  
 205 ~~three, and five~~ shall coincide with the United States  
 206 Presidential election years. The entire electorate shall be  
 207 entitled to vote in elections for mayor and commission members.

208 Section 13.05 - Transition to Mayor as Full Member of  
 209 Commission

210 (1) This transition shall not affect the term of any  
 211 electd official of the City of Winter Springs serving at the  
 212 time of its passage.

213 (2) Beginning with the general election held in November  
 214 2026, the office of Mayor shall become a voting member of the  
 215 City Commission. At that time, the City Commission shall consist  
 216 of the Mayor and five commissioners.

217 (3) After the November 2026 election, the City Commission  
 218 shall, by ordinance, adopt new district boundaries to provide  
 219 for four (4) commissioner districts no later than January 1,  
 220 2028 using the procedures provided in section 4.02 of the  
 221 charter.

222 (4) In adopting new district boundaries, no district shall  
 223 be drawn so as to include more than one commissioner elected in  
 224 November 2026.

225 (5) At the general election held in November 2028,

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226 elections shall be conducted for two (2) of the four (4) newly  
227 drawn commissioner districts in which no commissioner elected in  
228 November 2026 resides. Following that election, the city  
229 commission shall consist of the Mayor and four commissioners.

230 Section 2. If any provision of this act or its application  
231 to any person or circumstance is held invalid, the invalidity  
232 shall not affect other provisions or applications which can be  
233 given effect without the invalid provision, and to this end the  
234 provisions of this act are declared severable.

235 **Section 3.** This act shall take effect upon becoming a law.