PALM BEACH COUNTY

Charter
Palm Beach County Charter

PREFACE

The purpose of this publication is to assist voters in understanding the Palm Beach County Home Rule Charter. In addition, it provides a ready reference for implementing the charter or recommending changes to the charter. Pursuant to state law, the Board of County Commissioners placed a home rule charter option before the voters of Palm Beach County. During the Nov. 6, 1984 general election, voters approved the option: 152,495 in favor and 92,776 opposed. The four main changes to county government are that the charter:

1. establishes true home rule;*
2. provides initiative procedures that allow voters to create new local laws and modify or amend local laws;
3. provides a process to modify or amend the charter itself;
4. provides voters with a process to recall county commissioners.

The charter allows Palm Beach County voters, through their elected officials, to have greater independence in determining how their government will function and what services it will provide. Previously, many changes to county government required the approval of the Florida Legislature.

*True home rule gives the Board of County Commissioners the ability to create local laws, through a local public hearing ordinance procedure, that are not in conflict with or specifically prohibited by state general law or the state constitution. This process is done without going to the Florida Legislature to request special legislation to create these laws.

Note: The Palm Beach County Charter, promulgated by Ordinance No. 84-8, adopted Sept. 11, 1984, and approved by the voters on Nov. 6, 1984, is set out essentially as enacted with only minor stylistic changes made for purposes of consistency. Charter amendments will be identified by a history note following the amended section. Absence of such a note indicates the section is derived from the original charter.

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PREAMBLE
WE, the voters of Palm Beach County, Florida, believing that governmental decisions affecting local interests should be made locally rather than by the state, and, in order to bring to our county the full home rule benefits of more responsive and efficient county government and improved cooperation between the municipalities and the county, do ordain and establish this home rule charter for Palm Beach County, Florida.

ARTICLE I
CREATION, POWERS AND ORDINANCES OF HOME RULE CHARTER GOVERNMENT

Sec. 1.1 Creation and General Powers of Home Rule Charter Government
Palm Beach County shall be a home rule charter county, and, except as may be limited by this home rule charter, shall have all powers of county self-government, granted now or in the future, by the constitution and laws of the state of Florida.

Sec. 1.2 Conflict with State Law
Nothing in this home rule charter shall override or conflict with state law or the state constitution.

Sec. 1.3 Scope of County Ordinances; Conflict with Municipal Ordinances
Municipal ordinances shall prevail over county ordinances to the extent of any conflict, regardless of the time of passage of the municipal ordinances, except that the county ordinances shall prevail over conflicting municipal ordinances:
(1) In matters relating to the protection of wells and well fields within the parameters set forth in Section 3.3 of this charter.
(2) In matters relating to school, county-owned beaches, district parks and regional parks, solid waste disposal, county law enforcement, and impact fees collected for county road programs and public buildings; and in matters related to county fire-rescue impact fees and county library impact fees in those municipalities whose properties are taxed by the county for library and/or fire-rescue services, respectively. This subsection shall not be construed as preempting or limiting in any way the enactment of municipal impact fee ordinances for those capital facilities provided exclusively by municipalities. Palm Beach County shall provide a credit toward the payment of county impact fees for properties within those municipalities which provide like capital facilities. This section shall not be construed as a transfer of functions or powers related to municipal services.

(3) For the adoption and amendment of the countywide land use element adopted in accordance with Article VII of this charter (Countywide Planning Council).

(4) In matters relating to the establishment of levels of service for collector and arterial roads which are not the responsibility of any municipality, and the restriction of the issuance of development orders which would add traffic to such roads which have traffic exceeding the adopted level of service, provided that such ordinance is adopted and amended by a majority of the Board of County Commissioners.

(5) In matters related to voluntary annexation.

(6) In matters related to the ethics regulation in accordance with Article VIII of this charter: The Palm Beach County Code of Ethics, the Palm Beach County Commission on Ethics and the Office of Inspector General in municipalities where the charter amendment is approved by a majority of voters in that municipality voting in the referendum as set forth in Sec. 6.3 of this charter.

(Ord. No. 86-28, § 2, 8-26-86; Ord. No. 86-29, § 2, 8-26-86; Ord. No. 86-30, § 2, 9-9-86; Ord. No. 88-21, § 2, 9-20-88; Ord. No. 88-25, § 2, 9-20-88; Ord. No. 2004-021, § 1.1, 8-17-04; Ord. No. 2010-019, § 7-20-10)
Note: Ord. Nos. 86-28, 86-29, 86-30 were approved at an election held Nov. 4, 1986, to become effective Jan. 1, 1987; each of the ordinances amended § 1.3 in its entirety. For convenience, the editor has retained the introductory language which is the same in each ordinance, and has designated the language which differs in each ordinance as subsection (1) for Ord. No. 86-28, (2) for Ord. No. 86-29, and (3) for Ord. No. 86-30.

Ord. Nos. 88-21 and 88-25 were approved at an election held Nov. 8, 1988, both to become effective Jan. 1, 1989. A proposed amendment by Ord. No. 90-34 was repealed by Ord. 91-2, § 2 of which amended this section. Ord. No. 91.2 was in turn repealed by Ord. No. 91-28 § 2 of which also amended this section.

Ord. No. 91-29 was defeated at an election held March 10, 1992. A further amendment to this section proposed by § 3 of Ord. No. 92-1 was defeated at the same March 10, 1992 election.


*On Dec. 16, 1991, the Board of County Commissioners approved the countywide future land-use element as an optional element of the Palm Beach County Comprehensive Plan. On Dec. 31, 1991, the Countywide Planning Council was sunsetted following a majority of the municipalities in Palm Beach County.

Sec. 1.4 Conflict with Independent Special Districts
This home rule charter shall not affect preexisting independent special districts created by general law or by special act of the Florida Legislature.
ARTICLE II

FORM AND POWERS OF LEGISLATIVE AND EXECUTIVE BRANCHES

Sec. 2.1 County Manager Form of Government
Palm Beach County shall operate under a county manager form of government with separation of legislative and executive functions in accordance with the provisions of this home rule charter. The county manager appointed under Section 2.4 herein shall be designated “county administrator” and shall be hereinafter referred to as county administrator.

Sec. 2.2 Legislative Branch
The governing body of Palm Beach County shall be a board of county commissioners composed of seven (7) members serving staggered terms of four (4) years. One (1) commissioner residing in each of seven (7) districts shall be elected by the qualified electors residing within that district. The commissioner must reside within the district at the time of qualifying to run for office of county commissioner and during his/her term of office must reside in the district from which he/she ran. No person may appear on the ballot for reelection to the office of commissioner, if by the end of the current term in office, the person will have served (or, but for resignation, would have served) as a county commissioner for eight (8) consecutive years.

This amendment shall take effect on the date it is approved by the electorate, but no service in a term of office which commenced prior to the effective date of this amendment will be credited against the eight (8) consecutive years term limitation (Ord. 2002-29).

The two (2) additional commissioners will be elected pursuant to this amendment at the next general election succeeding the passage of this amendment.

One (1) new commissioner shall represent an even-numbered district, and his/her initial term of office shall coincide with the term of office for the current even-numbered district commissioners.
One (1) new commissioner shall represent an odd-numbered district, and his/her initial term of office shall coincide with the term of office for the current odd-numbered district commissioners. The commissioners who are serving on the effective date of this charter amendment shall continue to represent the district from which they were elected, as district commissioners, for the balance of their terms.

Salaries of members of the Board of County Commissioners shall be the same as set by state law for the county commissioners of noncharter counties. The Board of County Commissioners shall be responsible for exercising and fulfilling all its powers and duties provided by the charter.

Note: Section 2.2 reads as approved at elections held on Nov. 8, 1988 and Nov. 5, 2002. The provisions were placed on the ballot by petition. Ord. 02-29 authorizing the term limits referendum was adopted on July 23, 2002, to become effective on Nov. 5, 2002.

Sec. 2.3 Vacancies

Vacancies on the Board of County Commissioners shall be defined and filled as provided by Florida law.

Sec. 2.4 Executive Branch

The executive responsibilities and powers of the county, as authorized by the Board of County Commissioners, shall be assigned to and vested in a county administrator, who shall be appointed by and serves at the pleasure of the Board of County Commissioners. The county administrator’s salary shall be set by the Board of County Commissioners. The county administrator shall be chosen on the basis of his/her professional training, executive and administrative experience and qualifications, and he/she shall reside within Palm Beach County while so employed. Within ninety (90) days after the adoption of this charter, the county administrator shall present to the Board of County Commissioners the current code of laws and ordinances and the administrative code with any recommended changes for their action. The codes shall contain the current ordinances, the rules of procedure adopted by the Board of County Commissioners, the organization of the county departments, the statements of established county
policy and administrative regulations. The administrative code shall provide a personnel system based on the merit system principle, which shall include a job description and pay plan, fringe benefits, a personnel review system, and a procedure for hearing terminations and other disciplinary actions for all county employees. The administrative code shall include an affirmative action plan.

Sec. 2.5 Noninterference Clause
Except for the purposes of inquiry and information, the members of the Board of County Commissioners are expressly prohibited from interfering with the performance of the duties of any employee who is under the direct or indirect supervision of the county administrator. Such action shall be malfeasance within the meaning of Article IV, Section 7(a) of the Florida Constitution.

(Ord. No. 86-27, § 2, 8-26-86)


ARTICLE III
SPECIFIC DUTIES OF LEGISLATIVE BRANCH

Sec. 3.1 Delegation of Authority
The Board of County Commissioners shall retain its responsibility and authority to administer properly the affairs of the county and its ability to delegate the administration of its policies to the county administrator.

Sec. 3.2 Prevention of Conflict of Interest
The Board of County Commissioners shall take whatever action is necessary on behalf of its residents to ensure that the county government’s appointed officials, elected officials and employees abide by the code of ethics as set out in state law and the ethics regulations adopted by the Board of County Commissioners.

Sec. 3.3 Protection of Health, Safety and Welfare
It shall be the policy of the county to protect the health, safety and general welfare of all residents of Palm Beach
County. The Board of County Commissioners may adopt appropriate ordinances to accomplish these purposes, including a countywide ordinance relating to the protection of wells and well fields, by providing criteria for regulating and prohibiting the use, handling, production and storage of certain deleterious substances which may impair present and future public potable water supply wells and well fields.

(Ord. No. 86-28 § 2, 8-26-86)


Sec. 3.4 Independent Audit

The Board of County Commissioners shall have an independent audit of its accounts and records each fiscal year as required by state law.

ARTICLE IV

CONSTITUTIONAL OFFICERS AND COUNTY DEPARTMENTS

Sec. 4.1 Elected Constitutional Officers

The elected constitutional offices of property appraiser, sheriff, supervisor of elections, tax collector, clerk of the circuit court, state attorney and public defender shall remain as presently constituted.

The Board of County Commissioners shall make all services provided by its central service departments available to the elected constitutional officers.

Sec. 4.1.a. Nonpartisan Election of Constitutional Officers

Notwithstanding Section 4.1, elections for the offices of property appraiser (Ord. 2002-31), sheriff (Ord. 2002-32) and supervisor of elections (Ord. 2002-33) shall be nonpartisan.

Section 4.1.b. Protections of Nonpartisanship

No nonpartisan candidate shall be required to pay any party assessment or be required to state the party of which the candidate is a member. All candidates’ names shall be placed on the ballot without reference to political party affiliation.

Section 4.1.c. Rules of Nonpartisan Election

In the event more than two candidates for nonpartisan election have qualified for any single office, an election shall be held at the time of the first primary election and, providing no candidate receives a majority of the votes cast, the two candidates receiving the most votes shall be placed on the ballot for the general election.

Sec. 4.2 Initial County Departments, Divisions and Offices*

The county department heads, with the exception of the county attorney, internal auditor, and initially the fire-rescue administrator, shall be appointed by the county administrator, with advice and consent of the Board of County Commissioners, and shall be responsible to the county administrator. The initial county departments and offices, which may be changed with the approval of the Board of County Commissioners, shall be:

Central Service Departments
- Budget
- Employee Relations and Personnel
- Financial Management
- General Services
- Office of Management and Program Evaluation
- Purchasing
- Risk Management

General Operations Departments
- Airports
- Community Services
- Engineering and Public Works
- Libraries
- Parks and Recreation
- Planning, Zoning and Building
- Public Safety
- Surface Transportation
- Water Utilities
• For an up-to-date organizational chart of Palm Beach County departments and offices, please call (561) 355-2754 and ask for the Guide to Services or go to pbcgov.com and click on Site Index.

Sec. 4.3 Office of the County Attorney

There shall be a county attorney selected by the Board of County Commissioners who shall serve at the pleasure of the board. The office of the county attorney shall not be under the direction and control of the county administrator, but shall instead be responsible directly to the Board of County Commissioners.

The county attorney shall be an attorney licensed to practice law in the state of Florida for at least three (3) years. Upon appointment, he/she shall be employed full-time by said county. The county attorney shall employ such assistant county attorneys and special assistant county attorneys, on either a full-time or part-time basis, as may be necessary, subject to budget approval.

The office of county attorney shall be responsible for the representation of Palm Beach County, the Board of County Commissioners, the county administrator, and all other departments, divisions, regulatory boards and advisory boards of county government in all legal matters relating to their official responsibilities. The office of county attorney shall prosecute and defend all civil actions for and on behalf of Palm Beach County and the Board of County Commissioners, and shall review all ordinances, resolutions, contracts, bonds and other written instruments.

Sec. 4.4 Office of the Internal Auditor

There shall be a county internal auditor selected by the Board of County Commissioners who shall serve at the pleasure of the board. The office of county internal auditor shall not be under the direction and control of the county administrator, but shall instead be responsible directly to the Board of County Commissioners.

The internal auditor shall be a certified public accountant or certified internal auditor. Upon appointment, he/she shall be employed full-time by said county. The internal auditor shall employ such assistant county auditors, on either a full-time or part-time basis, as may be necessary, subject to budget approval.
The office of county internal auditor shall be responsible for performing post-audits, performance audits, and interfacing with all external auditors for the Board of County Commissioners, the county administrator, and all other departments, divisions, and regulatory and advisory boards of county government in all financial matters relating to their official responsibilities.

Sec. 4.5 Fire Rescue Department

There shall be a fire rescue administrator selected initially by the Board of County Commissioners. The fire rescue department shall not initially be under the direction and control of the county administrator, but shall instead be responsible directly to the Board of County Commissioners. The Board of County Commissioners may, after four (4) years from the effective date of this charter, place the fire rescue administrator and department under the direction of the county administrator.*

The fire rescue administrator shall be responsible for the administrative and technical duties directly involving all activities of the fire rescue department and has authority and responsibility of the fire rescue operations and shall exercise supervisory control over all members of the department. The fire rescue administrator shall adhere to all administrative policies in the administrative code.

*The Board of County Commissioners transferred the fire rescue administrator and the fire rescue department from the direct authority of the BCC to the county administrator and approved the change of the fire rescue administrator’s status from contractual employee to regular nonmerit county employee status on July 10, 1990.

ARTICLE V

SPECIAL PROVISIONS

Sec. 5.1 Initiative

The people of Palm Beach County shall have the right to initiate county ordinances by filing with the Board of County Commissioners a copy of the proposed ordinance and a petition containing the signatures and addresses of not
less than seven (7) percent of the number of voters qualified to vote in the last general election. The initiative process shall be available to the people to establish new ordinances and amend or repeal existing ordinances. Within forty-five (45) days after the filing of the petition with the Board of County Commissioners, the supervisor of elections shall verify the signatures on said petition. Within forty-five (45) days after the petition is verified by the supervisor of elections, the Board of County Commissioners shall hold public hearings on the proposed ordinance, according to law, and vote on it. If the Board of County Commissioners fails to adopt the proposed ordinance, it shall then place the ordinance for a referendum on the ballot at the next general election occurring at least thirty (30) days after the board’s vote for a referendum. If approved by a majority of those who voted, the ordinance shall become effective on the date specified in the ordinance; or if not specified in the ordinance, then it shall become effective January 1 following the election.

None of the above provisions shall be available to the public for initiation, change, or modification of county budgetary provisions.

Sec. 5.2 Recall
The Board of County Commissioners shall be subject to recall as provided by Florida statutes.

ARTICLE VI

HOME RULE CHARTER EFFECTIVE DATE, TRANSITION, AMENDMENTS AND REVIEW

Sec. 6.1 Home Rule Charter Effective Date
This charter shall become effective on Jan. 1, 1985.

Sec. 6.2 Home Rule Charter Transition
Unless expressly provided for otherwise in the home rule charter, the adoption of this home rule charter shall not affect any existing obligations of Palm Beach County, the validity of any of its ordinances, or the term of office of any elected county officer, which term shall continue as if this charter had not passed.

(14)
Sec. 6.3 Home Rule Charter Amendments

Amendments to this home rule charter may be proposed by the Board of County Commissioners by an affirmative vote of at least four (4) members. The home rule charter amendment may also be initiated by seven (7) percent of the number of voters qualified to vote in the last general election, and the initiated amendment shall be presented and verified in the manner and time set forth in Article V, Section 5.1.

The home rule charter amendment shall be placed on the ballot on the first Tuesday after the first Monday in November of any year or in connection with a presidential preference primary occurring at least thirty (30) days after verification. Amendments to this home rule charter must be approved by a majority of the voters of Palm Beach County voting in a referendum. Approved charter amendments that transfer or limit a service, function, power or authority of a municipality shall be effective in a municipality only if the amendment is also approved by a majority of voters in that municipality voting in the referendum. (Ord. No. 2007-17)

If approved, the home rule charter amendment shall become effective on the date specified in the amendment or, if not so specified, on January 1 following the election. Each amendment to this home rule charter shall be limited to a single and independent subject. (Ord. No. 86-26, section 2, 8-26-86; Ord. No. 90-26, §2, 9-4-90)


The last sentence of Section 6.3 reads as approved at an election held Nov. 6, 1990, to become effective Jan. 1, 1991.

Ord. No. 2007-17, adopted Sept. 11, 2007, was approved at an election held Nov. 4, 2008, to become effective Jan. 1, 2009.

Sec. 6.4 Saving Clause

If any provision of this charter is held invalid, in whole or in part, such holding shall not affect any other provision of this charter.
ARTICLE VII

VOLUNTARY ANNEXATION

Sec. 1. Voluntary Annexation by Municipalities

Nothing in this charter shall prevent a municipality from annexing an unincorporated area into its municipal boundaries, except that: Voluntary annexation in an unincorporated protection area requires approval by an affirmative vote of at least five members of the Board of County Commissioners. Voluntary annexation in an unincorporated rural neighborhood requires approval by an affirmative vote of at least five (5) members of the Board of County Commissioners and a majority of the registered electors residing within the boundaries of the unincorporated rural neighborhood voting on the question. All voluntary annexations shall require prior notice to the county as established by ordinance. The unincorporated protection area is defined as all unincorporated lands located outside of the urban service area established in the Palm Beach County Comprehensive Plan. Areas eligible to be designated by ordinance as unincorporated rural neighborhoods must be located in the unincorporated protection area and are limited to recorded subdivisions and antiquated subdivisions as defined in the Palm Beach County Comprehensive Plan located in the exurban or rural tiers of the Palm Beach County Comprehensive Plan and other residential neighborhoods located in the exurban and rural tiers with at least 25 dwelling units as of the effective date of this charter amendment.

Article VIII  
ETHICS REGULATION  

Sec. 8.1. County Code of Ethics  
The county shall, by ordinance, adopt a Palm Beach County Code of Ethics, which shall be at least as stringent as Chapter 112, Part III, Florida Statutes, the Code of Ethics for Public Officers and Employees. The ordinance shall be prepared, adopted, and amended pursuant to the procedures in Section 8.4 of this charter.  

Sec. 8.2 Commission on Ethics  
The county shall, by ordinance, establish an independent Commission on Ethics, comprised of a minimum of five members not appointed by or subject to removal by the County Commission or by any other entity subject to the jurisdiction of the Commission on Ethics, with the authority to review, interpret, render advisory opinions and to enforce the Palm Beach County Code of Ethics, and to provide ethics training to local governments, citizen groups and the general public of Palm Beach County. The ordinance shall be prepared, adopted, and amended pursuant to the procedures in Section 8.4 of this charter. The Commission on Ethics shall be adequately funded by the County Commission and all other governmental entities that elect to be subject to the authority of the Commission on Ethics pursuant to interlocal agreement.  

Sec. 8.3. Inspector General  
The county shall, by ordinance, establish an Office of Inspector General to provide independent oversight of publicly funded transactions, projects, and other local government operations. The ordinance shall be prepared, adopted, and amended pursuant to the procedures in Section 8.4 of this charter (implementing ordinance). The implementing ordinance shall provide that the inspector general shall be selected by a selection committee, comprised of the Commission on Ethics, the state attorney or designee, and the public defender or designee. The implementing ordinance shall further provide that the inspector general shall serve a fixed term and prior to completion of that term, may be removed only for cause and pursuant to a procedure requiring, at a minimum, supermajority votes
at duly noticed public hearings of the Board of County Commissioners and the selection committee. The Office of Inspector General shall be funded at minimum in an amount equal to one quarter of one percent of contracts of the county and all other governmental entities subject to the authority of the inspector general (funding base) as determined by the implementing ordinance. The Board of County Commissioners may increase or decrease the funding base upon a showing of need for such adjustment based upon criteria contained in the implementing ordinance but in no event shall the funding base be reduced below one quarter of one percent unless the request for such reduction is made by the inspector general. The demonstration of need shall be subject to review and recommendation by the review committee, which recommendation shall only be overruled by a supermajority vote of the Board of County Commissioners. No adjustment shall occur if such adjustment results in the Office of the Inspector General not being adequately funded.

Sec. 8.4. Ordinance Preparation, Adoption and Amendment

Ordinances providing for implementation and funding of Article VIII, Ethics Regulation, of the Palm Beach County Charter shall be prepared, adopted, and amended in the following manner:

(a) The Board of County Commissioners has adopted ordinances establishing and providing for the funding, authority and powers of the Palm Beach County Commission on Ethics and the Office of Inspector General (existing ordinances). The drafting committee described on the following page shall develop the ordinances enabling this charter amendment by beginning with the existing ordinances and making those changes necessary to conform the existing ordinances to the requirements of this charter amendment and proposing other such changes deemed necessary and proper by the drafting committee.

(b) Each ordinance shall be developed by a drafting committee consisting of two representatives appointed by the Board of County Commissioners; two representatives appointed by the Palm Beach County League of Cities, Inc. or any successor entity to the League of Cities; the
county attorney or his or her designee; and the general
counsel for the League of Cities or his or her designee. In
addition, the committee will include the executive
director of the Palm Beach County Commission on Ethics
for matters pertaining to the Code of Ethics and
Commission on Ethics ordinances, and will include
the inspector general for matters pertaining to the
inspector general ordinance (initial ordinance drafting
committee). The initial ordinance drafting committee may
by majority vote agree to add up to three additional members
representing other governmental entities that are subject to
the regulation of the Office of the Inspector General, the
Commission on Ethics, or both.

(c) The Board of County Commissioners may adopt
any ordinance recommended by the initial ordinance
drafting committee (recommended ordinance) by an
affirmative vote of four (4) members of the board. If
the Board of County Commissioners desires to change
any recommended ordinance, the board shall refer all
proposed changes to the initial ordinance drafting
committee, which shall either modify the
recommended ordinance to include a proposed
change or recommend that a proposed change not be
adopted. Adoption of any change to a recommended
ordinance requires an affirmative vote of five (5)
members of the Board of County Commissioners. If the
initial ordinance drafting committee fails to submit
the recommended ordinance to the Board of County
Commissioners within 90 days of effective date of this
charter amendment or fails to take action on a proposed
change within 30 days of receipt of such change from
the board, the Board of County Commissioners may take
action to adopt the ordinance by an affirmative vote of
four (4) members.

(d) Amendments to any of the ordinances adopted
pursuant to Article VIII of the charter may be proposed
by the Board of County Commissioners, the League of
Cities, the inspector general, the Commission on Ethics,
or the executive director of the Commission on Ethics. All
proposed amendments must be reviewed by a committee
with the same makeup as the initial ordinance drafting
committee (review committee). The review committee’s recommendation shall be forwarded to the Board of County Commissioners. Any change recommended by the review committee may be adopted by an affirmative vote of four members of the Board of County Commissioners. Adoption of any change not recommended by the review committee requires an affirmative vote of five (5) members of the Board of County Commissioners. If the review committee fails to submit an ordinance amendment to the Board of County Commissioners within 90 days after referral of an amendment from one of the above parties, the Board of County Commissioners may adopt the amendment by an affirmative vote of four (4) members of the board.

(Ord. No. 2010-019)
