

**CITY OF TALLAHASSEE  
2024 CHARTER REVIEW COMMITTEE**

**Issue No. 2  
Full-Time Position / Salary**

**SALARY MODELS**

At the Committee’s meeting on February 20, members requested staff to provide options for salary models or methodologies. To assist in this discussion, staff believes it is best for the committee to decide on key elements, which will drive the remaining decisions.

- Does the committee wish to retain salary amounts in the Charter? If not, salaries would have to be set by vote of the City Commission – such as a component of the budget adoption process, a resolution, via an ordinance, or by some other process the committee identifies.
- If the committee wishes to codify salaries in the Charter, will the existing methodology of basing salaries on a percentage of a Leon Co. commissioner be retained? If so, then the panel must select a level of compensation. If not, the committee will need to decide on an alternative methodology.

Possible Models

In a review of other cities models, and past and present City of Tallahassee models, the below models are provided for purposes of illustration and discussion.

**Model A – Percentage of County Commissioner Pay**

This model would utilize the existing methodology of setting city commissioners’ pay at a percentage of the salary received by members of the Leon County Commission.

The below chart provides illustrations of possible salary levels, as a portion of County Commissioner’s salaries.

Rate	Salary
60%	\$57,637
67%	\$64,041
75%	\$72,046
85%	\$81,652
Equal To	\$96,061

For comparison to the below models, the below chart illustrates the progression of City Commissioner salaries since FY2018, as based on the current methodology setting city commissioners salaries to one-half the pay of a county commissioner.

Year	Mayor	Commissioner	% Increase
FY2019	\$80,289	\$40,145	0.7%
FY2020	\$83,945	\$41,973	4.4%
FY2021	\$84,904	\$42,452	1.1%
FY2022	\$90,577	\$45,289	6.3%
FY2023	\$96,061	\$48,031	5.7%

Reference: <http://edr.state.fl.us/content/local-government/reports/>

**Model B – Annual COLA Adjustment**

This model would set a base pay, to be effective on January 1, 2025, and would be adjusted each October 1<sup>st</sup> thereafter by the cost-of-living adjustment (percentage) granted to general employees per the adopted annual budget.

Staff researched the cost-of-living adjustments granted to general employees in recent years (shown below). In most years, there was also a minimum salary increase of \$1,000 to \$2,500.

Year	% Increase
FY2018	3.0%
FY2019	3.0%
FY2020	-
FY2021	4.5%
FY2022	5.0%
FY2023	5.0%

### **Model C – Consumer Price Index (CPI)**

This model would set a base pay, to be effective on January 1, 2025, and would be adjusted each October 1<sup>st</sup> thereafter, by the preceding 12-month (March-to-March) percent change in the U.S. Bureau of Labor Statistics (BLS) Consumer Price Index for All Urban Consumers (CPI-U): US Cities average, “All Items” index. The CPI schedule utilized is the schedule used to compute other City of Tallahassee increases, including most utilities.

Staff researched the progression of the CPI-U for the past several years (shown below).

CPI-U (Mar-to-Mar)

Year	% Increase
2019	1.9%
2020	1.5%
2021	2.6%
2022	8.5%
2023	5.0%

Reference: [All Urban Consumers \(CPI-U\)](#)

Alternatively, this model could use the annual COLA adjustment enacted by the Social Security Administration relative to supplementary security income (SSI) payments. The below chart illustrates the annual SSI COLA amounts, effective each January.

SSI COLA

Year	% Increase
2019	2.8%
2020	1.6%
2021	1.3%
2022	5.9%
2023	8.7%

Reference: <https://www.ssa.gov/cola/>

### **Model D – HUD Median Family Income**

This model would set salaries, effective January 1, 2024, to the area median family income estimate as published by the U.S. Dept. of Housing & Urban Development (HUD) for the “Tallahassee, FL HUD Metro FMR Area” and would be adjusted, each October 1<sup>st</sup> thereafter, to the amount then in effect per the published figures per the HUD Median Family Income Documentation System.

The below chart illustrates the progression of the Tallahassee Area MFI figures for the past several years.

Year	Amount	% Increase
FY2019	\$68,900	02.2%
FY2020	\$72,700	05.5%
FY2021	\$76,400	05.1%
FY2022	\$81,200	06.3%
FY2023	\$89,700	10.5%

Reference: [https://www.huduser.gov/portal/datasets/il/il2023/select\\_Geography.odn](https://www.huduser.gov/portal/datasets/il/il2023/select_Geography.odn)

### **Model E – Prorata Share of City/County Population**

This model bases pay relative to the ratio of county residents residing within the corporate limits. This ratio is then multiplied by the salary of the mayor/county commissioner. The population figures would be those published by the Florida Bureau of Economic and Business Research (BEBR), via the annual “Florida Estimates of Population” publication released each April.

Year	City Population	County Population	Prorata Share	Mayoral Salary	Commissioner Salary	% Increase
2019	195,713	296,499	66.0%	\$80,289	\$52,997	1.0%
2020	198,627	299,484	66.3%	\$83,945	\$55,675	5.1%
2021	198,371	295,921	67.0%	\$84,904	\$56,915	2.2%
2022	200,289	299,130	67.0%	\$90,577	\$60,648	6.6%
2023	201,833	301,724	66.9%	\$96,061	\$64,258	6.0%

Reference: <https://bebr.ufl.edu/population-studies-data-archive>

### **Model F – Salary Study Committee**

This model would create an appointed body, with members appointed by the City Commission, who would conduct a salary study and other pertinent analysis. The committee, seated biennially, would establish the salaries of the city commissioners. The committee would be seated 60 days after each regular election and would have 60 days to complete their work. The biennial salary study will be presented to the city commission which shall, within 60 days of receipt, enact the revised salaries via resolution. The amended salaries would become effective on January 1<sup>st</sup> after the succeeding regular election.

### **Comparisons to Other Jurisdictions**

Of the above models, the below peer cities have implemented one of the above models:

- Model A – % of County Commissioner Pay - Tallahassee
- Model B – Annual COLA for All General Employees - Hollywood
- Model C – CPI Adjustment – Cape Coral (SSI COLA model); Gainesville (CPI)
- Model D – HUD Median Family Income – Ft. Lauderdale
- Model E – City-County Prorata Share of Population - Port St. Lucie
- Model F – Salary Study Committee – (none found)

### **Cumulative Increase from 2019-2023**

The cumulative increases for the various models for a 5-year period are shown below. Amounts shown do not account for compounding and are not based on an identical 12-month period (e.g. March-to-March, October-to-October, etc.)

- Model A – 18.2%
- Model B – 17.5%
- Model C – 19.5% (CPI) / 20.3% (SSI)
- Model D – 27.4%
- Model E – 20.9%
- Model F – n/a

Other Large Florida Cities (cities w/ populations 120K – 460K)

<u>City</u>	<u>County</u>	<u>Form of Gov't</u>	<u>Population (2022 est.)</u>	<u>Commissioner Pay</u>	<u>Mayoral Pay</u>	<u>County Commissioner Pay</u>
Miami	Miami-Dade	Strong Mayor	459,224	\$58,200	\$97,000	\$120,200
Tampa	Hillsborough	Strong Mayor	401,512	\$52,060	\$175,600	\$120,200
Orlando	Orange	Strong Mayor	321,904	\$76,300	\$245,000	\$120,200
St. Petersburg	Pinellas	Strong Mayor	264,220	\$65,000	\$240,511	\$119,500
Hialeah	Miami-Dade	Strong Mayor	228,206	\$2,500 + \$41,500 exp acct	\$150,000 + \$40,000 exp acct	\$120,200
Port St. Lucie	St. Lucie	Council-Manager	224,916	\$65,100	\$100,200	\$100,200
Cape Coral	Lee	Council-Manager	208,053	\$41,900 + \$40,000 CRA stipend	\$47,370 + \$60,000 CRA stipend	\$114,900
<b>Tallahassee</b>	<b>Leon</b>	<b>Council-Manager</b>	<b>200,289</b>	<b>\$48,030</b>	<b>\$96,061</b>	<b>\$96,061</b>
Fort Lauderdale	Broward	Council-Manager	189,019	\$88,500	\$106,200	\$120,200
Pembroke Pines	Broward	Council-Manager	171,309	\$47,306	\$89,400	\$120,200
Hollywood	Broward	Council-Manager	154,909	\$33,600	\$45,600	\$120,200
Gainesville	Alachua	Council-Manager	145,879	\$40,400	\$51,400	\$95,200
Miramar	Broward	Council-Manager	138,237	\$46,675	\$55,910	\$120,200
Coral Springs	Broward	Council-Manager	134,816	\$22,550	\$28,200	\$120,200
Palm Bay	Brevard	Council-Manager	126,748	\$12,750	\$25,450	\$110,200
Lakeland	Polk	Council-Manager	120,279	\$32,650	\$48,950	\$114,000
West Palm Beach	Broward	Strong Mayor	119,971	\$35,000	\$150,000	\$120,200

Population figures per the UF Bureau of Economic and Business Research (BEBR) 2022 population estimates - <https://bebr.ufl.edu/population/> & [https://www.bebr.ufl.edu/wp-content/uploads/2022/12/estimates\\_2022.pdf](https://www.bebr.ufl.edu/wp-content/uploads/2022/12/estimates_2022.pdf)

Pay figures provided by their respective municipalities or extracted from Florida League of Cities (FLC) data from 2020. County figures per the EDR. Figures rounded for readability.

Orange data is from Sep. 2020 FLC data charts. Recent data requested from cities; responses pending.

Cities in blue set their salary via Charter

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At the Committee’s meeting on January 25, members information on what salary models or methodologies other cities utilize. Below is a synopsis of models that could be identified.

Other Large Florida Cities (cities w/ populations 120K – 460K)

	<u>City</u>	<u>Population (2022 est.)</u>	<u>Commissioner Pay</u>	<u>Mayoral Pay</u>	<u>Model</u>
1	Miami	459,224	\$58,200	\$97,000	Set in the City Charter (s. 4(h) ). Fixed salaries w/ no mechanism for annual adjustments. Salaries have been stagnant since 2003.
2	Tampa	401,512	\$52,060	\$175,600	The City Charter (s. 6.06) specifies no specific salary and declares salaries of all “officers” to be set by vote of the Council (minimum of 4 votes). Salaries have been in effect for at least a few years. COT staff could not determine the date of last adjustment.
3	Orlando	321,904	\$76,300	\$245,000	The City Charter (s. 16) specifies the salary of the mayor and commissioners shall be set by motion & vote of the commission, with the mayor having a vote thereon.
4	St. Petersburg	264,220	\$65,000	\$240,511	The City Charter (s. 4.02) specifies the Council will set the mayor’s salary. The Charter is silent as to how Council’s salaries will be fixed.  Per the City Clerk, the current process is HR will calculate the mayor’s salary; the council’s salary is set by vote of the council, which are reviewed annually (presumably via inclusion in the annual budget).
5	Hialeah	228,206	\$2,500 + \$41,500 exp acct	\$150,000 + \$40,000 exp acct	The City Charter (s. 2.01(e) ) fixes the salary of the mayor to \$150K plus a \$40K expense account, representing cumulative compensation. There appears to be no mechanism to adjust the mayoral compensation going forward.  As to the Council, the Charter (s. 2.02(e) ) states the council, in the annual budget process, will set the salary of the city council.

Excerpt from the 2-1-2024 CRC meeting agenda materials

Cities in blue set their salary via Charter

6	Port St. Lucie	224,916	\$65,100	\$100,200	<p>The City Charter (s. 3.04) specifies the Council is to set salaries via ordinance. Salaries cannot be modified in 6 months prior to an election, and any salary changes do not take effect until after the next regular election.</p> <p>Since 2022, via ordinance, their mayor is paid equal to a county commissioner. Their council's pay is set via a mathematical formula tied to city-county population: (city population \ county population) x mayoral salary.</p> <p>In essence, this model is very similar to Tallahassee.</p>
7	Cape Coral	208,053	\$41,900 + \$40,000 CRA stipend	\$47,370 + \$60,000 CRA stipend	<p>Salary set via the City Charter (s. 4.08) which set a base pay eff. Jan. 2017. Thereafter, increases are provided annually according to the Social Security COLA.</p> <p>In late 2023, the Council granted a stipend, set annually via resolution at the annual reorganization meeting, to provide additional compensation to CRA board of directors service. Their city council are the CRA directors. The basis of the stipend derives from Ch. 163, F.S., not via the City Charter or Ordinances.</p>
8	Tallahassee	200,289	\$48,030	\$96,061	<p>Per the City Charter, s. 340, Commissioners are paid one-half the salary of a Leon County Commissioner. The Charter specifies the Commission shall, by ordinance, set the mayor's salary to an amount not less than one-half and not more than the salary of a Leon Co. Commissioner. Per Ordinance 97-O-0057, the mayor's salary is set equal to a Leon Co. Commissioners' salary. County Commissioner's salaries are set by state law (Ch. 145, F.S.) via a formula linked to county population.</p>
9	Fort Lauderdale	189,019	\$88,500	\$106,200	<p>Per City Charter (s.4.02), the Council may set salaries via adoption of a resolution, with the restriction that salaries cannot be adjusted within 8 months prior to the next election (i.e. Aug prior to a March election).</p> <p>Effective November 2020, a new pay resolution established a model very similar to Tallahassee's model. The model computes salaries annually, and sets council members salary equal to the Broward County median family income (MFI) per</p>

Cities in blue set their salary via Charter

					HUD data for the Ft. Lauderdale urban area. The mayor is then paid 20% more than council members.
10	Pembroke Pines	171,309	\$47,306	\$89,400	The City Charter (s. 3.08) states the council will, via ordinance, establish the salaries of Mayor and Council. The Charter restricts the Mayoral pay increase to not more than 25% in any one year. Additionally, the ordinance must be passed at least 6 months prior to an election, and the new salaries are not effective until after the next election.
11	Hollywood	154,909	\$33,600	\$45,600	Salaries are not controlled by the City Charter. An ordinance (s. 32.02) specifies the salaries of mayor and council are to be set or amended via passage of a resolution. The most recent resolution (2017) provides for a base salary for that year, which is to then be adjusted annually by the amount of increase granted to general employees.
12	Gainesville	145,879	\$40,400	\$51,400	Salaries are not controlled by the City Charter. An ordinance (s. 2-66) sets the salaries of the commissioners to a fixed salary, which is then increased annually by the CPI adjustment for the southern US region. If general employees do not receive an increase, then commissioners similarly receive no increase.  Note – Gainesville adopted the Tallahassee model in 2022. The newly adopted model would have resulted in a pay increase of approximately 50%. Before the change went into effect, it was repealed and they reverted back to the CPI adjustment method.
13	Miramar	138,237	\$46,675	\$55,910	Per the City Charter (s. 2.02), the council the power to “to fix the salary or compensation of all officers or employees.” Accordingly, council salaries are set via ordinance. The latest ordinance was passed in 2020 establishing a fixed salary and expense account, along with other emoluments. The expense account is \$12,500. No provision was included for any periodic adjustments. The prior ordinance was dated 2016.
14	Coral Springs	134,816	\$22,550	\$28,200	Set by the City Charter (s. 3.08), which provided for a base 2014 salary and expense account of \$2,400 - \$3,000. Their salary is then increased



Cities in blue set their salary via Charter

					each Oct. 1 <sup>st</sup> via the CPI adjustment for the All Urban Consumers; US city average.
15	Palm Bay	126,748	\$12,750	\$25,450	Set by the City Charter (s. 3.03), the council is paid 10 cents per capita and mayor 20 cents. The pay is adjusted annually via the BEBR population charts, but with the constraint the increase is the lesser of: CPI, population increase, or increase provided to general employees.
16	Lakeland	120,279	\$32,650	\$48,950	Set by the City Charter (s. 18) which indicates, as of 2020, the commissioners and mayor would receive the same annual increase afforded to general employees. The mayor is also guaranteed a salary of not less than 150% of a council member's pay.  Prior to 2020, the City Charter also noted salaries were set via the annual budget process. This aspect seems to have been erroneously omitted during a 2020 charter amendment. The present Charter still infers salaries are set as part of the budgetary process.
17	West Palm Beach	119,971	\$35,000	\$150,000	Per the City Charter (s. 2.02) the salaries of the mayor and commission are to be set via ordinance, and reviewed annually as part of the budget process.