

# **SWORN COMPLAINT**

## **AGAINST MAYOR JACKIE ESPINOSA**

Alleging Violations of Chapter 30, Article II — Code of Ethics

Filed with the Office of the City Clerk  
City of Kissimmee, Florida

### **I – Introduction and Purpose**

Public office is a trust. The people of Kissimmee elect commissioners to serve the city, not themselves: to make decisions openly, to steward public resources honestly, and to submit to the same laws they ask their neighbors to follow. When that trust is honored, democratic government works. When it is broken, the damage extends beyond any single transaction: it erodes the confidence that makes self-government possible.

The City of Kissimmee Code of Ethics begins with a declaration of what democratic government requires: that officials be “independent, impartial, and responsible to the people,” that decisions be made “in the proper channels of the governmental structure,” and that “public office not be used for personal gain.” These are not abstract aspirations. They are the standards every person who holds public office in this city has agreed to uphold.

A sworn ethics complaint against a sitting mayor is a serious act. But Section 30-25 exists for moments when the conduct of a public official has departed so far from the standards of the office that ordinary political accountability is not enough, and the formal mechanisms of the code must be used. I believe that the evidence presented here demonstrates that we are in such a moment.

I, Alexander Alemi, a resident of the City of Kissimmee, Florida, hereby file this sworn written complaint under Section 30-25 of the Kissimmee Code of Ordinances against Mayor Jackie Espinosa (Eva Jacquelyn Espinosa), alleging violations of the Code of Ethics established by Chapter 30, Article II of the Kissimmee Code of Ordinances. Specifically, I allege she violated: Sections 30-20(a) by failing to carry out the First Amendment impartially, 30-21(c) by exceeding her authority and breaching the law, 30-21(d) by engaging in retaliation, 30-22(c) by granting herself and associates special treatment, 30-23(a) by self-dealing and acting in her official duties despite having prohibited direct and indirect financial and personal interests, 30-23(b)(5)(b) by failing to disclose those interests, and 30-24 by disregarding legal guidance from the City Attorney. Any one of these would be grounds to file a complaint on its own.

This complaint is filed pursuant to Section 30-25(1), which provides that a complaint against a city commissioner “must be in writing under oath filed with the city clerk and presented to the entire city commission for their action.” Upon proper filing, Section 30-25(2) requires that the remaining commissioners “shall request the chief circuit judge of the Ninth Judicial Circuit to appoint a special prosecutor.” The appointment of a special prosecutor is not discretionary.

Factual statements in this complaint are based on documentary evidence obtained through public records requests, publicly available government filings, commission meeting recordings and transcripts, and published news reporting that I have personally reviewed.

## **II – Statement of Facts**

The City of Kissimmee Code of Ethics (Chapter 30, Article II of the Code of Ordinances) governs the conduct of city officials (Exhibit A). The provisions at issue are:

- **Section 30-20(a):** Officials are bound to carry out the laws impartially.
- **Section 30-21(c):** Officials shall not exceed their authority or breach the law.
- **Section 30-21(d):** No public official shall take retaliatory action against any person who discloses improper use of governmental funds or abuse of duty.
- **Section 30-22(c):** No official shall grant special consideration beyond that available to every other citizen.
- **Section 30-23:** No commissioner shall have a financial interest incompatible with official duties, and must disclose financial interests in legislation.
- **Section 30-24:** A commissioner with doubt about an ethics provision shall seek and be guided by the City Attorney’s advisory opinion.

Also at issue is City Charter, Article II, Chapter 3, Section 9 (Exhibit A.2), which prohibits individual commissioners from directing city employees or interfering with the City Manager’s authority. Violation is a misdemeanor and grounds for removal.

The conduct alleged also implicates the Florida Code of Ethics (F.S. §112.311–326), including prohibitions on conflicting contractual relationships (§112.313(7)(a)) and misuse of public position (§112.313(6)). The City Attorney’s December 5, 2025 ethics warning cited three advisory opinions of the Florida Commission on Ethics (Exhibit B) applying these provisions to the Mayor’s conduct. F.S. §286.0114 (Exhibit A.4) requires that the public be given a reasonable opportunity to be heard on propositions before a board or commission.

## **A. The BOOST 2.0 Grant Program and the Mayor's Family**

According to the minutes of the December 3, 2024 commission meeting, the City of Kissimmee received an allocation of \$18,069,843 in Coronavirus State and Local Fiscal Recovery Funds under the American Rescue Plan Act (ARPA). The remaining balance of \$4,366,730.46 was required to be expended by December 31, 2026. City staff proposed allocating the remaining funds to stormwater infrastructure and the Lakeside Community Center.

Over the ensuing nine months, at the Mayor's initiative, the commission redirected \$1,000,000 from the Lakeside Community Center to a new BOOST 2.0 small business grant program. The program awards grants of \$5,000 to \$20,000 to qualifying businesses, requiring applicants to demonstrate economic hardship between March 2020 and December 2024, to have been established before March 11, 2021, and to hold an active Kissimmee Business Tax Receipt. The commission acted on this program across five meetings:

- 1) **December 3, 2024 (Item 7.H):** The Mayor's second meeting. The City Manager introduced the item by noting that "a question was raised about whether we could consider" redirecting ARPA funds from stormwater to "a similar type of a business, small business grant program." Staff presented their own recommendation allocating the funds primarily to stormwater and the Lakeside Community Center, with \$200,000 for business grants. The Mayor stated: "I'd like to see the business boost program increase a little bit more." Commissioner Martinez moved to approve the staff-proposed projects. The motion died for lack of a second. The item was tabled.
- 2) **December 17, 2024 (Item 8.F):** The Mayor made the motion to reallocate \$1,000,000 from the Lakeside Community Center to BOOST 2.0, an \$800,000 increase over what staff had proposed. The City Manager introduced the item as "a result of the request from the Mayor." The discussion lasted approximately three minutes with no public comment and Commissioner Martinez absent. Second by Alvarez. Motion carried.
- 3) **April 15, 2025 (Item 8.A):** The commission approved the BOOST 2.0 framework: \$500,000 for grants, \$325,000 for UPSKILL workforce training, \$50,000 for business development, and \$125,000 for marketing. The meeting recording contains no discussion of conflict-of-interest safeguards. Approximately three minutes of deliberation.
- 4) **July 1, 2025 (Item 7.J):** Program areas and partners approved on consent. The entire ten-item consent agenda was dispatched in approximately sixteen seconds.
- 5) **September 3, 2025 (Item 7.B):** The Mayor pulled the item from consent and moved to reallocate \$375,000 to the grant pool, eliminating \$325,000

from UPSKILL and \$50,000 from GrowthWheel, increasing the grant pool from \$500,000 to \$875,000. The \$125,000 marketing allocation was retained. Commissioner Alvarez was absent. No formal vote was taken; the reallocation was approved by informal “consensus” (head nods). At this meeting, the Mayor stated on the record: “I was a recipient of funds from my businesses back when the COVID initially started.” She also stated: “I have about 17 tenants personally” and described conducting “personal outreach to local business owners” about the program. The application portal opened fourteen days later.

Total commission deliberation on a \$1,000,000 program across five meetings: approximately nine minutes. By December 17, 2025, total BOOST 2.0 allocations had reached \$918,000.

On September 10, 2025, the Mayor approved a press release (Exhibit I.20) promoting the program and was quoted: “Through Business Boost 2.0, we are giving local business owners the resources they need to remain viable, retain jobs, and continue serving our community.”

120 Broadway Avenue is owned personally by Jorge E. and Eva J. Espinosa per Osceola County Property Appraiser records (Exhibit G, Parcel 22-25-29-2170-0019-0010, Tax District 200).

On September 17, 2025, three grant applications (Exhibit D) were submitted for businesses owned by the Espinosa family. All three were submitted through the portal using a single account, info@kissimneediner.com:

- 1) **Adanse LLC:** \$20,000 grant (Case 31059). Located at 17-19 Broadway, an Espinosa Family Trust property. Eva Jacquelyn Espinosa is listed as 100% owner. The application lists info@jackieespinosa.com, the Mayor’s personal email, as the applicant contact. SunBiz filing L20000074454 confirms Eva as Manager.
- 2) **Kissimmee Diner Inc. dba Matador Tacos & Tapas:** \$15,000 grant (Case 31054). Located at Suite 103, 120 Broadway. Jorge Espinosa is listed as 100% owner. The Mayor disclosed this entity on her 2024 Form 1 financial disclosure (Exhibit F), listing herself as Vice President with more than 5% ownership.
- 3) **The Real Estate Gallery LLC:** \$15,000 grant (Case 31081). Located at Suite 201, 120 Broadway. Jorge Espinosa is the manager per SunBiz (L13000145620). This entity was **not disclosed** on the Mayor’s 2024 Form 1 financial disclosure.

All three applications were notarized by Cecilia Gonzalez on October 27, 2025. All three were approved on November 4, 2025. The three grants total \$50,000, representing 19.6% of the \$255,000 in first-batch awards.

Adanse LLC operates from 17-19 Broadway, which is owned by the Espinosa Family Trust (Exhibit G). The trustees of the Trust are Jorge and Eva Espinosa. The tenant on the lease is listed as “Adanse LLC AND Jailene Espinosa AND Eva Jacquelyn Espinosa.” The lease provides for rent of \$3,000 per month with a \$0.00 security deposit. The \$20,000 grant was paid to Adanse LLC, which pays rent to the Espinosa Family Trust, which is controlled by the Mayor and her husband.

Adanse Production Corp (P17000017058) and Adanse LLC (L20000074454) are distinct business entities with separate SunBiz filings (Exhibit E). Adanse Production Corp was administratively dissolved by the state in September 2018. Adanse LLC was not filed until March 6, 2020. The application’s sworn affidavit claims a formation date of “02/2017” and reports 2019 revenue of \$63,812, but the entity did not legally exist until 2020.

No conflict-of-interest screening was built into the BOOST program. On January 7, 2026, the City Attorney confirmed (Exhibit I.7): “we were not asked to look at the template for the applications, nor the applications themselves, and we did not draft an agreement for the grant recipients.” No conflict-of-interest form was required of applicants, and the Finance department had no mechanism to identify whether applicants were related to public officials. A single decision-maker (the Economic Development Director) administered approvals with no conflict check. Thirty-three applications were denied primarily for being outside city limits.

At least four additional grant recipients operated from buildings owned by the Espinosa family or have documented relationships to the Mayor:

- 1) **Mai Solutions LLC:** \$10,000 grant (Case 31109). Operated from 120 Broadway Suite 304. Mai Solutions was originally registered in St. Cloud, not Kissimmee, and relocated to 120 Broadway by the time of application. The city confirmed that the program “does not require a specific length of time of operations within city limits.” The Espinosa campaign paid Mai Solutions \$500 as a “campaign consultant” in December 2023 (Exhibit H). Mai Solutions is operated by Cortnie Fetzer, the wife of Jeremy Fetzer, who also identifies 120 Broadway Suite 304 as his personal address when speaking at commission meetings (Exhibit C.3). Jeremy Fetzer received the forwarded City Attorney ethics email from the Mayor on December 5, 2025 (Exhibit I.3).
- 2) **WR The Embroidery and Printshop Outlet:** \$10,000 grant (Case 31082). Operated from 17 Broadway Suite B, an Espinosa Family Trust property. Owner Wanda Roman is a multi-cycle campaign donor and paid vendor for the Mayor (Exhibit H), and is currently running for City Commission Seat 2 in the 2026 election.

- 3) **Empire Business & Tax Advisors LLC:** \$10,000 grant (Case 31168). Operated from 120 Broadway Suite 306.
- 4) **All Family Resource Ctr., LLC:** \$10,000 grant (Case 31171). Debra Rosado, the owner, was a tenant at 120 Broadway from 2018 through 2023. Eva Espinosa served as Secretary of Rosado's predecessor nonprofit (Exhibit E.5). The Mayor emailed city staff regarding this application (see Section C below).

On December 2, 2025, Jeremy Fetzer submitted a \$67,500 unsolicited marketing proposal (Exhibit I.11) for the BOOST 2.0 program to the City Manager and the Mayor. The City Manager responded that Economic Development had already selected a firm. Later in the email thread, the Mayor intervened: "Mike, Let's review the opportunities here for the marketing portion of our project. Jeremy, Give me the opportunity to discuss this further with Mike."

### **B. The City Attorney's Ethics Warning**

On December 5, 2025, City Attorney Olga Sanchez de Fuentes sent an email (Exhibit I.1) to both Mayor Espinosa and City Manager Mike Steigerwald, with the subject line "CEO grant is a prohibited contractual relationship," citing three advisory opinions from the Florida Commission on Ethics (Exhibit B):

- 1) **CEO 12-14 (2012):** A City Commissioner who also served on a Community Redevelopment Agency asked whether she could apply for CRA-administered redevelopment grants. The Commission held this constituted a prohibited contractual relationship under F.S. §112.313(7)(a), and that staff-level administration does not cure the conflict.
- 2) **CEO 90-76 (1990):** A board chairman sought recycling grants from his own authority's grant fund. The Commission held that receiving a grant constitutes "doing business with" the agency, and that recusal is insufficient. The officer must resign from the conflicting position entirely.
- 3) **CEO 77-65 (1977):** A commission member would benefit indirectly from commission grants through his university salary. The Commission held that even indirect financial benefit through a related entity is prohibited under F.S. §112.313(7)(a).

The Mayor responded eleven minutes later: "Ok, let's set up a meeting to break this down." Her reply was sent only to the City Attorney; she dropped Steigerwald from the thread. The same day, the Mayor forwarded the City Attorney's entire email chain, including the three CEO opinions, to Jeremy Fetzer at prioritystrategies@gmail.com (Exhibit I.3). Fetzer is a political consultant with no city role. No recusal, return of the \$50,000 in grants, or resignation from the conflicting position followed. The full timeline from the ethics warning to the termination of the City Attorney is set forth in Section E below.

### **C. The Mayor's Direct Intervention in Grant Administration**

On December 4, 2025, the day before the ethics warning, the Mayor emailed David Rodriguez (Exhibit D.10), the Economic Development Director who administers the BOOST program:

*Hey David, is there anything I can do to help out Deborah Rosado, owner of All Family Resources, LLC?*

Debra Rosado's business was located at 120 Broadway, the Mayor's commercial property, from 2018 through 2023. The following day, December 5, the Mayor emailed Rosado directly: "we are working diligently to see this grant get approved and funded soon."

Two days earlier, on December 3, 2025, the Mayor completed a strategic planning questionnaire (Exhibit I.12) in which she wrote: "My first meeting we approved the Business Boost 2.0 grant program." She described conducting "personal outreach to local business owners" about the program and listed "get the marketing portion of the Business Boost 2.0 plan moving forward" as a 2026 priority.

### **D. Personal Use of City Staff, Code Enforcement Suppression**

On June 9, 2025, the Mayor emailed Craig Holland (Exhibit D.9), the Development Services Director, from her city email address (Jackie.Espinosa@kissimmee.gov):

*Hello Craig, Just following up on my own BTR [Business Tax Receipt] and how to proceed with the Vault's BTR. I know everyone is busy but want to make sure I am ahead of my to do list.*

Holland responded with application instructions and referenced a prior email about "serving alcohol at the Vault." Holland is the Development Services Director who regulates business tax receipts.

On April 29, 2025, the Mayor emailed CRA Manager Samia Singleton (Exhibit I.8): "I would like to set up an appointment with this property owner and you to discuss future development probabilities for his lot. Let me know your availability please."

120 Broadway Avenue is the Mayor's commercial property. Fourteen or more Espinosa family business entities operate from this address. Code enforcement records document two cases at her property during the Mayor's tenure that were closed without Notices of Violation. The closures are recorded in contemporaneous officer notes:

**Case CE-25-03449 (Exhibit J.1) — Non-Permitted Special Event (October 17, 2025).** Officers documented a non-permitted event involving musicians, speakers, vendors, a tent, and a grill. Jorge Espinosa, the Mayor’s husband, showed the code enforcement officer a text message he believed to be from the City Manager to Craig Holland about this case. The officer’s notes record:

*Per City manager NOV [Notice of Violation] held back case will be closed no further action taken.*

The case was closed the same day. No Notice of Violation was issued.

**Case CE-24-03334 (Exhibit J.2) — Non-Permitted Special Event (December 6, 2024).** Officers documented vendors, tents, and a DJ, all without permits. When the officer informed the Mayor that a Notice of Violation was being issued, the officer recorded:

*The Mayor asked who was my director after I stated that I was advised to issue a NOV regarding the event...I stated Craig.*

The case was closed the same day without an NOV.

The city has confirmed in writing that “we have no record of special event permits for 120 Broadway between 2021 and 2026.”

## **E. Termination of the City Attorney**

The City Attorney, Olga Sanchez de Fuentes, who issued the December 5, 2025 ethics warning, was terminated approximately sixty days later on February 3, 2026, during an unagended motion brought by the Mayor without formal roll call. The relevant timeline is constructed from public records:

- **September 16, 2025:** The Mayor made the motion to adopt the city’s \$310 million budget, which passed 5–0. The budget included the City Attorney’s office figures. There was no discussion of legal department spending.
- **September 17, 2025:** The Mayor’s family submitted three BOOST 2.0 grant applications totaling \$50,000 (see Section A).
- **October 7, 2025:** At the commission meeting (Exhibit C.2), twenty days after her family’s applications were submitted, the Mayor praised the BOOST program on the record: “David Rodriguez and his team have been absolutely amazing with the Business Boost 2.0.” She urged commissioners and the public to “spread the word” about available funding.
- **November 4, 2025:** First batch of BOOST 2.0 grants approved: 21 businesses totaling \$255,000, including all three Espinosa family grants (\$50,000).

- **November 18, 2025:** At the commission meeting (Exhibit C.3), during “Hear City Officials,” the Mayor praised the City Attorney on the record: “People don’t even know how great it is to work with Olga. She’s a straight shooter. I love that. All attorneys should be like her.” The commission unanimously approved the revised budget 5–0. Jeremy Fetzer was appointed to the Toho Water Authority Board at this meeting; the Mayor personally nominated him and Commissioner Ortiz immediately seconded. The vote was 4–1.
- **November 24, 2025:** City published press release announcing the grant awards.
- **December 2, 2025:** Jeremy Fetzer submitted a \$67,500 marketing proposal (Exhibit I.11) for BOOST 2.0 to the Mayor and City Manager. Separately, Fetzer emailed the Mayor and City Manager (Exhibit I.10) that a grant notification email had listed all recipients in the “To” field, making the names of all awardees visible to one another. The Mayor forwarded Fetzer’s email to the City Manager, adding: “He was not happy about ‘everyone’ knowing. I heard about it also. Thanks for the heads up.” The City Manager responded to both the Mayor and Fetzer: “Thanks for the heads up guys.”
- **December 4, 2025:** Mayor emailed the Economic Development Director (Exhibit D.10): “is there anything I can do to help out Deborah Rosado, owner of All Family Resources, LLC?” Rosado was the Mayor’s tenant at 120 Broadway from 2018 through 2023.
- **December 5, 2025:** City Attorney sent ethics warning (Exhibit I.1) to the Mayor and City Manager Steigerwald (CC: Marisela Roura), subject line “CEO grant is a prohibited contractual relationship,” citing three Commission on Ethics advisory opinions. Mayor responded eleven minutes later to the City Attorney only, dropping Steigerwald from the reply (Exhibit I.2): “Ok, let’s set up a meeting to break this down.” Sixteen minutes after that, the Mayor emailed Rosado: “we are working diligently to see this grant get approved and funded soon.” The Mayor forwarded the City Attorney’s entire email chain, including the three CEO opinions, to Jeremy Fetzer at prioritystrategies@gmail.com the same day (Exhibit I.3).
- **December 8, 2025:** City Attorney emailed the Economic Development Director (Exhibit I.4): “I didn’t know until last week that the Mayor got a grant through the business boost program. Commission on Ethics opinions state that a prohibited conflict of interest would be created when a City Commissioner receives grant money from the City, which is a violation of F.S. 112.313(7)(a), conflicting employment or contractual relationship.” She reports that the Mayor “disagrees and will fight any ethics complaint.”

- **December 14, 2025:** City Attorney emailed the Economic Development Director (Exhibit I.5): “Please provide me all the documents related to the Mayor’s receipt of business boost grants.”
- **December 15, 2025:** The Economic Development Director responded (Exhibit I.6), identifying three grants “associated with the Mayor”: Adanse LLC, Kissimmee Diner dba Matador, and The Real Estate Gallery LLC.

The same day, the City Manager texted the Mayor (Exhibit I.13): “I was able to confirm that her contract requires a 5-day written notice from a Commissioner before a meeting to vote on her termination can be scheduled.”

The same day, WESH 2 received a tip (Exhibit I.14): “WESH 2 received a news tip from someone saying that during Tuesday’s City Commission meeting, Mayor Jackie Espinosa is going to ask for the resignation of the city manager and city attorney.” This was seven weeks before the termination vote.

- **December 16, 2025:** At the commission meeting (Exhibit C.4), Lillian Evans spoke publicly about the BOOST grants for the first time, alleging the Mayor “personally received approximately \$55,000” and naming Fetzer’s wife as a recipient. Jeremy Fetzer responded from 120 Broadway Suite 304, arguing the grants are “pass-through federal funds” with “no deliverables from the grantee to the grantor which would establish a business relationship,” and threatened Evans with defamation liability. The Mayor responded: “As an echo of Mr. Fetzer’s comments,” she stated “my husband is not an elected official” and “I will defend what’s mine. I will defend my family.”
- **December 23, 2025:** City Attorney began forwarding emails to her personal email account, including the ethics warning and the WESH media inquiry.
- **January 6, 2026:** At the commission meeting (Exhibit C.5), the Mayor read the city’s decorum policy. Lillian Evans rose to speak about the BOOST grants, addressing the commission as a body. In the course of her remarks she mentioned the Mayor by name: “I am being targeted and retaliated against after questioning regarding the use of 2.0, a \$50,000 in grant funds in connection to Jackie.” The Mayor stopped her, warning: “You do that again and I am going to have to have you sit down. You do that a third time and I’m going to have to have you removed.” Commissioner Martinez raised concerns about the application of the rules of decorum (Exhibit C.5.c). Later in the same public comment period, Wanda Roman directly addressed the Mayor personally: “Miss Mayor Jackie Espinoza, thank you so much for all that you’re doing and keep up the great job.” Roman was allowed to proceed without interruption.

Later in the same meeting, the Mayor asked the City Manager about “people renting out rooms” and “RVs” “published all over social media.” (Exhibit C.5.d) Ten days later, Craig Holland filed code enforcement case CE-26-00197 against

Evans's property for "Dwelling in a R/V Trailer." The inspector found no evidence of the alleged violation and closed the case the same day as invalid.

- **January 7, 2026:** Commissioner Martinez emailed the City Attorney (Exhibit I.15) expressing "serious concerns regarding the manner in which public comment was handled during yesterday's commission meeting," noting the "inconsistency in how decorum was enforced" and asking whether the City Charter permits "selective enforcement of decorum."
- **January 12, 2026:** The City Attorney emailed Commissioner Martinez (Exhibit I.16) that "several courts have ruled that restricting public speech when it was critical and allowing speech by those who were complimentary was unconstitutional," citing the Brevard County Public Schools case (\$567,000 in fees). The City Attorney sought to have outside counsel present to the commission on the proper scope of decorum rules.
- **January 13, 2026:** Mayor issued formal termination notice (Exhibit I.17) for City Attorney Olga Sanchez de Fuentes. The notice stated that the matter would be placed on the agenda for the January 20, 2026 commission meeting.
- **January 14, 2026:** The Mayor ordered a comprehensive ten-year financial audit of the City Attorney's Office (Exhibit D.12). Separately, when WFTV reporter Shannon Butler asked the city for the reasons behind the termination notice, Deputy City Manager Austin Blake responded (Exhibit I.18): "Other than the written notice below, the Mayor has not discussed with staff the reasons for issuing this notice."
- **January 15, 2026:** The Florida Agency for Fiscal Oversight (FAFO), acting under CFO Blaise Ingoglia's constitutional authority, sent the city a formal request for information (Exhibit I.19) regarding post-COVID business assistance and grant programs, requesting all documents related to approval and disbursement of funds, blank application forms, and evaluation and approval records. The response deadline was January 23, 2026.
- **January 20, 2026:** Despite the Mayor's formal termination notice, the City Attorney's termination did not appear on the agenda nor was it discussed at the commission meeting (Exhibit C.6). During public comment, Lillian Evans stated: "After raising questions about matters of public records and the use of public funds, I have faced retaliation." Jose Barreto described "a pattern of conduct by this board. Silence when retaliation occurs. Complicity when residents are target." Olga Cariño connected the Mayor's January 6 comments to the code enforcement action against Evans: "I heard comments made regarding Lillian Evans, especially about rooms, trailers and RVs on her property. Shortly after those comments, code enforcement begin targeting her home. That is not a coincidence. That is retaliation."

- **January 23, 2026:** The Mayor directed Austin Blake, City Manager Steigerwald, and Deputy City Manager Desiree Matthews to compile General Fund financials, full-time equivalent reports, litigation data, and public records request data (Exhibit K).
- **January 28, 2026:** Staff confirmed to the Mayor that the General Fund financials, full-time equivalent reports, litigation data, and FAFO documents were complete, but reported that the Project Ledger was “still outstanding, Finance is working on it.” The same day, the Mayor sent a letter to City Manager Steigerwald (Exhibit D.13, subject: “Document- City Manager - concerns with regard to city attorney”) detailing her complaints about the City Attorney and the \$6.2 million budget “overage” claim she would present as “Exhibit B” at the February 3 meeting. The letter cites performance grievances, outside counsel spending, and alleges “unauthorized distribution of City documents to members of the media.” The letter does not mention the December 5 ethics warning, the three CEO opinions, the BOOST grants, or the prohibited contractual relationship. Also on January 28, the Mayor filed public records requests (Exhibit K) with the City Clerk naming Lillian Evans, Claudia Zucco, City Attorney Olga Sanchez de Fuentes, WFTV reporter Shannon Butler, and Spectrum News 13.
- **January 30, 2026:** The Mayor emailed the City Clerk (Exhibit K) to expand her records requests: “If anything was provided to the email mentioned in this thread, ‘thetruthinkissimmee@yahoo.com’. I would also like to include it in my records request.”
- **February 2, 2026:** The Mayor emailed City Clerk Tameara Crespo (Exhibit K) regarding her pending records requests: “Please let me know a time frame so that I may get ready for the project I am working on.”
- **February 3, 2026 (Exhibit C.7):** City Attorney was terminated during an unagended motion during “Hear City Commission,” after the public comment period had closed. Commissioner Ortiz, immediately seconded. No formal roll call vote was conducted. During the discussion, the City Attorney stated: “However, under Whistleblower and retaliation I would be entitled to more if I sue the city.”

The Mayor stated at the meeting that she had engaged in “more than a year of thoughtful consideration” and had been “tempted to do this during the holidays.”

The Mayor’s stated justification for the termination was a \$6.2 million budget “overage” in the legal department over ten years. Olga Sanchez de Fuentes was not City Attorney for the entire 10-year period cited by the Mayor. The same commission, including the Mayor, unanimously approved the City Attorney’s budget three times in the months immediately preceding the termination: on

September 3, 2025 (tentative budget, 4–0), September 16, 2025 (final budget, 5–0, with the Mayor making the motion), and November 18, 2025 (revised budget, 5–0). On September 16, 2025 the budget included an increase in the legal department budget from \$901,000 to \$1,908,000.

- **March 10, 2026 (Exhibit C.8):** At the commission’s strategic planning retreat, the commission discussed the constitutionality of its public comment and decorum rules. The Mayor asked whether restricting speakers from naming commissioners was “just violation of the First Amendment.” Interim City Attorney Kalanit Oded, appointed after the termination of Sanchez de Fuentes, stated: “You cannot limit what a speaker says. You can’t.” She concluded that the city’s code provision “should not be how it is worded.”

### **III – Violations of the Code of Ethics**

Based on the foregoing facts, I allege that Mayor Espinosa violated Sections 30-20, 30-21, 30-22, 30-23, and 30-24 of Chapter 30, Article II (Code of Ethics) of the Kissimmee Code of Ordinances.

#### **A. Violation of Sec. 30-20: Responsibilities of Public Office**

*(a) Public officials and employees are agents of public purpose and hold office for the benefit of the public. They are bound to uphold the Constitution of the United States and the constitution of the state and to carry out impartially the laws of the nation, state and city, and thus so foster respect for all government.*

Mayor Espinosa failed to carry out the First Amendment impartially. At the January 6, 2026 commission meeting (Exhibit C.5), the Mayor read the city’s decorum policy. The city’s decorum rules (Sec. 2-122(c), Exhibit A.3) provide that “all remarks and questions shall be addressed to the city commission as a whole and not to any individual member thereof.”

When Lillian Evans rose to speak during public comment about the BOOST grants, she addressed the commission as a body. In the course of her remarks she mentioned the Mayor by name: “I am being targeted and retaliated against after questioning regarding the use of 2.0, a \$50,000 in grant funds in connection to Jackie.” Evans was following the actual decorum rules. The Mayor stopped her, saying: “I said you could not address me by name,” and warning “You do that again and I am going to have to have you sit down. You do that a third time and I’m going to have to have you removed.” The interruption consumed part of Evans’s allocated three minutes. The rules do not prohibit mentioning a commissioner

by name. The Mayor's stated rule, that using a commissioner's name was itself a violation, was her own invention and not supported by the text of the ordinance. Later in the same meeting, Wanda Roman directly addressed the Mayor personally: "Miss Mayor Jackie Espinoza, thank you so much for all that you're doing and keep up the great job." This was not a statement to the commission as a body. It was a direct personal address to the Mayor, which is what the decorum rules actually restrict. It was also a direct mention of the Mayor's name. Roman was allowed to proceed without interruption or threat of removal.

The speaker who followed the decorum rules was silenced, and the speaker who actually violated them was not. Even under the Mayor's own incorrect interpretation, the rule was enforced only against the speaker whose comments were critical.

Commissioner Martinez raised concerns during that commission meeting (Exhibit C.5.c) and emailed City Attorney Sanchez de Fuentes the following day (Exhibit I.15), expressing concern that she felt "extremely uncomfortable with the restrictions placed on the constituent" and that "the individual was not permitted to properly address the Commission nor allowed to reference individuals from the public, which appeared inconsistent and, frankly, unfair." The City Attorney responded on January 12, 2026 (Exhibit I.16), advising that "several courts have ruled that restricting public speech when it was critical and allowing speech by those who were complimentary was unconstitutional," citing the Brevard County Public Schools case (\$567,000 in fees). The City Attorney sought to have outside counsel present to the commission on the proper scope of decorum rules. One day later, the Mayor issued the formal termination notice to the City Attorney.

The First Amendment does not permit a presiding officer to silence criticism while allowing praise. That is viewpoint discrimination, and courts have consistently held it unconstitutional in the context of public comment at government meetings. At the March 10, 2026 strategic planning retreat (Exhibit C.8), the interim City Attorney independently confirmed: "You cannot limit what a speaker says. You can't." The Mayor, present at the same retreat, acknowledged receiving Olga's constitutional warning and asked: "Is that a decision we make, or is that just violation of the First Amendment?" Yet she continued to advocate for limiting public comment. The Mayor did not carry out constitutional law impartially. She applied the rules to protect herself from criticism, thereby violating Section 30-20(a) of the City Code.

## **B. Violation of Sec. 30-21: Dedicated Service**

### **1. Section 30-21(c): Exceeding Authority and Breaching the Law**

*Officials and employees should not exceed their authority or breach the law or ask others to do so, and they should work in full cooperation with other public officials and employees unless prohibited from so doing by law or by officially recognized confidentiality of their work.*

Mayor Espinosa breached the law in two respects.

**First**, the Mayor violated City Charter, Article II, Chapter 3, Section 9 (Exhibit A.2):

*In matters within his authority, as fixed by this Charter, the city manager shall be subject to the control of the city commission acting as a board in meeting assembled, but no commissioner shall otherwise attempt to dictate to or to interfere with the city manager or give orders to any officials or employees or undertake in any manner to direct the city's affairs, and, if he shall do so, he shall be guilty of a misdemeanor and, in addition, shall be subject to removal by the city commission.*

The following emails, among others documented in this complaint, demonstrate a pattern of individually directing city employees outside public commission meetings:

- 1) On June 9, 2025, the Mayor emailed Development Services Director Craig Holland (Exhibit D.9): "Just following up on my own BTR and how to proceed with the Vault's BTR." She was processing her own personal business licenses through the department head who regulates those licenses.
- 2) On April 29, 2025, the Mayor emailed CRA Manager Samia Singleton (Exhibit I.8): "I would like to set up an appointment with this property owner and you to discuss future development probabilities for his lot." She gave orders to a city employee and undertook to direct the city's development affairs personally.
- 3) On December 4, 2025, the Mayor emailed Economic Development Director David Rodriguez (Exhibit D.10): "is there anything I can do to help out Deborah Rosado, owner of All Family Resources, LLC?" The phrasing is not a neutral inquiry. The Mayor identified the applicant by name, identified the business, and asked what she could do to help. This is the Mayor of the city contacting the single decision-maker who approves grants on behalf of a specific applicant who was her former commercial tenant and business associate (Exhibit E.5).

- 4) On December 2, 2025, the City Manager informed Jeremy Fetzer that Economic Development had already selected a marketing firm for the BOOST program and that the contract was “well under my approval authority” (Exhibit I.11). The Mayor intervened: “Mike, Let’s review the opportunities here for the marketing portion of our project.” The City Manager had explicitly stated the decision was within his authority under the Charter. The Mayor overrode that determination to reopen the process for a political associate.
- 5) On January 14, 2026, one day after issuing the formal termination notice for the City Attorney, the Mayor ordered a comprehensive ten-year financial audit of the City Attorney’s Office through the City Manager, directing staff to compile over 1,000 documents of financial and litigation data (Exhibit D.12).

These emails show the Mayor giving direct instructions to Craig Holland, David Rodriguez, Samia Singleton, the City Manager, and other staff, and overriding the City Manager’s own stated authority. Violation of Charter Section 9 is a misdemeanor and grounds for removal, and constitutes a breach of the law within the meaning of Section 30-21(c).

**Second**, the Mayor breached F.S. §286.0114 (Exhibit A.4), which requires that members of the public be given a reasonable opportunity to be heard on a proposition before a board or commission. The Mayor’s January 13, 2026 termination notice (Exhibit I.17) stated the matter would be placed on the agenda for the January 20 commission meeting. The item never appeared on that agenda. Instead, on February 3, 2026, the Mayor raised the termination during “Hear City Commission” (Agenda Item 9.C, Exhibit C.7), after the public comment period (Agenda Item 6) had already closed, with Commissioner Martinez absent. No public comment was invited on the motion. Commissioner Ortiz immediately seconded. No formal roll call vote was conducted.

The statute’s exceptions do not apply. The Mayor’s own statements at the meeting, that she had been considering this action “for more than a year” and was “tempted to do this during the holidays,” negate any claim of emergency. The termination of a senior city officer is not a ministerial act, an exempt meeting, or a quasi-judicial proceeding.

In both of these instances, the Mayor exceeded her authority or breached the law, thereby violating Section 30-21(c) of the City Code.

## **2. Section 30-21(d): Retaliation**

*Neither the city manager nor any department head shall dismiss, discipline or take any adverse personnel action against any city employee for disclosing information of violations of the law on the part of a public employee that creates*

*a substantial and specific danger to the health, safety and welfare of the public. Neither the city manager nor any other public official shall take retaliatory action against any person who discloses information to the city manager alleging improper use of governmental funds or any other abuse or neglect of duty on the part of any city agency, public officer, or employee.*

On December 5, 2025, City Attorney Sanchez de Fuentes sent an email to both Mayor Espinosa and City Manager Steigerwald (Exhibit I.1) with the subject line “CEO grant is a prohibited contractual relationship,” citing three Commission on Ethics advisory opinions (CEOs) establishing that the Mayor’s receipt of BOOST grants constituted a probable violation of Florida ethics law. The form of this communication (legal advice from the City Attorney to her clients) does not diminish its protected character. The substance, that the Mayor’s receipt of grant funds constituted a prohibited contractual relationship, is an allegation of “improper use of governmental funds” and “abuse or neglect of duty” within the meaning of Section 30-21(d). The disclosure was made directly to the City Manager, satisfying the statute’s requirement.

Sixty days later, on February 3, 2026, the Mayor made a motion to terminate the City Attorney and voted to approve it. The retaliatory nature of the termination is established by:

- 1) The temporal proximity of the ethics disclosure and termination. There were sixty days between the ethics disclosure and official termination. Thirty-nine days between the disclosure and the formal notice of termination. On December 15, 2025, ten days after the ethics warning and seven weeks before the termination vote, the City Manager texted the Mayor (Exhibit I.13): “I was able to confirm that her contract requires a 5-day written notice from a Commissioner before a meeting to vote on her termination can be scheduled.” The Mayor was already researching the procedural requirements for removal. The same day, WESH 2 received a media tip (Exhibit I.14) that the Mayor would ask for the resignation of the City Manager and City Attorney at the next commission meeting. The Mayor’s statement that she was “tempted to do this during the holidays” places her decision-making possibly weeks after the ethics disclosure.
- 2) The stark reversal in attitude toward the City Attorney. The Mayor claimed at the February 3 meeting that she had engaged in “more than a year of thoughtful consideration.” On November 18, 2025 (Exhibit C.3), seventeen days before the ethics warning, she praised the City Attorney on the record: “People don’t even know how great it is to work with Olga. She’s a straight shooter. I love that. All attorneys should be like her.” By January 28, she was writing to the City Manager (Exhibit D.13) of “serious and ongoing concerns

regarding the City Attorney's capability, judgment, responsiveness, and overall quality of work." When WFTV asked about the termination notice on January 14, Deputy City Manager Austin Blake responded (Exhibit I.18): "the Mayor has not discussed with staff the reasons for issuing this notice." A year of serious concerns, and staff had not been told. The simplest explanation for the stark change in attitude is the December 5 ethics warning. The Mayor went from publicly praising the City Attorney to privately asking the City Manager about termination procedures, all within four weeks. The obvious catalyst for this change is that the City Attorney notified the Mayor that she had violated Florida ethics law in the interim.

- 3) The pretextual justification assembled after the termination decision was made. The Mayor issued the termination notice on January 13 (Exhibit I.17), ordered the ten-year financial audit on January 14 (Exhibit D.12), directed staff to compile over 1,000 documents on January 23 (Exhibit K), received the compiled data on January 28, and sent her complaint letter to the City Manager (Exhibit D.13) that same day. The decision came first; the evidence to support it was gathered afterward.
- 4) The departure from normal procedures to eliminate public scrutiny and a commissioner's vote. The Mayor's January 13 notice stated the matter would be on the January 20 agenda. It did not appear on that agenda and instead the termination was raised on February 3, 2026 as an unagended motion during "Hear City Commission" (Exhibit C.7), after public comment had closed and while Commissioner Martinez was absent. Martinez was the commissioner who had raised concerns about the Mayor's selective decorum enforcement (Exhibit I.15). Commissioner Ortiz, who had loaned the Mayor's campaign \$500 (Exhibit H), immediately seconded.
- 5) The City Attorney's own evidence preservation behavior beginning December 23, 2025, when she began systematically forwarding emails to her personal account. At the February 3 meeting (Exhibit C.7), the City Attorney stated directly: "However, under Whistleblower and retaliation I would be entitled to more if I sue the city."
- 6) The counter-surveillance campaign targeting critics and whistleblowers (Exhibit K). Between January 28 and January 30, 2026, the Mayor filed public records requests targeting Lillian Evans, Claudia Zucco, City Attorney Sanchez de Fuentes, WFTV reporter Shannon Butler, and Spectrum News 13. Every one of these individuals had investigated, reported on, or raised concerns about the BOOST grants. On January 30, the Mayor attempted to identify an anonymous public records requestor behind "thetruthinkissim-mee@yahoo.com." On February 2, the Mayor emailed the City Clerk about her pending records requests: "Please let me know a time frame so that I may get

ready for the project I am working on,” confirming the counter-surveillance was assembled in advance of the February 3 vote.

- 7) The Mayor’s stated justification (budget overages) being contradicted by the commission’s own unanimous budget approvals. The Mayor personally made the motion to adopt the \$310 million budget on September 16, 2025, which passed 5–0 and included an increase in the legal department budget from \$901,000 to \$1,908,000. The commission unanimously approved the revised budget again on November 18, 2025.
- 8) The Mayor’s January 28 complaint letter (Exhibit D.13), which constructs a justification based on performance grievances and alleged media leaks but does not mention the December 5 ethics warning, the three CEO opinions, the BOOST grants, or the prohibited contractual relationship. The failure to include any mention of perhaps the most consequential interaction between the Mayor and City Attorney (the ethics warning) in her complaint letter suggests the omission was deliberate.
- 9) The Mayor excluded the City Manager from her reply to the ethics warning (responding only to the City Attorney) but forwarded the entire email chain, including the three CEO opinions, to political consultant Jeremy Fetzer the same day (Exhibit I.3). This suggests the Mayor saw the ethics warning less as a legitimate concern about her behavior that needed to be remedied and more as a political problem for her to suppress.

The retaliation extended beyond the City Attorney. Lillian Evans, a citizen who filed public records requests investigating code enforcement suppression at the Mayor’s property and who presented evidence against the Mayor at commission meetings, was targeted through multiple channels: a baseless code enforcement complaint filed by Development Services Director Craig Holland (CE-26-00197, Exhibit J.4, found invalid and closed the same day), counter-surveillance records requests directed by the Mayor (Exhibit K), and the selective suppression of her speech at the January 6 commission meeting described in the preceding section. At the January 20 commission meeting (Exhibit C.6), Jose Barreto told the commission: “What is happening is not about one incident or one person. It’s about a pattern of conduct by this board. Silence when retaliation occurs. Complicity when residents are target.” Olga Cariño connected the Mayor’s January 6 comments directly to the code enforcement action: “I heard comments made regarding Lillian Evans, especially about rooms, trailers and RVs on her property. Shortly after those comments, code enforcement begin targeting her home. That is not a coincidence. That is retaliation.”

## C. Violation of Sec. 30-22: Fair and Equal Treatment

*(c) No official or employee shall grant any special consideration, treatment, or advantage to any citizen beyond that which is available to every other citizen.*

Mayor Espinosa granted special consideration, treatment, and advantage to herself and her associates beyond what is available to every other citizen.

**First**, code enforcement was suppressed on the Mayor's commercial property at 120 Broadway by directive. Two cases during the Mayor's tenure (CE-25-03449, Exhibit J.1; CE-24-03334, Exhibit J.2) were closed without Notices of Violation, with the suppression directives recorded in contemporaneous officer notes. The city has confirmed in writing that zero special event permits for 120 Broadway exist on file between 2021 and 2026. Every other property owner in Kissimmee is subject to code enforcement; the Mayor is not. The disparity is underscored by the fact that the same code enforcement apparatus was directed against Lillian Evans, a citizen who had investigated the Mayor's property, through a baseless complaint (CE-26-00197, Exhibit J.4) which was found invalid and closed the same day.

**Second**, the Mayor directly emailed Development Services Director Craig Holland (Exhibit D.9) to process her own personal business permits, bypassing the normal public application process. CEO 89-44 (1989) held that a city commissioner "may not in any way use your position to aid interactions with City personnel" regarding personal business matters, and that "any efforts to speak with City employees on his behalf...may be violative of Section 112.313(6)." The Mayor's June 9, 2025 email, "Just following up on my own BTR," is precisely the conduct that opinion prohibits. No other citizen's business license application is processed through direct correspondence with the department head who regulates those licenses.

**Third**, the Mayor personally intervened with the Economic Development Director (Exhibit D.10) to assist a BOOST grant applicant who was also the Mayor's former commercial tenant at 120 Broadway. CEO 89-44 applies equally: the Mayor used her official position to speak with a city employee on behalf of an associate seeking city benefits.

**Fourth**, Jeremy Fetzer received treatment outside that "available to every other citizen" on multiple occasions. The Mayor's same-day forwarding of the City Attorney's ethics warning to Fetzer (Exhibit I.3), the Espinosa campaign's payments to Fetzer's wife's company (Mai Solutions, Exhibit H), and Fetzer's repeated public statements echoing and defending the Mayor at commission meetings establish the close political association. When Fetzer submitted an unsolicited

\$67,500 marketing proposal for the BOOST program (Exhibit I.11), the City Manager informed him that a firm had already been selected. The Mayor later intervened: “Mike, Let’s review the opportunities here for the marketing portion of our project. Jeremy, Give me the opportunity to discuss this further with Mike.” Jeremy Fetzer was appointed to the Toho Water Authority Board at the Mayor’s personal nomination (Exhibit C.3).

In each instance, the Mayor granted herself or her associates consideration, treatment, and advantage beyond what is available to every other citizen, thus violating Section 30-22(c) of the City Code.

## **D. Violation of Sec. 30-23: Conflict of Interest**

### **1. Prohibited Financial Interest**

*(a) No city commissioner or other official or employee, whether paid or unpaid, shall engage in any business or transaction or shall have any financial or other personal interest, direct or indirect, which is incompatible with the proper discharge of his official duties in the public interest or would tend to impair his independence of judgment or action in the performance of his official duties.*

The Section 30-23(a) prohibition is broad: it covers direct and indirect financial interests as well as personal interests arising from family, business, or political relationships (Section 30-23(b)). An official who holds such an interest in a city program may not vote on it, advocate for it, shape its design, or use her office to promote it.

The Mayor drove the BOOST 2.0 program at her second commission meeting. She made the motion to reallocate \$1,000,000 to fund it. On September 3, 2025, she pulled the BOOST item from the consent agenda and advocated for redirecting \$375,000 from workforce training to the direct grant pool, telling commissioners she wanted to “streamline the process” and “remove these unnecessary burdens” from the application (Exhibit C.1). At the same meeting she described conducting personal outreach: “I have about 17 tenants personally. And every last one of them I’ve asked, do you feel education would help you?” She stated on the record: “I was a recipient of funds from my businesses back when the COVID initially started.” Fourteen days later, on September 17, her family submitted three applications totaling \$50,000.

The Mayor’s interests in the BOOST 2.0 program fall into every category Section 30-23(a) prohibits: direct financial, indirect financial, and personal.

**First**, the Mayor has a direct financial interest. On the BOOST 2.0 grant application (Exhibit D), Eva Jacquelyn Espinosa is listed as 100% owner of Adanse

LLC, which received a \$20,000 grant (Case 31059). Her 2024 Form 1 financial disclosure (Exhibit F) identifies her as Vice President with more than 5% ownership of Kissimmee Diner Inc., which received a \$15,000 grant (Case 31054). These are the Mayor's businesses. The same entities contributed over \$6,100 to her mayoral campaign (Exhibit H). By applying for and receiving city grant funds, the Mayor engaged in a business transaction with her own city in which she holds a direct financial interest. The Mayor has publicly claimed that her daughter runs Adanse (Exhibit L). But the BOOST application lists the Mayor as 100% owner, the SunBiz filing (Exhibit E) lists the Mayor and her husband as managers, and the Adanse lease lists "Eva Jacquelyn Espinosa" as a named tenant. Even accepting the Mayor's claim, Section 30-23(b) defines personal interests to include those arising from "blood relationship." A daughter's business operating from her building would move the interest from direct financial to indirect financial and personal, not eliminate it.

**Second**, the Mayor has an indirect financial interest in every BOOST grant awarded to a tenant of her buildings. The Mayor owns 120 Broadway Avenue personally and controls 17-19 Broadway through the Espinosa Family Trust, of which she and her husband are the sole trustees (Exhibit G). Multiple grant recipients operate from these buildings: Mai Solutions LLC (\$10,000, 120 Broadway Suite 304), Empire Business & Tax Advisors LLC (\$10,000, 120 Broadway Suite 306), WR The Embroidery and Printshop Outlet (\$10,000, 17 Broadway Suite B), and The Real Estate Gallery LLC (\$15,000, 120 Broadway Suite 201). The \$20,000 Adanse LLC grant itself illustrates the circuit: Adanse pays \$3,000 per month in rent to the Espinosa Family Trust (Exhibit D). Grant money paid by the city to the Mayor's business returns to the Mayor through her trust.

The Mayor was aware of this connection and described it publicly. In a March 2026 interview, she stated: "I would go to my tenants and I'd say, 'You guys should apply for this.' My tenants had a hard time paying rent" (Exhibit L). The Mayor encouraged her tenants to apply for city grants so they could continue paying rent to her. An official who owns the buildings from which grant recipients operate, and who encouraged those tenants to apply because they were struggling to pay her rent, has an indirect financial interest in those grants that is incompatible with the impartial discharge of her duties.

**Third**, the Mayor has direct personal interests arising from close business and political association. From Section 30-23(b):

*"Personal" as distinguished from "financial" interests includes an interest arising from blood or marriage relationship or close business or political association.*

Wanda Roman, owner of WR The Embroidery (\$10,000 grant), contributed over \$1,100 to the Mayor's campaign and received over \$1,200 in campaign expenditures for printing and merchandise (Exhibit H). She operates from an Espinosa Family Trust property and is currently running for City Commission Seat 2. Cortnie Fetzer, owner of Mai Solutions (\$10,000 grant), is the wife of Jeremy Fetzer, the Mayor's political consultant, who also identifies 120 Broadway Suite 304 as his personal address (Exhibit C.4). Debra Rosado, owner of All Family Resource Ctr. (\$10,000 grant), was the Mayor's tenant at 120 Broadway from 2018 through 2023, and the Mayor served as Secretary of Rosado's predecessor nonprofit (Exhibit E.5). The Mayor personally emailed the Economic Development Director on Rosado's behalf (Exhibit D.10). The depth of the political network is further illustrated by La Voz Florida Inc., a nonprofit registered at 120 Broadway Suite 201 (Exhibit H). The Mayor served as its President from its founding in 2022 through 2024. While she was President, the entity donated \$1,000 to her mayoral campaign. Its current officers are the Mayor's daughter Jailene Espinosa (Secretary) and Wanda Roman (Pastor). These are interests arising from close business and political association, and each independently falls within the scope of Section 30-23(a).

Section 30-23(a) is a local provision and stands on its own. It does not require proof of a "contractual relationship" or a "doing business with" analysis. It requires only that the official had a financial or personal interest in a business or transaction that is incompatible with the discharge of her duties or that would tend to impair her independence. The Mayor's interests satisfy that standard on every level.

The advisory opinions of the Florida Commission on Ethics confirm that even under the narrower state Code of Ethics, F.S. §112.313(7)(a), which requires a "contractual relationship" with an entity "doing business with" the official's agency, this conduct is prohibited. The Commission has held consistently that receiving a grant constitutes "doing business with" the agency (CEO 77-65, CEO 90-76), that staff-level administration does not cure the conflict (CEO 12-14, CEO 00-12), that a commissioner who helped create an ARPA-funded program and then applied for it had a prohibited conflict (CEO 23-1), and that even indirect financial benefit through a related entity is prohibited (CEO 77-65). These opinions are not binding on the interpretation of the local code, but they are persuasive authority, and they demonstrate that the Mayor's conduct violates not only the broader local standard but the narrower state standard as well. A violation of F.S. §112.313(7)(a) is also independently a "breach of the law" within the meaning of Section 30-21(c).

Several anticipated defenses are foreclosed. The Mayor cannot argue that the Commission does not approve individual grants. CEO 12-14, CEO 00-12, and

CEO 23-1 each address and reject this defense; the governing body's oversight of the administering department creates the conflict, regardless of whether the commission votes on individual applications. Under the local code, the point is simpler still: the commission authorized the program and appropriated the funds, and the Mayor voted on each of those actions. The Mayor cannot argue that the funds are federal pass-through dollars. CEO 23-1 addressed ARPA-funded programs specifically and found the conflict existed regardless. The Mayor cannot argue that recusal would cure the conflict. CEO 90-76 held that the officer must resign from the conflicting position entirely. And to the extent that any grant went to an entity managed by the Mayor's husband rather than to the Mayor directly, the spouse exception recognized under the state code (F.S. §112.313(7) (a)) does not exist under the local code. Section 30-23(b) defines personal interests to include those arising from "blood or marriage relationship." Under local law, marriage is a covered interest, not an exception.

No conflict-of-interest screening was built into the BOOST program. On December 8, 2025, the City Attorney emailed the Economic Development Director (Exhibit I.4): "I didn't know until last week that the Mayor got a grant through the business boost program." On January 7, 2026, the City Attorney confirmed (Exhibit I.7): "we were not asked to look at the template for the applications, nor the applications themselves, and we did not draft an agreement for the grant recipients." No conflict-of-interest form was required of applicants, and the Finance department had no mechanism to identify whether applicants were related to public officials. A single decision-maker administered approvals with no conflict check. The program the Mayor created had no safeguard against the conflict the Mayor had.

CEO 00-12 provides the governing principle: allowing an officer to benefit from her own agency's programs "would provide the opportunity and strongly suggest to the public that a public officer is permitted to benefit privately because of his public position, which is antithetical to the principles underlying the Code of Ethics." The Mayor spearheaded this program, funded it, expanded it, loosened its requirements, encouraged her tenants to apply for it so they could pay her rent, applied to it herself, and received \$50,000 from it. Section 30-23(a) exists to prevent precisely this.

## **2. Failure to Disclose Interest in Legislation**

*Section violated: 30-23(b)(5)(b)*

*A city commissioner who has a financial or other private interest in any legislation shall disclose on the records of the city commission or other appropriate authority the nature and extent of such interest.*

The BOOST 2.0 program was established and funded through commission action. The Mayor voted on each of those actions, including the September 3, 2025 reallocation of \$375,000 to the grant pool (Exhibit C.1). She did not disclose that her family's businesses would apply for and receive \$50,000 from the program she was voting to fund.

On September 3, she stated on the record (Exhibit C.1) that "I was a recipient of funds from my businesses back when the COVID initially started" and described personal outreach to business owners, yet said nothing about her family's interest in BOOST 2.0. On October 7 (Exhibit C.2), twenty days after her family's applications were submitted and while they were pending, the Mayor praised the program on the record and urged commissioners and the public to "spread the word" about available funding, again without disclosure. The obligation attached at every point where the commission took action on BOOST 2.0 funding. It was never met.

### **E. Violation of Sec. 30-24: Applicability**

*Section violated: 30-24*

*When a city commissioner or other official or employee has doubt as to the applicability of a provision of this article to a particular situation, he shall apply to the official who has appointive authority over his particular position and in the case of the city manager or city commissioners, he shall apply to the city attorney or to the city commission in official meeting assembled for an advisory opinion and be guided by that opinion when given.*

Whether or not the Mayor had doubt before December 5, the City Attorney's email (Exhibit I.1) created it. The email cited three advisory opinions from the Florida Commission on Ethics (Exhibit B), each directly addressing the Mayor's conduct and each concluding that a prohibited conflict existed. A reasonable official receiving this communication would recognize at minimum a serious question about the applicability of the ethics code to her situation. The Mayor's own response confirms she engaged with the question. She replied (Exhibit I.2) "Ok, let's set up a meeting to break this down," and then met with the City Attorney to discuss it. The City Attorney's position was unchanged following that meeting: the Mayor "disagrees and will fight any ethics complaint filed against her" (Exhibit I.4). The Mayor had the opportunity to present her interpretation, as the provision requires. She presented it. The advisory opinion stood.

Section 30-24 required the Mayor to "be guided by that opinion when given." She was not. She took no corrective action. Instead, she forwarded the City Attorney's

advisory opinion to a political consultant with no city role (Exhibit I.3), and within sixty days, terminated the attorney who gave the guidance (Exhibit C.7).

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These violations share a common mechanism. Every instance of self-dealing in this complaint required the Mayor to individually direct city employees in violation of Charter Section 9: processing her own business licenses through Craig Holland (Exhibit D.9), intervening in grant administration through David Rodriguez (Exhibit D.10), suppressing code enforcement through the City Manager, assembling the pretextual justification for the City Attorney's termination through Austin Blake and Desiree Matthews (Exhibit D.12). None of this could have occurred within the proper channels of government. It required the Mayor to operate outside them. And when the city's own attorney told her that what she had done was wrong, the Mayor terminated the attorney who said it. The Code of Ethics exists to prevent precisely this: the conversion of public office into an instrument of private benefit, and the punishment of those who object.

## IV – Relief Requested

Pursuant to Section 30-25 of the Kissimmee Code of Ordinances, I respectfully request:

- 1) That this sworn complaint be filed with the City Clerk and presented to the entire City Commission for action, as required by Section 30-25(1).
- 2) That the remaining commissioners not the subject of this complaint **shall request** the Chief Circuit Judge of the Ninth Judicial Circuit to appoint a special prosecutor, as required by Section 30-25(2). The word “shall” is mandatory.
- 3) That the special prosecutor be authorized to investigate the allegations contained herein, with access to all relevant city records, and to either file articles of impeachment or enter a nolle prosequi within the time limits prescribed by Section 30-25(2) and (3).
- 4) That the City Commission take such further action as Section 30-26 authorizes, including but not limited to removal from office.

The Mayor should consider that Section 30-26 provides that violation of the Code of Ethics “should raise conscientious questions for the city commissioner... as to whether voluntary resignation or other action is indicated to promote the best interest of the city.”

## V – Verification

Under penalties of perjury under the laws of the State of Florida, pursuant to F.S. §92.525, I declare that I have read this complaint, that the factual statements contained herein are true and correct to the best of my knowledge and belief, and that they are based on documentary evidence consisting of public records.

I further state under oath that this complaint is filed in good faith and not for the purpose of harassment, political retaliation, or malicious intent, and that I have a reasonable basis to believe that the conduct described herein constitutes violations of the Code of Ethics established by Chapter 30, Article II of the Kissimmee Code of Ordinances.

I affirm that this complaint is not frivolous, filed in bad faith, or motivated by malice.

---

Alexander Alemi  
Kissimmee Resident

---

Date

### 1. Notarization

STATE OF FLORIDA  
COUNTY OF OSCEOLA

Sworn to and subscribed before me this \_\_\_\_ day of \_\_\_\_\_, 2026,  
by Alexander Alemi, who is personally known to me or who has produced  
\_\_\_\_\_ as identification.

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Notary Public, State of Florida

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Commission Expiration Date

*Filed with the Office of the City Clerk, City of Kissimmee, Florida*

# VI – Appendices

## APPENDICES TO SWORN COMPLAINT

### PURSUANT TO CODE OF ORDINANCES SECTION 30-25

#### AGAINST MAYOR JACKIE ESPINOSA

Filed by Alexander Alemi  
City of Kissimmee, Office of the City Clerk

Every factual statement in this complaint is based on public records obtained through public records requests filed with the City of Kissimmee, publicly available filings with the Florida Division of Corporations, the Osceola County Property Appraiser, the Osceola County Supervisor of Elections, and the Florida Commission on Ethics, publicly available commission meeting recordings and transcripts, and published news reporting. The following appendices identify those sources and, where the records are not easily obtained by the reader, reproduce them here.

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# EXHIBIT A

## Legal Provisions Cited

Source: City Code of Ordinances, City Charter, Florida Statutes

The following legal provisions are cited in this complaint. The full provisions are available at the sources linked below.

### A.1 Code of Ethics

Part II, Code of General Ordinances, Chapter 30 (Personnel), Article II (Code of Ethics).

Section	Subject	Link
30-19	Declaration of Policy	Municode link
30-20	Responsibilities of Public Office	Municode link
30-21	Dedicated Service	Municode link
30-22	Fair and Equal Treatment	Municode link
30-23	Conflict of Interest	Municode link
30-24	Applicability	Municode link
30-25	Procedure When Complaint Filed	Municode link
30-26	Sanctions	Municode link

### A.2 City Charter

Part I, Charter, Article II (Administration), Chapter 3 (City Manager).

Section	Subject	Link
Section 9	Authority of Commission Over Manager	Municode link

### A.3 City Ordinances

Part II, Code of General Ordinances, Chapter 2 (Administration), Article II (City Commission), Division 5 (Rules of Procedure).

Section	Subject	Link
2-122	Decorum	Municode link

### A.4 Florida Statutes

Statute	Subject	Link
§286.0114	Public Meetings; Reasonable Opportunity to Be Heard	FL Senate link
§112	Code of Ethics for Public Officers and Employees	FL Senate link

## **EXHIBIT B**

### **Commission on Ethics Advisory Opinions Cited**

Source: Florida Commission on Ethics

#### **B.1 CEO 12-14 (2012)**

A City Commissioner who also served on a Community Redevelopment Agency asked whether she could apply for CRA-administered redevelopment grants. The Commission held this constituted a prohibited contractual relationship under F.S. §112.313(7)(a). Staff-level administration does not cure the conflict.

<https://sb.flleg.gov/nxt/gateway.dll/Opinions/ceo/2012/ceo%2012-014.htm>

#### **B.2 CEO 90-76 (1990)**

A governing board member may not apply for grants from their own agency. Recusal is insufficient; the officer must resign from the conflicting position. Grant receipt constitutes “doing business with” the agency.

<https://sb.flleg.gov/nxt/gateway.dll/Opinions/ceo/1990/ceo%2090-076.htm>

#### **B.3 CEO 77-65 (1977)**

Even indirect benefit through a related entity is prohibited. The extension of a grant to a related entity constitutes “doing business” with one’s agency under F.S. §112.313(7)(a).

<https://sb.flleg.gov/nxt/gateway.dll/Opinions/ceo/1977/ceo%2077-065.htm>

#### **B.4 CEO 22-3 (2022)**

Even where Section 112.313(7)(a) does not reach a spouse’s independent business activity, Section 112.313(6) prohibits an official from corruptly using her position to benefit a spouse. Absent an articulable public purpose for the official’s actions, the corrupt-intent element is met.

<https://sb.flleg.gov/nxt/gateway.dll/Opinions/ceo/2022/ceo%2022-003.htm>

#### **B.5 CEO 23-1 (2023)**

A city commissioner who helped create an ARPA-funded property improvement program and then applied for it had a prohibited conflict of interest. The program’s “finite funding” and the commissioner’s “involvement in creating the program” established the conflict.

<https://sb.flleg.gov/nxt/gateway.dll/Opinions/ceo/2023/ceo%2023-001.htm>

### **B.6 CEO 00-12 (2000)**

A county commissioner who applied for housing rehabilitation grants administered by a county department violated F.S. §112.313(7)(a), even though staff, not the commission, selected individual recipients.

<https://sb.flleg.gov/nxt/gateway.dll/Opinions/ceo/2000/ceo%2000-012.htm>

### **B.7 CEO 89-44 (1989)**

A city commissioner “may not in any way use your position to aid interactions with City personnel” regarding personal business matters. “Any efforts to speak with City employees on his behalf...may be violative of Section 112.313(6).”

<https://sb.flleg.gov/nxt/gateway.dll/Opinions/ceo/1989/ceo%2089-044.htm>

# EXHIBIT C

## Commission Meeting Records

Source: CivicClerk portal and City Clerk records

All City Commission meetings are publicly available on the CivicClerk portal at <https://kissimmee.fl.portal.civicclerk.com>. The following meetings are referenced in this complaint. Recordings, agendas, and minutes (where available) can be accessed at the links provided.

Date	Event	Relevant Actions
Dec 3, 2024	2013	Item 7.H: ARPA funds discussion. Mayor proposes expanding BOOST. Motion tabled.
Dec 17, 2024	2002	Item 8.F: Mayor moves to reallocate \$1M to BOOST 2.0. Martinez absent.
Apr 15, 2025	2225	Item 8.A: BOOST 2.0 framework approved. No conflict-of-interest discussion.
Jul 1, 2025	2216	Item 7.J: Program areas approved on consent (16 seconds).
Sep 3, 2025	2218	Item 7.B: Mayor reallocates \$375K to grant pool by consensus. States prior grant receipt.
Sep 16, 2025	2230	Mayor moves to adopt \$310M budget (5-0). Legal dept increased to \$1.9M.
Oct 7, 2025	2219	Mayor praises BOOST program while family applications pending.
Nov 18, 2025	2232	Mayor praises City Attorney. Revised budget approved 5-0. Fetzer appointed to Toho.
Dec 16, 2025	2233	Evans raises BOOST ethics issue publicly. Fetzer and mayor respond.
Jan 6, 2026	2322	Selective decorum enforcement. Evans silenced; Roman allowed. CE-26-00197 follows.
Jan 20, 2026	2380	Termination item does not appear on agenda despite Jan 13 notice. Citizens allege retaliation.
Feb 3, 2026	2369	City Attorney terminated on unagended motion (3-1). Martinez absent. Official minutes attached.

## **C.1 September 3, 2025: Mayor Redirects BOOST Funding and Describes Personal Outreach**

At the first budget hearing, the Mayor pulled Item 7.B (Business Boost 2.0, UPSKILL Kissimmee) from the consent agenda. During discussion, she advocated for redirecting \$375,000 from workforce training (UPSKILL and GrowthWheel) to the direct grant pool and for loosening application requirements. Selected transcript excerpts:

**Mayor (00:30:59):** “I have about 17 tenants personally. And every last one of them I’ve asked, do you feel education would help you?”

**Mayor (00:33:24):** “I was a recipient of funds from my businesses back when the COVID initially started.”

**Mayor (00:33:55):** “So I would like us to streamline the process for the application where we remove these unnecessary burdens. No DUNS numbers. If you were here during COVID, we know you’re struggling. That’s a no brainer.”

**Mayor (00:37:58):** “I’ve been on the portal several times and when I would hit the link to kind of forward it to the merchants...”

The reallocation was approved by informal consensus (head nods). No formal vote was taken. Commissioner Alvarez was absent. The application portal opened fourteen days later, on September 17, the same day the Mayor’s family submitted three applications totaling \$50,000.

## **C.2 October 7, 2025: Mayor Praises BOOST While Family Applications Pending**

At approximately 02:00:20, during “Hear City Officials,” the mayor stated:

**Mayor (02:00:20):** “David Rodriguez and his team have been absolutely amazing with the Business Boost 2.0.”

**Mayor (02:00:51):** “Spread the word, people.”

This was twenty days after her family submitted three grant applications totaling \$50,000, and twenty-eight days before those grants were approved.

### **C.3 November 18, 2025: Mayor’s Praise of City Attorney**

At approximately 01:56:34, during “Hear City Officials,” the mayor stated:

“People don’t even know how great it is to work with Olga. She’s a straight shooter. I love that. All attorneys should be like her.”

This was seventeen days before the termination notice and eleven days before the ethics warning. At the same meeting, Jeremy Fetzer was appointed to the Toho Water Authority Board (mayor nominated, Ortiz immediately seconded, 4–1).

### **C.4 December 16, 2025: BOOST Ethics Issue Raised Publicly**

Three speakers addressed the BOOST grant ethics issue during “Hear the Audience” (00:29:24 to 00:44:50):

#### **C.4.a Lillian Evans (00:37:01)**

“Public records show that the mayor personally received approximately \$55,000 from this program.”

“In addition, businesses connected to the mayor’s immediate family including her husband, her daughter. Also the funding was also [awarded to] Jeremy Fetzer and his wife who operates business connected to the same commercial plaza.”

“Florida law is clear that an elected official may not use their position to secure special financial benefit for themselves or their immediate family.”

#### **C.4.b Jeremy Fetzer (00:40:42, address: 120 Broadway Suite 304)**

“These are COVID funds which are federal funds which were passed through the Kissimmee government, and the government board here did not shape anything. They just passed the funding distribution and staff approved them.”

“If you look at state statute, you’d have to have a business relationship established for an ethical conflict. Which this was a pass-through, there was no deliverables from the grantee to the grantor which would establish a business relationship.”

“I would say that was defamatory statements which could be held liable in the court of law.”

#### **C.4.c Mayor Espinosa (00:42:55)**

“As an echo of Mr. Fetzer’s comments, I am gonna say that I’m more than happy to meet with you or anyone that has questions about those specific funds that were issued during COVID, not during my tenure as the mayor.”  
“I will defend what’s mine. I will defend my family in spite of the criticisms that are absolutely unfounded.”

#### **C.5 January 6, 2026: Selective Decorum Enforcement**

Prior to public comment, Mayor Espinosa read the decorum policy and stated: “You will address us as a body, not as an individual.” The actual decorum rules (Sec. 2-122(c), Exhibit A.3) provide that “all remarks and questions shall be addressed to the city commission as a whole and not to any individual member thereof.” The ordinance does not prohibit mentioning a commissioner by name.

##### **C.5.a Lillian Evans (Public Comment, 00:25:55)**

Evans addressed the commission as a body. In the course of her remarks she mentioned the mayor by name:

**Evans (00:25:55):** “I am being targeted and retaliated against after questioning regarding the use of 2.0, a \$50,000 in grant funds in connection to Jackie.”

The mayor interrupted:

**Mayor Espinosa (00:26:10):** “Excuse me, I said you are not allowed to address us by name.” [...] “You do that again and I am going to have to have you sit down. You do that a third time and I’m going to have to have you removed.”

##### **C.5.b Wanda Roman (Public Comment, 00:33:36)**

Roman directly addressed the mayor personally:

**Wanda Roman (00:33:36):** “Miss Mayor Jackie Espinoza, thank you so much for all that you’re doing and keep up the great job.”

Roman was allowed to proceed without interruption.

### **C.5.c Commissioner Martinez (Hear City Commission, ~00:46:05)**

**Commissioner Martinez (00:46:28):** “I felt very uncomfortable to see today that a person couldn’t speak. [...] This is the city, this is the people’s building, this is where they come and they bring concerns. [...] If we’re doing it for one, I hope that this board maintains the same through the whole year.”

**Mayor Espinosa (00:49:08):** “I am asking you to please understand that I allowed the speaker to speak provided she followed decorum rules and not named specifically my person or anyone in the audience, which is not acceptable.”

### **C.5.d Mayor Espinosa (Hear City Commission, 00:55:26)**

Ten days before code enforcement case CE-26-00197 was filed against Lillian Evans’s property for “Dwelling in a R/V Trailer,” the Mayor raised the subject unprompted during “Hear City Commission”:

**Mayor Espinosa (00:55:26):** “City Manager, I do have a question for you. When people are renting out rooms in their homes, does that require a permit or anything like that when they’re advertising all over social media that they have rooms for rent and all?”

**Mayor Espinosa (00:56:29):** “So just for the record, just in case we see people that are renting rooms and it should be within the compliance, not mobile homes that are being rented or RVs that are being rented and published all over the city?”

## **C.6 January 20, 2026: Public Retaliation Allegations**

At the January 20 commission meeting, multiple citizens spoke during public comment alleging a pattern of retaliation against residents who questioned the Mayor’s conduct. The City Attorney’s termination, which had been noticed for this meeting, did not appear on the agenda.

### **C.6.a Lillian Evans (Public Comment)**

**Lillian Evans:** “After raising questions about matters of public records and the use of public funds, I have faced retaliation. I have been bullied on social

media, publicly targeted and now I had the city code enforcement appear at my private property.”

#### **C.6.b Jose Barreto (Public Comment, 00:22:42)**

**Jose Barreto (00:22:42):** “I am here today with the story retaliation and I believe that being enabled is not our right to encourage by this board.”

**Jose Barreto (00:22:51):** “My wife, my family and I have personal experiences. We are not observers. We are victims of what happened when residents refused to follow the line.”

**Jose Barreto (00:23:07):** “What is happening is not about one incident or one person. It’s about a pattern of conduct by this board. Silence when retaliation occurs. Complicity when residents are target.”

**Jose Barreto (00:24:12):** “I know why no residents come over here because of fear. Fears of retaliation, fears of being targeted... And that fear exists because all the board allow it to exist.”

#### **C.6.c Olga Cariño (Public Comment, 00:25:47)**

**Olga Cariño (00:26:06):** “I attended the last meeting and I was a witness was deeply troubling. I saw the way this board treat a constituent... I heard comments made regarding Lillian Evans, especially about rooms, trailers and RVs on her property. Shortly after those comments, code enforcement begin targeting her home. That is not a coincidence. That is retaliation.”

**Olga Cariño (00:26:47):** “This is an abuse of power and authority. Government should never be weaponized against the people it serves, especially against simply asking questions or demanding transparency.”

**Olga Cariño (00:27:13):** “His repeated presence at these meetings appear less about public input and more about monitoring residents who speak out

and attempting to discredit or intimidate them. That pattern is not lost on the public.”

### **C.7 February 3, 2026: Termination of City Attorney**

The official signed minutes (available on CivicClerk, Event 2369) document that the termination motion was raised under Item 9.C (“Hear City Commission”), after the public comment period (Item 6) had closed, with Commissioner Martinez absent. The motion was recorded as carried 3–1 (Alvarez, Espinosa, Ortiz aye; Eady nay). The termination of the City Attorney did not appear on the published agenda.

**Mayor Espinosa (00:59:17):** “I’ve requested for the city attorney to resign or we have decisions to make.”

**Mayor Espinosa (00:59:40):** “I come to you today after more than a year of thoughtful consideration, observations and review.”

**Mayor Espinosa (01:00:48):** “So we have an overage in the budget of 6.2 million.”

**Mayor Espinosa (01:08:53):** “I’d like to call a motion for the termination of the attorney and I’d like to know if I have a second or if I have support from you all.”

**Commissioner Ortiz (01:09:01):** “I second the motion.” (*immediate*)

**Mayor Espinosa (01:21:52):** “I was tempted to do this during the holidays, and I didn’t.”

**City Attorney Sanchez de Fuentes (01:06:51):** “However, under whistleblower and retaliation, I would be entitled to more if I sue the city.”

**Mayor Espinosa (01:24:57):** “I’m going to call a motion for the termination of the city attorney of Kissimmee. Do I have a second?”

**Commissioner Ortiz (01:25:01):** “I second the motion.” (*interrupting*)

**Commissioner Alvarez (01:25:10):** “I second that termination based on what’s going on here.”

**Mayor Espinosa (01:25:25):** “Vice Mayor I need your answer, is it yea or nay?”

**Vice Mayor Eady:** “Nay.”

**Mayor Espinosa:** “Nay. Thank you. We have three to one. Thank you. I appreciate it, we’ll move on to my next item.”

Public comment period: 00:29:12.

Consent agenda (public comment closed): 00:38:50.

No formal vote was conducted. Under Robert’s Rules of Order (RONR 12th ed., §4:11), a second “merely implies that the seconder agrees that the motion should *come before the meeting*, and not that he necessarily favors the motion.” A second is not a vote. After receiving seconds from Commissioners Ortiz and Alvarez, the Mayor did not call for discussion, did not call for a vote, and did not conduct a roll call. She asked Vice Mayor Eady for “yea or nay,” treated the two seconds as affirmative votes, announced “three to one,” and moved on. The motion to terminate the City Attorney was never properly voted on.

**Vote Recorded on Official Minutes:** Aye: Mayor Espinosa, Commissioner Ortiz, Commissioner Alvarez (3). Nay: Vice Mayor Eady (1). Absent: Commissioner Martinez.

## **C.8 March 10, 2026: Commission Strategic Planning Retreat Continuation**

On March 10, 2026, the commission held a continuation of its annual strategic planning retreat. During the retreat, the commission discussed public comment procedures, decorum, and the constitutionality of their existing rules. The following excerpts are from Part 2 of the retreat recording.

Source: *strategic-planning-retreat-part2.m4a*, PRR2026-307.

### **C.8.a Mayor Acknowledges City Attorney's Constitutional Warning (00:10:34)**

Giving background:

**City Manager Mike Steigerwald (00:10:34):** "... one of them is to address individuals as opposed to the body and then they got an email from Olga that said, that's not constitutional."

The City Manager is referring to the January 12, 2026 email from City Attorney Sanchez de Fuentes (Exhibit I.16), in which the City Attorney advised that restricting critical speech while allowing complimentary speech was unconstitutional. The Mayor received and understood this advice before she terminated the City Attorney on February 3.

### **C.8.b Mayor Asks for Clarification (00:11:25)**

The Mayor sparked a conversation about the constitutionality of the city's Decorum rules.

**Mayor Espinosa (00:11:25):** "Is that the decision we make, or is that just violation of the First Amendment? [...] I would like clarity on it."

### **C.8.c Interim City Attorney Confirms the Code is Unconstitutional (00:15:41)**

**Interim City Attorney Kalanit Oded (00:15:17):** "Here's the thing, anybody can get to the podium and say whatever they want for three minutes. Period. What it says in our code, is really not consistent with first *[garbled]*. Sorry, I don't wanna be, you know, I haven't researched it but that struck me as something that's in our code that should not be how it is worded. You cannot limit what a speaker says. You can't."

The interim City Attorney, appointed after the termination of Sanchez de Fuentes, independently reached the same conclusion as her predecessor: the city's decorum rules, as written and as enforced, are unconstitutional.

## EXHIBIT D

### BOOST 2.0 Grant Applications — Espinosa Family Businesses

Source: PRR2025-1610 (42 PDFs)

#### D.1 The Three Espinosa Family Grants

Case	Business	Owner	Grant	2019 Rev.
31054	Kissimmee Diner dba Matador Tacos & Tapas	Jorge E. Espinosa (100%)	\$15,000	\$453,753
31059	Adanse LLC (dba Chandeliers Ball- room)	Eva Espinosa (100%)	\$20,000	\$63,812
31081	The Real Estate Gallery LLC	Jorge E. Espinosa (100%)	\$15,000	\$69,556
		<b>Total</b>	<b>\$50,000</b>	

\$50,000 of \$255,000 first-batch awards = **19.6%** — the largest concentration to any single family.

#### D.2 Coordinated Filing

- **All three applications submitted:** September 17, 2025, through a single portal account (info@kissimmediner.com, labeled “Jorge Kissimmee Diner” in the system)
- **All three notarized by:** Cecilia Gonzalez (Commission HH 505235), October 27, 2025
- **All three electronic funds transfer (EFT) forms dated:** October 25, 2025
- **All three approved:** November 4, 2025
- **Bank for all three:** SouthState Bank

#### D.3 Mayor Directly Identified on Applications

Document	Name Used	Field
Adanse vendor request form	Eva Jacquelyn Espinosa	Contact person
Adanse contact information	info@jackieespinosa.com	Email address
Adanse lease (tenant)	Eva Jacquelyn Espinosa	Named tenant

Adanse affidavit	Eva J Espinosa	Affiant/owner
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#### **D.4 Adanse Lease Structure (Self-Dealing)**

- **Landlord:** Espinosa Family Trust (trustees: Jorge and Eva Espinosa)
- **Tenant:** Adanse LLC AND Jailene Espinosa AND Eva Jacquelyn Espinosa
- **Rent:** \$3,000/month
- **Security deposit:** \$0.00

#### **D.5 False Sworn Statement**

The Adanse LLC affidavit (sworn 10/27/2025) claims formation date “02/2017.” SunBiz records show Adanse LLC (L20000074454) was not filed until **March 6, 2020**. The application also reports 2019 revenue of \$63,812 for an entity that did not legally exist until 2020.

## D.6 Case 31054: Kissimmee Diner (Matador Tacos & Tapas)

### A. Contact Information

Completed by info@kissimmediner.com on 9/17/2025 11:24 AM

Case Id: 31054

Name: Kissimmee Diner dba Matador Taco & Tapas -

Address: 120 Broadway Ave, Suite 103, Kissimmee , FL

---

### A. Contact Information

---

Please provide the following information.

#### PRIMARY OWNER INFORMATION

**A.1. First Name**

Jorge

**A.2. Middle Name**

E

**A.3. Last Name**

Espinosa

**A.4. Home Address**

120 Broadway Suite 201 Kissimmee, FL 34741

**A.5. Phone**

Current Commissioner's Partial  
Home Address / Telephone  
Numbers

**A.6. Email**

info@kissimmediner.com

**A.7. Percent of Ownership**

100.00%

#### CO-OWNER INFORMATION

**A.8. First Name**

**A.9. Middle Name**

**A.10. Last Name**

**A.11. Home Address**

**A.12. Phone**

**A.13. Email**

**A.14. Percent of Ownership**

100.00%

## Public Records Exemptions

Enclosed please find a copy of the response documents for your public records request. The following information is provided to explain the process employed to review and produce the response documents.

Reason	Description	Pages
Current Commissioner's Partial Home Address / Telephone Numbers	F.S. 119.071(4)(d)(2)(z): The partial home addresses and telephone numbers of Public Officers are exempt. "Public Officer" means the Governor, Lt. Governor, the elected State Cabinet Members (the Chief Financial Officer, Attorney General, and Agriculture Commissioner), and elected state and local officials (state representatives and senators, the county property appraiser, the county supervisor of elections, the school superintendent, school board members, and any mayor, city commissioner, or county commissioner). "Partial home address" means the physical address, mailing address, street address, parcel identification number, plot identification number, legal property description, neighborhood name and lot number, GPS coordinates, and any other descriptive property information that may reveal the partial home address, except the city and zip code.	1

## B. Business Information

Completed by info@kissimneediner.com on 9/17/2025 11:36 AM

Case Id: 31054

Name: Kissimmee Diner dba Matador Taco & Tapas -

Address: 120 Broadway Ave, Suite 103, Kissimmee , FL

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### B. Business Information

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Please provide the following information.

#### B.1. Legal Name of Business

Kissimmee Diner

#### B.2. Fictitious Business Name (Doing Business As)

Matadors Tacos & Tapas

#### B.3. Federal Employer Identification Number (FEIN)

Tax Information /  
Federal

#### B.4. Business Entity/Type

S-Corp

#### B.5. Business Address

120 Broadway Ave Suite 103 Kissimmee , FL 34741

#### B.6. Business Phone Number

(407) 777-9767

#### B.7. Square footage

3909

#### B.8. Date started operations

09/06/2017

#### B.9. Is this a Home-Based Business?

No

#### B.10. Business Revenues in 2019

\$453,753.00

#### B.11. Number of Employees as of date of application

6

#### B.12. Does your business have more than one location in City of Kissimmee?

No

#### B.13. Main Location

120 Broadway Suite 102-103, Kissimmee, FL 34741

Printed By: Suzanne Negron on 10/2/2025

**B.14. Square footage of main location**

3909

**B.15. Addresses of additional business locations, if applicable**

114 Broadway is now the event area for Matador. 1,825 additional square foot area.

**B.16. Describe Primary Industry or Business Type and Function**

restaurant

**B.17. Number of employees as of March 1st, 2020**

12

**B.18. Number of employees as of December 30, 2024**

6

B.19 The following is voluntary, and will be used for statistical purposes only.

Is the applicant classified in any of the following categories? (Select all that apply)

- Veteran-Owned
- Woman-Owned
- White-Owned
- Hispanic or Latino-Owned
- Black or African American-Owned
- Middle Eastern or North African-Owned
- Indigenous or Native American-Owned
- Asian-Owned

If Other, please specify:

- Prefer not to answer

## Public Records Exemptions

Enclosed please find a copy of the response documents for your public records request. The following information is provided to explain the process employed to review and produce the response documents.

Reason	Description	Pages
Tax Information / Federal	F.S.S. 192.105(1) - Unlawful disclosure of federal tax information; penalty. It is unlawful for any person to divulge or make known federal tax information obtained pursuant to 26 U.S.C. s. 6103, except in accordance with a proper judicial order or as otherwise provided by law for use in the administration of the tax laws of this state, and such information is confidential and exempt from the provisions of s. 119.07(1).	1

## D.7 Case 31059: Adanse LLC (Chandeliers Ballroom)

### A. Contact Information

Completed by info@kissimneediner.com on 9/17/2025 12:28 PM

Case Id: 31059  
Name: Adanse, llc - 2025  
Address: 17-19 Broadway Avenue, Kissimmee, FL 34741

---

### A. Contact Information

---

Please provide the following information.

#### PRIMARY OWNER INFORMATION

**A.1. First Name**

Eva

**A.2. Middle Name**

**A.3. Last Name**

Espinosa

**A.4. Home Address**

120 Broadway Ave KISSIMMEE, FL 34741

**A.5. Phone**

Current Commissioner's Partial  
Home Address / Telephone

**A.6. Email**

info@jackieespinosa.com

**A.7. Percent of Ownership**

100.00%

#### CO-OWNER INFORMATION

**A.8. First Name**

**A.9. Middle Name**

**A.10. Last Name**

**A.11. Home Address**

**A.12. Phone**

**A.13. Email**

**A.14. Percent of Ownership**

0.00%

## Public Records Exemptions

Enclosed please find a copy of the response documents for your public records request. The following information is provided to explain the process employed to review and produce the response documents.

Reason	Description	Pages
Current Commissioner's Partial Home Address / Telephone Numbers	F.S. 119.071(4)(d)(2)(z): The partial home addresses and telephone numbers of Public Officers are exempt. "Public Officer" means the Governor, Lt. Governor, the elected State Cabinet Members (the Chief Financial Officer, Attorney General, and Agriculture Commissioner), and elected state and local officials (state representatives and senators, the county property appraiser, the county supervisor of elections, the school superintendent, school board members, and any mayor, city commissioner, or county commissioner). "Partial home address" means the physical address, mailing address, street address, parcel identification number, plot identification number, legal property description, neighborhood name and lot number, GPS coordinates, and any other descriptive property information that may reveal the partial home address, except the city and zip code.	1

## B. Business Information

Case Id: 31059

Name: Adanse, llc - 2025

Address: 17-19 Broadway Avenue, Kissimmee, FL 34741

Completed by info@kissimneediner.com on 9/17/2025 12:36 PM

---

### B. Business Information

---

Please provide the following information.

#### B.1. Legal Name of Business

Adanse, LLC

#### B.2. Fictitious Business Name (Doing Business As)

n/a

#### B.3. Federal Employer Identification Number (FEIN)

81-5422336

#### B.4. Business Entity/Type

LLC

#### B.5. Business Address

17-19 Broadway Avenue Kissimmee, FL 34741

#### B.6. Business Phone Number

(407) 963-7710

#### B.7. Square footage

6628

#### B.8. Date started operations

02/21/2017

#### B.9. Is this a Home-Based Business?

No

#### B.10. Business Revenues in 2019

\$63,812.00

#### B.11. Number of Employees as of date of application

12

#### B.12. Does your business have more than one location in City of Kissimmee?

No

#### B.13. Main Location

17-19 Broadway Avenue, Kissimmee, Fl. 34741

Printed By: Suzanne Negron on 10/9/2025

**B.14. Square footage of main location**

6628

**B.15. Addresses of additional business locations, if applicable**

**B.16. Describe Primary Industry or Business Type and Function**

entertainment and venue

**B.17. Number of employees as of March 1st, 2020**

12

**B.18. Number of employees as of December 30, 2024**

6

B.19 The following is voluntary, and will be used for statistical purposes only.  
Is the applicant classified in any of the following categories? (Select all that apply)

- Veteran-Owned
- Woman-Owned
- White-Owned
- Hispanic or Latino-Owned
- Black or African American-Owned
- Middle Eastern or North African-Owned
- Indigenous or Native American-Owned
- Asian-Owned

If Other, please specify:

- Prefer not to answer

# D.8 Case 31081: The Real Estate Gallery LLC

## A. Contact Information

Completed by info@kissimmeediner.com on 9/17/2025 11:20 PM

Case Id: 31081  
Name: The Real Estate Gallery LLC - 2025  
Address: 120 Broadway , Suite 201 , Kissimmee , FL 34741

---

## A. Contact Information

---

Please provide the following information.

### PRIMARY OWNER INFORMATION

**A.1. First Name**

Jorge

**A.2. Middle Name**

E

**A.3. Last Name**

Espinosa

**A.4. Home Address**

120 Broadway Suite 201 Kissimmee, FL 34741

**A.5. Phone**

Current Commissioner's Partial  
Home Address / Telephone  
Numbers

**A.6. Email**

info@realestate-gallery.com

**A.7. Percent of Ownership**

100.00%

### CO-OWNER INFORMATION

**A.8. First Name**

**A.9. Middle Name**

**A.10. Last Name**

**A.11. Home Address**

**A.12. Phone**

**A.13. Email**

**A.14. Percent of Ownership**

0.00%

## Public Records Exemptions

Enclosed please find a copy of the response documents for your public records request. The following information is provided to explain the process employed to review and produce the response documents.

Reason	Description	Pages
Current Commissioner's Partial Home Address / Telephone Numbers	F.S. 119.071(4)(d)(2)(z): The partial home addresses and telephone numbers of Public Officers are exempt. "Public Officer" means the Governor, Lt. Governor, the elected State Cabinet Members (the Chief Financial Officer, Attorney General, and Agriculture Commissioner), and elected state and local officials (state representatives and senators, the county property appraiser, the county supervisor of elections, the school superintendent, school board members, and any mayor, city commissioner, or county commissioner). "Partial home address" means the physical address, mailing address, street address, parcel identification number, plot identification number, legal property description, neighborhood name and lot number, GPS coordinates, and any other descriptive property information that may reveal the partial home address, except the city and zip code.	1

## B. Business Information

Case Id: 31081

Name: The Real Estate Gallery LLC - 2025

Address: 120 Broadway , Suite 201 , Kissimmee , FL 34741

Completed by info@kissimmediner.com on 9/17/2025 11:36 PM

---

### B. Business Information

---

Please provide the following information.

**B.1. Legal Name of Business**

The Real Estate Gallery, LLC

**B.2. Fictitious Business Name (Doing Business As)**

The Real Estate Gallery, LLC

**B.3. Federal Employer Identification Number (FEIN)**

46-4903554

**B.4. Business Entity/Type**

LLC

**B.5. Business Address**

120 Broadway Suite 201 Kissimmee , FL 34741

**B.6. Business Phone Number**

(407) 963-8816

**B.7. Square footage**

2750

**B.8. Date started operations**

01/01/2014

**B.9. Is this a Home-Based Business?**

No

**B.10. Business Revenues in 2019**

\$69,556.00

**B.11. Number of Employees as of date of application**

6

**B.12. Does your business have more than one location in City of Kissimmee?**

No

**B.13. Main Location**

120 Broadway, 201-204 Kissimmee, Fl. 34741

Printed By: Suzanne Negron on 10/9/2025

**B.14. Square footage of main location**

2750

**B.15. Addresses of additional business locations, if applicable**

**B.16. Describe Primary Industry or Business Type and Function**

Real Estate Brokerage

**B.17. Number of employees as of March 1st, 2020**

25

**B.18. Number of employees as of December 30, 2024**

6

B.19 The following is voluntary, and will be used for statistical purposes only.  
Is the applicant classified in any of the following categories? (Select all that apply)

- Veteran-Owned
- Woman-Owned
- White-Owned
- Hispanic or Latino-Owned
- Black or African American-Owned
- Middle Eastern or North African-Owned
- Indigenous or Native American-Owned
- Asian-Owned

If Other, please specify:

- Prefer not to answer

## D.9 Business Tax Receipt (BTR) Self-Dealing (June 9, 2025)

**From:** Jackie Espinosa <Jackie.Espinosa@kissimmee.gov>

**To:** Craig Holland <CRAIG.HOLLAND@kissimmee.gov>

**Date:** June 9, 2025, 3:37 PM

**Subject:** Follow up

Hello Craig,

Just following up on my own BTR and how to proceed with the Vault's BTR. I know everyone is busy but want to make sure I am ahead of my to do list.

Thanks a bunch.

Jackie

Sent from my iPad

*Source: PRR2026-188*

**From:** Craig Holland <CRAIG.HOLLAND@kissimmee.gov>

**To:** Jackie Espinosa <Jackie.Espinosa@kissimmee.gov>

**Date:** June 9, 2025, 2:40 PM

**Subject:** Re: Follow up

You can go ahead and apply for the BTR online or in person.

Refer to my email last week about serving alcohol at the Vault.

Let me know if you have any more questions.

Have a great night.

Craig Holland, AICP

Development Services Director

*Source: PRR2026-188 (quoted in mayor's reply)*

**From:** Jackie Espinosa <Jackie.Espinosa@kissimmee.gov>

**To:** Craig Holland <CRAIG.HOLLAND@kissimmee.gov>

**Date:** June 9, 2025, 7:51 PM

**Subject:** Re: Follow up

Thanks Craig and my apologies as I only received the one for the contractor. I did have my tablet there at IT cause for almost two days I was having email issues.

Can you please resend the one for the Vault? Thanks again

Jackie

Get Outlook for iOS

Source: PRR2026-188

Craig Holland is the Development Services Director who regulates business tax receipts. The Mayor directly emailed a department head to process her own personal business licenses, and then followed up the same evening requesting he resend information about alcohol licensing for the Vault. This is a Charter Section 9 concern.

### **D.10 Grant Advocacy for Personal Tenant (December 4, 2025)**

**From:** Jackie Espinosa <Jackie.Espinosa@kissimmee.gov>

**To:** David Rodriguez <David.Rodriguez@kissimmee.gov>

**Date:** December 4, 2025, 11:39 AM

**Subject:** Re: All Family Resources

Hey David, is there anything I can do to help out Deborah Rosado, owner of All Family Resources, LLC?

Source: PRR2026-188

Rosado's business was located at 120 Broadway, the mayor's commercial property, from 2018 through 2023. This email was sent the day before the City Attorney's ethics warning.

### **D.11 Continued Advocacy After Ethics Warning (December 5, 2025, 12:54 PM)**

**From:** Jackie Espinosa <Jackie.Espinosa@kissimmee.gov>

**To:** Debra R <debrar891@gmail.com>

**Date:** December 5, 2025, 12:54 PM

Ms. Rosado, please know we are working diligently to see this grant get approved and funded soon.

Source: PRR2026-188

*This email was sent five minutes after the mayor acknowledged the City Attorney's ethics warning (12:49 PM). The mayor continued the very conduct the City Attorney had just flagged.*

## **D.12 Financial Audit of City Attorney's Office (January 14, 2026)**

One day after issuing the formal termination notice (January 13, 2026), the mayor ordered a comprehensive ten-year financial audit of the City Attorney's Office through the City Manager. Finance produced a 24-page report.

*Source: PRR2026-188. The financial audit directive initiated the compilation of over 1,000 documents into "Document Request (JE) 2026.01.23."*

## D.13 Mayor's Complaint Letter to City Manager (January 28, 2026)

**Mike Steigerwald**

---

**From:** Jackie Espinosa  
**Sent:** Wednesday, January 28, 2026 5:03 PM  
**To:** Mike Steigerwald  
**Subject:** Document- City Manager - concerns with regard to city attorney .docx  
**Attachments:** Document- City Manager - concerns with regard to city attorney .docx

City Manager,

Please acknowledge receipt of my letter indicating my concerns with regard to city attorney referencing a thorough year of observations and concerns,

Please note you can share this with whomever you deem necessary.

Respectfully,

Jackie Espinosa  
Mayor, City of Kissimmee

□

City Manager,

After more than a year of careful consideration, observation, and review, I have developed serious and ongoing concerns regarding the City Attorney's capability, judgment, responsiveness, and overall quality of work.

I believe it is important to provide a clear account of the sequence of events that led to these concerns.

My first significant concern arose during the 2024 election qualification process, when the City Attorney advised that a sitting Commissioner could participate in a vote certifying a candidate who was that Commissioner's paid client. The candidate had submitted payment on an invoice within thirty days of the vote. In my view, this constituted an active business relationship and presented a clear conflict-of-interest concern.

Additionally, the same candidate failed to establish residency as required under the City Charter and Code, as no utility documentation or comparable proof was provided. Despite these deficiencies, clear and sound legal guidance was not provided to the Commission. This resulted in an ethics complaint and unnecessarily exposed the City to legal and reputational risk.

Regrettably, this incident was not isolated.

Over the past ten years, the City of Kissimmee has expended millions of taxpayer dollars on outside legal counsel despite employing three full-time City Attorneys and the City Attorney holding a special designation in municipal government law. Even after prior Commissions approved additional staffing within the Legal Department, expenditure on outside council continued to increase rather than decrease. This raises serious concerns regarding departmental efficiency, internal capacity, oversight, and fiscal stewardship.

Furthermore, the City Attorney issued an opinion allowing a sitting Commissioner to receive a one-of-a-kind annual special events permit to close a city street for the purpose of generating personal business profit, concluding that no conflict of interest existed. This determination raised significant governance and ethical concerns and undermined public confidence in the integrity of the City's decision-making process.

Beyond these matters, the city has received numerous internal and external complaints regarding unresponsiveness, prolonged delays, and repeated failures to meet established timelines. These delays have directly resulted in financial losses, project setbacks, and increased legal costs borne by our development partners and taxpayers.

These concerns include, but are not limited to, the following:

- Repeated complaints from the Kissimmee Gateway Airport Hotel development partner regarding ongoing delays and a lack of timely legal coordination, which negatively impacted project progress and planning.

- Failures involving the Kissimmee Police Department, including the Fraternal Order of Police labor agreement not being transmitted by the City Attorney’s Office to the Finance Department. This omission resulted in delayed salary increases for sworn officers, occurring just prior to the Christmas holiday and causing significant hardship and frustration among personnel.
- Significant delays in the Live Local Act development with Alliance Companies at Lakeside Estates, which not only disrupted the developer’s project timeline but also forced the City to incur additional outside legal expenses as a direct result of internal inaction.
- Additionally, during the December 16, 2025, City Commission meeting, under Agenda Item 7D concerning the Lakeside Fire Station and Durbin Park Community Center contract, I requested legal guidance. The response provided was, “This is your meeting.” That statement reflected a failure to fulfill the professional and contractual obligations owed to the Commission and to the residents of this City, particularly at a time when legal counsel was both necessary and appropriate. While technically true, this response falls short of the professional support and procedural guidance that should be provided by the board’s legal and parliamentary advisor.
- Further concerns include the City Attorney’s failure to notify the Commission of scheduled absences, vacations, or any delegation of authority. This lack of communication has created gaps in legal oversight and compromised the continuity of operations, exposing the City to unnecessary risk.
- More recently, matters involving the Kissimmee Police Department have escalated. The City Attorney failed to provide appropriate guidance and support to our newly appointed Police Chief during a critical period of transition. In addition, during our routine briefing prior to a commission meeting, the City Attorney made personal and disparaging remarks that I found to be unprofessional, inappropriate, and inconsistent with the standards of conduct expected of the City’s chief legal officer. “You are going to take his side, a chief that just got here a few months ago over us, over me, that has been here 11 years?” ... This underscores the city attorney’s inability to remain unbiased because of the brief tenure of our newly appointed chief. Amongst other comments made at that specific meeting.
- Additionally, the quality of communication and preparation from legal counsel has been consistently inadequate. Scripts that are meant to ensure orderly, precise, and procedurally sound meetings have been flawed on at least five separate occasions. These errors have included omitted agenda items, duplicated language from prior scripts, and inaccurate or incomplete procedural guidance. Such mistakes demonstrate a lack of attention to detail and professional diligence. They are not minor oversights; they directly undermine the integrity and flow of our meetings. As Chair, this places me in an unnecessarily difficult and embarrassing position, compromising my ability to lead meetings with the level of confidence,

order, and professionalism that our residents and fellow commissioners rightfully expect.

Compounding these issues was the failure to properly manage and advise the City on a federally governed statutory process, thereby placing the City at unnecessary and avoidable legal risk.

Most troubling is a recent credible allegation involving the unauthorized distribution of City documents to members of the media without approval, allegedly for personal benefit and in a manner that caused reputational harm to the City of Kissimmee. If substantiated, such conduct would constitute a serious violation of city policy, **professional ethical standards**, and the fundamental trust placed in the City's Chief Legal Officer.

Taken collectively, the repeated failures in legal judgment, ineffective departmental management, excessive reliance on outside counsel, breakdowns in responsiveness, significant governance and ethical concerns, and the alleged unauthorized release of confidential City records have led me to lose confidence in the City Attorney's ability to effectively, ethically, and competently fulfill the duties of her office.

These matters reflect not isolated errors, but a sustained pattern of conduct that exposes the City to legal, financial, and reputational risk and undermines the integrity of our governance process.

Additionally, I have documented several of the concerns outlined herein through my most recent Public Records request and the findings obtained as a result of that review. These records substantiate the issues I have raised. I am prepared to provide all supporting documentation upon request.

I do not make this statement lightly. Serving as Mayor requires making difficult decisions, especially when they involve senior leadership. However, my foremost responsibility is to protect the integrity of our government, preserve the trust of our residents, ensure the proper stewardship of taxpayer dollars, and uphold the professional operation of this organization.

For these reasons, I believe it is in the best interest of the City of Kissimmee to move in a new direction.

This communication is submitted for the confidential review of outside legal counsel retained to advise the City on an appropriate, lawful, and orderly exit strategy.

Respectfully,

Jackie Espinosa  
Kissimmee Mayor

## EXHIBIT E

### SunBiz Corporate Records: Espinosa Family Entities

Source: Florida Division of Corporations (sunbiz.org)

All filings are publicly available at <https://search.sunbiz.org/Inquiry/CorporationSearch/ByDocumentNumber> using the document numbers below.

Entity	Document #	Filed	Status
Adanse LLC	L20000074454	03/06/2020	Active
Kissimmee Diner Inc.	P17000074426	09/07/2017	Active
The Real Estate Gallery LLC	L13000145620	10/16/2013	Active
FL Mortgage Professionals LLC	L16000038907	02/24/2016	Vol. dissolved 01/22/2025
Adanse Production Corp	P17000017058	02/21/2017	Admin dissolved 09/28/2018
All Family Resource Center Service Inc.	N21000007153	06/14/2021	Admin dissolved 09/22/2023

#### **E.1 Adanse LLC (L20000074454)**

Managers listed as Eva J Espinosa and Jorge E Espinosa. Principal address: 17-19 Broadway. Filed March 6, 2020 — nearly three years after the “02/2017” formation date sworn on the BOOST application affidavit.

#### **E.2 Adanse Production Corp (P17000017058)**

A separate, legally distinct entity. Filed February 21, 2017. Administratively dissolved September 28, 2018. Listed on the mayor’s 2024 Form 1 as a current income source despite having been dissolved for over six years.

#### **E.3 The Real Estate Gallery LLC (L13000145620)**

Active since October 2013. Principal address: 120 Broadway Suite 201. Manager: Jorge E Espinosa. **Not disclosed on the mayor’s 2024 Form 1** despite over a decade of operation from the mayor’s building and receipt of a \$15,000 BOOST grant.

#### **E.4 FL Mortgage Professionals LLC (L16000038907)**

Voluntarily dissolved January 22, 2025. Dissolution signed by Eva Jacquelyn Espinosa. Held the highest tangible personal property value (\$12,998) in the 120 Broadway building. Not disclosed on the 2024 Form 1 despite being active throughout the disclosure period.

#### **E.5 All Family Resource Center Service, Inc. (N21000007153)**

Predecessor nonprofit to All Family Resource Ctr., LLC (\$10,000 BOOST grant, Case 31171). Officers listed on the formation filing: Executive President Debra Rosado; **Secretary Eva J. Espinosa** (120 Broadway Ave Suite 204). Principal address is the mayor's commercial property. Administratively dissolved September 22, 2023.

## **EXHIBIT F**

### **Mayor's 2024 Form 1 Financial Disclosure**

Source: Florida Board of Ethics ([disclosure.floridaethics.gov](https://disclosure.floridaethics.gov))

The mayor's 2024 Form 1 financial disclosure (filed June 30, 2025) contains the following relevant entries:

#### **F.1 Disclosed Primary Income Sources**

- 1) City of Kissimmee Mayor (101 Church Street)
- 2) Adanse Productions dba Chandeliers Ballroom & Event Center (19 Broadway)
- 3) Kissimmee Diner dba Matador Tacos and Tapas Bar (120 Broadway)
- 4) Plaza Espinosa dba 120 Broadway (120 Broadway) — Property Manager

#### **F.2 Disclosed Business Interest**

Kissimmee Diner aka Matador Tacos & Tapas — Vice President, more than 5% ownership

The complete Form 1 is publicly available at <https://disclosure.floridaethics.gov/PublicSearch/Filings> (search: Eva Jacquelyn Espinosa, 2024 filing, 5 pages).

# EXHIBIT G

## Property Appraiser Records 120 Broadway Avenue and 17 Broadway

Source: Osceola County Property Appraiser

<b>120 Broadway Avenue</b>	<b>17 Broadway</b>
Parcel: 22-25-29-2170-0019-0010	Parcel: 22-25-29-2170-0010-0070
Owner: Espinosa Jorge E & Espinosa Eva J	Owner: Espinosa Family Trust (Jorge E TR, Eva J TR)
Tax District: 200 (Kissimmee)	Tax District: 200 (Kissimmee)
Type: Multi-Story Office Building	Type: Retail Strip Center
Sq Ft: 12,502	Sq Ft: 7,591
Ownership: Personal	Ownership: Family Trust

120 Broadway and 17 Broadway are separate parcels. 120 Broadway is owned personally by the mayor and her husband. 17 Broadway (which includes 19 Broadway, the location of Adanse LLC / Chandeliers Ballroom) is held in the Espinosa Family Trust. Jorge E. Espinosa and Eva J. Espinosa are the trustees of the Espinosa Family Trust.

Property records are publicly available through the Osceola County Property Appraiser at <https://search.property-appraiser.org/Search/MainSearch> using the parcel numbers above.

### G.1 Deed Records

The following deed documents were submitted as part of the BOOST 2.0 grant applications (PRR2025-1610).

\* Prepared by:  
Tammy M. Dowers  
Fidelity Land Title & Escrow  
908 Mabbette Street  
Kissimmee, Florida 34741  
File Number: F04-1136

LARRY WHALEY 2P  
OSCEOLA COUNTY, FLORIDA  
CLERK OF CIRCUIT COURT  
CL 2004084968 OR 2498/2784  
HLG Date 04/29/2004 Time 14:28:06  
DOC STAMPS: 6,825.00

General Warranty Deed

Made this April 28, 2004 A.D. By Richard T. Pearce, a married man and George Y. Ganeko, Jr., a married man, 92-990 Puanihii St., Kapolei, HI 96707-1323, hereinafter called the grantor, to Jorge E. Espinosa and Eva J. Espinosa, husband and wife, whose post office address is: 14136 Vasconia Ct., Orlando, Florida 32837 hereinafter called the grantee:

(Whenever used herein the term "grantor" and "grantee" include all the parties to this instrument and the heirs, legal representatives and assigns of individuals, and the successors and assigns of corporations)

Witnesseth, that the grantor, for and in consideration of the sum of Ten Dollars, (\$10.00) and other valuable considerations, receipt whereof is hereby acknowledged, hereby grants, bargains, sells, aliens, remises, releases, conveys and confirms unto the grantee, all that certain land situate in Osceola County, Florida, viz:

See Attached Schedule A

Said property is not the homestead of the Grantor(s) under the laws and constitution of the State of Florida in that neither Grantor(s) or any members of the household of Grantor(s) reside thereon.

Parcel ID Number: 222529217000190010

Together with all the tenements, hereditaments and appurtenances thereto belonging or in anywise appertaining.

To Have and to Hold the same in fee simple forever.

And the grantor hereby covenants with said grantee that the grantor is lawfully seized of said land in fee simple; that the grantor has good right and lawful authority to sell and convey said land; that the grantor hereby fully warrants the title to said land and will defend the same against the lawful claims of all persons whomsoever; and that said land is free of all encumbrances except taxes accruing subsequent to December 31, 2003

In Witness Whereof the said grantor has signed and sealed these presents the day and year first above written.

Signed, sealed and delivered in our presence:

Rhonda L. Lipke  
Witness Printed Name: Rhonda Lipke

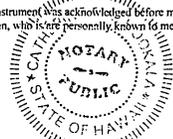
Stephanie Durkin  
Witness Printed Name: Stephanie Durkin

Richard T. Pearce (Seal)  
Richard T. Pearce  
Address: 92-990 Puanihii St., Kapolei, HI 96707-1323

George Y. Ganeko, Jr. (Seal)  
George Y. Ganeko, Jr.  
Address: 2174 Kaimo Middle Rd., Pearl City, HI 96782

State of Hawaii  
County of Honolulu

The foregoing instrument was acknowledged before me this April 28, 2004, by Richard T. Pearce, a married man and George Y. Ganeko, Jr., a married man, who is personally known to me or who has produced \_\_\_\_\_ as identification.



Catherine D. K. Hookala  
Notary Public  
Print Name: Catherine D. K. Hookala  
My Commission Expires: Commission Expires: 8-26-05

DEED Individual Warranty Deed with Non-Homestead Legal on Schedule A  
Closer's Choice

Prepared by & Return To:  
Jazmin Vazquez-Rolon  
Simply Title, LLC  
323 Pleasant Street  
Kissimmee, FL 34741

## AFFIDAVIT OF CERTIFICATION OF TRUST

*Florida Statute §736.1017*

BEFORE ME, personally appeared, **Jorge E. Espinosa and Eva J. Espinosa, Husband and Wife, Individually and as Trustees, under Espinosa Family Trust dated March 25<sup>th</sup>, 2023**, and who, being duly sworn does, swear, and certify on this 10th day of May 2024 as follows:

1. Affiants are over 18 years of age and have personal knowledge of the facts stated herein this Affidavit of Certification of Trust.

2. Affiants hereby certify that Affiants have read the full facts of this Affidavit of Certification of Trust and fully understand its context.

Affiants are (the "Trustees") under that unrecorded Espinosa Family Trust dated March 25th, 2023 (the "Trust").

1. The Trust was executed on March 25<sup>th</sup>, 2023, and is valid, in good standing, and currently exists.

2. The Settlor(s) of the Trust are Jorge E. Espinosa and Eva J. Espinosa as Trustees.

3. The current name(s) and address(es) of the current trustee(s) is/are Jorge E. Espinosa and Eva J. Espinosa who resides at [REDACTED] Current [REDACTED] Kissimmee, FL 34741.

4. The Trustee is the owner of and has the power to sell, refinance, convey, purchase, encumber all real property owned by the Trust pursuant to the portions of the Trust attached here as and made a part hereof by reference.

**BEGINNING AT THE NORTH CORNER OF LOT 7, BLOCK 10, OF THE SOUTH FLORIDA RAILROAD COMPANY'S PLOT OF THE TOWN OF KISSIMMEE CITY, ACCORDING TO THE PLAT THEREOF AS RECORDED IN PLAT BOOK A, PAGE 3, OF THE PUBLIC RECORDS OF OSCEOLA COUNTY, FLORIDA, AND RUN THENCE IN A SOUTHEASTERLY DIRECTION ALONG THE NORTHEAST BOUNDARY OF SAID LOT TO BROADWAY STREET; THENCE IN A SOUTHWESTERLY DIRECTION ALONG SAID BROADWAY STREET 50 FEET; THENCE NORTH 47 DEGREES WEST TO STEWART AVENUE; THENCE NORTH ALONG STEWART AVENUE TO THE POINT OF BEGINNING. SAID LAND BEING THE MOST NORTHEASTERLY 50 FEET OF LOT 7, BLOCK 10 OF SOUTH FLORIDA RAILROAD COMPANY'S PLOT OF THE TOWN OF KISSIMMEE CITY.**

1

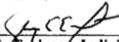
Recorded in Osceola County, FL KELVIN SOTO, ESQ., CLERK OF COURT 08/05/2024 09:23:49 AM RECEIPT # 2940708  
Rec Fees 18.50 EXTRA NAMES  
CFN# 2024100825 BK 6644 PG 1265 PAGE 1 OF 2

5. The Trust has not been revoked in any manner that would cause the representations contained in this Affidavit of Certification of Trust to be incorrect.

6. That this Affidavit is made for the purpose of inducing Simply Title, LLC and WFG National Title Insurance Company to issue a title insurance policy in connection with the Property described herein.

7. Affiants are familiar with the nature of an oath and with the penalties as provided by the laws of the State of Florida aforesaid for falsely swearing to statements made in an instrument of this nature.

**FURTHER AFFIANT SAYETH NOT.**

  
\_\_\_\_\_  
**Jorge E. Espinoza Individually and as Trustee, under  
Espinoza Family Trust dated March 25<sup>th</sup>, 2023.**

  
\_\_\_\_\_  
**Eva J. Espinoza Individually and as Trustee, under  
Espinoza Family Trust dated March 25<sup>th</sup>, 2023.**

State of Florida  
County of Osceola

The foregoing instrument was sworn to and subscribed before me by means of  physical presence or  online notarization, this 10th day of May, 2024 by **Jorge E. Espinoza and Eva J. Espinoza, Husband and Wife, Individually and as Trustees, under Espinoza Family Trust dated March 25<sup>th</sup>, 2023**, who  are personally known or  have produced driver licenses as identification.

[Seal]



  
\_\_\_\_\_  
Notary Public  
Print Name: \_\_\_\_\_  
My Commission Expires: \_\_\_\_\_

## Public Records Exemptions

Enclosed please find a copy of the response documents for your public records request. The following information is provided to explain the process employed to review and produce the response documents.

Reason	Description	Pages
Current Commissioner's Partial Home Address / Telephone Numbers	F.S. 119.071(4)(d)(2)(z): The partial home addresses and telephone numbers of Public Officers are exempt. "Public Officer" means the Governor, Lt. Governor, the elected State Cabinet Members (the Chief Financial Officer, Attorney General, and Agriculture Commissioner), and elected state and local officials (state representatives and senators, the county property appraiser, the county supervisor of elections, the school superintendent, school board members, and any mayor, city commissioner, or county commissioner). "Partial home address" means the physical address, mailing address, street address, parcel identification number, plot identification number, legal property description, neighborhood name and lot number, GPS coordinates, and any other descriptive property information that may reveal the partial home address, except the city and zip code.	1

## EXHIBIT H

### Campaign Finance Records: Espinosa Political Network

Source: Osceola County Supervisor of Elections

The following records are from Mayor Espinosa's 2024 mayoral campaign filing, publicly available through the Osceola County Supervisor of Elections at <https://voteosceola.gov>. Campaign finance reports can be accessed through the VoterFocus system (candidate account ca=594).

#### H.1 Mai Solutions LLC

Date	Amount	Type	Description
Dec 26, 2023	\$500	Expenditure	"Campaign consultant." Payee: Mai Solutions, 120 Broadway Suite 304. Mai Solutions is operated by Cortnie Fetzer, the wife of Jeremy Fetzer.

#### H.2 Wanda Roman

Date	Amount	Type	Description
May 2, 2023	\$400	In-kind contribution	"Merchandise for campaign." Wanda Roman, 120 Viola Street, Kissimmee. Business owner.
Apr 30, 2024	\$700	Contribution	Wanda and Rolando Ivette Roman Pizarro, 120 Viola Street, Kissimmee. Listed as "entrepreneur."

The Mayor's campaign also paid WR The Embroidery for campaign materials:

Date	Amount	Type	Description
Jun 26, 2024	\$185.79	In-kind contribution	WR Embroidery, 17 B Broadway. "smallbusiness."
Sep 30, 2024	\$330.00	Expenditure	WR Embroidery, 17B Broadway. "Print material and shirts."
Oct 21, 2024	\$250.00	Expenditure	WR Embroidery, 17B Broadway. "Volunteer shirts."

Oct 28, 2024	\$74.20	Expenditure	WR Embroidery, 17 Broadway Suite C. "shirts."
Nov 12, 2024	\$200.00	Expenditure	WR Embroidery, 17B Broadway. "car magnets."
Nov 19, 2024	\$250.00	Expenditure	WR Embroidery, 17B Broadway. "signs."
Dec 24, 2024	\$100.00	Expenditure	WR Embroidery, 17B Broadway. "tshirts volunteers."

Wanda Roman owns WR The Embroidery and Printshop Outlet (17 Broadway Suite B, an Espinosa Family Trust property), which received a \$10,000 BOOST grant (Case 31082). Roman is simultaneously a multi-cycle campaign donor, paid campaign vendor, BOOST grant recipient, and Espinosa tenant. She is currently running for City Commission Seat 2 in the 2026 election.

### H.3 Commissioner Noel Ortiz

Date	Amount	Type	Description
Oct 28, 2024	\$500	Loan	Noel Ortiz, 3000 Laurel Park Ln, Kissimmee. Listed as "Candidate."

Commissioner Ortiz loaned the Mayor's campaign \$500 six days before the November 2024 election. On February 3, 2026, Ortiz immediately seconded the Mayor's unagended motion to terminate the City Attorney.

### H.4 Mayor's Own Businesses

The Mayor's family businesses contributed over \$6,100 to her mayoral campaign. These same entities later applied for and received \$50,000 in BOOST 2.0 grants from the city she governs.

Date	Amount	Type	Description
Apr 19, 2023	\$450	In-kind	The Vault by Adanse, 17 Broadway.
May 9, 2023	\$200	Check	Adanse, 19 Broadway.
May 9, 2023	\$500	Check	The Real Estate Gallery, 120 Broadway Suite 201.
May 9, 2023	\$500	Check	Kissimmee Diner, 120 Broadway Suite 103.
May 9, 2023	\$300	Check	Florida Mtg Professionals, 120 Broadway Suite 202.

Jun 21, 2023	\$292.36	In-kind	Kissimmee Diner, 120 Broadway Suite 103. "restaurant."
Jun 27, 2024	\$280	In-kind	The Mortgage Gallery, 120 Broadway.
Jul 26, 2024	\$179.76	In-kind	Florida Mortgage Pros, 120 Broadway Suite 202.
Sep 20, 2024	\$1,000	Check	Adanse LLC, 19 Broadway.
Sep 20, 2024	\$1,000	Check	The Real Estate Gallery, 120 Broadway Suite 201.
Sep 20, 2024	\$129.55	In-kind	Eva Jacquelyn Matador Restaurant, 120 Broadway Suite 103.

### **H.5 La Voz Florida Inc. (N22000013189)**

La Voz Florida is a nonprofit corporation registered at 120 Broadway Suite 201. The Mayor served as President from its founding in November 2022 through 2024, signing the 2024 annual report as "Owner." In April 2025, the officers were restructured: the Mayor and her husband were removed and replaced with Edison Denizard-Velez (President) and Wanda Roman (Pastor), while the Mayor's daughter Jailene Espinosa remained as Secretary.

<b>Date</b>	<b>Amount</b>	<b>Type</b>	<b>Description</b>
Apr 25, 2023	\$1,000	Check	La Voz Florida, 120 Broadway. Listed as "politicalcommittee." The Mayor was President of this entity at the time of this donation.
Mar 29, 2024	\$50	Check	La Voz Florida, 27 Broadway. Listed as "smallbusinesspartner."

### **H.6 Jeremy Fetzer and Priority Strategies**

Fetzer is a campaign consultant and head of a political committee called People Over Politics, which worked for Espinosa's campaign. (WESH 2, "Kissimmee mayor linked to alleged ghost candidate scheme".) Fetzer's listed address, 19a Broadway, is the Espinosa Family Trust property.

From Mayor Espinosa's 2022 county commission campaign filing (VoterFocus ca=481):

<b>Date</b>	<b>Amount</b>	<b>Type</b>	<b>Description</b>
Jul 27, 2022	\$350	In-kind contribution	"Social media contribution." Jeremy Fetzer, 19a Broadway,

			Kissimmee. Listed as “retired vet.”
Aug 11, 2022	\$750	In-kind contribution	“Social media.” Jeremy Fetzzer, 19a Broadway, Kissimmee. Listed as “self employed.”

# EXHIBIT I

## Email Evidence

Source: PRR2026-71 / PRR2026-183 / PRR2026-188 / PRR2025-1750

### I.1 City Attorney to Mayor (12:38 PM)

**From:** Olga Sanchez de Fuentes <OLGA.SANCHEZDEFUENTES@kissimmee.gov>  
**To:** Mike Steigerwald <MIKE.STEIGERWALD@kissimmee.gov>; Jackie Espinosa <Jackie.Espinosa@kissimmee.gov>  
**CC:** Marisela Roura <Marisela.Roura@kissimmee.gov>  
**Date:** December 5, 2025, 12:38 PM

**Subject:** CEO grant is a prohibited contractual relationship

Hello—

Here are a few ethics opinions regarding receipt of grant funding from one's own agency, which can create a prohibited, conflicting contractual relationship between the officer or employee.

Opinions::Commission on Ethics Opinions::2012::CEO 12-14  
<https://sb.flleg.gov/nxt/gateway.dll/Opinions/ceo/2012/ceo%2012-014.htm>

Opinions::Commission on Ethics Opinions::1990::CEO 90-76  
<https://sb.flleg.gov/nxt/gateway.dll/Opinions/ceo/1990/ceo%2090-076.htm>

Opinions::Commission on Ethics Opinions::1977::CEO 77-65  
<https://sb.flleg.gov/nxt/gateway.dll/Opinions/ceo/1977/ceo%2077-065.htm>

Please let me know if you would like to set up a meeting to discuss.

Thank you,

Olga

### I.2 Mayor's Response (12:49 PM, 11 minutes later, reply to City Attorney only)

**From:** Jackie Espinosa <Jackie.Espinosa@kissimmee.gov>  
**To:** Olga Sanchez de Fuentes <OLGA.SANCHEZDEFUENTES@kissimmee.gov>  
**Date:** December 5, 2025, 12:49 PM

**Subject:** Re: CEO grant is a prohibited contractual relationship

Ok, let's set up a meeting to break this down.

Jackie  
Sent from my iPad

*Note: The mayor's reply dropped Steigerwald and Roura from the thread, replying only to the City Attorney.*

### **I.3 Mayor Forwards Ethics Warning to Jeremy Fetzer (December 5, 2025)**

The same day she received the ethics warning, the mayor forwarded the entire email chain, including the three CEO opinions, to Jeremy Fetzer at prioritystrategies@gmail.com. Fetzer is a political consultant with no city role.

**From:** Jackie Espinosa <Jackie.Espinosa@kissimmee.gov>  
**To:** Jeremy Fetzer <prioritystrategies@gmail.com>  
**Date:** December 5, 2025

**Subject:** Fwd: CEO grant is a prohibited contractual relationship

Begin forwarded message:

**From:** Jackie Espinosa  
**Date:** December 5, 2025 at 12:49:39 PM EST  
**To:** Olga Sanchez de Fuentes  
**Subject:** Re: CEO grant is a prohibited contractual relationship

Ok, let's set up a meeting to break this down.

Jackie

Sent from my iPad

*Source: PRR2025-1750*

### **I.4 City Attorney to Economic Development Director (December 8, 2025)**

**From:** Olga Sanchez de Fuentes  
**To:** David Rodriguez (Economic Development Director)  
**Date:** December 8, 2025  
**Subject:** RE: COVID Business Boost Grants

Please let me know if any elected officials or city employees apply for any grants. I didn't know until last week that the Mayor got a grant through the business boost program.

Commission on Ethics opinions state that a prohibited conflict of interest would be created when a City Commissioner receives grant money from the City, which is a violation of F.S. 112.313(7)(a), conflicting employment or contractual relationship.

This came to light after a citizen posted on Facebook, stating she had violated ethics laws.

I have discussed this with her, and she disagrees and will fight any ethics complaint filed against her. She had thought that Felix had received a grant when he was a City Commissioner, but it looks like he didn't. I do remember him wanting to get a facade grant and advising him that he could not apply as a City official.

*Source: "COVID Business Boost Grants (4).msg" from PRR2026-71.*

## **I.5 City Attorney Requests Mayor's Grant Files (December 14, 2025)**

**From:** Olga Sanchez de Fuentes <OLGA.SANCHEZDEFUENTES@kissimmee.gov>

**To:** David Rodriguez <David.Rodriguez@kissimmee.gov>

**Date:** December 14, 2025, 12:43 PM

**Subject:** Re: COVID Business Boost Grants

David,

Please provide me all the documents related to the Mayor's receipt of business boost grants.

Thank you! Olga

*Source: PRR2026-71 (forwarded to personal email January 7, 2026)*

## **I.6 Economic Development Director Identifies Mayor's Grants (December 15, 2025)**

**From:** David Rodriguez <David.Rodriguez@kissimmee.gov>

**To:** Olga Sanchez de Fuentes <OLGA.SANCHEZDEFUENTES@kissimmee.gov>

**Date:** December 15, 2025, 11:17 AM

**Subject:** RE: COVID Business Boost Grants

Good morning Olga,

These three grants are associated with the Mayor:

Adanse LLC (EIN 815422336)

Owner: Eva Espinosa (100%)

Kissimmee Diner dba Matador (EIN 822705582)

Owner: Jorge Espinosa (100%)

The Real Estate Gallery LLC (EIN 464903554)

Owner: Jorge Espinosa (100%)

Because of size, I will send the documents in separate emails.

*Source: PRR2026-71 (forwarded to personal email January 7, 2026)*

*Source: "COVID Business Boost Grants (4).msg" from PRR2026-71, forwarded by the City Attorney to her personal email on January 7, 2026.*

## **I.7 City Attorney Confirms No Legal Review of BOOST Program (January 7, 2026)**

The following email chain documents the City Attorney's investigation into how the BOOST grants were administered. The City Attorney confirmed that her office was never consulted on the program's design, did not review the application template, did not review individual applications, and did not draft grant agreements.

**From:** Olga Sanchez de Fuentes <OLGA.SANCHEZDEFUENTES@kissimmee.gov>

**To:** Tavia Ritchie <Tavia.Ritchie@kissimmee.gov>

**CC:** Kalanit Oded <KALANIT.ODED@kissimmee.gov>

**Date:** January 7, 2026, 3:09 PM

**Subject:** RE: COVID Business Boost Grants

I don't know how these were paid. I know that we were not asked to look at the template for the applications, nor the applications themselves, and we did not draft an agreement for the grant recipients.

Seems that the grant recipients were required to sign anything to receive the funding. Not sure whether this complies with the Federal Rules governing ARPA funds.

*Source: PRR2026-71*

**From:** Olga Sanchez de Fuentes <OLGA.SANCHEZDEFUENTES@kissimmee.gov>

**To:** Tavia Ritchie <Tavia.Ritchie@kissimmee.gov>

**CC:** Kalanit Oded <KALANIT.ODED@kissimmee.gov>

**Date:** January 7, 2026, 3:31 PM

**Subject:** RE: COVID Business Boost Grants

Sorry – they were NOT required.

Source: PRR2026-71

The earlier portion of the thread establishes the context. On December 14, 2025, the City Attorney emailed Finance Director Tavia Ritchie:

**From:** Olga Sanchez de Fuentes <OLGA.SANCHEZDEFUENTES@kissimmee.gov>

**To:** Tavia Ritchie <Tavia.Ritchie@kissimmee.gov>

**Date:** December 14, 2025, 11:20 AM

**Subject:** Re: COVID Business Boost Grants

Just wanted to bring this matter to your attention. I don't know what process finance uses to vet the grant payments.

In the future, any grant payouts to elected officials and/or employees should be flagged and reviewed to ensure they comply with ethics laws.

Source: PRR2026-71

Source: "COVID Business Boost Grants.msg" through "(3).msg" from PRR2026-71.

## **I.8 Speedy Tires: Mayor Directing Development Services**

**From:** Jackie Espinosa

**To:** Samia Singleton <SAMIA.SINGLETON@kissimmee.gov>

**Date:** April 29, 2025, 8:31 PM

**Subject:** Speedy Tires 211 East Vine street

I would like to set up an appointment with this property owner and you to discuss future development probabilities for his lot.

Let me know your availability please.

Jackie

Get Outlook for iOS

Source: PRR2026-188

## I.9 Code Enforcement Intervention

**From:** Jackie Espinosa  
**To:** Craig Holland <CRAIG.HOLLAND@kissimmee.gov>  
**Date:** February 5, 2025, 11:04 PM  
**Subject:** Fwd: Notice of Violation Case \# CE-25-00429

Hello Craig,  
Please check this out.  
Thanks Jackie

Sent from my iPad

Source: PRR2026-188

## I.10 Fetzer Grant Notification Tip and City Manager Response (December 2-3, 2025)

**From:** Jeremy Fetzer <prioritystrategies@gmail.com>  
**To:** Jackie Espinosa <Jackie.Espinosa@kissimmee.gov>; Mike Steigerwald <MIKE.STEIGERWALD@kissimmee.gov>  
**Date:** December 2, 2025, 8:54 PM  
**Subject:** FYI

Good evening,

Hey I spoke with John Field's who was awarded the Business Boost 2.0 grant which is awesome. The one area of concern, in the notification email it was a blanket mass email to all applicants but instead of BCCing the recipients, the economic development team left the applicant names in the TO portion for everyone to see who was awarded.

I don't think this broke any statute as these grant awardee names would be subject to public records request, I would have hoped they would use more discretion in the future notifications.

Source: PRR2025-1750

The mayor forwarded Fetzer's email to the City Manager, adding: "He was not happy about 'everyone' knowing. I heard about it also. Thanks for the heads up."

**From:** Mike Steigerwald <MIKE.STEIGERWALD@kissimmee.gov>  
**To:** Jackie Espinosa <Jackie.Espinosa@kissimmee.gov>; Jeremy Fetzer <prioritys-

trategies@gmail.com>

**Date:** December 3, 2025, 9:16 AM

**Subject:** Re: FYI

Thanks for the heads up guys, I've spoken to David about making sure that his staff sends these out as blind copies in the future.

Source: PRR2025-1750

## **I.11 Fetzer Marketing Proposal and Mayor's Intervention (December 2, 2025)**

On December 2, 2025, Jeremy Fetzer submitted an unsolicited marketing proposal to the City Manager and the mayor. The City Manager informed Fetzer that a firm had already been selected. Fetzer pushed back, and the mayor intervened.

**From:** Jeremy Fetzer <prioritystrategies@gmail.com>

**To:** Mike Steigerwald <MIKE.STEIGERWALD@kissimmee.gov>

**CC:** Jackie Espinosa <Jackie.Espinosa@kissimmee.gov>

**Date:** December 2, 2025, 11:39 AM

**Subject:** Submission of Proposal for Business Boost 2.0 Marketing Services

Dear City Manager Steigerwald and Mayor Espinosa,

Happy Tuesday and I hope you are both doing well. I am reaching out to formally share our proposal for marketing services in support of the Commission-approved Business Boost 2.0 program. Priority Strategies has a strong background in helping local businesses enhance their visibility, improve customer engagement, and strengthen their digital presence. [...]

We are excited for the opportunity to partner with the City of Kissimmee to provide tailored marketing services.

Source: PRR2025-1750

**From:** Mike Steigerwald <MIKE.STEIGERWALD@kissimmee.gov>

**To:** Jeremy Fetzer <prioritystrategies@gmail.com>

**CC:** Jackie Espinosa <Jackie.Espinosa@kissimmee.gov>

**Date:** December 2, 2025, 2:20 PM

**Subject:** Re: Submission of Proposal for Business Boost 2.0 Marketing Services

I believe that Economic Development already selected a firm to handle this work, but let me verify.

Source: PRR2025-1750

**From:** Jeremy Fetzer <prioritystrategies@gmail.com>  
**To:** Mike Steigerwald <MIKE.STEIGERWALD@kissimmee.gov>  
**CC:** Jackie Espinosa <Jackie.Espinosa@kissimmee.gov>  
**Date:** December 2, 2025, 2:26 PM

**Subject:** Re: Submission of Proposal for Business Boost 2.0 Marketing Services

Did that go out for RFP and to the Commission for approval? I don't remember that on an agenda.

Source: PRR2025-1750

**From:** Mike Steigerwald <MIKE.STEIGERWALD@kissimmee.gov>  
**To:** Jeremy Fetzer <prioritystrategies@gmail.com>  
**CC:** Jackie Espinosa <Jackie.Espinosa@kissimmee.gov>  
**Date:** December 2, 2025, 2:33 PM

**Subject:** Re: Submission of Proposal for Business Boost 2.0 Marketing Services

I believe the contract would be well under my approval authority so it wouldn't go to the commission.

Source: PRR2025-1750

**From:** Jeremy Fetzer <prioritystrategies@gmail.com>  
**To:** Mike Steigerwald <MIKE.STEIGERWALD@kissimmee.gov>  
**CC:** Jackie Espinosa <Jackie.Espinosa@kissimmee.gov>  
**Date:** December 2, 2025, 2:40 PM

**Subject:** Re: Submission of Proposal for Business Boost 2.0 Marketing Services

wasn't it for \$200k available?

Source: PRR2025-1750

**From:** Jackie Espinosa <Jackie.Espinosa@kissimmee.gov>  
**To:** Mike Steigerwald <MIKE.STEIGERWALD@kissimmee.gov>  
**CC:** Jeremy Fetzer <prioritystrategies@gmail.com>  
**Date:** December 2, 2025

**Subject:** Re: Submission of Proposal for Business Boost 2.0 Marketing Services

Mike, Let's review the opportunities here for the marketing portion of our project.  
Jeremy, Give me the opportunity to discuss this further with Mike.

Jackie

Sent from my iPad

*Source: PRR2025-1750*

### **I.12 Mayor's Strategic Planning Questionnaire (December 3, 2025)**

The mayor emailed this completed "Background Questions for 2026" questionnaire (for the Lyle Sumek Associates strategic planning workshop) to sumekasoc@gmail.com and City Manager Steigerwald on December 3, 2025, from her personal email info@jackieespinoza.com. In it she described the BOOST 2.0 program as her personal accomplishment and described conducting personal outreach to business owners.

**From:** Jackie Espinosa <info@jackieespinosa.com>  
**Subject:** MAYOR - Kissimmee 260103 Prep Questionnaire for MCC 11-29-25.docx.doc  
**To:** Jackie Espinosa <jackie.espinosa@kissimmee.gov>  
**Sent:** December 3, 2025 5:07 AM (UTC+00:00)  
**Attached:** MAYOR - Kissimmee 260103 Prep Questionnaire for MCC 11-29-25.docx.doc

**EXTERNAL EMAIL:** This email originated from outside of the organization. DO NOT REPLY, CLICK LINKS, or OPEN ATTACHMENTS unless you recognize the sender and know the content is safe

# BACKGROUND QUESTIONS FOR 2026

## Mayor and Commission

### City of Kissimmee

#### January 2026

1. **What are major successes for the City of Kissimmee during 2025?**
  - Approval of (3) new hotels and convention center in the downtown CRA
  - Approval of new Vine Street CRA Redevelopment Plan – potential \$5B in new commercial investment opportunities in the core of the city.
  - Sale of Kmart Site
  - Hiring of our amazing new Police Chief Charles Broadway
  - Approval of new 72/24 schedule for Kissimmee Fire Department which has boosted morale and for the first time in years we are fully staffed and getting fully trained applicants ready to hit the ground running.
  - Haven On Vine becoming operational.
  
2. **What did not get accomplished during 2025 that needs to carryover to 2026?**
  - New indoor/outdoor athletic sports complex at Lancaster Ranch Park
  - Plans for Library Complex located on Dakin Ave adjacent to the new Azure Hotel and Convention Center.
  - Christmas Festival of Lights – New Main Attraction – Consulting Contract secured but destination design will be for 2026 at full context.
  - Tourism Development Tax (TDT) direct partnership with county, meeting with county never materialized.
  
3. **What are you hearing from the community:**
  - a. **Residents?** – Excited about community outreach and events. We did have some push back about the new fire fee when assessments went out which we as city need to do better at educating our residents about the positive impact their property taxes and fees provide for their family, homes and our overall community.
  
  - b. **Businesses** – Business Boost 2.0 was a critical lifeline to so many businesses. I do see an area of opportunity for our staff to be more proactive in outreach about available grants and education opportunities to our business community. During my personal outreach to local business owners, a lot of our local small businesses were not aware of the Business Boost 2.0 grant opportunity.
  
4. **Today, what are your:**
  - a. **Strengths** – Momentum, with the large commercial investments and our economic development push, we are seeing a lot of excitement from private investors and businesses wanting to come to Kissimmee.

- b. **Areas for Improvements** – speed and follow up from a staff perspective. My first meeting we approved the Business Boost 2.0 grant program, and it took almost 1 year for the program to roll out. As a government we do have statutory restrictions but, this type of program could have been rolled out within the first or second quarter of 2025.
  - c. **Threats to Your Future** – Governor and State Legislator’s move to eliminate homesteaded property taxes. This would be a tentative loss of \$3-7 million to our General Fund.
  - d. **Opportunities for Your Future** – using our economic development momentum to ensure our big projects (hotels, convention center, sports complex, Vine Street CRA redevelopment project and the Kissimmee Gateway Airport master plan) attract long term investments to bring our 2040 Vision to realization.
5. **Success for the City of Kissimmee in 2031 means:**
- a. **Community?** An increase in the family median income within our city rises by double the rate of inflation through our investments in our local economic and education opportunities that provide higher wage job opportunities.
  - b. **County?** Besides the above sentiment, our critical roadway projects across the county currently under construction are completed.
6. **What do you want to get accomplished during the next five years?**
- Attract major investments to start the beginning phases of the Vine Street CRA Redevelopment plan.
  - Completion of the (2) hotels and convention center in Historic Downtown CRA
  - Completion of sports complex at Lancaster Ranch Park.
  - Attract top tier private education high school to city that competes with Bishop Moore, First Academy, Windemere Prep, etc.
  - Completion of Broadway Streetscape.
7. **What are the major challenges for the next five years?**
- Property tax issue with the state legislature and continued attacks on Home Rule Charter. Plus, long term pension contributions not becoming an issue.
8. **What are new initiatives and opportunities for the next five years?**
- Economic Development Advisory Committee - (Business leaders, bankers, and key partners to help our big plans like the Vine Street CRA Redevelopment process be a success. Our business leaders have networks and contacts to help the plans be successful and ensure our local economy flourishes for generations to come.
  - Municipal Golf Course Redevelopment Initiative (Airport Master Plan) – create a strategic plan for this location with site specific incentives, metrics and timelines for getting the project off the ground. This will take coordination with our key partners: FAA, KUA and Toho Water.
  - Creation of Local Tourism Council (Agency) – to comply with state statute to get direct Tourism Development Tax (TDT) awards from the Osceola TDC. This will help with the marketing for our new convention center, sports complex and hotels,

**9. During 2026, what are issues, projects, topics that need to be addressed by the Mayor and Commission and the City?**

- Hotels and convention center projects are proceeding in accordance with the approved timelines.
- Creating Toho Master Plan with regards to the hotel/condo at the Toho Parking Garage plus the adjacent County property to development the residential/retail/commercial component in the heart of the historic downtown CRA.
- Move forward with the sports complex at Lancaster Ranch Park.
- Get the marketing portion of the Business Boost 2.0 plan moving forward.

**10. What are your top priorities for the next 12-18 months?**

- Hotels, Kmart Site redevelopment, convention center, and sports complex are all under construction to meet a 2028 deadline for all components to come online.
- Find suitable premier private education partner (high school)
- Municipal Golf Course redevelopment master plan approval
- Toho Square Master Plan creation and approval.

**11. What are topics that you would like to discuss during our upcoming Workshop?**

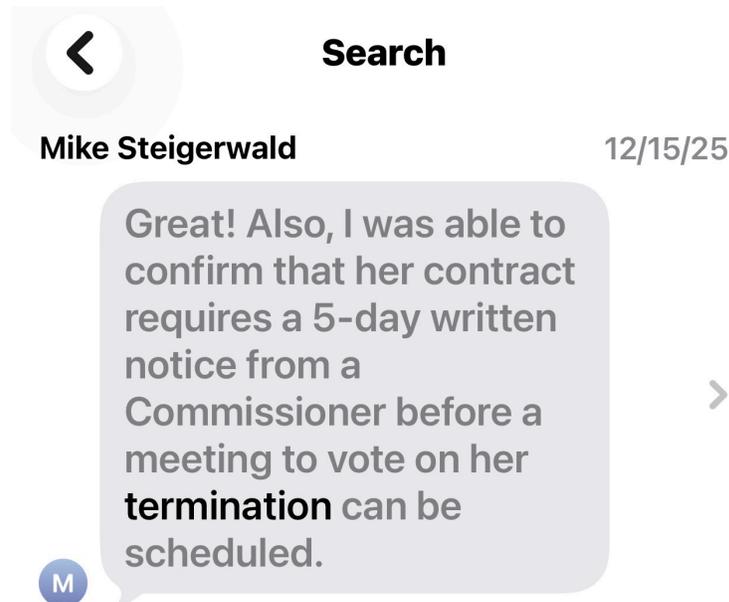
- Strategic Economic Development Plan
- Community Outreach and Communication Plan
- Property Tax Issue

**12. What suggestions do you have to enhance the effectiveness of:**

- a. Mayor and Commissioners** – Semi-Annual Strategic workshops to discuss and evaluate status of key initiatives. This will allow us to maintain proper oversight on established targeted timelines and outcomes as a commission.
  
- b. City Manager and Management Team?** – Consistent follow up and follow thru across the board on tasks and initiatives. While there are statutory restraints, when possible, we must deliver for our residents and businesses in an effective and expedited manner. Additionally, we must work on our communications with our residents and business community. From the Menorah lighting ceremony last year to Small Business Saturday this year, we are not being consistent with our outreach about events and opportunities to our community.

### **I.13 City Manager Text: Termination Procedures (December 15, 2025)**

On December 15, 2025, ten days after the ethics warning, the City Manager texted the mayor confirming the procedural requirements for terminating the City Attorney. The mayor produced this text message in response to a public records request for her text messages (PRR filed with City Clerk Tameara Crespo, January 21, 2026).



The text reads: “Great! Also, I was able to confirm that her contract requires a 5-day written notice from a Commissioner before a meeting to vote on her termination can be scheduled.”

### **I.14 WESH 2 Media Tip (December 15, 2025)**

The following email was sent by WESH 2 to City Attorney Sanchez de Fuentes on December 15, 2025, ten days after the ethics warning. The City Attorney forwarded it to her personal email on December 23, 2025, as part of her evidence preservation.

**From:** WESH NEWS Desk <news\@wesh.com>  
**To:** Olga Sanchez de Fuentes <olga.sanchezdefuentes\@kissimmee.gov>  
**Date:** December 15, 2025, 12:07 PM  
**Subject:** Media Inquiry | WESH

Good afternoon,

WESH 2 received a news tip from someone saying that during Tuesday's City Commission meeting, Mayor Jackie Espinosa is going to ask for the resignation of the city manager and city attorney.

Would you like to comment or respond to those allegations?

Thanks,

Mike Gramajo  
Assignment Editor  
WESH 2

*Source: PRR2026-71 (forwarded to personal email December 23, 2025)*

## **I.15 Commissioner Martinez: Decorum Concern (January 7, 2026)**

**From:** Janette Martinez <Janette.Martinez@kissimmee.gov>

**To:** Olga Sanchez de Fuentes <OLGA.SANCHEZDEFUENTES@kissimmee.gov>

**Date:** January 7, 2026, 8:22 AM

**Subject:** Urgent Concern Regarding Public Comment Decorum

Dear Ms. Sanchez de Fuentes,

I am writing to formally express serious concerns regarding the manner in which public comment was handled during yesterday's commission meeting.

I felt extremely uncomfortable with the restrictions placed on the constituent who approached the podium. The individual was not permitted to properly address the Commission nor allowed to reference individuals from the public, which appeared inconsistent and, frankly, unfair. The situation became awkward and embarrassing for the speaker, who seemed confused by the limitations imposed and was left struggling to communicate their point.

What is most troubling to me is the inconsistency in how decorum was enforced. While the constituent was restricted, once the meeting continued and quorum discussion resumed, commissioners themselves were allowed to speak at length about individuals, their homes, and their backgrounds. If we are setting a standard of decorum that limits what members of the public may say, I am deeply concerned about why that same standard does not apply equally to commissioners.

This raises several urgent questions for me: Does the City Charter allow for this type of selective enforcement of decorum? Are we, as a Commission, permitted to restrict public comment in this manner while allowing commissioners to engage in similar or more detailed commentary? Would the Commission on Ethics find this approach acceptable or compliant with ethical standards?

I take these concerns very seriously. Transparency, fairness, and equal application of rules are foundational to public trust, and I fear yesterday's handling of this situation undermined that trust.

Given the significance of these issues, I respectfully request prompt guidance and clarification on whether our actions were appropriate under the Charter and ethical standards, and what corrective measures, if any, should be taken moving forward.

Respectfully,  
Commissioner Janette Martinez  
City of Kissimmee

Source: PRR2026-71

## **I.16 City Attorney Response: Decorum is Unconstitutional (January 12, 2026)**

**From:** Olga Sanchez de Fuentes <OLGA.SANCHEZDEFUENTES@kissimmee.gov>

**To:** Janette Martinez <Janette.Martinez@kissimmee.gov>

**Date:** January 12, 2026

**Subject:** RE: Urgent Concern Regarding Public Comment Decorum

Dear Commissioner Martinez,

My apologies for the delayed response. I hope to provide guidance to the City Commission on decorum and on what the City Commission can and cannot restrict in public comment.

Since our code was adopted, several courts have ruled that restricting public speech when it was critical and allowing speech by those who were complimentary was unconstitutional.

Brevard Public Schools to Pay Over \$567,000 in Fees after Losing Free Speech Case

Source: PRR2026-71

*One day after this email, the mayor issued the formal termination notice.*

## **I.17 Formal Termination Notice: 39 Days After Ethics Warning**

**From:** Jackie Espinosa <Jackie.Espinosa@kissimmee.gov>

**To:** Olga Sanchez de Fuentes <OLGA.SANCHEZDEFUENTES@kissimmee.gov>

**CC:** Mike Steigerwald <MIKE.STEIGERWALD@kissimmee.gov>; Jackie Espinosa <Jackie.Espinosa@kissimmee.gov>

**Date:** January 13, 2026, 2:56 PM

**Subject:** Written Notice Pursuant to Employment Contract

January 13, 2026  
Ms. Olga Sanchez de Fuentes  
City Attorney  
City of Kissimmee  
101 Church Street  
Kissimmee, Florida 34741

Dear Ms. Sanchez de Fuentes,

This letter shall serve as formal written notice, pursuant to the requirements of your employment contract, providing notice from a member of the City Commission.

In accordance with the contractual provision requiring a minimum of five (5) days' notice prior to action, please be advised that I, Kissimmee Mayor Jackie Espinosa, intend to place an item on the agenda for the City Commission meeting scheduled for Tuesday, January 20, 2026, to consider a motion to terminate your contract as City Attorney, effective immediately.

After considerable reflection, this decision has not been made lightly. However, in evaluating the long-term vision, direction, and success of the City of Kissimmee, I believe the Commission must consider a change in direction with respect to the City Attorney position.

This notice is being provided in good faith and in compliance with the applicable contractual requirements. Should the Commission approve the motion, any contractual obligations owed to you will be addressed in accordance with the terms of your agreement.

I appreciate your service to the City and wish you nothing but success in your future professional endeavors.

Thank you for your attention to this matter.

Sincerely,  
Jackie Espinosa  
Mayor, City of Kissimmee

Source: PRR2026-71 / Written Notice Pursuant to Employment Contract.msg

### **I.18 WFTV Inquiry and Staff Response (January 14, 2026)**

The day after the termination notice, WFTV reporter Shannon Butler inquired about the reasons. Deputy City Manager Austin Blake responded on behalf of staff:

**From:** Austin Blake <austin.blake@kissimmee.gov>  
**To:** Alibeth Suarez <Alibeth.Suarez@kissimmee.gov>; Mike Steigerwald <MIKE.STEIGERWALD@kissimmee.gov>; Olga Sanchez de Fuentes <olga.sanchezdefuentes@kissimmee.gov>; Desiree Matthews

<DESIREE.MATTHEWS\@kissimmee.gov>

**Date:** January 14, 2026, 11:46 AM

**Subject:** Re: mayor letter

Ali-

Other than the written notice below, the Mayor has not discussed with staff the reasons for issuing this notice. As such, any questions regarding the Mayor's intent or rationale would need to be directed to the Mayor.

Source: PRR2026-71

*This was in response to WFTV reporter Shannon Butler's inquiry: "Do you have any details on why the mayor would like her contract to end." The City Attorney forwarded this thread to her personal email as part of her evidence preservation.*

## **I.19 Florida Agency for Fiscal Oversight Request (January 15, 2026)**

**From:** Hermeling, Renee <Renee.Hermeling@myfloridacfo.com>

**To:** Florida FAFO <FloridaFAFO@myfloridacfo.com>

**Date:** January 15, 2026, 5:05 PM

**Subject:** Florida Agency for Fiscal Oversight (FAFO) Request for Information

Dear Sir or Madam:

As part of Chief Financial Officer Blaise Ingoglia's Florida Agency for Fiscal Oversight (FAFO) and his constitutional duty to evaluate government spending at all levels, the Agency, and the Department of Financial Services (DFS) are querying a variety of governments at all levels to evaluate spending and best practices. This inquiry is regarding post-COVID business assistance/grant programs.

Your government has been selected in this process to help the CFO, FAFO, and DFS better understand the workings of governments and the spending of taxpayer funds.

Therefore, DFS requests the following information from you:

- 1) Any documents, including but not limited to, spreadsheets or communications related to the approval and disbursement of federal, state, or local post-COVID funds for business assistance/support programs, or grants, or any similar program regardless of name, from January 1, 2020, through the present.
- 2) A blank application or copy of a system form that was used to apply for the funds; and
- 3) Any documents regarding the evaluation and approval of applicants or applications, to include but not limited to, memoranda, scoring rubrics, communications about applicants or applications.

Please respond to this message with an acknowledgment of receipt within 24 hours. All materials should be submitted no later than **Friday, January 23, 2026**.

*Source: PRR2026-182*

### **I.20 Mayor's BOOST 2.0 Press Release (September 10, 2025)**

Press release CNR-25-041, prepared by Communications Director Alibeth Suarez and approved by the mayor on September 10, 2025, subject "City Launches Small Business Relief Grants." The mayor was quoted:

"Through Business Boost 2.0, we are giving local business owners the resources they need to remain viable, retain jobs, and continue serving our community."

*Source: PRR2026-188 / PRR2025-1750. The press release was distributed seven days before the Espinosa family submitted three grant applications on September 17, 2025.*

## EXHIBIT J

### Code Enforcement Suppression — 120 Broadway Avenue

Source: PRR2026-39 (106 files)

120 Broadway Avenue is owned by Jorge E. and Eva J. Espinosa (the mayor and her husband). Fourteen or more Espinosa family business entities operate from this address. The following cases during the mayor's tenure document enforcement suppressed by directive, with the directives recorded in contemporaneous officer notes.

#### **J.1 Case 1: CE-25-03449, Non-Permitted Special Event (October 17, 2025)**

**Violation:** Musicians, speakers, loud music, vendors, tables, tent, grill, paintings at 120 Broadway without permits.

**Key fact:** Jorge Espinosa showed the officer a text message from the City Manager to Craig Holland about this case.

**Officer's notes:**

*Per City manager NOV [Notice of Violation] held back case will be closed no further action taken.*

**Result:** Case opened and closed the same day (10/17/2025). No Notice of Violation issued.



## CODE CASE DETAILED REPORT CE-25-03449 FOR CITY OF KISSIMMEE

<b>Case Type:</b> Code Enforcement	<b>Project:</b>	<b>Opened Date:</b> 10/17/2025
<b>Status:</b> Closed - C.E.	<b>District:</b> Zone 1	<b>Closed Date:</b> 10/20/2025
<b>Assigned To:</b> Peter Arroyo	<b>Description:</b> Special Event	

<b>Parcel:</b> 22-25-29-2170-0019-0010    Main	<b>Address:</b> 120 Broadway Kissimmee, FL 34741    Main	<b>Zone:</b> Zone 1 (Zone 1: CODE ENFORCEMENT DISTRICT)  T5-M (T5-M: MIXED-USE CENTER)  MMTD (MMTD: MULTI-MODAL TRANSPORTATION DISTRICT)  CRAO (CRAO: COMMUNITY REDEVELOPMENT AREA OVERLAY)
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<b>Violator</b>	<b>Owner</b>
Jorge E Espinosa/ Eva J Espinosa 120 Broadway Ave #201 Kissimmee, FL 34741	Jorge E Espinosa/ Eva J Espinosa 120 Broadway Ave #201 Kissimmee, FL 34741

Note	Created By	Date and Time Created
1. Observed at what appeared to be a special event on the property observed musicians, speakers, loud music, vendors, tables, a tent in the parking lot, a grill cooking out doors, paintings and portraits, contact made with Jorge Espinosa inquiring of the event he stated it was for Spanish heritage, I stated did he have any written approval adding Code is working nights looking for food trucks and non-permitted special events.  He stated the City manager was going to email Code and Craig regarding conversations had with the Mayor and City manager I stated I do not see any permits on file or an email regarding the event. He showed me a text of from I believe the City manager to Craig I stated I will be taking photos and follow up with him, photos attached.	Peter Arroyo	10/17/2025 6:38 pm
2. Per City manager NOV held back case will be closed no further action taken.	Peter Arroyo	10/20/2025 10:30 am

## CODE CASE DETAILED REPORT (CE-25-03449)

**Violation Code:** 14-6-28 (H) - SPECIAL EVENT/PERMIT      **Violation Status:** In Violation      **Citation Issue Date:** 10/17/2025  
**Code Description:** REQUIREMENTS      **Compliance Date:** 11/20/2025  
H.A special event permit application shall be obtained from the development services - planning division in accordance with the DRC schedule and at least 30 days prior but no more than 180 days prior to the desired date of the event. All permit applications shall be submitted to the department in accordance with and accompanied by the following:1.An application fee in accordance with the applicable development review fee schedule; non-profit organizations or charitable institutions shall be exempt from payment of such fee, provided that documentation of tax-exempt status is provided.2.A completed special event application including a schedule of events, specific portions of requested right(s)-of-way to be closed, and all items associated with the requested event.3.A site sketch showing location of the proposed event, tents, temporary structures, location of barricades, life safety plan, emergency vehicle access, and signage proposed and the location of all existing site improvements, including parking lot striping, sidewalks, fire department connections, fire hydrants, and intersecting streets.4.Written authorization from the owner of the host site, allowing the special event and dates requested to occur and letters of authorization from all affected property owners adjacent to portions of streets to be closed.5.If street closures are proposed, proof of liability insurance in the amount of \$1,000,000.00 shall be provided to cover the event. This liability insurance shall cover the entire portion of the right-of-way, including sidewalks, to be used in conjunction with the event.6.A cash deposit or bond to cover any clean up or repairs to the right(s)-of-way caused by the event shall be provided. The amount of deposit or bond will be determined by the city after evaluating the application and determining the size [of] the event and the right(s) -of-way impacted and must be submitted prior to permit issuance. Should necessary repairs or cleaning costs exceed this amount, no further event permits will be issued until the balance has been paid to the city.7.Any other documentation necessary to determine the appropriateness of the application as requested by the department.8.Permit issuance shall constitute approval to conduct the event and covers any temporary signage, balloon or tents requested as part of the application, subject to the standards contained herein, the information provided on the application and site sketch, any conditions set by the DRC, as well as any applicable codes or ordinances. The DRC's decision may be appealed to the city commission following recommendation of the planning advisory board.

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## **J.2 Case 2: CE-24-03334, Non-Permitted Special Event (December 6, 2024)**

**Violation:** Vendors, erected tents, a DJ, all without approval at 120 Broadway.

**Key fact:** The mayor personally confronted the code enforcement officer.

**Officer's notes:**

*The Mayor asked who was my director after I stated that I was advised to issue a NOV regarding the event...I stated Craig.*

**Result:** Case opened 12/10/2024, closed 12/10/2024. No Notice of Violation issued.



## CODE CASE DETAILED REPORT CE-24-03334 FOR CITY OF KISSIMMEE

<b>Case Type:</b> Code Enforcement	<b>Project:</b>	<b>Opened Date:</b> 12/10/2024
<b>Status:</b> Closed - C.E.	<b>District:</b> Zone 1	<b>Closed Date:</b> 12/10/2024
<b>Assigned To:</b> Peter Arroyo	<b>Description:</b> Special Event	

<b>Parcel:</b> 22-25-29-2170-0019-0010 Main	<b>Address:</b> 120 Broadway Kissimmee, FL 34741 Main	<b>Zone:</b> Zone 1 (Zone 1: CODE ENFORCEMENT DISTRICT)  T5-M (T5-M: MIXED-USE CENTER)  MMTD (MMTD: MULTI-MODAL TRANSPORTATION DISTRICT)  CRAO (CRAO: COMMUNITY REDEVELOPMENT AREA OVERLAY)
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<b>Violator</b>	<b>Owner</b>
Jorge E Espinosa/ Eva J Espinosa 120 Broadway Ave #201 Kissimmee, FL 34741	Jorge E Espinosa/ Eva J Espinosa 120 Broadway Ave #201 Kissimmee, FL 34741

Note	Created By	Date and Time Created
1. Violation observed on the Mayors property on Friday December 6, 2024 Code Enforcement observed a non-permitted special event to include vendors, erected tents, a DJ, all without approval with the City of Kissimmee. NOV will be issued to the Mayor requesting moving forward to pull a permit, photos attached. Email sent to property owners at j.espinosa40@icloud.com, info@jackieespinosa.com, info@floridamtgpros.com, requesting to meet this week.	Peter Arroyo	12/10/2024 9:34 am
2. NOV issued to the property owner Jorge Espinosa we agreed to meet at the business Matadors I explained this type of event is required a permit through the planning department. I added looking at the photos it appears to be a special event the property owner stated it is a religious nativity event that the do and conversations were held with City staff.  I stated I understand however, there is nothing in writing for approval and records do not show a special event permit on file. The Mayor asked who was my director after I stated that I was advised to issue a NOV regarding the event that took place on Friday night I stated Craig, case will be closed, advising to obtain a special event permit or have something in writing for approval moving forward to avoid another infraction at this property.	Peter Arroyo	12/10/2024 3:08 pm

## CODE CASE DETAILED REPORT (CE-24-03334)

**Violation Code:** 14-6-28 (H) - SPECIAL EVENT/PERMIT      **Violation Status:** In Violation      **Citation Issue Date:** 12/10/2024  
**Code Description:** REQUIREMENTS      **Compliance Date:** 12/10/2024  
**Resolved Date:**

H.A special event permit application shall be obtained from the development services - planning division in accordance with the DRC schedule and at least 30 days prior but no more than 180 days prior to the desired date of the event. All permit applications shall be submitted to the department in accordance with and accompanied by the following:1.An application fee in accordance with the applicable development review fee schedule; non-profit organizations or charitable institutions shall be exempt from payment of such fee, provided that documentation of tax-exempt status is provided.2.A completed special event application including a schedule of events, specific portions of requested right(s)-of-way to be closed, and all items associated with the requested event.3.A site sketch showing location of the proposed event, tents, temporary structures, location of barricades, life safety plan, emergency vehicle access, and signage proposed and the location of all existing site improvements, including parking lot striping, sidewalks, fire department connections, fire hydrants, and intersecting streets.4.Written authorization from the owner of the host site, allowing the special event and dates requested to occur and letters of authorization from all affected property owners adjacent to portions of streets to be closed.5.If street closures are proposed, proof of liability insurance in the amount of \$1,000,000.00 shall be provided to cover the event. This liability insurance shall cover the entire portion of the right-of-way, including sidewalks, to be used in conjunction with the event.6.A cash deposit or bond to cover any clean up or repairs to the right(s)-of-way caused by the event shall be provided. The amount of deposit or bond will be determined by the city after evaluating the application and determining the size [of] the event and the right(s) -of-way impacted and must be submitted prior to permit issuance. Should necessary repairs or cleaning costs exceed this amount, no further event permits will be issued until the balance has been paid to the city.7.Any other documentation necessary to determine the appropriateness of the application as requested by the department.8.Permit issuance shall constitute approval to conduct the event and covers any temporary signage, balloon or tents requested as part of the application, subject to the standards contained herein, the information provided on the application and site sketch, any conditions set by the DRC, as well as any applicable codes or ordinances. The DRC's decision may be appealed to the city commission following recommendation of the planning advisory board.

**Corrective Action:** The above property inspected on Friday December 6, 2024 has been found in noncompliance in accordance with the City of Kissimmee Land Development Code and/or General Code of Ordinances. Code Enforcement observed a non-permitted special event to include vendors, erected tents, a DJ, all without approval with the City of Kissimmee. Moving forward please see that a special event permit is approved and issued by the City of Kissimmee to avoid further infractions on the property.

Inspection Number	Inspection Type	Inspection Status	Inspection Date
ICODE-025156-2024	Follow-Up CE Inspection	Scheduled	12/10/2024 9:34 am
<b>Inspector:</b> Peter Arroyo			
<b>Checklist Comments:</b>			

### **J.3 City Confirmation: Zero Special Event Permits**

The city confirmed in writing (notes dated 1/12/2026 and 1/28/2026):

*We have no record of special event permits for 120 Broadway between 2021 and 2026.*

### **J.4 Case 3: CE-26-00197, Retaliatory Complaint Against Lillian Evans (January 2026)**

**Violation alleged:** “Dwelling in a R/V Trailer” at Evans’s property.

**Result:** Inspector found no evidence of the alleged violation. Case closed the same day as invalid.



## CODE CASE DETAILED REPORT CE-26-00197 FOR CITY OF KISSIMMEE

<b>Case Type:</b> Code Enforcement	<b>Project:</b>	<b>Opened Date:</b> 01/16/2026
<b>Status:</b> Closed - Invalid	<b>District:</b> Zone 4	<b>Closed Date:</b> 01/16/2026
<b>Assigned To:</b> Oscar Sosa	<b>Description:</b> Dwelling in a RV Trailer	

<b>Parcel:</b> 28-25-29-1800-0002-0130 Main	<b>Address:</b> 1715 Sunny St Kissimmee, FL 34741 Main	<b>Zone:</b> RA-3 (RA-3: SINGLE FAMILY RESIDENTIAL)  Zone 4 (Zone 4: CODE ENFORCEMENT DISTRICT)  MMTD (MMTD: MULTI-MODAL TRANSPORTATION DISTRICT)
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<b>Tenant</b> Re: Current Resident / Marie Lillian Evans 1715 Sunny St Kissimmee, FL 34741	<b>Violator</b> Re: Current Resident / Marie Lillian Evans 1715 Sunny St Kissimmee, FL 34741	<b>Owner</b> Lillian Marie Evans 2301 Granada Blvd Kissimmee, FL 34746 Mobile: 3217462043
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**Violator**  
Lillian Marie Evans  
2301 Granada Blvd  
Kissimmee, FL 34746  
Mobile: 3217462043

<b>Note</b>	<b>Created By</b>	<b>Date and Time Created</b>
1. A complaint was received from the Director of Development Services, Craig Holland, alleging that RV trailers located at 1715 Sunny St. were being used for dwelling purposes.	Oscar Sosa	1/16/2026 3:28 pm

An initial inspection was conducted at 10:03 a.m. Upon arrival, photographs were taken from the public right-of-way (ROW). Two RV trailers were observed parked at the rear of the property. Attempts were made to make contact by knocking on the front door; however, no response was received. A courtesy notice was left on the front door requesting contact regarding the two RV trailers located at the rear of the yard.

The property owner, Ms. Evens, contacted me and stated that the two RV trailers are not being used for dwelling purposes. She requested a reinspection to verify compliance.

A reinspection was conducted at 2:49 p.m., which included both the interior and exterior of the two RV trailers. No evidence of dwelling use was found in either trailer.

Result: Complaint determined to be invalid.

<b>Violation Code:</b> 14-6-14 (A) - RECREATIONAL VEHICLES & TRAILER	<b>Violation Status:</b> In Violation	<b>Citation Issue Date:</b> 01/16/2026
<b>Code Description:</b> A. Occupied recreational vehicles and trailers.		<b>Compliance Date:</b>
1. Recreational vehicles used for living, sleeping, or housekeeping purposes may only be parked in a duly licensed mobile home park or campground.		<b>Resolved Date:</b>
2. Recreational vehicles may not be used for living, sleeping or housekeeping purposes while a mobile home is located on the site.		

**Corrective Action:** The above property inspected this date has been found in noncompliance in accordance with the City of Kissimmee Land Development Code and/or General Code of Ordinances and must be corrected within the time listed on this notice.

A complaint was received regarding an RV being used as a dwelling at the rear of the property. An inspection confirmed two RV trailers parked at the rear.

CODE CASE DETAILED REPORT (CE-26-00197)

# EXHIBIT K

## Mayor’s Counter-Surveillance Records Requests

Source: PRR2026-181

PRR2026-181 documents the mayor’s own public records requests filed between January 23 and January 30, 2026 — the period between the formal termination notice (January 13) and the termination vote (February 3).

### **K.1 Stream A: Financial Dossier (January 23–28, 2026)**

The mayor directed Austin Blake, City Manager Mike Steigerwald, and Deputy City Manager Desiree Matthews to compile General Fund financials, full-time equivalent reports, litigation data, and public records request data. Staff compiled over 1,000 documents into a shared folder labeled “Document Request (JE) 2026.01.23.” The compilation was confirmed complete on January 28 — the same day the mayor sent her complaint letter to the City Manager detailing the \$6.2 million “overage” that became “Exhibit B” at the February 3 meeting.

### **K.2 Stream B: Counter-Surveillance (January 28–30, 2026)**

On January 28, 2026, the mayor filed records requests through the City Clerk targeting:

<b>Target</b>	<b>Significance</b>
Lillian Evans	Citizen who publicly raised BOOST grant ethics issue on December 16, 2025
Claudia Zucco	Citizen who filed PRR2025-1610 requesting the Espinosa family grant applications
City Attorney Olga Sanchez de Fuentes	Issued the December 5, 2025 ethics warning
Shannon Butler (WFTV)	Reporter covering the BOOST grant story
Spectrum News 13	News outlet covering the termination

On January 30, 2026, the mayor emailed the City Clerk to expand her request: “If anything was provided to the email mentioned in this thread, ‘thetruthinkissim-mee@yahoo.com’. I would also like to include it in my records request.” The mayor was attempting to identify an anonymous public records requestor.

The timing — six days before the termination vote — and the targets — every person who had investigated, reported on, or raised concerns about the BOOST grants — establish that the mayor was conducting counter-surveillance against critics and whistleblowers in the period immediately preceding the termination.

*Source: PRR2026-181 (225 emails, 296 documents). The full archive is available for inspection.*

## EXHIBIT L

### News Coverage: “Did Kissimmee Mayor Get a Boost from the City?”

Source: Around Osceola

Ken Jackson, “Did Kissimmee Mayor Get a Boost from the City?,” *Around Osceola*, March 5, 2026. Available at <https://www.aroundosceola.com/news/did-kissimmee-mayor-get-boost-city>.

In this article, the Mayor made the following statements on the record:

On encouraging tenants to apply for BOOST grants:

*I would go to my tenants and I'd say, “You guys should apply for this.” My tenants had a hard time paying rent. Some people might just need the money to survive until they can sell their business.*

On who runs Adanse:

*My daughter is the one certified to do this. We've been working with them for 20 years.*