



Indian River County, Florida

Indian River County
Administration Complex
1801 27th Street
Vero Beach, Florida 32960
indianriver.gov

Meeting Minutes - Final

Board of County Commissioners

Joseph Flescher, District 2, Chairman

Deryl Loar, District 4, Vice Chairman

Susan Adams, District 1

Joseph H. Earman, District 3

Laura Moss, District 5

John A. Titkanich, Jr., County Administrator

Jennifer W. Shuler, County Attorney

Ryan L. Butler, Clerk of the Circuit Court and Comptroller

Tuesday, July 1, 2025

9:00 AM

Commission Chambers

1. CALL TO ORDER

Present: 5 - Chairman Joseph Flescher
Vice Chairman Deryl Loar
Commissioner Susan Adams
Commissioner Joe Earman
Commissioner Laura Moss

2.A. A MOMENT OF SILENT REFLECTION FOR FIRST RESPONDERS AND MEMBERS OF THE ARMED FORCES

2.B. INVOCATION

Pastor Randy Fullerton, Glendale Baptist Church

3. PLEDGE OF ALLEGIANCE

Commissioner Deryl Loar

4. ADDITIONS/DELETIONS TO THE AGENDA / EMERGENCY ITEMS

ADDED: Item 5.C. Florida House of Representatives Robert Brackett

DELETED: Item 9.S.

MOVED: Item 9.T. to be heard under Item 16.B.4.

A motion was made by Commissioner Adams, seconded by Commissioner Moss, to approve the Agenda as amended. The motion carried by the following vote:

Aye: 5 - Chairman Flescher, Vice Chairman Loar, Commissioner Adams, Commissioner Earman, and Commissioner Moss

5. PROCLAMATIONS and PRESENTATIONS

- 5.A. [25-0686](#) Presentation of Proclamation Celebrating the 100th Anniversary of the Indian River County Mosquito Control District

Recommended Action: Recommend read & present.

Attachments: [Mosquito Control District Proclamation](#)

Matt Erpenbeck expressed his gratitude to the Board for presenting this Proclamation on behalf of the Indian River Mosquito Control District. He stated the Mosquito Control District took great pride in its 100 years of service and looked forward to continuing its work for many more years to come.

Read and presented by Chairman Flescher

- 5.B. [25-0664](#) Proclamation Declaring July 19-27, 2025 Treasure Coast Waterway Cleanup Week In Indian River County, Florida

Recommended Action: Recommend Read and Present.

Attachments: [Proclamation](#)

April Price, Executive Director of the Marine Industries Association of Florida, Inc., expressed gratitude to the Board for declaring July 19-27, 2025, as Treasure Coast Waterway Cleanup Week for the 18th consecutive year. She noted a significant reduction in trash levels within the waterways, mentioning that the program's early years recorded over 10 tons of waste, which had now decreased to an average of three tons annually. This positive change was attributed to increased volunteer participation and efforts to foster personal responsibility among the community.

Read and presented by Commissioner Earman

- 5.C. **25-0713** Florida House of Representatives Robert Brackett

Florida House Representative Robert Brackett provided an update on the outcome of the legislative session in Tallahassee. He reported a budget reduction of over \$3.5 billion and an increase in the state's rainy-day fund, emphasizing the philosophy of returning financial resources to the community. Mr. Brackett also highlighted the elimination of the business rent tax, projecting a \$2.5 billion saving for local businesses, and detailed appropriations benefiting Indian River County, including funds for transportation services and mental health initiatives. He acknowledged Kathy Copeland, the County's Legislative Affairs Director, for her involvement in securing these appropriations.

Chairman Flescher thanked Mr. Brackett for his contributions to the County.

No Action Taken or Required

6. APPROVAL OF MINUTES**6.A. [25-0683](#) Regular Meeting of May 20, 2025**

Recommended Action: Approve

Attachments: [05202025 BCC Draft](#)

A motion was made by Commissioner Adams, seconded by Vice Chairman Loar, to approve the Regular Meeting Minutes of May 20, 2025, as written. The motion carried by the following vote:

Aye: 5 - Chairman Flescher, Vice Chairman Loar, Commissioner Adams, Commissioner Earman, and Commissioner Moss

7. INFORMATION ITEMS FROM STAFF OR COMMISSIONERS NOT REQUIRING BOARD ACTION**7.A. [25-0666](#) Event Calendar**

Recommended Action: No action required

Attachments: [July-August Event Calendar](#)

No Action Taken or Required

7.B. [25-0687](#) Florida Public Service Commission Final Order No. PSC-2025-0222-S-EI

Recommended Action: Informational Only

No Action Taken or Required

7.C. [25-0693](#) Florida Public Service Commission By Order No. PSC-2025-0176-PAA-EI

Recommended Action: Informational Only

No Action Taken or Required

8. PUBLIC COMMENT: AGENDA-RELATED MATTERS (EXCEPT FOR PUBLIC HEARINGS)**9. CONSENT AGENDA**

A motion was made by Commissioner Earman, seconded by Vice Chairman Loar, to approve the Consent Agenda as amended, deleting Item 9.S. and moving Item 9.T. to be heard under Item 16.B.4. The motion carried by the following vote:

Aye: 5 - Chairman Flescher, Vice Chairman Loar, Commissioner Adams, Commissioner Earman, and Commissioner Moss

- 9.A. [25-0594](#) Approval of Checks and Electronic Payments May 10, 2025 to May 16, 2025

Recommended Action: Approve the list of checks and electronic payments for the time period of May 10, 2025 to May 16, 2025

Attachments: [Comptroller Division Staff Report](#)

Approved

- 9.B. [25-0612](#) Approval of Checks and Electronic Payments May 17, 2025 to May 23, 2025

Recommended Action: Approve the list of checks and electronic payments for the time period of May 17, 2025 to May 23, 2025

Attachments: [Comptroller Division Staff Report](#)

Approved

- 9.C. [25-0622](#) Approval of Checks and Electronic Payments May 24, 2025 to May 30, 2025

Recommended Action: Approve the list of checks and electronic payments issued for the time period of May 24, 2025 to May 30, 2025

Attachments: [Comptroller Division Staff Report](#)

Approved

- 9.D. [25-0654](#) Approval of Checks and Electronic Payments May 31, 2025 to June 6, 2025

Recommended Action: Approve the list of checks and electronic payments for the time period of May 31, 2025 to June 6, 2025

Attachments: [Comptroller Division Staff Report](#)

Approved

9.E. [25-0616](#) First Extension and Amendment to Agreement for Mental Health Coordinator Services (RFP 2022060)

Recommended Action: Staff recommends the Board approve the first extension and amendment to the agreement and authorize the Chairman to execute it, after review and approval by the County attorney as to form and legal sufficiency.

Attachments: [First Extension and Amendment - Final](#)

Approved staff's recommendation

9.F. [25-0655](#) Award of Annual Bid 2025036 for American Sign Language Interpretation Services

Recommended Action: Staff recommends the Board award Bid 2025036 to SignTalk, LLC and Trusted Translations, Inc., approve the sample agreement, and authorize the Chairman to execute the agreement after approval by the County Attorney as to form and legal sufficiency. Staff also recommends the Board authorize the Procurement Manager to renew this bid at the same rates for two (2) additional one (1) year periods subject to satisfactory performance, vendor acceptance, and the determination that renewal of this annual bid is in the best interest of the County.

Attachments: [Sample Agreement](#)

Approved staff's recommendation

9.G. [25-0657](#) First Extension to Agreement for Annual Maintenance at Spoonbill Marsh (RFP 2022071)

Recommended Action: Staff recommends the Board of County Commissioners approve the first extension to the agreement, and authorize the Chairman to execute it, after review and approval by the County Attorney as to form and legal sufficiency.

Attachments: [Spoonbill Maintenance First Extension](#)

Approved staff's recommendation

9.H. [25-0669](#) Award of Annual Bid 2025040 for Mowing at Fire Rescue Stations

Recommended Action: Staff recommends the Board award Bid 2025040 2nd Mile M.C LLC and authorize the Procurement Division to issue blanket purchase orders against the contract. Staff also recommends the Board authorize the Procurement Manager to renew this bid at the same rates for two (2) additional one (1) year periods subject to satisfactory performance, vendor acceptance, and the determination that renewal of this annual bid is in the best interest of the County.

Attachments: [1-antihuman traffic](#)

Approved staff's recommendation

9.I. [25-0675](#) Award of Annual Bid 2025042 for Sanitary Sewer Services

Recommended Action: Staff recommends the Board waive the irregularity in the Meeks Plumbing bid and award Bid 2025042 to both Envirowaste Services Group, Inc. and Meeks Plumbing, Inc. Approve the sample agreement and authorize the Chairman to execute it after approval by the County Attorney as to form and legal sufficiency, and receipt of the required insurance. Staff also recommends the Board authorize the Procurement Manager to renew this bid at the same rates for two (2) additional one (1) year periods subject to satisfactory performance, vendor acceptance, and the determination that renewal of this annual bid is in the best interest of the County.

Attachments: [Agreement](#)

Approved staff's recommendation

9.J. [25-0677](#) Designation of Excess Equipment as Surplus and Authorization for Disposal

Recommended Action: Staff recommends the Board declare the items on the Excess List for 070125 as surplus, and authorize their disposition, as indicated.

Attachments: [Excess List for 070125](#)

Approved staff's recommendation

9.K. [25-0678](#) Rejection of RFP 2025048 for Concession Services

Recommended Action: Staff recommends the Board reject RFP 2025048.

Approved staff's recommendation

9.L. [25-0662](#) First Amendment to 2023 Interlocal Agreement - Proposed Medical Examiner Facility

Recommended Action: Staff recommends the Board approve the First Amendment to 2023 Interlocal Agreement - Proposed Medical Examiner Facility and authorizes the Chairman to sign the amendment.

Attachments: [First Amendment](#)

Approved staff's recommendation

9.M. [25-0661](#) Hobart Park Improvements (Utilities)

Recommended Action: Staff recommends approval of the Bill of Sale of Utility Facilities and requests the Board authorize the Chairman to execute same for recordation in the Public Records of Indian River County, Florida.

Attachments: [Bill of Sale - Hobart Park Improvements - UCP 3555](#)

Approved staff's recommendation

9.N. [25-0673](#) Approval of the Retiree Blue Medicare Advantage Renewal

Recommended Action: Staff recommends and respectfully requests that the Board approve the renewal of the Blue Medicare Advanced Platinum PPO plan effective October 1, 2025 through September 30, 2026 and authorize the Chairman to execute the renewal agreement.

Attachments: [IRC BCBS Blue Medicare Renewal 10-1-2025](#)
 [2025 BlueMedicare Advanced Platinum PPO DHV #90000](#)
 [2025 BlueMedicare Master Agreement #90000](#)

Approved staff's recommendation

9.O. [25-0647](#) Rapid Land and Hydrographic Beach Profile Survey for Erosion Event – Morgan and Eklund WO#8

Recommended Action: Staff recommends BOCC approval of the attached Work Order Agreement. Staff also recommends the BOCC authorize the Chairman to sign the Work Order on behalf of the County.

Attachments: [Work Order Agreement M&E #8](#)

Approved staff's recommendation

- 9.P. [25-0635](#) Release of Retainage and Approval of Change Order No. 1 for Bid No. 2024026 for the Tracking Station Dune Crossover Repairs

Recommended Action: Staff respectfully request the release of retainage in the amount of \$9,863.08 to Island Harbor Custom Builders, and the approval of Change Order No.1 for Bid No. 2024026 to reduce the contract amount, which will release any further obligations of the County from the Contractor.

Attachments: [Application for Payment](#)
[Tracking Station Change Order](#)
[Tracking Station Final Cert of Work](#)
[CertOfCompletion - Middle](#)
[CertOfCompletion - North](#)
[CertOfCompletion - South](#)

Approved staff's recommendation

- 9.Q. [25-0665](#) Release of Retainage for Bid 2024051 for the Fran Adams (North County Park) Restroom/Concession Remodel

Attachments: [Work Change Directive](#)
[Certificate of Completion](#)
[Final Cert of Work](#)
[Retainage Invoice 2189](#)

Approved staff's recommendation

- 9.R. [25-0698](#) List of Errors, Insolvencies, Double Assessments and Discounts for the 2024 Tax Roll

Recommended Action: Accept the report

Attachments: [2024 Tax Roll Recapitulation](#)

Accepted

- 9.S. [25-0670](#) Amendment 1 to Agreement RFQ 2024039 Integrated Water Master Plan with HDR Engineering, Inc., for Wabasso Causeway Bridge Reuse Main Visual Assessment, IRCDUS Project ID: 31.24.509

Recommended Action: Staff recommends that the Indian River County Board of County Commissioners approve Amendment 1 to Agreement RFQ 2024039 Integrated Water Master Plan with HDR Engineering, Inc. for Wabasso Causeway Bridge Reuse Main Visual Assessment, IRCDUS Project ID: 31.24.509 for an additional budget not-to-exceed \$293,128.00 and authorize the Chair to execute it after review and approval by the County Attorney as to form and legal sufficiency. So long as there are no changes in the dollar amount under the agreement and upon adequate completion of the services set forth in the agreement, staff is directed to make final payment to HDR Engineering, Inc.

Attachments: [HDR Proposal](#)

Deleted

- 9.T. [25-0640](#) Final Pay to Geosyntec for Work Order No. 1, Amendment 1, 2 & 3 - Segment 3 Cell 3 Liner Construction, Indian River County Landfill Facility

Recommended Action: Solid Waste Disposal District staff recommends that its Board approve Geosyntec's final invoice amount of \$12,418.18.

Attachments: [Geosyntec Completion Report](#)
 [Geosyntec Final Invoice](#)

Moved to Item 16.B.4.

10. CONSTITUTIONAL OFFICERS and GOVERNMENTAL AGENCIES

10.A. [25-0685](#) Request for Authorization to Trade-In Cash Management Devices

Recommended Action: It is recommended that the Board of County Commissioners allow for the trade in of the devices for \$3,000 per device, offsetting the purchase price of the new devices.

Attachments: [Tax Collector's Memo of 20250617](#)
[Asset disposition forms](#)

Brad Newman, Finance Director for the Indian River County Tax Collector's Office, approached the Board to request authorization to trade-in three existing cash management devices. These machines dispensed the opening cash till for all the Tax Collector Customer Service Representatives. At the end of the day, the Representatives deposited the cash till back into the machines, which provided a clear audit trail of all cash transactions that occurred throughout the day, ensuring that no money was missing.

Chairman Flescher expressed his satisfaction with the decision to exchange items to get the best value. He praised the Tax Collector's Office for its resourcefulness in acquiring materials for the services provided. He stated this situation was another example of efficiency and cost-effectiveness for the taxpayer.

A motion was made by Vice Chairman Loar, seconded by Commissioner Adams, to approve staff's recommendation. The motion carried by the following vote:

Aye: 5 - Chairman Flescher, Vice Chairman Loar, Commissioner Adams, Commissioner Earman, and Commissioner Moss

11. PUBLIC ITEMS**A. PUBLIC HEARINGS**

PROOF OF PUBLICATION FOR THESE HEARINGS ARE ON FILE IN THE OFFICE OF THE CLERK TO THE BOARD.

11.A.1. [25-0636](#) Public Hearing to Consider Master Capital Project and Service Assessment Ordinance (Legislative)

Recommended Action: Staff recommends that the Board conduct a public hearing, take comments from interested persons and adopt the Master Capital Project and Service Assessment Ordinance.

Attachments: [Master Service Assessment Ordinance](#)
[IRC Business Impact Estimate](#)
[Affidavit of Publication](#)

County Attorney Jennifer Shuler discussed the use of non-ad valorem special assessments by local governments in Indian River County to enhance services and support capital projects that benefited specific properties, including road paving and stormwater improvements. She introduced a new Ordinance designed to streamline and clarify the process for these assessments, ensuring compliance with Florida Statutes and due process for property owners. Ms. Shuler emphasized that the Ordinance aimed to formalize existing procedures rather than establish new assessments.

The Chairman opened the public hearing.

Allison Giordano, former President of the Waters Edge Phase 2 Homeowners Association, criticized the County for its poor communication and lack of transparency regarding an assessment issue that affected residents. She expressed frustration over the ongoing delays and the County's failure to fulfill its commitments, attributing the problems to high turnover among officials. Ms. Giordano pointed out that the canal enhancements had benefited the wider public, making it unfair to impose costs solely on Waters Edge homeowners. She urged the County to reevaluate the situation, comply with notification laws, and advocated for fairness in the assessment process.

Leticia Wood, a resident of Waters Edge and member of the Hispanic Conservatives of Indian River County, voiced her concerns about the culvert project in a letter that was read by Ms. Giordano. She highlighted the lack of transparency and that it was unfair for the predominantly retired community to shoulder the financial burden, as the canal affected homes outside their neighborhood. Ms. Wood pledged to advocate for Waters Edge residents and ensure that any unethical practices by the Board of Commissioners were brought to light.

There being no other speakers, the Chairman closed the public hearing.

Chairman Flescher requested clarification from County Attorney Shuler regarding changes to the Ordinance. Attorney Shuler emphasized that the focus was on improving the special assessment process to enhance transparency and community engagement. She explained that adopting the new Master Ordinance would repeal previous provisions and introduce a new framework for special assessments, including the Waters Edge project. This would have allowed the community to express their views, and the Property Manager to have been informed of this recommendation to proceed with Waters Edge under the new Ordinance.

A motion was made by Commissioner Adams, seconded by Chairman Flescher, to approve staff's recommendation and Ordinance 2025-010, repealing Chapter 206 of the Indian River County Code of Ordinances entitled "Special Assessments" and adopting a new Master Capital and Service Assessment Ordinance; authorizing the imposition and collection of Special Assessments against property within Indian River County; providing certain definitions and defining the terms "Assessment," "Service Assessment," and "Capital Assessment"; providing for the creation of assessment areas; establishing the procedures for imposing Capital and Service Assessments; establishing procedures for notice and adoption of Assessment Rolls; providing that assessments constitute a lien on assessed property upon adoption of the Assessment Roll; providing that the lien for an assessment collected pursuant to Sections 197.3632 and 197.3635, Florida Statutes, upon perfection shall attach to the property on the prior January 1, the lien date for Ad Valorem taxes; providing that a perfected lien shall be equal in rank and dignity with the liens of all State, County, District, or Municipal taxes and assessments and superior in dignity to all other prior liens, mortgages, titles, and claims; authorizing exemptions; providing procedures for collection of assessments; providing a mechanism for the imposition of assessments on government property; declaring the provisions of this Ordinance to be supplemental, additional, and an alternative method; providing for applicability and severability; providing for conflicts and codification; and providing an effective date. The motion carried by the following vote:

Aye: 5 - Chairman Flescher, Vice Chairman Loar, Commissioner Adams, Commissioner Earman, and Commissioner Moss

11.A.2. [25-0668](#)

Indian River Land Trust, Inc.'s Request to Amend the County's Comprehensive Plan Future Land Use Map from R, Rural Residential to C-3, Conservation-3 AND Rezone Approximately ±36 Acres from A-1, Agricultural District to CON-3, Conservation District (2025-05-0015)

Recommended Action: Based on the analysis, staff and the Planning and Zoning Commission recommend that the Board of County Commissioners approve the requests to amend the comprehensive plan future land use map from R, Rural Residential to the C-3, Conservation-3 future land use designation, and to rezone the subject property from the A-1, Agricultural District to the CON-3, Conservation zoning district, by adopting the attached ordinances.

Attachments: [FLU MAP](#)
[Floodzone Map](#)
[Application](#)
[Rezoning & Future Land Use Ordinance](#)

Chairman Flescher introduced the parties to the proceeding as Indian River County and Indian River County Land Trust (IRLT) (Applicant). As requested by the Chairman, each Commissioner disclosed ex parte communications, site visits, or independent investigations. The Commissioners also affirmed that they have an open mind and can base their decisions on the evidence presented and the applicable law. The Chairman opened the public hearing.

The Deputy Clerk administered the Oath to all persons who wished to speak at the hearing.

The Chairman opened the public hearing.

Patrick Murphy, Chief of Long-Range Planning, presented a request from the IRLT to amend the County's Comprehensive Plan by changing the Future Land Use Map designation from Rural Residential (R) to Conservation-3 (C-3) and rezone approximately 36 acres from Agricultural District (A-1) to Conservation Zoning District (CON-3). This area was located south of Sebastian Highlands and was intended for public conservation. The IRLT was seeking reimbursement from the Florida Communities of Trust, which required the land to be zoned for public conservation. The project aimed to develop a 0.6-mile nature trail, a wildlife observation platform, a picnic pavilion, an interpretive kiosk, and seating benches for public enjoyment. Staff had determined that the proposed Land Use Map amendment was consistent with the Comprehensive Plan, was compatible with all surrounding land uses, and would cause no adverse impacts on the provision of Public Services.

Mr. Murphy responded to Commissioner Adams, stating that they currently access the property from the south via an easement. However, he mentioned that the IRLT was considering purchasing additional properties to create access from the southeast. This parcel would be linked to other parcels they planned to acquire, forming a larger walkway through the area.

Ken Grudens, Executive Director of the IRLT, highlighted the project that was part of the St. Sebastian River Greenway Plan adopted by the County in 2006. This initiative aimed to create a trail system along the St. Sebastian River, connecting Route 510 to Route 512 while focusing on land protection and collaboration with partners such as the Marine Resources Council and the City of Sebastian. The initiative included plans for a network of interconnected trails with three potential trailheads; the main one would be located at the Marine Resources Council's property. The emphasis was on developing trails that connected properties without facilitating vehicle access.

IRLT's Acquisition Manager Rose West presented the original concept map of the envisioned trail to the Board. The proposed greenway system was a five-mile route that started at Sebastian Inlet and extended south along the south prong of the St. Sebastian River, passing by the State Park.

Mr. Murphy noted that the phone calls from Sebastian Highlands residents all expressed support, relieved that no further development would affect their subdivision and pleased that the area would remain publicly owned.

There being no additional speakers; the Chairman closed the public hearing.

A motion was made by Commissioner Adams, seconded by Chairman Flescher, to approve staff's recommendation and Ordinance 2025-011, An Ordinance of Indian river county, Florida, amending the Future Land Use Ordinance and the accompanying Future Land Use map and amending the Zoning Ordinance and the accompanying Zoning Map for approximately +/- 35.73 acres located approximately 1,300 feet North of 85th Street, in the vicinity South of Concha Drive and South of Joy Haven Drive, and approximately 1.6 miles West of 66th Avenue; from R, Rural Residential, to the C-3, Conservation-3 designation; and from A-1, Agricultural District, to Con-3, Conservation Zoning District; and providing codification, severability, and effective date.. The motion carried by the following vote:

Aye: 5 - Chairman Flescher, Vice Chairman Loar, Commissioner Adams, Commissioner Earman, and Commissioner Moss

The Chairman called a recess at 10:00 a.m., and reconvened the meeting at 10:11 a.m., with all members present.

11.A.3. [25-0676](#)

Appeal of Planning and Zoning Commission's Decision to Deny a Conceptual Planned Development (PD) Plan and PD Rezoning, and Concurrent Preliminary PD Plan for a Project to be Known as Floresta Gardens PD [PD-24-07-05 / 2001020054 - 96566] (Quasi-Judicial)

Recommended Action: Staff recommends that the BCC grant approval of the PD rezoning request and the concurrent conceptual PD plan and preliminary PD plan for Floresta Gardens PD, with conditions. A more detailed breakdown of the staff recommendation, complete with conditions of approval, can be found in the PZC staff report dated May 15, 2025.

Attachments: [Appeal Request Application](#)
[May 15, 2025 Planning & Zoning Commission Staff Report](#)
[Approved May 15, 2025 Planning & Zoning Commission Meeting Minutes](#)

Chairman Flescher introduced the parties to the proceeding as Indian River County and K. Hovnanian Southeast Florida Division, LLC (Applicant). As requested by the Chairman, each Commissioner disclosed ex parte communications, site visits, or independent investigations. The Commissioners also affirmed that they have an open mind and can base their decisions on the evidence presented and the applicable law. The Chairman opened the public hearing.

The Deputy Clerk administered the Oath to all persons who wished to speak at the hearing.

Ryan Sweeney, Assistant Planning and Development Services Director, presented an appeal of the Planning and Zoning Commission's decision to deny a conceptual Planned Development (PD) plan, preliminary and PD rezoning, and a concurrent PD plan for a project known as Floresta Gardens PD.

Mr. Sweeney used a PowerPoint presentation to explain the project's background and the appeal process. He stated that on May 22, 2025, the Planning and Zoning Commission (PZC) voted to deny the applicant's request for rezoning, as well as approval of the conceptual plan and preliminary plan. He mentioned that the applicant argued the denial lacked solid evidence and that the staff's recommendation for approval should be followed.

Mr. Sweeney also noted that at their meeting on May 22, 2025, the PZC voted 4-3 against rezoning about 18.08 acres from Agricultural-1 (A-1) to Planned Development (PD). According to Sections 902.12(4)(d) and (e), the Board should hear an appeal of the PZC's decision to deny the rezoning. This hearing would be heard de novo, meaning the BCC would consider all presentations and testimony as if it were hearing the matter for the first time.

Commissioner Moss sought clarification on the public benefit of the project. Mr. Sweeney explained that the focus was on the south side of the property, which featured the best vegetation and created a natural buffer. This area also bordered a previously approved subdivision. The open space requirement for the underlying land use (L1) was 40%, and the project exceeded this with an open space calculation of approximately 58%, which equated to 10 out of the 18 acres. Mr. Sweeney discussed the street improvement for Commissioner Moss, highlighting that it extended 45 feet from the end of the Hampton Parks improvements to 45 feet east of the project driveway. An additional 200 feet further east led to a school driveway.

In response to Commissioner Earman, Mr. Sweeney clarified the difference between the Planned Development (PD) rezoning and the RS-3 zoning project. He indicated that the applicant could likely rezone to RS-3 through a conventional rezoning process and then proceed with a standard subdivision. The minimum lot width for RS-3 was 80 feet, resulting in fewer lots. However, this option would not require significant buffering on three of the four sides of the project. Commissioner Earman expressed concerns about the traffic impact of the Floresta Gardens project, which proposed 44 single-family homes. Mr. Sweeney noted that these 44 homes would typically generate around 415 trips, exceeding the threshold that necessitated a traffic study. However, the study concluded that there was no need for off-site improvements, such as the addition of turn lanes or modifications. Commissioner Earman finished by questioning why the County would approve the additional traffic from developments onto two-lane roads.

Vice Chairman Loar stated that when the Board reviewed this item individually, the applicant followed the guidelines set forth in the Comprehensive Plan within the Urban Service Boundary (USB) and the developer had satisfied the established requirements. He felt there needed to be a discussion on the definition of “public benefit”. He concluded, stating that the decision to approve the project should be based on compliance with existing regulations, regardless of any personal opinions or influences concerning neighboring areas.

Commissioner Adams emphasized the need for the Board to align on the definition of public benefit, noting that it can vary between a general benefit to the public and one that was more localized to a specific project. She also highlighted the importance of discussing how green space and open space are defined and measured, advocating for consistency in these metrics. Commissioner Adams inquired about what constituted substantial, competent evidence for decision-making, with County Attorney Jennifer Shuler explaining that decisions should be based on factual evidence rather than subjective opinions. She urged Board members to express concerns based

on facts and relevant policies, rather than personal dislikes. Attorney Shuler read the Purpose and Intent for this PD to the Board.

The Board and staff engaged in a lengthy discussion about the project's complexities. The discussion emphasized the need to strike a balance between developmental flexibility and community preservation. Staff and Commissioners debated the best ways to serve community interests. Attorney Shuler wanted to ensure that the Board understood this hearing was a de novo proceeding, meaning that it was a fresh review of the project.

Attorney Bruce Barkett, representing the Applicant, emphasized the project's quality and collaboration with staff and the community, aiming to create a beneficial development for Indian River County. He noted that the proposed project added only about seven more homes compared to what was typically allowed under RS-6 or RS-3 zoning. Mr. Barkett highlighted that the PD process enforced stricter standards, allowing staff to minimize impacts through site design and public benefits. He pointed out that the proposal's density of two and a half units per acre was lower than the maximum permitted density. While the Planning and Zoning comments were relevant, they were not deemed strong evidence against the project. He praised the staff's thorough recommendations and addressed concerns about traffic, stating that no substantial objections were raised during community meetings. Mr. Barkett reinforced the idea that the denial was based solely on traffic concerns without supporting evidence. He also mentioned the applicant would agree to the 10-foot setback.

Angie Vitter, Project Manager at MBV Engineering, Inc., responded to Commissioner Earman regarding roadway improvements on 8th Street. The plan included adding a Type F curb and gutter to widen the path by two feet on either side, enhancing safety by preventing direct drop-off into the canal. A midblock crossing with a lighted beacon to help children from Floresta Gardens cross safely. The improvements extended to Glendale Elementary School, featuring restriped school zones and additional signage. Ms. Vitter stated that the team proposed a lower speed limit to enhance safety. Ms. Vitter mentioned a dip in the road indicating potential culvert failure, which the applicant agreed to replace as part of the project. Ms. Vitter discussed the development where the homes were strategically positioned away from local roads to enhance the surrounding environment, with a park on one side and a pond on the other. She addressed concerns regarding smaller lot sizes, emphasizing that buyers would ultimately make their own choices. The project not only met but exceeded open space requirements by preserving 25% of the native plant community and enhancements to 8th Street contributed to a more attractive streetscape.

Attorney Shuler clarified that Mr. Barkett's reference to competent and substantial

evidence warranted a deeper explanation of the PD process. This procedural framework was an optional zoning mechanism that permitted flexibility in land development. She noted that under the relevant code, the Board of County Commissioners possessed the discretion to approve waivers for various land development regulations. Furthermore, the Board could impose additional conditions or restrictions on approvals for PD projects, even if those conditions were not explicitly enumerated in the County's Land Development Regulations. Attorney Shuler emphasized the importance of the Board articulating specific public benefits it sought, as constructive dialogue was critical in this context. She also noted that staff were actively involved in facilitating these negotiations to ensure all stakeholders gained a mutual understanding of the process and its implications.

The Chairman opened the floor for public comment. There being no speakers, the Chairman closed the hearing.

A motion was made by Vice Chairman Loar, seconded by Commissioner Adams, to approve staff's recommendation with the 10-foot setbacks on 70-foot lots. Commissioner Adams sought clarification on the Commissioners' expectations. Commissioner Earman raised concerns about increased traffic and called for a comprehensive traffic study for both current and future subdivisions, highlighting community fears about traffic growth. Commissioner Moss expressed that she did not perceive sufficient public benefit from the proposals, indicating that, while perspectives may vary, she found the public benefit to be lacking.

Commissioner Adams emphasized the need for a collaborative conversation to clarify what constituted a 'public benefit' and to address traffic concerns effectively. She affirmed that the project in question complied with existing regulations. If those regulations were deemed inadequate, it was the Board's responsibility to update them rather than dismiss projects that met current standards.

Vice Chairman Loar emphasized that this was a single project. He noted that there had been months of studies conducted on the USB, which included a thorough traffic analysis. He pointed out that this discussion centered on this project, which aligned with the criteria established by the current rules and policies, and to deviate from these guidelines would contradict the recommendations made by staff.

Chairman Flescher discussed concerns about how personal feelings could affect decision-making and highlighted the importance of basing decisions on available information. He recognized that judging public benefit was complex and involved more than just physical features such as parks and recreational spaces. In this case, the proposed public benefit included a better road and some open space that might

not be accessible. He expressed doubt about the effectiveness of measuring public benefit, pointing out the lack of tools to quantify it. Chairman Flescher noted that while the plan could have led to more traffic, the increased setback improved the area's appearance. Ultimately, he was cautious about the claimed public benefit, stressing that his concerns were based on facts rather than personal feelings.

Vice Chairman Loar presented one final argument by stating that the Board had discussed the public benefits associated with the development. He added that although he was unsure if it would strengthen the case, he believed that with 44 homes each contributing a minimum of a \$10,000 impact fee, along with ongoing property taxes on homes valued between \$600,000 and \$800,000, the expected property tax revenue could be approximately \$8,000. Loar noted that based on past experience, neighborhoods with homes in this price range typically exhibit a lower volume of service calls. He concluded that if this lower volume of service calls could be considered a public benefit, it served as a strong example of how growth could effectively pay for itself.

A motion was made by Vice Chairman Loar, seconded by Commissioner Adams, to approve staff's recommendation with the 10-foot setback on the 70-foot lots. The motion failed by the following vote:

Aye: 2 - Vice Chairman Loar, and Commissioner Adams

Nay: 3 - Chairman Flescher, Commissioner Earman, and Commissioner Moss

B. PUBLIC NOTICE ITEMS

12. COUNTY ADMINISTRATOR MATTERS

13. DEPARTMENTAL MATTERS

A. Building and Facilities Services

B. Community Services

C. Emergency Services

D. Human Resources

E. Information Technology

F. Natural Resources

G. Office of Management and Budget

The Chairman called for a recess at 11:43 a.m. and reconvened at 11:55 a.m. with all members present.

13.G.1. [25-0658](#) Changes to Administrative Policy Manual Section 400 (Expenses)

Recommended Action: Staff recommends that the Board approve the revisions to the Travel Policy (AM-401.1) and the addition of the Purchase of Food Items policy (AM-403.1).

Attachments: [Revision to AM 401.1 Travel Policy](#)
[New AM 403.1 Purchase of Food Items](#)

Procurement Manager Jennifer Hyde reported on collaborative efforts to improve the organization's procurement practices, with key updates to the Purchasing Manual and Code expected by August 2025. Significant changes to the travel policy, which hadn't been revised since 2017, included expanding coverage to contractors and consultants, standardizing out-of-state travel agendas, and updating mileage reimbursement rules. Employees with vehicle allowances could claim expenses for travelling over 50 miles one way.

County Administrator John Titkanich addressed the delegation of authorization responsibilities within the County's Administration to enhance operational efficiency, particularly for out-of-state travel. He clarified that while he would retain ultimate oversight, Deputy and Assistant County Administrators, as well as Department Heads, would be allowed to handle authorizations. Administrator Titkanich assured Chairman Flescher that his authority remained intact, emphasizing the importance of maintaining communication and accountability regarding expenditures while delegating decision-making power.

Additionally, Ms. Hyde presented a new food items policy for special events and training meetings, ensuring employees had access to food during extended work hours. Key highlights included spending limits for meals, justification for food costs at events, and processes for procurement and approval. These updates aimed to streamline operations, particularly for the Recreation Department.

A motion was made by Vice Chairman Loar, seconded by Commissioner Adams, to approve staff's recommendation. The motion carried by the following vote:

Aye: 5 - Chairman Flescher, Vice Chairman Loar, Commissioner Adams, Commissioner Earman, and Commissioner Moss

H. Parks, Recreation, and Conservation

I. Planning and Development Services

J. Public Works

K. Sandridge Golf Club

13.K.1. [25-0694](#)**National Golf Foundation Report - Sandridge Golf Club**

Recommended Action: Staff recommends the Board accept the NGF report and direct staff to develop a revised staffing plan and implementation strategy to be timely coordinated for when the additional services will be offered following construction of the new clubhouse and banquet facilities at Sandridge Golf Club.

A copy of this report is available to view in the Clerk to the Board Office

Deputy County Administrator Mike Zito, Director of Golf Bella Nagy, and Richard Singer from the National Golf Foundation (NGF) discussed the future of Sandridge Golf Club. They presented insights on the current and proposed structure of the clubhouse, highlighting the importance of bringing food and beverage services in-house following the clubhouse's construction, which had been facilitated by bond financing. This move aligned with legal advice to limit private involvement due to public funding constraints.

Mr. Nagy aimed to reinstate the 4COP liquor license for in-house operations that existed from 1987 to 2016, prior to privatization. Mr. Singer shared insights from the report which emphasized the need for a robust management structure to support new amenities and services. He also discussed how the new clubhouse would change operational dynamics, providing an organizational chart and staffing plan that aligned with the recommendations from the NGF. Overall, the County had made significant progress in preparing for the clubhouse's opening.

During the discussion, Commissioner Adams questioned the new Organizational Chart, prompting Mr. Zito to explain efforts to enhance efficiency. Plans to hire key positions, such as a food and beverage manager, were discussed as part of a shift towards in-house management to meet financing obligations.

Concerns were raised about the financial implications and transparency of this approach. Mr. Singer emphasized the need to align service levels. He referenced case studies to improve the overall experience at new facilities. County Administrator John Titkanich noted a lack of clarity in departmental structures and recommended refining them to improve efficiency.

Chairman Flescher highlighted the need for enhancements at Sandridge and acknowledged concerns about financial responsibilities within the organizational chart, but remained optimistic about aligning service quality with cost considerations.

Mr. Singer pointed out that the Sandridge facility was currently self-sustaining and

was expected to maintain its financial stability with the introduction of new amenities. Mr. Zito reiterated that the presentation was an initial outline of a comprehensive plan focused on optimizing resources and enhancing the venue to meet community expectations, noting growth in hosted events over the past decade.

Commissioner Adams sought clarification on a newly presented study related to the clubhouse expansion, expressing surprise at the differing information about food and beverage services compared to her previous understanding. The presentation outlined projected food and beverage revenue estimates, staffing plans for up to 16 new positions, and anticipated labor expenses starting in fiscal year 2027.

Mr. Zito stressed the importance of starting discussions on the study, presenting the project as an opportunity for the Board to shape its direction. He advocated for directing staff to initiate the liquor license application process, thereby facilitating a smoother transition for operations at the new clubhouse.

Administrator Titkanich recommended that the Board accept the NGF report and initiate the liquor license application while suggesting that the revised staffing plan be addressed later during the budget process. He raised concerns about expense validation and emphasized the need for generated revenue to support staffing levels.

Commissioner Earman expressed his support for accepting the National Golf Foundation Report and urged the Board to take action, including obtaining a liquor license and advancing development at Sandridge.

A motion was made by Commissioner Earman, seconded by Chairman Flescher, to accept the National Golf Foundation report and to have staff proceed with obtaining the 4COP Liquor License and completing the necessary steps for setting up operations at the Sandridge Golf Club. The motion carried by the following vote:

Aye: 5 - Chairman Flescher, Vice Chairman Loar, Commissioner Adams, Commissioner Earman, and Commissioner Moss

L. Utilities Services

14. COUNTY ATTORNEY MATTERS

14.A. [25-0672](#) Environmental Control Hearing Board (ECHB) Officer Appointment

Recommended Action: The County Attorney recommends that the Board review the Letter of Recommendation from Florida Department of Health in Indian River County and determine whether to appoint the applicant as the Officer for the Environmental Control Hearing Board.

Attachments: [FLDOHECHB Recommendation - Heather Waters](#)

County Attorney Jennifer Shuler recommended Heather Waters for the position of Environmental Control Hearing Board Officer following Julianne Price's retirement. The Environmental Control Hearing Board, which worked with the County and Health Department to enforce health laws, appointed its members and officers based on recommendations from the County Health Director. Ms. Waters, currently the DOH Environmental Manager, was endorsed for the role. Chairman Flescher praised her impressive background and dedication, expressing his support for the appointment.

Ms. Waters stated that she had appeared before the Environmental Control Hearing Board many times, not as a defendant, but as a witness. She appreciated the collaboration the team had maintained over the years with Ms. Julianne Price. Ms. Price was leaving behind big shoes to fill, and Ms. Waters was grateful for the opportunity to do her best in continuing the good work that had been done.

A motion was made by Commissioner Earman, seconded by Chairman Flescher, to appoint Heather Waters to the Environmental Control Hearing Board (ECHB). The motion carried by the following vote:

Aye: 5 - Chairman Flescher, Vice Chairman Loar, Commissioner Adams, Commissioner Earman, and Commissioner Moss

15. COMMISSIONERS MATTERS

A. Commissioner Joseph E. Flescher, Chairman

B. Commissioner Deryl Loar, Vice Chairman

C. Commissioner Susan Adams

D. Commissioner Joseph H. Earman

E. Commissioner Laura Moss

16. SPECIAL DISTRICTS AND BOARDS

A. Emergency Services District

The Board of County Commissioners reconvened as the Board of Commissioners of the Solid Waste Disposal District. The minutes will be approved at an upcoming Solid Waste Disposal District meeting.

B. Solid Waste Disposal District**16.B.1. [25-0671](#)** Work Order No. 9 to Geosyntec for One Year of Groundwater Monitoring/Reporting at the Former South Gifford Road Landfill

Recommended Action: Solid Waste Disposal District staff recommends that its Board approves and authorizes the Chairman to sign the attached Work Order No. 9 authorizing Geosyntec to provide groundwater monitoring/reporting and related consulting services for the Former Gifford Road Landfill in compliance with FDEP requirements for a period of one year not to exceed fee of \$92,901.14.

Attachments: [Geosyntec WO No 9](#)

There was no discussion on this Item.

A motion was made by Commissioner Adams, seconded by Vice Chairman Loar, to approve staff's recommendation. The motion carried by the following vote:

Aye: 5 - Chairman Flescher, Vice Chairman Loar, Commissioner Adams, Commissioner Earman, and Commissioner Moss

16.B.2. [25-0674](#) Final Pay to Geosyntec for Work Order No. 6 – Groundwater Monitoring/Reporting and Related Consulting Services at the South Gifford Road Landfill

Recommended Action: Solid Waste Disposal District staff recommends that its Board approve Geosyntec's final invoice amount of \$6,397.64.

Attachments: [Geosyntec Final Invoice](#)

There was no discussion on this Item.

A motion was made by Commissioner Adams, seconded by Vice Chairman Loar, to approve staff's recommendation. The motion carried by the following vote:

Aye: 5 - Chairman Flescher, Vice Chairman Loar, Commissioner Adams, Commissioner Earman, and Commissioner Moss

16.B.3. [25-0684](#) Approval of SWDD Meeting Minutes of May 20, 2025

Recommended Action: Approve

Attachments: [05202025 SWDD Draft](#)

A motion was made by Vice Chairman Loar, seconded by Commissioner Adams, to approve the SWDD Meeting Minutes of May 20, 2025, as written. The motion carried by the following vote:

Aye: 5 - Chairman Flescher, Vice Chairman Loar, Commissioner Adams, Commissioner Earman, and Commissioner Moss

16.B.4 [25-0640](#) Final Pay to Geosyntec for Work Order No. 1, Amendment 1, 2 & 3 - Segment 3 Cell 3 Liner Construction, Indian River County Landfill Facility

Recommended Action: Solid Waste Disposal District staff recommends that its Board approve Geosyntec's final invoice amount of \$12,418.18.

Attachments: [Geosyntec Completion Report](#)
[Geosyntec Final Invoice](#)

There was no discussion on this Item.

A motion was made by Commissioner Adams, seconded by Vice Chairman Loar, to approve staff's recommendation. The motion carried by the following vote:

Aye: 5 - Chairman Flescher, Vice Chairman Loar, Commissioner Adams, Commissioner Earman, and Commissioner Moss

17. PUBLIC COMMENT: NON-AGENDA-RELATED MATTERS

Vero Beach City Council Member Aaron Vos expressed his gratitude to the Board for approving funding for the July 4th fireworks show. He emphasized the importance of their participation in the event.

18. ADJOURNMENT

There being no further business the Chairman adjourned the meeting at 1:02 p.m.