



# Indian River County, Florida

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

## Draft Meeting Minutes

### 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**

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**Tuesday, September 23, 2025**

**9:00 AM**

**Commission Chambers**

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#### **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**

**Leslie Swan, Supervisor of Elections**

#### **3. PLEDGE OF ALLEGIANCE**

**Jennifer Shuler, County Attorney**

#### **4. ADDITIONS/DELETIONS TO THE AGENDA / EMERGENCY ITEMS**

**A motion was made by Commissioner Moss, seconded by Commissioner Adams, to approve the Agenda as amended, adding Item 12.A. 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.** Presentation of Proclamation 211 Recognizing September As Suicide Awareness Month

A representative of 2-1-1 thanked the Board for supporting the work they do in the community.

**Read and Presented by Chairman Flescher**

**5.B.** Presentation of Proclamation in Recognition of Fire Prevention Week October 5-11, 2025

Assistant Fire Chief Richard Marini thanked the Board for the Proclamation which helped raise awareness about fire safety and prevention. He added tips for the safe use of lithium batteries: charge electronics on a hard surface, unplug fully charged items, choose UL tested lithium batteries, and recycle lithium batteries appropriately by checking [call2recycle.org](http://call2recycle.org).

**Read and Presented by Commissioner Earman**

**5.C.** Presentation of Proclamation Honoring Hunger Action Month

Karen Aiello, Donor Relations Manager for the Treasure Coast Food Bank, appeared before the Board to accept the Proclamation. Ms. Aiello informed the Board of the organization's partnerships and collaborations in the Treasure Coast Area. Their month-long campaign to raise awareness included an "Outrun Hunger" event and a campaign called "Light Up Orange", noting orange was the color of hunger relief and represented encouragement and determination.

**Read and Presented by Commissioner Loar**

## Presentation from Indian River County Tourism

**5.D.**

Ben Earman, Vice President of Marketing with Visit Indian River County, and Krista Hoyt, Tourism Communications Manager, appeared before the Board with mascot Calvin to discuss the latest award-winning campaign for Indian River County tourism. Mr. Earman informed the Board their work had earned first place for Specialty Marketing and second place in Television Advertising from the Governor's Conference on Tourism.

Slides were shown of the campaigns which featured Calvin's selfies showing "Pawsome Trips" for pet owners, and a new television commercial with the tagline "This is Indian River County". The presentation provided details on the deployment across different media, successful engagement, and the quantified increase in visitors to the County. Mr. Earman mentioned his and Ms. Hoyt's work earned five awards in the two years they've been on the job. Calvin the golden retriever also received special mention for the following he'd amassed. The campaigns could be seen on the Chamber's website, indianriverchamber.com.

**Presented****6. APPROVAL OF MINUTES****7. INFORMATION ITEMS FROM STAFF OR COMMISSIONERS NOT REQUIRING BOARD ACTION****8. PUBLIC COMMENT: AGENDA-RELATED MATTERS (EXCEPT FOR PUBLIC HEARINGS)****9. CONSENT AGENDA**

**A motion was made by Vice Chairman Loar, seconded by Chairman Flescher, to approve the Consent Agenda as amended, pulling Item 9.A. for discussion. The motion carried by the following vote:**

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

**9.A. Approval of Changes to the Procurement Policies and Procedures Manual**

Chairman Flescher requested adding an additional amendment to the Procurement Policies and Procedures Manual (Manual). The Chairman wanted a sentence added stating that the County Administrator would be notified within one to three days of any unbudgeted purchases, even those under the \$100,000 mark. The Chairman's rationale was that the County Administrator should bear the ultimate responsibility for staff's spending. After discussion, it was agreed that the line would be added to the end of Section 2.4, Capital Item Purchases, of the Manual.

**A motion was made by Vice Chairman Loar, seconded by Commissioner Earman, to approve staff's recommendation with the additional amendment regarding County Administrator notification. The motion carried by the following vote:**

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

**9.B. Approval of UniFirst Customer Service Agreement and Addendum**

**Approved staff's recommendation**

**9.C. First Extension and Amendments to Agreements for Continuing Professional Environmental, Ecological, and Biological Support Services (RFQ 2023060)**

**Approved staff's recommendation**

**9.D. First Extension and Amendment to Agreement for Medical Services at the Persons with Special Needs Shelter (RFP 2022058)**

**Approved staff's recommendation**

**9.E. Second Extension and Amendment to Agreement for Annual Asphalt Paving and Resurfacing Services (Bid # 2024011)**

**Approved staff's recommendation**

**9.F. Second Extension & Amendment to Agreements for Annual Fiber Optic Engineering, Design, Material, Supplies and Installation (Bid 2023056)**

**Approved staff's recommendation**

**9.G. Miscellaneous Budget Amendment 04**

**Approved staff's recommendation and Resolution 2025-056, amending the Fiscal Year 2024-2025 Budget.**

**9.H. Miscellaneous Budget Amendment 05**

**Approved staff's recommendation and Resolution 2025-057, amending the Fiscal Year 2024-2025 Budget.**

- 9.I.** 2025/2026 State/County Contract Indian River County Health Department  
**Approved staff's recommendation**
- 9.J.** Resolution Cancelling Taxes on a Property Purchased by the City of Fellsmere for Public Purpose  
**Approved staff's recommendation and Resolution 2025-058, cancelling certain taxes upon publicly owned lands, pursuant to Section 196.28, Florida Statutes.**
- 9.K.** Award of Bid, Bid No. 2025046, I.T. Interconnectivity, Administration Bldg. B to Emergency Operations Center  
**Approved staff's recommendation**
- 9.L.** Approval of Resolution Establishing Payment Standards (Based on HUD's Fair Market Rents) for Housing Choice Voucher Program for Fiscal Year 2026  
**Approved staff's recommendation and Resolution 2025-059, approving payment standards for beginning Fiscal Year 2026 for the Housing Choice Voucher Program.**
- 9.M.** Florida Department of Health Food Pantry Memorandum of Agreement  
**Approved staff's recommendation**
- 9.N.** Children Services Advisory Committee: De-obligation of Funding for Hibiscus Children's Center, Inc. FY 2024-2025  
**Approved staff's recommendation**
- 9.O.** Children Services Advisory Committee: De-obligation of Funding for Tykes & Teens, Inc FY 2024-2025  
**Approved staff's recommendation**
- 9.P.** Indian River County Library State Aid to Libraries Grant  
**Approved staff's recommendation**
- 9.Q.** Request from HCA Florida Lawnwood Hospital for a renewal of their Class "B" Certificate of Public Convenience and Necessity to Provide Non-Emergency Ambulance Inter-Facility Transports Originating from Indian River County  
**Approved staff's recommendation**

- 9.R.** Approval of Public Medical Transportation Letter of Agreement between Indian River County Emergency Services District and the Agency for Health Care Administration (Year Seven)

**Approved staff's recommendation**

- 9.S.** First Change Order to Work Order No. 01 Schulke, Bittle & Stoddard, LLC Old Dixie Highway Drainage (Westport Drive to 131st Street) IRC-2507

**Approved staff's recommendation**

- 9.T.** 2025 Special Olympics Fall Classic License Agreement – October 4, 2025

**Approved staff's recommendation**

- 9.U.** Wabasso Causeway Park FIND Grant IR-24-78 Withdrawal

**No Action Taken or Required**

- 9.V.** Gifford Aquatic Center Heater/Chiller Well System

**Approved staff's recommendation**

- 9.W.** Release of Retainage and Approval of Change Order No. 1 Indian River County Shooting Range Pavement Improvements (IRC-2413)

**Approved staff's recommendation**

- 9.X.** Kimley-Horn and Associates, Inc. Work Order 21 for Wabasso Repump Station Conversion - IRCDUS Project ID 21.25.519

**Approved staff's recommendation**

- 9.Y.** Amendment 1 to Agreement RFQ 2024039 Integrated Water Master Plan with HDR Engineering, Inc. for Wabasso Causeway Bridge Reuse Main Condition Assessment & Repair Design Services, IRCDUS Project ID: 31.24.509

**Approved staff's recommendation**

## **10. CONSTITUTIONAL OFFICERS and GOVERNMENTAL AGENCIES**

**10.A. IRC Sheriff's Office FY25 Auction Proceeds**

Indian River County Sheriff Eric Flowers was not present for this item. He submitted a written request to use net proceeds of \$88,574.30 from online auctions of surplus property and vehicles to be used to acquire new, like-kind property within the current fiscal year, pursuant to Chapter 274 of the Florida Statutes. The Chairman noted this request was customary.

**A motion was made by Commissioner Moss, seconded by Chairman Flescher, to approve the Sheriff's written request to use auction proceeds to purchase new and like-kind property within the current fiscal year. The motion carried by the following vote:**

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

**10.B. IRC Sheriff's Office FY25 Offender Fees Reserve Account**

Indian River County Sheriff Eric Flowers was not present for this item. He submitted a written request to use \$21,295.00 from the Fiscal Year 2025 Offender Fees Reserve account to purchase surveillance equipment, duty/tactical gear, and office/field supplies for criminal investigations within the current fiscal year, pursuant to Chapter 274 of the Florida Statutes.

**A motion was made by Vice Chairman Loar, seconded by Chairman Flescher, to approve the Sheriff's request to use funds from the Offender Fees Reserve account to purchase equipment and supplies. The motion carried by the following vote:**

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

The Chairman called for a recess at 9:41 a.m., and reconvened the meeting at 9:50 a.m. with all members present.

**11. PUBLIC ITEMS**

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

**A. PUBLIC HEARINGS**

**11.A.1.** Public Hearing for Changes to Chapter 105, Indian River County Code - Purchasing Procedures (Legislative)

Procurement Manager Jennifer Hyde presented the draft Ordinance to replace Chapter 105 with a re-ordered and streamlined version. She noted the Board had approved the language amending Section 105 at their meeting on August 19, 2025. Using slides, Ms. Hyde displayed summaries of the structural changes, content changes, and removals in an effort to ensure the code contained the policy while the Procurement Manual contained the procedures for her department.

The Chairman opened the public hearing. There being no comments, the Chairman closed the public hearing.

The Chairman stated he approved of the changes with the exception of raising the spending limits to \$100,000, which he had previously voted against.

**A motion was made by Commissioner Moss, seconded by Commissioner Adams, to approve staff's recommendation and adopt Ordinance 2025-013, amending the Indian River County code to repeal Chapter 105, Purchasing, in its entirety and to replace it with a new Purchasing Code that provides purchasing authority for the County Commission, County Administrator, and Procurement Manager; that requires a Procurement Manual; that establishes certain bid procedures; that mandates compliance with F.S. 287.055 when procuring professional services; that provides procedures for the purchase of real property; that requires certain vendor disclosures; that provides for a limited waiver of sovereign immunity; and that provides a preference for environmentally friendly products and services. The motion carried by the following vote:**

**Aye:** 4 - Vice Chairman Loar, Commissioner Adams, Commissioner Earman, and Commissioner Moss

**Nay:** 1 - Chairman Flescher



**11.A.2**

Ordinance amending Chapter 400 of the Indian River County Code entitled: Chapter 400. Regulation of Contractors.

Scott McAdam, Building Official, presented recommended changes to County Ordinance Chapter 400, Regulation of Contractors. Mr. McAdam provided background on state legislation which mandated preemption of local occupational licensing, and cause concern for local contractors in the industry. Under the mandates, Counties would be allowed to have local license contractor categories that "substantially correspond[ed]" to a state contractor category. Mr. McAdams explained that his department worked with nearby jurisdictions and the Treasure Coast Builders Association (TCBA) to formulate regulations for local contractor licensing. The proposed solution would allow the County to create local license categories which "substantially correspond[ed]" to the state categories; this allowed local, licensed contractors to avoid obtaining a state license or new qualifier.

The Chairman opened the public hearing.

Deb Frasier, TCBA, supported the Building Department's recommendation which she felt would offer clarity.

There being no further comments, the Chairman closed the public hearing.

The Board offered praise to Mr. McAdam and staff for their work on this matter.

**A motion was made by Commissioner Earman, seconded by Chairman Flescher, to approve staff's recommendation and adopt Ordinance 2025-014, amending Chapter 400 of the Indian River County Code with respect to contractor categories by modifying and deleting certain definitions of skills requiring a Certificate of Competency; updating insurance requirements for state and local contractors and exempt trades; updating suspension or revocation of registration; hearing; appeal, and establishing a prerequisite for actions against a registered contractor; providing for severability; providing for codification; and providing for 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.3.**

Treasure Coast Detox, LLC's Request for Special Exception Use and Site Plan Approval for a Change of Use from Adult Congregate Living Facility to Residential Treatment Center [SP-SE-24-08-30 / 94030071-96621]

Chairman Flescher introduced the parties for the proceeding as being Treasure Coast Detox, LLC (Applicant), and Indian River County. Each Commissioner, as requested by the Chairman, 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, and the Deputy Clerk administered the Oath to all persons who wished to speak.

Brandon Creagan, Chief Planner with Current Development, presented the Applicant's request for special exception use to and site plan approval for a change of use from an adult congregate living facility to a residential treatment center for up to 29 adults at 6410 Old Dixie Highway. The location and plans for the site, traffic circulation, stormwater retention, and landscaping were shown using slides. The presentation listed staff's conditional approval, and noted the Planning and Zoning Commission (PZC) had unanimously approved the request at their August 28, 2025, regular meeting.

Commissioner Earman received confirmation from acting Planning Development and Services Director Ryan Sweeny that the facility was an inpatient facility.

The following people were present on behalf of the Applicant: Brion Regan, Kosta Velis, Dr. Terri Prescott, and Jessica Olivera. Mr. Regan detailed the inpatient nature of their facility where patients stayed 10 to 14 days, and care was covered by insurance. Mr. Velis emphasized this would be a medical facility with 24/7 supervision, and was being created by the Vero Beach Recovery Center. It was intended to serve the local community who would otherwise have to leave the County to attain medical detox treatment. Dr. Prescott, who had 25 years of experience in the field, spoke of the substance abuse and mental health crises in the County, and compared the facility to a hospital setting. She stated there would not be patients roaming freely, and noted the program was structured so the community would not be at risk. Nurse Practitioner Jessica Olivera told of the need faced by patients coming into the emergency room at Cleveland Clinic because there was no other option for treatment.

Gregory Potter, Principal, North County Charter School, expressed his concern for the safety of students at the adjacent elementary school.

Mr. Sweeney discussed the procedures and limitation for notifying the public of this public hearing. Mr. Regan addressed the procedures in place to transport

patients to and from the facility. Mr. Velis emphasized the difference between a medical detox program and a sober house which was not a medical facility. He noted the patients were local professionals who had private medical insurance, and pushed back against the stigmatization of substance abuse. He added that patients would be dropped off by family or Uber Health, not ambulances, and detailed the security safeguards in place. The opening was estimated to be at the beginning of 2026. The Board entered into discussion with the Applicants regarding the source of their patients, safety measures, and the length of treatment.

Diana Hannett, a patient of Dr. Prescott, listed the benefits to the community in establishing the detox facility, and addressed concerns regarding crime rates, traffic, security, and monitoring.

Anthony Leon, Resident, objected to the non-security.

The following parents from the North County Charter School spoke out against the location of the detox center, and their fears regarding the safety of their children. They stated an understanding of the need for the facility, but urged the Board to consider an alternate location.

Carla DiBenedetto  
Susan Aguire  
Connor Pickering  
Allie Duperry  
Chelsea Arts

The Board addressed the concerns of the community, emphasized the security surrounding the school, and expressed the clinical nature of the center which handled privately insured patients.

Lalita Janke, spoke in favor of the facility to serve an population that did not have access to medical care.

Carrie Lester, CEO of Thrive IRC, expressed empathy for safety concerns, but noted the treatment center was akin to dialysis or chemotherapy. She suggested the real danger lay in untreated alcoholism and its effects.

Don Wright, operator of the former assisted living facility, noted there have been people living there for more than 20 years who also overcame addiction with no problems to the surrounding community.

There being no further comments, the Chairman moved to staff's final presentation.

Mr. Sweeney suggested having the facility's director exchange contact information with Principal Potter and the school's resource officer to better facilitate communication. County Attorney Shuler weighed-in with the standard of review, noting the Board could approve the request with conditions.

The Chairman closed the public hearing.

**A motion was made by Vice Chairman Loar, seconded by Chairman Flescher, 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

The Chairman called for a recess at 11:32 a.m., and reconvened the meeting at 11:47 a.m. with all members present.

## **B. PUBLIC NOTICE ITEMS**

### **12. COUNTY ADMINISTRATOR MATTERS**

#### **12.A.**

Ratification of Collective Bargaining Agreement Between Indian River County Emergency Services District and Indian River County Firefighters/Paramedics Association, Local 2201, IAFF for Battalion Chiefs Effective October 1, 2024 through September 30, 2025

County Administrator John Titkanich stated the Battalion Chiefs with the International Association of Firefighters (IAFF) Local 2201 signed a tentative agreement on May 21, 2024, which was now being presented to the Board for approval. The lead negotiation team was acknowledged for their efforts in reaching this agreement.

The agreement included important provisions, such as limits on grievances and arbitration for demotion or termination. It provided a four percent retroactive wage adjustment dating back to October 4, 2024. While the rank and file received a 10 percent raise last year, Battalion Chiefs received a six percent raise inline with other general employees. Additional benefits include a scheduled day off every three weeks and an honor guard incentive. The retroactive wage adjustment was estimated to cost the County \$65,500.

**A motion was made by Commissioner Earman, seconded by Chairman Flescher, 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

**13. DEPARTMENTAL MATTERS**

**A. Building and Facilities Services**

**B. Community Services**

**C. Emergency Services**

**D. Human Resources**

**E. Information Technology**

**F. Natural Resources**

**13.F.1. Indian River County Stormwater Management Plan**

Kylie Yanchula, Natural Resources Manager, introduced the Item noting the challenges the County faced from intense storms and coastal flooding, with two-thirds of the County in a flood zone. Proactive storm water planning was essential, while also ensuring compliance with water quality standards under the BMAP (Basin Management Action Plan). Environmental Science Associates (ESA) worked with staff to create a comprehensive stormwater management plan which identified priority areas for intervention to mitigate flooding and enhance water quality in the Indian River Lagoon.

Bryan Flynn, Program Manager at ESA, presented slides with the Plan's goals and processes, stakeholder feedback, an overview of the BMAP's water quality goals, and a list of priority areas with recommendations for each. Mr. Flynn explained the grading matrix used to rank the 29 identified projects across the priority areas. The estimated cost to complete one project in each area would be \$10 million, as opposed to a total of \$70 million to complete all the projects. The presentation went on to detail suggested improvements to some of the highest ranking projects: 37th Street and Indian River Boulevard, 90th Avenue, Rockridge, College Lane, Fellsmere, Riviera Lakes, 4th and 8th Streets, Indian River Drive rights-of-way, Indian River Lagoon Outfalls, and County-owned ponds.

Commissioner Adams questioned the Fellsmere project, noting the area specified was controlled by the Fellsmere Water Control District (FWCD), not the County. The Commissioner reported that Fellsmere residents were increasingly frustrated by flooding, and she expressed disappointment that staff had not been in communication with the FWCD. Ms. Yanchula stated staff would go back and verify the maps, and follow up with Fellsmere officials.

The presentation concluded with recommendations which included creating a database of assets and a maintenance schedule, retrofitting County stormwater ponds, lobbying for BMAP revisions, establishing a land acquisition fund for stormwater properties, and consideration for establishing a stormwater utility to fund the work needed.

Discussion ensued among the Board. Commissioner Moss expressed concern for development close to the Lagoon. Vice Chairman Loar and County Administrator Titkanich discussed funding options including tackling the top items across five years, and possibly grants; a stormwater fee was on-hold for consideration pending upcoming legislation. Mr. Titkanich noted staff was in discussion with the Florida Department of Environmental Protection (FDEP) regarding revisions to the BMAP requirements. Commissioner Earman expressed the Plan was a good

start, and he urged staff to coordinate with all of the County's Water Management Districts.

**A motion was made by Commissioner Earman, seconded by Chairman Flescher, 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

## **G. Office of Management and Budget**

## **H. Parks, Recreation, and Conservation**

### **13.H.1. Environmental Lands Acquisition Status Update Regarding a Purchase Contract – Durrance Place**

*[Clerk Note: Presentation and discussion for this Item was combined with Item 13.H.2.]*

Director of Parks, Recreation, and Conservation Beth Powell began the informational presentation with background information regarding the Environmental Land Bond Referendum. The Environmental Land Acquisition Panel (ELAP), which reviewed and ranked properties on the basis of restoration opportunities and recreational options, per the Board's approval. The Durrance Place and Hale Grove adjacent parcels were Tier 1 ranked properties, and would be up for consideration at the October 7, 2025, BCC meeting.

Assistant Director of Parks, Recreation, and Conservation Wendy Swindell began her presentation with the Hale Grove parcel located east of US Highway 1, north of the Wabasso Causeway. The four-parcel site consisted of 21.89 acres and had a price of \$2.54 million, based on appraisals. The Durrance Place was an adjacent two-parcel property measuring 11.74 acres with a price tag of \$1.26 million. Ms. Swindell then discussed the restoration and recreation opportunities: restoration of herbaceous saltmarsh, water quality improvement, protection for the Indian River Lagoon, nature trails, and a possible kayak launch. Ms. Swindell clarified there would be a 30-day due diligence period after the October 7, 2025, public hearing, and that the presentation reflected the latest negotiations.

**No Action Taken or Required**

### **13.H.2. Environmental Lands Acquisition Status Update Regarding a Purchase Contract – Hale Grove Properties**

*[Clerk Note: See Item 13.H.1. for discussion]*

**No Action Taken or Required**

## I. Planning and Development Services

The Chairman called for a recess at 12:58 p.m., and reconvened the meeting at 1:06 p.m. with all members present.

## J. Public Works

### 13.J.1. Adoption of the Repetitive Loss Area Analysis (RLAA) to fulfill the Community Rating (CRS) Program requirements

Public Works Director Addie Javed introduced the item before turning it over to Denise Boehning, Certified Public Floodplain Manager with Coastal Waterways Design and Engineering. Ms. Boehning informed the Board that the County was part of the Community Rating System (CRS) where communities that adopted and enforced higher standards for floodplain management could earn discounts for residents' flood insurance premiums. The County was currently a Class 5 community which earned a 25 percent discount on insurance rates.

Part of the rating system involved tracking and addressing Repetitive Loss (RL) properties. Because the County had more than 50 RL properties, a Repetitive Loss Area Analysis (RLAA) report was required. The report contained research on the properties and recommended site-specific mitigation solutions. The full report was included as part of staff's memo, dated September 4, 2025.

Under discussion, Commissioner Moss received information regarding the overlap between RLAA properties and ones needing a septic to sewer conversion. The Commissioner also entered into discussion with staff regarding best management practices to avoid having new higher-elevated properties flood older lower-elevated properties.

**A motion was made by Commissioner Adams, seconded by Commissioner Moss, 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

## K. Sandridge Golf Club

## L. Utilities Services

## 14. COUNTY ATTORNEY MATTERS



**14.A. Various Committees Vacancies Appointments**

County Attorney Jennifer Shuler opened the Item and suggested going committee-by-committee with separate votes for each.

**AGRICULTURE ADVISORY COMMITTEE - 2-year term**Vacancies

Agricultural Industry Representative

Farm Bureau Representative

Applicants

Steve Devos

Jacob Fojtik

Jason P. Rooney

Commissioner Adams nominated Steve Devos and Jacob Fojtik, respectively.

**A motion was made by Commissioner Adams, seconded by Chairman Flescher, to approve Steve Devos as Agricultural Industry Representative, and Jacob Fojtik as Farm Bureau Representative on the Agriculture Advisory Committee. The motion carried by the following vote:**

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

**BEACH & SHORES PRESERVATION ADVISORY COMMITTEE - 2-year term**Vacancy

BCC Appointee

Applicants

Colby Bechtold

Paul Golden

Richard L. Harris, Jr.

Hieu T. Nguyen

Frederick D. Steel

Peter Turner

Commissioner Earman nominated Richard L. Harris.

**A motion was made by Commissioner Earman, seconded by Commissioner Moss, to approve Richard L. Harris as the BCC Appointee for the Beach and Shores Preservation Advisory Committee. The motion carried by the following vote:**

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

**CHILDREN SERVICES ADVISORY COMMITTEE:** 4-year term

Vacancy

Member At Large

Applicants

Lalita Jannke

Deborah Taylor Long (currently a member of CSAC Grants)

Wendy D. McDaniel

Beth Miller

Lyndsey Samberg

Caryn Toole (currently a member of CSAC Grants)

Stephanie Troutman

Commissioner Adams nominated Lyndsey Samberg.

**A motion was made by Commissioner Adams, seconded by Commissioner Earman, to approve Lyndsey Samberg as the Member At Large for the Children Services Advisory Committee. The motion carried by the following vote:**

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

**COMMUNITY DEVELOPMENT BLOCK GRANT CITIZEN ADVISORY  
TASK FORCE - 4-year term**

Vacancies

Citizen of Indian River County - low to moderate income level (**two vacancies**). [per the Federal Guidelines, the income ranges from \$52,100 up to \$93,290 depending on household size].

Applicants

Amanda Lane

Christopher T. Roberts

Linda S. Terrell

Angela Weber

Commissioner Moss nominated Amanda Lane and Christopher T. Roberts.

**A motion was made by Commissioner Moss, seconded by Commissioner Adams, to approve Amanda Lane and Christopher T. Roberts as the Citizens of Indian River County for the Community Development Block Grant Citizen Advisory Task Force. The motion carried by the following vote:**

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

**CONSTRUCTION BOARD OF ADJUSTMENT AND APPEALS - 3-year  
term**

Vacancies

Engineer

Applicants

Jason W. Short

Steven P. Topal

Attorney Shuler noted there was an opening for an Architect, but there were no applicants for that position. Vice Chairman Loar nominated Jason W. Short for the position of Engineer.

**A motion was made by Vice Chairman Loar, seconded by Commissioner Earman, to approve Jason W. Short for the position of Engineer on the Construction Board of Adjustment and Appeals. The motion carried by the following vote:**

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

**ECONOMIC DEVELOPMENT COUNCIL (EDC) - 4-year term**

Vacancies

Local Agricultural Industry Representative

Applicants

Helene M. Caseltine

Steve Devos

Edward L. Dillard

Jacob Fojtik

Lalita Janke

Kyle C. Laramie

Frederick D. Steel

Chairman Flescher nominated Jacob Fojtik for the position. Commissioner Earman and Attorney Shuler discussed the lack of a standing rule regarding any person serving on two Committees. Commissioner Adams noted the EDC did not meet very often and it could use a person with agricultural experience to contribute to an ongoing Economic Development Study.

**A motion was made by Commissioner Earman, seconded by Commissioner Adams, to approve Jacob Fojtik as the Local Agricultural Industry Representative on the Economic Development Council. The motion carried by the following vote:**

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

**ECONOMIC DEVELOPMENT COUNCIL (EDC) - 4-year term**Vacancies

Member At Large

Applicants

Helene M. Caseltine

Steve Devos

Edward L. Dillard

Jacob Fojtik

Lalita Janke

Kyle C. Laramie

Frederick D. Steel

Commissioner Adams nominated Steve Devos.

**A motion was made by Commissioner Adams, seconded by Commissioner Moss, to approve Steve Devos as the Member At Large on the Economic Development Council. The motion carried by the following vote:**

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

**14.B.****Authorization to Proceed with Foreclosures on Code Enforcement Cases 2017070106 (Anderson) and 2018030112 (Anderson)**

County Attorney Susan Prado began her presentation by informing the Board that the two foreclosure cases were for the same property located at 351 12th Street SW; both cases had been approved for foreclosure by the Code Enforcement Board (CEB).

Starting with case 2017070106, Attorney Prado reviewed the past trash, junk, and debris violations going back to 2017. At the August 27, 2018 CEB compliance hearing, it was found the violations had not been cleared, and a \$100-a-day fine was imposed. Photos showed the property was still not in compliance as of September 2025. Since the property was not homesteaded, the County was able to begin foreclosure proceedings. The property owner was noticed of this Item on the BCC agenda, but was not present.

**A motion was made by Commissioner Adams, seconded by Commissioner Earman, to file foreclosure on Code Enforcement case 2017070106 (Anderson). The motion carried by the following vote:**

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

The second case on the property was started in 2018 under case 2018030112 for violations regarding a swimming pool built without a permit and a swimming pool maintenance violation. Attorney Prado informed the Board the CEB (Code Enforcement Board) had conducted a compliance hearing on September 24, 2018, and found the property was still in violation; a \$100-a-day fine was imposed. Updated aerial photos demonstrated the property had not been brought into compliance.

Attorney Prado referred to Code Enforcement staff for an estimate of the accrued fines. Commissioner Adams questioned why it had taken so long to enforce penalties for the non-compliance given there had been no communication from the property owner. County Administrator John Titkanich stated he had been informed the County had been disinclined to pursue foreclosures in the past, and that he wanted to work with Code Enforcement to come up with a policy to resolve such matters. Patrick Murphy, Chief of Long Range Planning, stated the existing policy was to work with homeowners to bring their property into compliance. He stated he would look into older cases such as these and would take action, especially in consideration of the community.

**A motion was made by Commissioner Adams, seconded by Chairman Flescher, to file foreclosure on Code Enforcement case 2018030112 (Anderson). The motion carried by the following vote:**

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

#### **14.C.**

##### **Lease Termination for 8865 91st Avenue, Vero Beach, FL**

Deputy County Attorney Susan Prado brought before the Board an Agreement to Terminate Lease agreement for the property at 8865 91st Avenue, and asked if the Board wanted to modify the agreement by adding a penalty for any additional code enforcement violations. The property was purchased by the County for right-of-way, and was being leased-back to the former owner. The agreement required the property to be vacated by June 1, 2026.

The property's tenant, Gina Hower, appeared before the Board and asked to be allowed to stay, as she was finding it difficult to obtain affordable housing and had a daughter with health issues. Attorney Prado received confirmation from Ms. Hower that she had signed the Agreement to terminate the lease. Vice Chairman Loar noted that Ms. Hower had received a six month extension.

**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

**14.D. Purchase of Property for Animal Control / Emergency Services**

Assistant County Attorney Chris Hicks informed the Board of the rationale for the recommended purchase of the property located at 6580 69th Street. He relayed that the County's Animal Control division was facing a crisis because of a lack of space at the County's animal shelter which was run in partnership with the Humane Society. Emergency Services, which oversees Animal Control, was concerned the lack of services would pose a health and safety risk for the community. The location was the site of a former veterinary clinic, so most of the existing facilities could be used with minimal investment. Additionally, the property was large enough to also be used for Emergency Services in the future.

Chairman Flescher pointed out the area was being expanded and would probably need a new firestation in the future. Chief Johnson described the purchase as a great opportunity to ensure the safety of the community.

Joan Carlson Radabaugh, previous director of the Humane Society, agreed there was a need for this facility in the County. She advocated for providing community services such as spay/neuter, and vaccines for low income people rather than just housing animals. Ms. Radabaugh also discussed the need for collaboration between County government and animal welfare agencies. She was open to volunteering to help staff the new facility.

**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

**15. COMMISSIONERS MATTERS**

**A. Commissioner Joseph E. Flescher, Chairman**

**B. Commissioner Deryl Loar, Vice Chairman**

**C. Commissioner Susan Adams**

**15.C.1. Unmaintained County Roads**

Commissioner Adams requested a discussion of unmaintained public roads in the County. She asked staff to compile a list of all unmaintained roads with notes regarding ones that needed grading versus ones that needed materials or infrastructure. The Commissioner reported a large volume of complaints about the unpaved roads, and wanted to put together a plan to address the complaints in a phased approach in time for next year's budget planning.

Public Works Director Addie Javet, agreed there was a need for a plan that would tackle improvements in phases. He discussed the cost of roads, and the fact that many of those unpaved roads did not meet County standards. There was the additional concern for managing stormwater runoff. Commissioner Adams clarified she was not asking for paving any of the roads given the cost.

Assistant Public Works Director Danny Ooley agreed a master list of roads could be put together, but cautioned that the roads were not being maintained now because they were not up to standard; materials could not just be added to a sand road. He elaborated on the process which involved staking, grading, adding stabilizer, and possibly installing new drainage. The Board discussed the need for a long-range plan for road improvement.

County Administrator John Titkanich entered into discussion with Mr. Ooley to create an inventory and assessment of roads, then use constraints and opportunities to create priorities. He added that a pavement condition index existed and could be built upon to provide the requested information. Agreement was reached for a December 2025 deadline for the list, followed by a presentation to the Board in January 2026.

Vice Chairman Loar discussed the best way to triage the work needed. Mr. Ooley listed the top three roads needing improvement, and reiterated that the unmaintained roads needed to be brought up to standard before being added to grader routes. Mr. Ooley stated he had not heard complaints from the school board regarding bus routes. Mr. Titkanich suggested overlaying school bus routes with roads needing improvement.

Consensus was reached to start the process by directing staff to compile a list of unmaintained roads, and prioritize improvements. Staff would return before the Board in January 2026.

**Consensus reached**



**D. Commissioner Joseph H. Earman**

**E. Commissioner Laura Moss**

## **16. SPECIAL DISTRICTS AND BOARDS**

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.

### **A. Emergency Services District**

### **B. Solid Waste Disposal District**

#### **16.B.1. Approval of FY 2026 Annual Adjustment Requests by Atlas Organics, Indian River Sustainability Center, and Bulk Express**

Managing Director of the Solid Waste Disposal District Himanshu Mehta brought the three vendor contracts before the Board for approval of annual CPI (Consumer Price Index) increases included in their respective contracts.

**A motion was made by Commissioner Adams, seconded by Commissioner Earman, 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. Approval of the Operation and Maintenance of Indian River County Landfill Agreement with Republic Services of Florida (Bid No. 2025028)**

Managing Director of the Solid Waste Disposal District Himanshu Mehta brought forth renewal of the contract with Republic Services for the operation and maintenance of the County's landfill. Mr. Mehta advised the new agreement included an extension of the termination time requirements, and revisions to the estimated tonnage of construction and demolition debris.

**A motion was made by Commissioner Adams, seconded by Chairman Flescher, 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

### **C. Environmental Control Board**

## **17. PUBLIC COMMENT: NON-AGENDA-RELATED MATTERS**

**18. ADJOURNMENT**

There being nor further business, the Chairman adjourned the meeting at 2:26 p.m.