



# 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, May 20, 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**

**Sheriff Eric Flowers**

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

**County Attorney Jennifer Shuler**

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

Added: Item 5.D. Letter of Support

Pulled: Item 9.P. FFWCC Manatee Speed Zone

**Approved as amended**

#### **5. PROCLAMATIONS and PRESENTATIONS**

**5.A. Presentation of Proclamation Designating May 17th Through May 23rd As National Safe Boating Week**

John McCarty, Vice Commander of Coast Guard Auxiliary, Flotilla 56, explained the role that civilian volunteers have in supporting the Coast Guard in its non-military missions. He was present in recognition of National Safe Boating Week, established by the Federal Safe Boating Act in 1958, to promote awareness and safety. Members of Flotilla 56 thanked the Board for their commitment to safe boating and encouraged everyone to wear life jackets.

**Read and Presented by Commissioner Earman**

**5.B. Presentation of Proclamation Designating May 2025 As National Tourism Month**

**Read and Presented by Chairman Flescher**

**5.C. Presentation by the Indian River County Chamber of Commerce Regarding Tourism Month**

Ben Earman, Vice President of Tourism and Marketing with the Indian River Chamber of Commerce, presented statistics about the economic impact of tourism in Indian River County. He reported that visitor spending had increased in 2023 which generated tourist tax revenue for beach renourishment and support for local businesses. Mr. Earman then debuted the latest marketing campaign for Indian River County and announced awards won for the previous year's campaign. A video presentation of the latest ad campaign focused on why Indian River County was a great place to visit.

**Presented**

**5.D. 5.D. Letter of Support for State Senator Mike Haridopolos (District 8)**

Chairman Flescher discussed Congressman Mike Haridopolos' interest in Indian River County. The Congressman had identified a project for funding consideration and noted the submission was a commitment for consideration, not a guarantee. The Chairman requested the Board's participation in signing a letter of support for the Fellsmere project.

Cindy Emerson, Community Services Director, was joined by staff as she presented the vision for a public library and community resource center in Fellsmere. Ms. Emerson discussed the work of the Fellsmere Action Committee team, which put together the plans, and shared the vision for a space to fulfill the community's needs. The next step was to collect community feedback and build a formal funding submission for a \$12 million grant.

**A motion was made by Commissioner Adams, seconded by Chairman Flescher, to approve signing letter of support for Representative Mike Haridopolos' commitment to request funding for the Fellsmere project. The motion carried by the following vote:**

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

**6. APPROVAL OF MINUTES****6.A. Regular Meeting Minutes of March 11, 2025**

**A motion was made by Commissioner Adams, seconded by Vice Chairman Loar, to approve the Regular Meeting Minutes of March 11, 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. Environmental Land Acquisition Panel Vacancy**

**No Action Taken or Required**

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

**A motion was made by Commissioner Adams, seconded by Vice Chairman Loar, to approve the Consent Agenda as amended, pulling Item 9.G. 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.** Children Services Advisory Committee: De-obligation of Funding for Salvation Army FY 2024-2025  
**Approved staff's recommendation**
- 9.B.** Master Agreement to Reimburse Property Appraiser for Non-Ad Valorem Assessment Costs  
**Approved staff's recommendation**
- 9.C.** Agreement to Reimburse Tax Collector for Waters Edge Non Ad Valorem Assessment Costs  
**Approved staff's recommendation**
- 9.D.** Agreement to Reimburse Tax Collector for Universal Solid Waste Non Ad Valorem Assessment Costs  
**Approved staff's recommendation**
- 9.E.** Drainage Easement for Ganbin/Jackson Eminent Domain Settlement  
**Approved staff's recommendation**
- 9.F.** Updated RX Benefits Administrative Services Agreement Effective October 1, 2024 and Exhibit A - Pricing Addendum Effective January 1, 2025  
**Approved staff's recommendation**

**9.G** Florida Department of Transportation's SRA1A Bridge Replacement and Indian River County's Artificial Reef Program

Kylie Yanchula, Natural Resource Director, was joined by project partners to discuss the State Road A1A (SRA1A) Bridge Replacement project, and the Indian River County Artificial Reef Program. Ian Biava, Consultant Project Manager, in conjunction with FDOT, presented PowerPoint slides with updates on the two parts of the project: replacement of the existing bridge and repaving of SRA1A. The design phase would be completed in June, and construction completion was estimated for Fall 2031. Graphics showed the new bridge design with improvements for the community, and shoreline protections.

As an offshoot of the bridge construction, FDOT planned to contribute 3,500 tons of surplus concrete demolition debris to the artificial reef system off the coast of Sebastian. Logan Keneman, Assistant Director of Habitat Restoration with the Coastal Conservation Association (CCA) of Florida, discussed the CCA's partnership with the County to deploy the materials off the coast, and the benefits to the reef system.

**A motion was made by Commissioner Adams, seconded by Commissioner Moss, to approve staff's recommendation and Resolution 2025-019, authorizing the Chairman's execution of a Locally Funded Agreement (LFA) FM No. 445618-1-52-01 with the Florida Department of Transportation (FDOT) for SRA1A Sebastian Inlet bridge replacement surplus concrete demolition debris to be used in the County's Artificial Reef Program. The motion carried by the following vote:**

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

**9.H.** Release of Retainage for Sector 4 Hurricanes Ian and Nicole Dune Renourishment Project (IRC-2318)

**Approved staff's recommendation**

**9.I.** Work Order No. 2018029-13 - APTIM Sector 5 Pre-Construction and Engineering Services

**Approved staff's recommendation**

**9.J.** Extension of the Transit Service Agreement, Transit Administration Facility Lease, and Main Transit Hub Sublease with Senior Resource Association

**Approved staff's recommendation and Resolution 2025-020 (Admin), approving a two-year lease with the Senior Resource Administration, Inc., a Florida non-profit corporation, and Resolution 2025-021 (Transit), approving a two-year lease with the Senior Resource Administration, Inc., a Florida non-profit corporation.**

- 9.K.** Interlocal Agreement with the City of Vero Beach for Canal Clearing at the Jackie Robinson Training Complex (JRTC)  
**Approved staff's recommendation**
- 9.L.** Local Option Gas Tax Distribution Percentages  
**Approved staff's recommendation**
- 9.M.** Work Order No. 20 Kimley-Horn & Associates, Inc. 1st Street SW & 27th Avenue Intersection (IRC-1231)  
**Approved staff's recommendation**
- 9.N.** Approval for Purchase of Fire Station Cabinets  
**Approved staff's recommendation**
- 9.O.** Approval of Agreement for Upgrade to Public Safety Land Mobile Radio Network  
**Approved staff's recommendation**
- 9.P.** Florida Fish and Wildlife Conservation Commission Manatee Speed Zone Rule Review Committee Request  
**Postponed/Continued**

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

## **11. PUBLIC ITEMS**

### **A. PUBLIC HEARINGS**

### **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**

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

**I. Planning and Development Services**

**13.I.A.****Oslo Road Corridor Study - Recommendations for Urban Service Boundary (USB) Expansion and Corridor Planning**

Chris Balter, Planning and Development Services Director, along with Logan Woody, Associate Planner, presented the Oslo Corridor recommendation report. In 2024, the County began the Urban Service Boundary (USB) study to address population growth and development. This report looked at the Oslo corridor which runs through the new Oslo Road/I95 interchange. This study evaluated the potential for extending the boundary to cover the two-mile USB gap which was bounded east to west by 58th and 74th Avenue SW, and north to south by 5th and 13th Street SW.

The report studied vacant parcels, Future Land Use (most of the area was Agriculturally zoned), current zoning, environmental constraints, wetland areas, the floodplain, transportation, existing roadways, pedestrian and bicycle systems, connectivity, and adjacent municipalities. The County gathered input from residents' concerns: the impacts of growth, preferences for public spaces, parks and agricultural land, and preserving the County's quality of life and natural resources. The presentation closed with staff's recommendation.

Commissioners weighed-in with their perspective. Commissioner Moss spoke against additional housing development in the area, noting the community preferred quality of life enhancements. Commissioner Earman was in favor of the moratorium on rezoning to allow time to consider balanced growth. Vice Chairman Loar was in favor of filling-in the infrastructure gap, a one-year moratorium, and the overlay district. County Attorney Shuler advised the Board of proposed legislation which may affect the County's approach to development. Mr. Balter explained the overlay district was a special zoning layer to promote consistency and quality of development.

The Chairman opened the floor for public comments.

Jeanne Koontz supported a one-year moratorium, improved infrastructure, and consideration for agricultural land.

Rusty Banack noted there was not enough water for agriculture east of I95, and supported the moratorium and filling-in infrastructure gaps.

Ruth Collier spoke in favor of expanding the USB.

Donna Keys advocated for waiting two to three years before expanding the USB to gauge the impact of the Oslo Road interchange.

Richard Bialosky talked about the unintended consequences of a moratorium, and favored waiting before expanding the USB to consider a holistic approach to development.

Joseph Paladin spoke of his experience as a developer, favored quality growth, and advocated for developers to fund growth.

Mr. Balter spoke of the benefits of having a plan to prevent haphazard development, and informed there would be more opportunities for public engagement.

**A motion was made by Vice Chairman Loar, seconded by Commissioner Earman, to approve staff's recommendation with an amendment to extend the moratorium on rezoning to one year. The motion carried by the following vote:**

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

**Nay:** 1 - Commissioner Moss

## **J. Public Works**

### **13.J.1**

Consideration of a Resolution Electing to Use the Uniform Method for the Levy, Collection and Enforcement of Non-Ad Valorem Assessments for Street Paving in the Oslo Park Area

Addie Javed, Public Works Director, provided an update to the street paving project in the Oslo Park area. In 2024, staff provided the Board with an estimated project cost of \$14.75 million, which would result in an assessment of about \$1,640 per parcel for the next 20 years. Staff was then directed to try to obtain the 67% approval from residents needed to proceed. After two outreach sessions, only 11% of residents responded, and the majority of those were not in favor of the design due to costs. The Board had two options: close the initiative or move forward without sufficient support and hold a public hearing.

Vice Chairman Loar expressed disappointment, mentioning that this initiative had been in discussion for years and highlighted the rising costs if action was delayed. He favored closing the current MSBU initiative and returning later with better options. Discussion underscored the desire for improvements while grappling with increased costs, and the challenge of securing enough community support.

**A motion was made by Vice Chairman Loar, seconded by Chairman Flescher, to approve closing out the previous Board action of a draft ordinance. 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. Demolition Lien Reduction - 4541 38th Court, Vero Beach, FL 32967**

Deputy County Attorney Susan Prado presented the Board with a request to provide a reduction on a demolition lien for the property at 4541 38th Court. The Attorney's Office recommended following prior recent practice of waiving 90 percent of the interest, as long as the lien and the remaining 10 percent interest was paid within 60 days; the total due was \$5,302.87.

New property owner Dady Tiene explained he had purchased the property at a tax deed auction with the intention to build a home, and was unaware of liens against the property. Mr. Tiene told the Board he was already making payments on a Utility lien, and was not able to pay the demolition lien total within 60 days.

Discussion ensued among the Commissioners with some noting Mr. Tiene should have done due diligence before purchasing the property at auction. Other Commissioners advocated for trying to help Mr. Tiene since he was trying to make good on the liens. County Attorney Prado noted she was unaware the new owner could not pay the lien in full. County Attorney Jennifer Shuler suggested at least stopping the interest accrual, and having a future discussion on the matter. Chairman Flecher liked the suggestion, but was wary of setting a new precedent, especially considering Mr. Tiene did not have the funds to build. Commissioner Earman suggested extending the time for repayment.

**A motion was made by Commissioner Earman, seconded by Commissioner Adams, to extend the time for repayment of the \$5,302.87 to one year, and stop interest from accruing in that time. The motion carried by the following vote:**

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

**14.B. Resolution Merging Public Safety Coordinating Councils**

County Attorney Jennifer Shuler brought forth two items for the Board's consideration. The first was a recommendation to merge two councils: the Public Safety Coordinating Council (PSCC) and the Public Safety Council for Criminal Justice, Mental Health, and Substance Abuse (PSC), which was required by Florida Statute. Attorney Shuler noted that the PSCC was not meeting currently, and all their members served on the larger PSC, which met quarterly. The second item was a follow-up to Commissioner Adams' request to explore creating an opioid and substance use task force. Attorney Shuler met with Thrive, the agency which administers opioid funds, and both agreed that a task force would create more bureaucracy and make them less flexible. The County Attorney suggested having the PSC take on the duties of making recommendations and receiving reports regarding opioid funds.

Carrie Lester, CEO of Thrive, appreciated having the PSC available as a conduit for providing the Board with updates and information.

**A motion was made by Commissioner Adams, seconded by Chairman Flescher, to approve staff's recommendation and Resolution 2025-022, abolishing the Public Safety Coordinating Council and revising the Public Safety Council for Criminal Justice, Mental Health and Substance Abuse to meet the statutory requirements of both councils. The motion carried by the following vote:**

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

**14.C. Interlocal Agreement regarding the Humiston Boardwalk Project**

County Attorney Jennifer Shuler presented the Board with an Interlocal Agreement (ILA) regarding the County's contribution to the Humiston Boardwalk Project, as discussed at the Board's January 28, 2025 meeting. The agreement specified the funding commitment, approved spending categories, and payment procedures. The City of Vero Beach's Council approved the ILA at their May 13, 2025 meeting.

**A motion was made by Commissioner Earman, 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**

**D. Commissioner Joseph H. Earman**

**E. Commissioner Laura Moss**

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

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

### **B. Solid Waste Disposal 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.

#### **16.B.1. Approval of the SWDD Meeting Minutes of January 28, 2025**

**A motion was made by Commissioner Adams, seconded by Vice Chairman Loar, to approve the Solid Waste Disposal District Meeting Minutes of January 28, 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.2. Approval of the SWDD Meeting Minutes of February 11, 2025**

**A motion was made by Commissioner Adams, seconded by Vice Chairman Loar, to approve the Solid Waste Disposal District Meeting Minutes of February 11, 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.3. Approval of the SWDD Meeting Minutes of March 11, 2025**

**A motion was made by Commissioner Adams, seconded by Vice Chairman Loar, to approve the Solid Waste Disposal District Meeting Minutes of March 11, 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. Amendment No. 1 to Work Order No. 2 to Jones Edmunds for 74th Avenue SW Widening Project**

There was no discussion regarding 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.5.** Work Order No. 8 to Geosyntec for Preparation of Air Operation Permit Including Visible Emission Testing

There was no discussion regarding this item.

**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 no further business, the Chairman adjourned the meeting at 12:50 p.m.