



# Indian River County, Florida

## Draft Meeting Minutes Board of County Commissioners

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

*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*

*Shauna James, Deputy Clerk*

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Tuesday, October 7, 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

Commissioner Susan Adams

### 3. PLEDGE OF ALLEGIANCE

Commissioner Joseph E. Flescher, Chairman

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

Deleted: Item 16.B.5.

Tabled: Item 9.G. and Item 9.V.

**A motion was made by Commissioner Moss, seconded by Chairman Flescher, 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.** Presentation of Proclamation Recognizing the Month of October 2025 as Cybersecurity Awareness Month in Indian River County, Florida

**Recommended Action:** Read & Present.

Information Technology Director Erik Harvey and his team accepted the Proclamation, emphasizing the continuous effort required for cybersecurity and data protection. He underscored the importance of cybersecurity awareness training for County employees and the community, along with fostering partnerships with various government entities. He also recognized Cybersecurity Professionals Racheal Miller and Jasson Maldonado for their teamwork and accomplishments.

**Read and presented by Vice Chairman Loar**

**5.B.** Presentation of Proclamation Recognizing Domestic Violence Awareness Month

Recommended Action: Recommend read & present.

Jennifer Fox, CEO of Safespace, Inc., thanked the Board for declaring October as Domestic Violence Awareness Month. She praised the Safespace team for their efforts in raising awareness in Indian River County. Last year, the organization received 250-275 monthly crisis calls and supported 891 survivors, including 165 children. Additionally, 378 individuals utilized safe homes, and legal advocacy was provided to 359 survivors. Ms. Fox emphasized the importance of collaborating with community partners to enhance support services and expand educational efforts.

**Read and presented by Chairman Flescher**

**6. APPROVAL OF MINUTES**

**6.A.** Budget Workshop Meeting Minutes of July 09, 2025

Recommended Action: Approve

**A motion was made by Vice Chairman Loar, seconded by Chairman Flescher, to approve the Budget Workshop Meeting Minutes of July 09, 2025, as written. The motion carried by the following vote:**

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

**6.B.** Regular Meeting Minutes of July 15, 2025

Recommended Action: Approve

**A motion was made by Vice Chairman Loar, seconded by Chairman Flescher, to approve the Regular Meeting Minutes of July 15, 2025, as written. The motion carried by the following vote:**

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

**6.C. Continuation of the Budget Workshop Meeting Minutes of August 11, 2025**

Recommended Action: Approve

**A motion was made by Vice Chairman Loar, seconded by Chairman Flescher, to approve the Continuation of the Budget Workshop Meeting Minutes of August 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**

**6.D. Special Call Comprehensive Plan EAR Amendments Minutes of August 12, 2025**

Recommended Action: Approve

**A motion was made by Vice Chairman Loar, seconded by Chairman Flescher, to approve the Special Call Comprehensive Plan EAR Amendments Meeting Minutes of August 12, 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. Event Calendar**

**No Action Taken or Required**

**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.W. 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 Checks and Electronic Payments August 16, 2025 to August 22, 2025**

Recommended Action: Approve the list of checks and electronic payments issued by the Comptroller Division for the time period of August 16, 2025 to August 22, 2025

**Approved**

**9.B. Approval of Checks and Electronic Payments August 23, 2025 to August 29, 2025**

Recommended Action: Approve the list of checks and electronic payments for the time period of August 23, 2025 to August 29, 2025

**Approved**

**9.C.** Approval of Checks and Electronic Payments August 30, 2025 to September 5, 2025

**Recommended Action:** Approve the list of checks and electronic payments issued for the time period of August 30, 2025 to September 5, 2025

**Approved**

**9.D.** Approval of Checks and Electronic Payments September 6, 2025 to September 12, 2025

**Recommended Action:** Approve the list of checks and electronic payments issued for the time period of September 6, 2025 to September 12, 2025

**Approved**

**9.E.** Approval of Checks and Electronic Payments September 13, 2025 to September 19, 2025

**Recommended Action:** Approve the list of checks and electronic payments for the time period of September 13, 2025 to September 19, 2025

**Approved**

**9.F.** Blanket Travel Authorization for Commissioners, County Officers, and Staff for Fiscal Year 2025-2026 (October 1, 2025 through September 30, 2026)

**Approved staff's recommendation**

**9.G.** Kimley-Horn and Associates, Inc. Work Order 22 for Facilities Electrical Improvements and Standby Power - IRCDUS Project ID 00.25.522

**Recommended Action:** Staff recommends that the Indian River County Board of County Commissioners approve Work Order 22 to Kimley-Horn and Associates, Inc. to provide professional services for the Facilities Electrical Improvements and Standby Emergency Power project, Project ID 00.25.522, in the amount of \$129,734.68, and authorize the Chair to execute the same. So long as there are no changes in the dollar amount under the amount approved, upon adequate completion of the work set forth in the work order, staff is directed to make final payments to Kimley-Horn and Associates, Inc.

**Tabled**

**9.H.** First Renewal for Sublease Agreement for Airmasters Radio Control Club, Inc.

**Recommended Action:** Staff recommends that the Board of County Commissioners approve the First renewal to Sublease Agreement and authorize the Chairman to execute same.

**Approved staff's recommendation**

**9.I.** Amendment 1 to Work Order 1 to Arcadis U.S. for America's Water Infrastructure Act Risk and Resilience Assessment and Emergency Response Plan Updates, IRCDUS Project ID 00.24.518

**Recommended Action:** Staff recommends that the Indian River County Board of County Commissioners approve Amendment 1 to Work Order No. 1 to Arcadis U.S., Inc. in the amount of \$28,506.08 to provide additional services to prepare for and present to the Board, and authorize the Chair to execute the same. So long as there are no changes in the dollar amount under the work order, and upon adequate completion of the work set forth in the work order and amendment, staff is directed to make final payment and release any retainage to Arcadis U.S., Inc.

**Approved staff's recommendation**

**9.J.** Consideration of Proposed Changes to Exhibit I – Indian River County Guidelines and Procedures for Implementing Strategies of Local Housing Assistance Plan (LHAP)

**Recommended Action:** Staff and the AHAC recommend that the BCC approve the proposed changes to Exhibit I - Indian River County Guidelines and Procedures for Implementing Strategies of Local Housing Assistance Plan (LHAP).

**Approved staff's recommendation**

**9.K.** Appointments to the Economic Opportunities Council of Indian River County, Inc.

**Recommended Action:** The County Attorney recommends that the Board reappoint Teddy Floyd, Leonard Frankel, and appoint Patti Gibbons and Leslie Nickie Munroe to the Economic Opportunities Council of Indian River County, Inc. for a one year term.

**Approved staff's recommendation**

**9.L.** Subrecipient Award Contracts

**Recommended Action:** Approve the Subrecipient Award agreement with the SRA and execute any related documents

**Approved staff's recommendation****9.M. Award of Bid 2025051 for Sandridge Golf Club Kitchen Equipment**

**Recommended Action:** Staff recommends the Board award bid 2025051 to Chef's Depot, DBA Culinary Depot, approve the sample agreement, and authorize the Chairman to execute it after review and approval by the County Attorney as to form and legal sufficiency.

**Approved staff's recommendation****9.N. 2026 Senior Resource Association Senior Expo - IRC Fairgrounds License Agreement**

**Recommended Action:** Staff respectfully requests that the Board of County Commissioners approve the License Agreement with the Senior Resource Association and authorize the Chairman to execute the agreement after review and approval by the County Attorney for legal sufficiency.

**Approved staff's recommendation****9.O. Kiwanis Hobart Park New Restroom and Sewer Connection Release of Retainage to Close Construction Services, LLC - Bid 2023047****Approved staff's recommendation****9.P. Hosie Schumann Park New Restroom and Sewer Connection Release of Retainage to Close Construction Services, LLC - Bid 2023047****Approved staff's recommendation****9.Q. License Agreement for IRC Sheriff's Office Deputy to Reside at the County Owned Residence at the Victor Hart Sr. Community Enhancement Complex – 4735 43rd Avenue, Vero Beach, FL**

**Recommended Action:** Staff respectfully recommends that the Board of County Commissioners approve the License Agreement and authorize the Chairman to execute the agreement after review by the County Attorney for legal sufficiency.

**Approved staff's recommendation****9.R. Designation of Excess Equipment as Surplus and Authorization for Disposal**

**Recommended Action:** Staff recommends the Board declare the items on the Excess List for 100725 as surplus, and authorize their disposition, as indicated and re-activate asset 23931.

**Approved staff's recommendation**

**9.S.** Approval of Public Safety Communications System Maintenance Agreement with Communications International, Inc.

**Recommended Action:** Staff recommends the Board approve the Public Safety Communications System Maintenance Agreement with Communications International, Inc., and authorize the Chairman to execute it, after review and approval by the County Attorney as to form and legal sufficiency.

**Approved staff's recommendation**

**9.T.** Request from Elite Medical Response, for a name change to Positive Mobility, LLC dba Elite Medical Response for their Class "B" and Class "C" Certificate of Public Convenience and Necessity to Provide Non-Emergency Ambulance Inter-Facility Transports Originating from Indian River County

**Approved staff's recommendation**

**9.U.** Participation in New National Opioid Settlement

**Recommended Action:** The County Attorney's Office recommends that the Board approve and ratify Chairman Flescher's execution of the attached Participation and Release Forms for the Purdue Direct Settlement and the Secondary Manufacturers Settlements.

**Approved staff's recommendation**

**9.V.** Second Amendment to the HireQuest Direct Agreement for Annual Day Labor Services

**Recommended Action:** Staff recommends the Board approve the second amendment to the agreement with HireQuest Direct and authorize the Chairman to sign it after the County Attorney's approval as to form and legal sufficiency.

**Tabled**

**9.W.** Human Services Rental Assistance Program

**Recommended Action:** Staff recommends implementing the two-part plan detailed above.

Commissioner Moss provided an overview of the Rental Assistance Program (Program), which helped cover 60% of clients' rent for one month, with a maximum amount of \$1,000. She reported that funding for the program increased from \$80,000 to \$151,000 over the past four years. This year, 72% of clients were new, prompting

a suggestion to prioritize first-time applicants given the rising demand and 18-month waiting period. Community Services Director Cindy Emerson confirmed that first-time applicants would be prioritized and noted that two partner agencies had experienced significant funding cuts, increasing the need for assistance in Indian River County. The Program aimed to keep residents housed and was considered more cost-effective than rehoming individuals, and the community greatly appreciated the support it provided.

**A motion was made by Commissioner Moss, 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

#### **9.X. Travel Authorization for County Administrator for Fiscal Year 2025/2026.**

**Recommended Action:** Approve the County Administrator travel for Fiscal Year 2025/2026.

**Approved staff's recommendation**

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

#### **11. PUBLIC ITEMS**

##### **A. PUBLIC HEARINGS**

PROOF OF PUBLICAITON FOR THIS HEARING IS ON FILE IN THE OFFICE OF THE CLERK TO THE BOARD.

##### **11.A.1. Laurel Homes, Inc.'s Request to Rezone Approximately ±9.24 Acres from A-1, Agriculture District to RM-8, Multiple-Family Residential District (2025-02-0001 / 98259)**

**Recommended Action:** Based on the analysis and conclusions outlined in this report, staff and the Planning and Zoning Commission recommend that the Board of County Commissioners approve the request to rezone the ±9.24-acre subject parcel from A-1 to RM-8.

Chairman Flescher introduced the parties to the proceeding as Indian River County and Laurel Homes, Inc. (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.

Chief of Long-Range Planning Patrick Murphy presented a proposal for rezoning a 9.24-acre property. The request aimed to change the zoning from an A-1 Agricultural District to an RM-8 Multi-Family Residential District. This site was located on the north side of 16th Street, roughly 600 feet west of 66th Avenue and about half a mile east of 71st Avenue. Positioned within the County's Urban Service Area (USB), the property provided adequate infrastructure to support medium-density multi-family development, aligning with the County's Comprehensive Plan.

Carter and Associates Engineer John Blum, representing Laurel Homes, Inc., had nothing more to present other than what was presented by Mr. Murphy.

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

**A motion was made by Commissioner Moss, seconded by Vice Chairman Loar, to approve staff's recommendation and Ordinance 2025-015, amending the Zoning Ordinance and the accompanying zoning map for approximately +/- 9.24 acres located approximately 0.1 of a mile West of 66th Avenue and approximately 0.46 of a mile East of 71st Street Avenue (sic); from A-1, Agricultural District, to RM-8, Multiple-Family Residential 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

## B. PUBLIC NOTICE ITEMS

**11.B.1.** Public Notice of Joint Public Workshop on October 23, 2025 at 6:00 PM Between the Board of County Commissioners and the Planning and Zoning Commission to Discuss the Planned Development (PD) Review and Approval Process

**Recommended Action:** Announce

County Attorney Jennifer Shuler announced that there would be a Joint Public Workshop on October 23, 2025, at 6 PM. This workshop involved both the Board of County Commissioners and the Planning and Zoning Commission (PZC), that would focus on the planned development review and approval process.

**Read into the record by County Attorney Jennifer Shuler**

## 12. COUNTY ADMINISTRATOR MATTERS

**12.A.** Ratification of Amendment to the Collective Bargaining Agreement between Indian River County and Teamsters, Local Union No. 769

Providing for General Wage Increases for Fiscal Years 2025/26 and 2026/27

**Recommended Action:** Staff respectfully requests the Board approve ratification of the amendment to the Collective Bargaining Agreement between Indian River County and Teamsters Local Union No. 769 providing for general wage increases for fiscal years 2025/26 and 2026/27 and authorize the Board Chair to sign the amendment.

County Administrator John Titkanich announced that the negotiations between the County and Teamsters Union 769 concerning the wage reopeners for the remainder of the contract were successfully completed. This contract covered Fiscal Years (FY) 2025-2026 and 2026-2027 and was part of the collective bargaining agreement set to expire on September 30, 2027. He stated that the Teamsters approved the amendment, which was presented to the Board for ratification. The amendment included a general wage increase of 4% or \$1 per hour, whichever was greater, effective from the beginning of the pay period in October 2025. All other terms and conditions of the collective bargaining agreement remained unchanged. He noted that the budgetary impact revealed a shortfall of \$66,768 in the FY 2025-2026 Budget. Initially, it was stated that funding would come from cash forward starting October 1, 2025, through a budget amendment. However, the Board was assured that there was a commitment from all Department Directors and County Administration to absorb these costs within the existing budget, thus avoiding any need for cash from the reserves.

After the vote, Administrator Titkanich expressed gratitude to the Board and acknowledged the efforts of the negotiating team, primarily led by Deputy County Administrator Mike Zito and Human Resources Director Suzanne Boyll. He also extended his thanks to Teamsters members, including Steve Myers and Dale Herbert, along with all team members who contributed to the agreement. He emphasized that the agreement was fair and equitable, reflecting movement from both sides, and appreciated everyone's contributions throughout the process.

Chairman Flescher echoed the sentiments of the County Administrator, highlighting the extensive meetings, discussions, and efforts during the negotiations. He specifically thanked Steve Myers and his team for their hard work, noting that this period had been one of mutual understanding. He publicly recognized their diligent efforts in reaching this milestone.

**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

**12.B.** Executive Session to Discuss IAFF Negotiations - Rank & File Unit

**Recommended Action:** Announce

The Chairman adjourned the Regular Meeting at 9:44 a.m. for an Executive Session that focused on the IAFF negotiations for the Rank-and-File Unit. This Executive Session was permitted under Florida Statute 447.605 and was exempt from Florida Statute 286.011 concerning Sunshine Laws. Discussions were limited to matters related to the negotiations.

The members of the bargaining committee present at the Executive Session included: All five County Commissioners; Suzanne Boyll, Director of Human Resources; Michael Zito, Deputy County Administrator; David Johnson, Director of Emergency Services; Kristen Daniels, Management and Budget Director; Benton Wood, Labor Attorney; and John Titkanich, County Administrator.

The Board reconvened the regular meeting with all members present at 10:48 a.m.

**No Action Taken or Required**

## **13. DEPARTMENTAL MATTERS**

### **A. Building and Facilities Services**

#### **13.A.1. Transition Custodial Services from Contracted Services to In-house Operations**

**Recommended Action:** Staff recommends transitioning from Contracted Services to in-house custodial services.

Anthony Warren, Director of Building & Facilities Services, proposed transitioning Custodial Services from contractors to in-house operations following the termination of the CER Signature Cleaning contract due to costs exceeding the budget. An internal audit recommended hiring full-time custodial staff to improve service quality, accountability, and flexibility while reducing expenses. Benefits of this change included better quality control, direct oversight, improved scheduling, and workforce stability.

Chairman Flescher praised the team's adaptability and dedication during the transition, highlighting their commitment to meeting the County's needs.

**A motion was made by Commissioner Moss, 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

### **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****13.H.1.** Consideration of a Sale Agreement for the Purchase of the 21.89 acre Hale Grove site through the Environmental Lands Acquisition Bond

Parks, Recreation & Conservation Director Beth Powell presented a follow up on the recommendation for the Board to consider the purchase of the 21.89-acre Hale Grove site thru the Environmental Lands Acquisition Bond.

Commissioner Earman inquired about additional funding sources to support the purchase, highlighting the importance of securing financial backing. Ms. Powell noted ongoing conversations with St. John's River Water Management District (SJRWMD) regarding potential partnerships for water quality improvements, though this funding would not cover acquisition costs. Parks, Recreation & Conservation Assistant Director Wendy Swindell mentioned that the County was exploring opportunities with the Florida Department of Transportation (FDOT) for water quality enhancements. There was a consensus on the need to research various funding sources, particularly for specific property improvements and partnerships with organizations like the Indian River Lagoon Council, to facilitate the acquisition process. Ms. Powell emphasized the importance of strategic planning and collaboration to maximize funding and resources for these properties.

**A motion was made by Vice Chairman Loar, 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

**13.H.2.** Consideration of a Sale Agreement for the Purchase of the 11.74-acre Durrance Place site through the Environmental Lands Acquisition Bond

Parks, Recreation & Conservation Director Beth Powell provided a follow-up on the recommendation for the Board to consider purchasing the 11.74-acre Durrance Place site with funds from the Environmental Lands Acquisition Bond. She noted that this parcel was located just north of the Hale Grove parcel. It was important to note that the due diligence for this parcel was set for 60 days after the execution of the agreement.

There was no further discussion on this Item.

**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

## **I. Planning and Development Services**

### **J. Public Works**

#### **13.J.1. Rain Tree Corners Culvert Replacement**

**Recommended Action:** Staff recommends the Board authorize staff to proceed with the replacement of the Rain Tree Corners culvert.

Public Works Director Addie Javed presented an Emergency Procurement Request for the replacement of a collapsing culvert at Rain Tree Corners. He noted that in August 2024, the Board had approved initial funding to move forward with the assessment for this replacement.

Mr. Javed stated that the neighborhood consisted of approximately 16 homes that could be impacted if the pipe were to collapse. During the August meeting, it was noted that if the new special assessment process, introduced by the County Attorney's Office, were to be pursued, it might delay progress until December. Due to recent rainfall, there was an urgent risk of the pipe's collapse. This 60-inch metal pipe (culvert) served as the sole access point for the neighborhood.

Mr. Javed stated that all 16 residents affected had agreed to pay the assessments and submitted a signed letter to the County. The current engineering estimate for the project stood at approximately \$250,000. He emphasized that this was only an estimate; actual bids from contractors might result in a slightly higher or lower cost.

There was no further discussion on the Item.

**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

## **K. Sandridge Golf Club**

### **L. Utilities Services**

Department of Utility Services Recommendations for a Mandatory Connection Policy for Water and Sewer Services

**Recommended Action:** Staff recommends that the Indian River County Board of County Commissioners consider, approve, or provide guidance on how to proceed with the following proposed actions that will be presented by the Department of Utility Services (not in any order of sequence or priority):

- A. Development of a mandatory connection policy in compliance with Florida Senate Bill 1632 including review and concurrence by Legal and County Administrator. The policy will include but limited to:
  - 1) Notification of sewer availability
  - 2) Require properties to connect to water and/or sewer service, where available, or when the services will become available
  - 3) Providing appropriate financing options
  - 4) Granting extensions of time under certain conditions
- B. Support for the Director of Utility Services or designee to negotiate costs under special circumstances in accordance with County Ordinance, Section 201-08(K). This would apply primarily to existing properties with Onsite Sewage Treatment and Disposal System s that abut a sewer main. For example, a property owner connecting to gravity sewer will be subjected to the full cost up to \$15,000. Where the connection cost is higher, the owner's exposure would be the higher of \$15,000 or 60% of the total cost, with a cap set at \$60,000.
- C. Offer a grace period (e.g., 15 years from the date of install) to convert to central sewer if a new home was built with Enhanced Nutrient Reduction Onsite Sewage Treatment and Disposal System before they are required to connect.
- D. Waiver of County Ordinance, Section 201.04, requirement to meter private potable water supply if water service is not available, or is not economically unfeasible to provide water service, and approve a flat rate or tiered billing approach.
- E. Waive the requirement to assess property owners (County Ordinance, Section 206) the IRC portion of the public infrastructure costs, including local match for grant funds.
- F. Reassess using optional sales tax (OST) to offset a portion of the customer service cost.
- G. Authorize waiving permit fees for customer water and sewer connections

including but not limited to the following Departments/Divisions:

- a. Building Division
- b. Utility Services
- c. Planning

H. Endorse and allow IRC's promotion of third-party financing programs such as Solar and Energy Loan Fund (SELF) and Clean Water Coalition of Indian River County (CWC) programs.

I. Authorize the Dept of Utility Services to evaluate the development of its own financing options and administration arrangements with other Departments. Example:

- a. Financing of the full cost to the customer for the private side connection up to five (5) years at prime plus 0.25%.
- b. Financing of all new customer service costs up to five (5) years at prime plus 0.25%.

J. Authorize sending Mandatory Connection Notices in compliance with Florida Senate Bill 23-1632 as follows:

- a. Existing parcels with structures that abut water and sewer service lines. This includes any completed S2S projects that made sewer available. Where the sewer service existed for more than 365 days, the property owners will be given 90 days to connect. At the County's or Department's discretion, an extension of 90 days may be granted for up to 180 days.
- b. For benefitting parcels with structures of all in-progress and future S2S projects. At least 365 days from sewer becoming available, owners will be notified of the upcoming availability. Upon sewer becoming available, owners will be sent a second notification of sewer availability and given 365 days to connect. During the two (2) years from the first notification, owners will be given the option to pay in 24 equal installments for all their cost obligation to connect.

All Mandatory Connection Notices (MCNs) will be accompanied by costs sheets outlining the property owners' obligation to pay for connection, and the available options for payments, e.g., self-pay, financing, 24 months financing 0% interest, etc.

Capital Projects Manager Howard Richards presented his department's request for the Board's approval of a Mandatory Connection to County Sewer Service Policy. He discussed regulatory drivers that influenced the proposed policy, current conditions regarding septic systems and plant capacity, and the Indian

River County Septic 2 Sewer (S2S) program. Mr. Richards also discussed implementing a “no sewer without water” policy, reducing connection fees, and cost-sharing initiatives for properties extending services. He stated that as of September 17, 2024, an estimated 28,374 septic systems were operational in the County. Mr. Richards analyzed scenarios based on service availability and connection types and presented the S2S project status. The goal included connecting 2,613 properties by 2030, with a focus on 582 “quick wins” and extending sewer services to 259 properties. During the presentation, three cost elements were covered: public infrastructure, private connections, and customer service charges. Additionally, various conversion solutions were highlighted, including three Enhanced Nutrient-Reducing Onsite Sewage Treatment and Disposal Systems (ENR-OSTDS) approved by the Florida Department of Environmental Protection (FDEP) for nitrogen reduction. Mr. Richards closed his presentation with a recap of staff’s recommendations (see Items A-J under recommended action)

Discussion ensued between the Board and staff regarding the environmental impacts of moving away from septic systems, particularly the challenges associated with removing or decommissioning septic tanks. The Board recognized that these requirements could pose a significant burden on homeowners, especially those with smaller lots where it was difficult to replace existing systems. Commissioner Earman stressed the urgency of addressing Lagoon-related issues and highlighted the financial obstacles associated with mandatory connections. Vice Chairman Loar underscored the importance of lobbying efforts as the January 2026 Legislative Session approached, voicing concerns about potential financial strains on residents. Commissioner Moss raised questions about the consequences of waiving assessments and permit fees, and it was clarified that grants would cover 75% of project costs, with the goal of waiving the remaining 25%. Chairman Flescher emphasized the need for a structured plan to help residents manage compliance costs. Mr. Lieske noted rising infrastructure costs and indicated that retro-fitting for ENR-OSTDS could cost residents \$20,000 to \$25,000. He stressed the urgency for residents who could currently connect to the sewer system to do so to avoid losing out on grant funding.

The Board recognized the need to secure state grant funding while also considering residents’ needs and financial limitations. To lessen the financial burden, various funding options and policy adjustments were debated. Suggestions included waiving connection and assessment fees for properties that were already set up for sewer connections, as well as allowing property owners to connect to the sewer without a water connection. These measures could significantly cut costs. Mr. Lieske discussed leveraging grants and seeking further

funding to assist residents in making the transition, although concerns arose about the broader community's impact if these costs were passed on to other ratepayers.

The Chairman opened the floor for public comment.

Sebastian City Manager Brian Benton discussed key aspects regarding the Community Redevelopment Agency (CRA) project. He noted that the construction timeline had been extended to 2026-2027. Mr. Benton highlighted concerns surrounding impact fees and discussed a \$3.6 million grant from the FDEP aimed at private-side infrastructure within the city. He encouraged staff to explore creative solutions to offset homeowners' impact fees by using connection fees.

Clean Water Coalition Representative Judy Orcutt addressed the problem of failing septic systems, noting that 1,000 systems had failed, creating a substantial financial burden on homeowners who lack access to sewer services. She suggested using state revolving funds to switch from septic systems, with repayment handled through property taxes. During her presentation, Ms. Orcutt highlighted a project in Vero Beach that featured a STEP (Septic Tank Effluent Pumping) system. She recognized the efforts of key stakeholders but noted that only 50% of eligible residents had connected due to financial difficulties. She urged increased awareness of assistance programs that could significantly reduce connection costs.

The Board and staff discussed waiving assessments and fees for water and sewer connections. Commissioner Moss expressed concerns regarding the potential budgetary impact, and Commissioner Adams sought clarity on the funding implications of waived fees, recommending outreach to homeowners about connection costs before issuing mandatory connection notices.

Administrator Titkanich returned the discussion to the list of staff's recommendations, Actions A-K. He noted Action A had been previously completed:

- A) Development of a mandatory connection policy in compliance with Florida Senate Bill 1632.
- B) Support negotiated costs under special circumstances.
- C) Offer a grace period for new homes built with ENR-OSTDS.
- D) Approve a flat rate or tiered billing for private water supply.
- E) Waive the requirement to assess property owners the IRC portion of the public infrastructure costs

- F) Reassess using the optional sales tax (OST) to offset a portion of the customer service cost.
- G) Waive or reduce certain IRC permit fees related to water and sewer connections.
- H) Endorse third-party financing programs.
- I) Authorize the Department of Utility Services to evaluate the development of its own financing options.
- J) Authorize sending out Mandatory Connection Notices in coordination with outreach efforts.

Staff would return with additional information on Action E, which involved waiving property owner assessments for infrastructure costs not covered by grants.

Commissioner Adams moved to approve proceeding with Actions B, C, D, F, G, H, I and J, and to have staff gather additional information on Action E for presentation to the Board at a future meeting.

Vice Chairman Loar questioned the risks of delaying the decision until after the legislative session in January. Commissioner Adams emphasized the importance of timely action and affirmed that no harm would come from proceeding as outlined, stating that adjustments could be made post-session as necessary.

**A motion was made by Commissioner Adams, seconded by Commissioner Moss, to approve moving forward with actions B, C, D, G, H, I, and J, and to come back with Action E. The motion carried by the following vote:**

**Aye:** 3 - Commissioner Adams, Commissioner Earman, and Commissioner Moss

**Nay:** 2 - Chairman Flescher, and Vice Chairman Loar

The Chairman called for a recess at 1:41 pm and reconvened at 1:56 pm, with all members present.

## 14. COUNTY ATTORNEY MATTERS

### 14.A. Disposition of Property Request to River Boat Club POA

**Recommended Action:** Staff recommends the Board declare the riparian land dedicated to it via the River Boat Plat surplus and dispose of the property via quit claim deed to the River Boat Club POA, authorize the Chairman to execute all documents.

Deputy County Attorney Susan Prado presented a proposal regarding a request from the River Boat Club Property Owners Association (POA) for the County to transfer ownership riparian, thereby allowing the POA to exercise direct control over the

maintenance and management of the docks and facilities within the subdivision. She noted that the County had been acting as an intermediary since a license agreement was established in 1995. The proposed transfer would reduce County staff time and related costs, as the current fee collected did not cover expenses. To proceed, the County must declare the property surplus, and it can then be transferred via a Quit Claim Deed in accordance with the County Code and Florida Statute 125.35.

Chairman Flescher stated that the property owners had been excellent stewards of the facility for many years.

Representative from the POA, Bob Webster expressed his satisfaction in reaching this point, noting that they have been working towards this goal for almost 30 years. He acknowledged the County's reluctance to be involved in the dock leasing business, noting that it has consumed significant time and likely represented more value than the County has received. He stated that the River Boat Club community would be happy to take over responsibility and continue their efforts as good stewards of the area.

Ms. Prado confirmed to Chairman Flescher that the County does not own the structures but only the land underneath them. The County would be relinquishing its rights to the underlying land. This included a small section on the mainland that was adjacent to the riparian area or the underlying water.

**A motion was made by Vice Chairman Loar, seconded by Chairman Flescher, to approve staff's recommendation and Resolution 2025-060, declaring a portion of land located in River Boat Club subdivision surplus and deeding any and all interest to the River Boat Club POA. The motion carried by the following vote:**

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

**14.B.** Amendment No. 2 to the Service Agreement with Southeast Florida Behavioral Health Network for Administration of Opioid Settlement Proceeds

**Recommended Action:** The County Attorney's Office recommends that the Board approve and authorize the Chairman to sign Amendment No. 2 to the Southeast Florida Behavioral Health Network Service Agreement.

County Attorney Jennifer Shuler presented Amendment No. 2 to the Service Agreement with the Southeast Florida Behavioral Health Network (SEFBHN) regarding the administration of Opioid Settlement proceeds in Indian River County. She highlighted the continuation of the relationship with SEFBHN.

SEFBHN Chief Network Officer Amanda Busbin explained that SEFBHN issued a Request for Applications (RFA) for local providers to apply for opioid settlement funds, with eligibility criteria aligned with the Opioid Settlement Agreement and

priority given to proposals addressing needs identified in Indian River County's Needs Assessment. The submission deadline was set for October 10, 2025.

Chairman Flescher emphasized the importance of SEFBHN in securing opioid settlement funding for the County and clarified the roles of various organizations in the funding allocation process.

Commissioner Adams expressed concerns about the decision-making authority between the Public Safety Coordinating Council (Council) and SEFBHN. Ms. Busbin confirmed that SEFBHN would lead the review process in collaboration with the Indian River Opioid Task Force, while the Board would make final funding decisions.

The Board discussed accountability for the allocated funds. Vice Chairman Loar asked about monitoring to ensure funds were spent appropriately. Ms. Busbin explained that the 5% administrative fee covered compliance monitoring. Attorney Shuler clarified that the current Amendment would not grant the Board final approval over funding recipients, which diverges from previous practices. Commissioner Moss voiced concerns about agency allocations and emphasized the need for the Board's involvement. Commissioner Adams suggested that the process mirror that of other committees, such as the Children's Services Advisory Committee (CSAC) and the Tourist Development Council (TDC), in how they handle grant vetting. She advocated that the Council should vet these grants, with their recommendations going to the Board for final approval.

Ms. Busbin responded to County Administrator Titkanich regarding the monthly processing of invoices for cost reimbursement agreements. She noted that while some providers followed a quarterly invoicing schedule, all were required to provide the necessary documentation for reimbursement at their designated intervals. Payments would only be processed after review.

Attorney Shuler stated that, based on Board feedback, suggested modifying the language to require that any additions to the list of providers be approved by the Board, following recommendations from the Council.

**A motion was made by Commissioner Adams, seconded by Chairman Flescher, to approve Amendment No. 2, modifying the language to require that any additions to the list of providers be approved by the Board, and quarterly reports sent to the Board from SEFBHN. The motion carried by the following vote:**

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

**14.C.** Resolution Authorizing Capital Improvement Revenue Bonds for the Sandridge Golf Club New Clubhouse

**Recommended Action:** The County Attorney's Office recommends that the Board approve the attached Resolution.

County Attorney Jennifer Shuler presented a Resolution that authorized the issuance of the County's Capital Improvement Revenue Bonds, Series 2025, in an amount not to exceed \$13,000,000. The proceeds from these bonds were intended for the construction of a new clubhouse for the Sandridge Golf Club and for making related improvements to the golf course. She stated the Bonds were expected to be sold through a competitive sale. The Resolution approved the form of the Official Notice of Sale, the Preliminary Official Statement, and the Continuing Disclosure Certificate necessary for completing the sale. Additionally, it authorized the Chair and Clerk to execute any further documents required for closing. The Resolution also established the County's obligation to repay the bondholders, secured by a covenant that required the County to budget and appropriate legally available non-ad valorem County revenues.

There were no further discussions on the Item.

**A motion was made by Commissioner Adams, seconded by Chairman Flescher, to approve staff's recommendation and Resolution 2025-061, authorizing the issuance of not exceeding \$13,000,000 in aggregate principal amount of its Indian River County, Florida Capital Improvement Revenue Bonds, Series 2025 to provide funds to finance certain capital improvements within the County; covenanting to budget and appropriate certain legally available non-ad valorem revenues to pay debt service on the bonds; providing for the rights of the holders of bonds issued hereunder; making certain other covenants and agreements in connection with bonds issued hereunder; authorizing the awarding of said bonds pursuant to a public bid; delegating certain authority to the Chairman for the award of the bonds and the approval of the terms and details of said bonds; authorizing the publication of an official notice of sale for the bonds or a summary thereof; appointing the paying agent and registrar for said bonds; authorizing the distribution of a preliminary Official Statement and the execution and delivery of an Official Statement with respect to such bonds; authorizing the execution; authorizing the execution and delivery of a continuing disclosure certificate with respect to the bonds and the appointment of a dissemination agent thereto; and providing for an effective date for this Resolution. 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 Solid Waste Disposal District Meeting Minutes of June 17, 2025

**Recommended Action:** Approve

**A motion was made by Commissioner Adams, seconded by Chairman Flescher, to approve the Solid Waste Disposal District Meeting Minutes of June 17, 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 Solid Waste Disposal District Meeting Minutes of July 1, 2025

**Recommended Action:** Approve

**A motion was made by Commissioner Adams, seconded by Chairman Flescher, to approve the Solid Waste Disposal District Meeting Minutes of July 1, 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 Solid Waste Disposal District Meeting Minutes of July 15, 2025

**Recommended Action:** Approve

**A motion was made by Commissioner Adams, seconded by Chairman Flescher, to approve the Solid Waste Disposal District Meeting Minutes of July 15, 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.** Approval of Solid Waste Disposal District Special Call Meeting Minutes

**Recommended Action:** Approve

**A motion was made by Commissioner Adams, seconded by Chairman Flescher, to approve the Solid Waste Disposal District Special Call Meeting Minutes of July 09, 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.5.** Approval of Solid Waste Disposal District Meeting Minutes of July 15, 2025

**Recommended Action:** Approve

**Deleted**

**16.B.6.** Work Order No. 24 to Kimley-Horn for the Solid Waste Disposal District Annual Financial Reports

**Recommended Action:** Solid Waste Disposal District (SWDD) staff recommends that its Board approve Work Order No. 24 with Kimley-Horn and Associates, Inc. for \$77,055 to provide engineering services related to the SWDD Annual Financial Reports; and authorize the Chairman to execute the same, as presented.

There was no discussion on 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

**16.B.7.** Change Order No. 2 to CK Contractors and Development (CK) for Automated Scale Lane Project

**Recommended Action:** Approval

There was no discussion on 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 2:39 pm.

