City Council
Special Meeting
May 30, 2026

The City of Titusville City Council met in special session on Saturday, May 30, 2026, at Parrish Medical Center (Hospital Conference Rooms), located at 951 North Washington Avenue, Titusville, Florida 32796. Mayor Connors called the City Council meeting to order at 9:00 a.m. Those present in the Council Chamber included Mayor Andrew Connors, Vice-Mayor Herman A. Cole, Jr., Col USAF Retired, and City Council Members Megan Moscoso, Jo Lynn Nelson, and Dr. Sarah Stoeckel. Also in attendance were City Manager Tom Abbate, City Attorney Andriene Treasure, Assistant City Manager Kevin Cook, and Assistant City Clerk Jolynn Donhoff. Mayor Connors led those present in the *Pledge of Allegiance to the Flag*.

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<u>Fiscal Year (FY) 2027 Strategic Planning and City Council Retreat Workshop</u> – Joshua Adams of EOS Worldwide facilitated the Council workshop. He outlined objectives and items that he wished to engage Council in discussion. Facilitator Adams also used dry-erase boards to assist Council with documenting the topics important to them (abbreviated format).

Next, Facilitator Adams received City Council's agreement to have the Assistant City Clerk capture any directives the Council might agree upon via consensus agreement throughout the day's discussions and signaling the status of any such directives, when agreed upon. Altogether, five directives or requests were recorded, although other information and goals were discussed.

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Facilitator Adams led the discussion began by asking for Councilmembers' individual viewpoints on *personal bests, purpose, passion, and cause*, both from an individual viewpoint and then as the governing body. He also asked Council to work together to create a statement of their unified purpose, which the Council discussed and developed was

"*To protect our citizens and provide quality services*".

During this segment of the workshop, Council expressed an interest in returning to a prior practice used by a former Council(s) of asking questions prior to Council meetings and sharing the responses with Councilmembers, while staying in compliance with the *Florida Sunshine Law*.

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Per the facilitator's request, Mayor Connors called for a recess from 10:23 a.m. to 10:35 a.m.

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10 YEAR TARGETS (GOALS)

Facilitator Adams asked Councilmembers to discuss aspirational goals for what Council wanted to see come into effect in 10 years, to which Council discussed, as followed:

- Some roads were controlled by the State and what this meant for items the City could and could not control
- Estimating the City's population in 10 years
- Titusville as a thriving community with many things to do
- Getting all space industry contractors involved in the City
- Being a place where people wanted to gather and having an identity and places that people could gather and enjoy (placemaking)
- Be a thriving community with stormwater parks and trees throughout the City
- Having notoriety for a few special things people could enjoy only in Titusville
- Dislike having to get permission from the State for holding events on Highway U.S.1
- Cocoa had a downtown identity (discussed for conceptual purposes)
- Titusville had beautiful parks
- Maintenance and pride needed to be championed to give people the desire to come back
- Having a desired identity and feel for the community for people to enjoy

And

- Having a solar power berm of the moon going around in Spaceview Park---ideally space companies would pay for this type of idea
- The City was a collection of different neighborhoods and whether or how this guided having a shared vision
- Focusing on prosperity could take a lot of different avenues
- To be the most prosperous city in the county consisting of a thriving community, where people wanted to be
- Guiding people toward the theater that was popular and giving people a reason to linger
- Suggestion for renaming Broad Street to Festival Street
- Desire to have high-end housing
- Not reinventing the wheel and capitalizing on the river in the City's marketing
- Having the river as a natural resource nearby, how to point people to it when discussing marketing, enjoyment, etc.
- Identifying and buying land for stormwater parks or ponds and whether the City could remain anonymous when buying land for this purpose, so that land sellers did not raise sale prices

To the above, Facilitator Adams requested Council summarize their ideas into one goal for how they envisioned the City in ten (10) years or by 2036, to which Council concluded was

"*To be the most prosperous City in Brevard County where people want to gather*".

Additionally, Facilitator Adams recommended Council focus on gains and not gaps.

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3-YEAR TARGETS (GOALS)

Next, Council developed five (5), high-level, aspirational goals desired in three (3) years or roughly by September 30, 2028. Facilitator Adams recommended assigning measurable numbers and/or budgetary amounts to the targets, which Council discussed and identified, as followed:

1. *Budget $182 million* - roll into commercial revenue, higher medium incomes, jobs, etc.
2. *Increase average home value (minimally) to $325,000* - Use Space Coast Area of Realtors (SCAR) as the source of future statistics for consistency (source used at workshop)
3. *Labor participation rate of 70%*
4. *Speed to market – 30 days*
5. *Infrastructure failures (major events or spills, etc.) – zero failures*

Council also discussed 16 descriptors and ideas supporting the 3-year targets, which included:

- Establish a City Parks & Recreation Department
- Titusville known for festivals and events (branding)
- Great schools
- Eliminate blight – discussion spanned topics on reducing vacant properties, whether parcel sizes created in the 1950s were causing issues for present day development requirements, non-conforming issues, increasing compliance with Code Enforcement, etc.
- Employment rate of 97%

- Working closely with local non-profit agencies
- Smooth roads
- Great water quality
- Little crime
- Implement Urban Forestry Management Plan

- Implement the Stormwater Master Plan – discussion spanned having a stormwater park in place to support the health of the Indian River Lagoon (IRL), identifying and obtaining property for stormwater parks throughout the City within one year and within 3-years, having a system in place

- Break ground on a community center - vibrant communities had them, where events could be held. Breaking ground by 3 years (funding of $20 million on a large enough property)

- Begin clean energy transition (City of Key West given as example)
- Have a plan in place for City Hall, police, Fire, and Public Works Structures (buildings) – discussion spanned present facilities, new trends, public-private partnerships, adding a third floor to City Hall, etc.
- Having a more walkable City

- Increase commercial/industrial tax revenue by $20 million and have very little homestead tax

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Per the facilitator's request, Mayor Connors called for a recess from 11:42 a.m. to 12:04 p.m. to allow Councilmembers to retrieve lunch from the hospital cafeteria and return for a working lunch.

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3-YEAR TARGETS DISCUSSION (CONTINUED)

Other topics discussed by Council during this segment included:

- Encouraging technical education
- Developing a business incubator
- Leveraging the use of non-profit agencies for providing services and what would these relationships may look like (growing interrelations with government and non-profits),
- Trash clean-up
- Ideas for the "*Speed to market - 30 days"* (*3-Year Target No. 4*). Discussion spanned ideas such as whether a developer(s) could pay an employee (outsource plan review) to expedite development related plans or submittals, what a contractual relationship for this idea might look like, hearing from City staff on whether there were any issues with process and policy or the types of issues they encountered that may slow down the processing of development plans (e.g., items being incomplete as submitted by project representatives), limiting comments, etc.

Informal Council Consensus Item
(Interpreted From Above Council Discussions)

- Implementing a Stormwater Master Plan and having a Stormwater Park in place in support of the Indian River Lagoon (IRL) received consensus support or acknowledgement and more discussion would occur.

In closing-out the discussion of 3-year targets, Facilitator Adams asked Council to review the items listed on the dry-erase boards and conduct the *keep, kill, or combine* exercise of the ideas from the brainstorming session, in order to codify the final list of 3-year targets.

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1-YEAR TARGETS (GOALS)

Council discussed the aforementioned, five (5), aspirational goals and actions to move toward and make progress on accomplishing the goals that might be completed by September 30, 2026 (or roughly the next 4 to 6 months). Facilitator Adams recommended assigning measurable numbers and/or budgetary amounts to the targets, which Council developed and identified were:

1. *Budget $157 million*
2. *Increase average home value (minimally) to $290,000* - Use Space Coast Area of Realtors (SCAR) as the source of the desired future statistics. SCAR was the source used during the meeting on present, average, home value
3. *Labor participation rate of 57% (presently at 54%)*
4. *Speed to market – 30 days*
5. *Infrastructure failures* - redefined as major events or spills and how this data was tracked, etc.) – no more than two

To these, Council discussed 8 descriptors and ideas Council indicated consensus or support, including:

- Renegotiate marina leases (plural) with State to allow commercial enterprises to operate out of the marina and adjacent property
- Implement at least one program to increase speed to market
- Identify property and funding for stormwater park/ponds
- Hire culture/organizational efficiency consultant (Has to go before Council at a public meeting)
- Develop an aggressive educational campaign to improve public education and positive citizen engagement
- Add stormwater ditches/culverts infrastructure to GIS Map. Add maintenance schedules to website
- Begin work on expanding the City's Consumptive Use Permit (CUP)
- Determine process for renaming Broad Street

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Traction – Facilitator Adams extended his assistance to the City Manager and City Council following the meeting. He desired assisting the City gain traction on the ideas discussed at this workshop.

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Remaining Topics and Key Issues – With the amount of time remaining to hold a Council workshop, Facilitator Adams engaged Council in any topics they might identify as key issues from the topics on the dry-erase boards.

- *Citizen trust* – a range of discussion points, such as untruths amongst public opinions, methods to proactively address citizens' concerns at Council meetings, even if this only meant providing a citizen a business card or having staff meet them outside the Council Chamber doors during meeting, making sure citizens felt heard, monitoring hot topics on social media and pushing out clarifying or correcting information on social media, regular reporting from staff on what the hot topics were on a weekly basis.

- *Council tension* – a range of discussion points, such as having better communication at Council meetings, respect for each other, an idea to have Council retreats once a year or more frequently as desired, input provided by the City Manager, the effects of social media on City staff and morale, promoting togetherness over division, etc.

- *Taxes* – a range of discussion points, such as people wanted less taxes but more services, what items Council or the City could cut from the budget, not raising the millage rate, new tax rolls had increased by 3.4%, the importance of improving communication with the public on taxes and what could and could not be outsourced to control costs (as best as possible), the City's Tiger Team would have feedback on this topic, adding granular details in department or budget worksheets, etc.

In addition, Mayor Connors discussed levying a gas tax indicated in Code Sec. 19-26 that he advised was not presently collected (estimated at 4 cents a gallon), elasticity of demand and other cities getting 12 cents toward their roads in their cities, the Transportation Planning Organization (TPO) was conducting a study on these matters, if ad valorem taxes went away, this concept could be explored, looking at everything that could or could not be collected, electricity sales, etc.

It was noted that taxes could be one of the first topics the City's new Public Information Officer (PIO) could address and get ahead of upon starting.

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Remaining Topics – These were the remaining topics after Facilitator Adams engaged Council in the "keep, kill, or combine" discussion of items that had not been discussed or to the extent that Council desired, which included:

- Customer Service
- Anti-business perception
- Gas tax
- Residential / commercial taxes
- Property tax risk
- Questions of staff during Council meetings
- Etiquette
- Lack of high-end homes
- Public/private partnerships
- Space industry
- Roads the City did not control
- Downtown identity
- Maintenance of our places
- Landmark
- Marketing the City
- Parcel sizes

By consensus agreement, two tasks or requests made by Council during this discussion included:

1. If one Councilmember requested information related to an upcoming Council decision(s), the same information would be provided individually to all Councilmembers. Additionally, an individual Councilmember could request other types of information they sought be distributed to all Councilmembers upon request

2. An agenda item would be placed on an upcoming Community Redevelopment Agency (CRA) meeting agenda regarding the topics of downtown identity, landmark, etc.

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City Manager Abbate engaged Council on feedback he sought. He also distributed information to Council, a list and some of which included:

- FY 2026 to FY 2027 Strategic Plan (due to the FY 2027 budget cycle was ahead and the timeliness of Council's feedback was important)
- Forensic Audit Options and possible options and their costs
- Post recess dais configuration
- Streamlining the agenda review process and increasing efficiency at Council meetings
- Early FY 2027 rate projections
- Stormwater priorities
- Public Safety Salary Referendum
- Impending Property Tax Reform
- Mid-year budget adjustment details

Member Stoeckel suggested keeping the City's current six Strategic Plan Goals in place moving forward into FY 2027, using the 1-year and 3-year target goals discussed at this Council retreat (meeting) and placing the target goals under the category of *Wildly Important Goals* (WIGs). There was no objection from Council.

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Mayor Connors expressed an interest in establishing a new process for Council's agenda review and using a process once described by City Attorney Treasure, when she was employed by West Palm Beach.

On rate projections, Mayor Connors discussed funding for stormwater, maintaining the City's current infrastructure, finding a balance because the City's infrastructure was aging and capital improvements were necessary, a big ask on maintenance was dredging, staff needed direction on whether to fix flood prone areas (maintenance indicated a plan in place for years ahead), whether Council was open to the idea of rate increases, the City of Orlando doubled its rates, etc.

Member Stoeckel and Assistant City Manager Cook discussed her questions on processes related to rates.

Mayor Connors desired exploring transportation impact fees, limited use of funds, mobility fees funding and use, etc.

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Next, City Manager Abbate sought feedback from Council on proceeding with a forensic audit.

Member Stoeckel commented on asking the consultant for feedback. Mayor Connors commented on seeking input on the number of years going backward and year-by-year related to auditing.

Mayor Connors was also interested in a Cultural Health Consultant to provide feedback or report back with recommendations or guidance on where to focus an audit. He was also interested in using software to avoid human error.

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FIVE (5) ACTION ITEMS DIRECTED BY CITY COUNCIL AT WORKSHOP

1. Add the following purpose statement to the heading of the City Council agenda, *"To protect our citizens and provide quality services"*

2. The City Manager would review the 1-Year and 3-Year Goal numbers (Target Numbers) identified by Council at this meeting, specifically the numbers, and provide feedback to Council to have further dialogue.

3. For the City Manager: For any additional items on the 3-Year picture or goals list (e.g. community center, etc.), add these items to the list of unfunded items.

   City Manager Abbate discussed the importance of getting a definitive list. The City Manager would report back with numbers to City Council and he would also come back with any clarifying questions to have Council clarify. This would be an item placed under the City Manager's Report (under action items) on the City Council agenda.

   City Manager Abbate indicated the uniqueness of each of the items on the 3-Year Target goals list, such as a Parks and Recreation Department, eliminating blight, renegotiating marina leases, etc.

4. The City Manager would report to Council weekly on social media and topics and conversations in the community that were trending. The Council would also communicate to the City Manager on topics that might be included in the weekly report.

5. When the City Manager provided Council the draft or proposed budget on July 28, 2026, it would contain detailed budget worksheets. The worksheets could also be discussed at the Council budget workshop in August 2026. If there were a lot of questions about the proposed budget, it was recommended to cover them prior to the workshop.

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Petitions from the Public Present –

Laurilee Thompson read from a prepared statement, which she submitted to the City. Ms. Thompson discussed the importance of tree canopy, community input on the Urban Forestry Management Plan, use and focus of revenues spent from the City's Landscape Trust Fund, recommendation to add an item for $150,000 to the Urban Forestry Management Plan to the Fiscal Year 2027 budget, implementing the Urban Forestry Management Plan over upcoming years, investing in the community's health, long term sustainability, etc.

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Toni Shifalo commented on eliminating blight, her preference to use wording such as eliminate trash and address houses that were falling apart, whether Council read individual emails from citizens, being impressed by the discussion at the Council workshop (this meeting), educating and communicating with the public was a huge job and not all individuals may watch or listen to the information provided, etc.

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Facilitator Adams thanked Council and engaged them in brief feedback on the overall success or usefulness of holding a Council retreat, whether their individual expectations were met, etc.

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With no further business to discuss, the meeting adjourned at 4:28 p.m.

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Andrew Connors, Mayor

ATTEST:

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Wanda F. Wells, City Clerk