

The City of Titusville City Council met in special session on Thursday, September 11, 2025, at Titusville City Hall, second floor, Council Chamber, 555 South Washington Avenue, Titusville, Florida 32796. Mayor Connors called the City Council meeting to order at 5:33 p.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. City Manager Thomas Abbate, Finance Director Teri Butler, Assistant City Clerk Jolynn Donhoff, and the City's Executive Leadership Team (Department Heads or designees) were also present.

Pre-recorded procedures for public comment, participation, and orderly conduct were played for all individuals that were in attendance or watching the meeting.

Mayor Connors requested a moment of silence. He then led those present in the Pledge of Allegiance to the Flag.

xxx

City's Proposed Budget for Fiscal Year (FY) 2026 - City Manager Abbate reviewed the purpose of the special City Council meeting, as provided in the Council agenda packet. The request was to conduct the first public hearing on the City's Proposed Budget for Fiscal Year (FY) 2026 and read the related ordinances and adopt the Tentative Operating millage; Conduct the first reading of ordinances proposing the Fiscal Year (FY) 2026 Water/Sewer and Solid Waste rates; and adopt the Tentative Operating, Enterprise and Capital Budgets.

Next, Finance Director Teri Butler gave a presentation that highlighted the following information:

- Fiscal Year (FY) 2026 Annual Operating and Capital Budget
- Budget process and millage rate
- Use of millage over the rollback rate
- Strategic Plan Goals and Objectives for FY 2026
- FY 2026 Budget environment
- FY 2026 Budget priorities
- FY 2026 Proposed Budget Changes since the August 7, 2025 Budget Workshop
- FY 2026 Proposed Budget All Funds Revenues
- FY 2026 Proposed Budget All Funds Expenditures
- FY 2026 Proposed ad valorem per resident comparison
- General Fund millage comparisons
- Proposed property tax on a residential home in Titusville

Brief Council discussion ensued.

Member Moscoso and Finance Director Butler discussed that additional contracts were recently secured for School Resource Officers (SROs) and this resulted in an additional \$557,219 revenue for the City's FY 2026 budget. Brevard County Schools paid the City to have SROs (police officers) in the schools. There were a total of 13 contracts for SROs in the Titusville schools.

Member Stoeckel and Finance Director Butler discussed a decrease in revenue from approximately \$157 million to \$156 million in the proposed budget and identifying "what was cut" from the FY 2026 budget to offset the revenue loss. A prior voted debt service or debt (2015 Riverfront Acquisition bond) that was included in many prior year budgets had been paid in 2025 (ending this prior debt).

Member Nelson and Finance Director Butler briefly discussed the approximate percentage that ad valorem property tax revenues contributed to the General Fund, which was approximately 40%.

Public Works Director Kevin Cook gave a brief presentation that highlighted the following:

- Water and wastewater Fiscal Year (FY) 2026 Financial Forecast Update
- Typical residential monthly bill for ¾" (inch) meter at existing and proposed FY 2026 rates
- Typical commercial monthly bill for ¾" (inch) meter at existing and proposed FY 2026 rates
- Typical commercial monthly bill for 1" (inch) meter at existing and proposed FY 2026 rates

Finance Director Butler gave the remainder of the presentation and highlighted the following information:

- Overview of five ordinances proposed for first reading and the first public hearing on the Fiscal Year (FY) 2026 budget at the Special City Council meeting of September 11, 2025 at 5:30 p.m.
- *Florida Statutes* 200.065 and statute language required to be read publicly, which was read aloud by Finance Director Butler, as followed:
 - *The City of Titusville, Florida is the Taxing Authority*
 - *\$6.1938 is the Rolled-back Millage Rate*
 - *The operating millage rate to be levied is \$6.3000 mils*
 - *The Percent of increase over the rolled-back millage rate is 1.71%, which is characterized as a tax increase*
- Recommended Actions (in order)
- Next step following the meeting was the Special City Council meeting on September 18, 2025 at 5:30 p.m., which was the final public hearing on the City of Titusville, Florida Fiscal Year (FY) 2026 Budget to be held in the Council Chamber at City Hall

xxx

City Manager Abbate read the following ordinances for the first time, by title only, as followed:

Ordinance No. 27-2025 - AN ORDINANCE OF THE CITY OF TITUSVILLE, FLORIDA, PROVIDING FOR THE MILLAGE FOR THE OPERATION OF THE CITY OF TITUSVILLE FOR FISCAL YEAR 2026; AND PROVIDING FOR AN EFFECTIVE DATE.

Ordinance No. 28-2025 - AN ORDINANCE OF THE CITY OF TITUSVILLE, FLORIDA, ADOPTING THE GENERAL AND RELATED BUDGETS OF THE CITY OF TITUSVILLE FOR THE FISCAL YEAR 2026; AND PROVIDING FOR AN EFFECTIVE DATE.

Ordinance No. 29-2025 - AN ORDINANCE OF THE CITY OF TITUSVILLE, FLORIDA, AMENDING SECTION 21-241 AND 21-243 OF THE CODE OF ORDINANCES BY AMENDING AND INCREASING THE SCHEDULE OF RATES AND CHARGES FOR WATER AND SEWER SERVICE; PROVIDING FOR SEVERABILITY, REPEAL OF CONFLICTING ORDINANCES, AN EFFECTIVE DATE AND INCORPORATION INTO THE CODE.

Ordinance No. 30-2025 - AN ORDINANCE OF THE CITY OF TITUSVILLE, FLORIDA; AMENDING SECTION 16-116 OF THE CODE OF ORDINANCES BY AMENDING AND ESTABLISHING AN INCREASE TO THE RESIDENTIAL MONTHLY CHARGE FOR SOLID WASTE, RECYCLING AND ADDITIONAL CART FEES; AND BY AMENDING SECTION 16-117 OF THE CODE OF ORDINANCES BY AMENDING AND ESTABLISHING AN INCREASE TO THE COMMERCIAL DUMPSTER AND COMMERCIAL CAN MONTHLY CHARGES FOR SOLID WASTE AND RECYCLING FEES AND INCREASING THE COMMERCIAL DUMPSTER RENTAL FEES; AND BY AMENDING SECTION 16-118 OF THE CODE OF ORDINANCES BY AMENDING AND ESTABLISHING AN INCREASE IN THE EXTRA CHARGES FOR SPECIAL SERVICES; PROVIDING FOR SEVERABILITY, REPEAL OF CONFLICTING ORDINANCES, AN EFFECTIVE DATE AND INCORPORATION INTO THE CODE.

Ordinance No. 31-2025 - AN ORDINANCE OF THE CITY OF TITUSVILLE, FLORIDA, ADOPTING THE ENTERPRISE FUND AND CAPITAL IMPROVEMENTS PROGRAM BUDGETS OF THE CITY OF TITUSVILLE FOR THE FISCAL YEAR 2026; AND PROVIDING FOR AN EFFECTIVE DATE.

xxx

Brief discussion ensued on the procedures for the remainder of the meeting and first hearings for each of the proposed ordinances.

xxx

Ordinance Nos. 27-2025 –

Mayor Connors opened the first public hearing on Ordinance No. 27-2025.

Stan Johnston expressed concern about being ethical and flooding people's properties. He held up a picture of a dam and commented on concerns about the flooding of his property, etc.

As there were no additional persons that wished to speak, the first public hearing on Ordinance No. 27-2025 was closed.

xxx

Ordinance No. 28-2025 –

Mayor Connors opened the first public hearing on Ordinance No. 28-2025.

Stan Johnston commented on his attempts to contact Council Members to discuss emails he sent to Council on June 23, 2025 and July 26, 2025, which were related to budgeting. He continued and commented on his concerns on spending, contacting State officials on his concerns about a prior sewer spill and park pond fountains spraying persons with sewage, etc.

As there were no additional persons that wished to speak, the first public hearing on Ordinance No. 28-2025 was closed.

xxx

Ordinance No. 29-2025 –

Mayor Connors opened the first public hearing on Ordinance No. 29-2025.

Stan Johnston commented on his desire to train and use City employees properly to keep costs down and to protect the health, safety, and welfare of the public. He was a professional engineer during his career and like other careers, was required to report issues. Mr. Johnston felt the City was breaking laws, causing undue expenses, mishandling money, etc.

As there were no additional persons that wished to speak, the first public hearing on Ordinance No. 29-2025 was closed.

xxx

Ordinance No. 30-2025 –

Mayor Connors opened the first public hearing on Ordinance No. 30-2025.

Stan Johnston commented on his being a professional engineer, land surveyor, previously working for the City, issues affecting City budgeting, and his being opposed to the proposed budget. He

was concerned for forever (persistent) chemicals---an example was from Michigan and a farmer that changed from having a dairy cattle operation to a beef cattle operation. The farmer was shut down for solid waste concerns. He advised the farmer obtained and used sludge from a sewage treatment plant that was initially certified or deemed to be approved for use on the farmer's pastures (fertilizer), but then the government shut down the use of sludge due to concerns on forever chemicals. This was a solid waste issue.

Kevin Rosa commented on an opinion that the economy of Titusville was poor in relationship to a per capita analysis. He desired Council being cautious on raising the rates in the proposed ordinance. To offset costs to citizens, Mr. Rosa felt the City should discontinue sending grapple trucks to pick up felled trees from curbsides at no cost to residents and instead, require citizens to obtain a permit and pay a fee to remove felled trees. The City could also stop sending grapple trucks to pick up felled trees altogether (his concern was for healthy live oak trees that might be felled by property owners). His second idea was to have residents move their trash cans to one side of the street, so garbage trucks only traveled down one side of the street, which would save time, additional fuel costs, staff hours, etc. His concern was also for impoverished individuals that could not afford the cost increases in the proposed ordinance.

As there were no additional persons that wished to speak, the first public hearing on Ordinance No. 30-2025 was closed.

During the meeting, Member Nelson commented in response to the comments made by Mr. Rosa. She desired looking into Mr. Rosa's suggestions following the upcoming adoption of the proposed budget for Fiscal Year 2026, unless the Public Works Director could provide more information on the ideas suggested by Mr. Rosa.

Public Works Director Kevin Cook advised that the City previously explored the idea of a single (one) sided trash pick-up once championed by former Mayor James Tulley. In some instances, garbage trucks were required to turn around and go back out on the same streets. Then, there were concerns with neighbors taking their cans over to the other neighbor's side of the street. There was a prior concern on the correct trash can being returned to the correct residence from where it came. There was also once a pilot program for single-side trash pick-up idea during this former Mayor's time in office. North Port, Florida was the only other City that the Public Works Director was aware that did single-sided trash pick-up. Many of their streets were not fully developed.

Public Works Director Cook continued and advised there were other cities that charged their residents for everything and for other services, such as picking up couches, trees, etc. This requires a lot of work on staff to appropriately register the charges at point of service rather than roll all charges into one rate and to pick up everything under one charge. There were provisions in the Codes to charge for pick-up up items that went beyond the scope of the "one charge for everything". Example golf courses and waste pick up. Additionally, staff did try and avoid excessive surcharges for residential areas, as discussed, etc.

XXX

Ordinance No. 31-2025 –

Mayor Connors opened the first public hearing on Ordinance No. 31-2025.

Stan Johnston commented on sending emails to the City or City Council, concerns that his emails were not being read, violations of stormwater management program, flooding of properties, his coming to the City repeatedly on his concerns on flooding and/or the natural law of water flowing downhill, etc.

As there were no additional persons that wished to speak, the first public hearing on Ordinance No. 31-2025 was closed.

xxx

Next, Council took formal action on proposed Ordinance Nos. 27-2025, 28-2025, and 31-2025.

xxx

Ordinance No. 27-2025 –Motion:

Member Nelson moved to tentatively adopt Ordinance No. 27-2025 and the tentative millage rate for the operation of the City of Titusville at \$6.3000 mils. Member Stoeckel seconded the motion.

Amended Motion:

Member Nelson moved to tentatively adopt Ordinance No. 27-2025 and the tentative millage rate for the operation of the City of Titusville at \$6.3000 mils, which was a 1.71% increase above the rolled-back millage rate of \$6.1938 mils, as recommended. Member Stoeckel's second held and the roll call vote was:

Member Moscoso	Yes
Member Nelson	Yes
Mayor Connors	Yes
Vice-Mayor Cole	Yes
Member Stoeckel	Yes

The motion carried unanimously.

The percentage increase above the rolled back millage rate was a percentage increase in property taxes that was tentatively adopted by the City Council.

xxx

Ordinance No. 28-2025 –Motion:

Member Nelson moved to tentatively adopt Ordinance No. 28-2025 and the General and Related Budgets of the City of Titusville for Fiscal Year 2026, as recommended. Vice-Mayor Cole seconded the motion.

Mayor Connors desired further discussion on economic development and the North Brevard Economic Development Zone (NBEDZ). He commented on costs for the Titus Landing Project and also funding (approximately \$1.2 million) that went into the NBEDZ through tax increment financing (TIF). He was interested in how these costs were removed from the Truth In Millage (TRIM) and what allowed the City to do this with a conflicting ordinance(s) that were presently in place.

Discussion ensued with Finance Director Butler on the Mayor's questions. The discussion included information on the County dissolving the NBEDZ, this particular TIF was removed with the dissolution of the North Brevard Economic Development Zone (NBEDZ), which went to the Florida Department of Revenue to formally dissolve the NBEDZ, there was no longer a TIF because there was no longer a zone, there was a contract between the County and the City and the City Attorney or the City's current contract attorney could address more information on the contract, the City's funding (portion) that "would have" gone into the NBEDZ and that was not was rolled into the City's budget was dispersed among all of the expenses where appropriate, etc.

Mayor Connors' concern was for Titusville Ordinance No. 15-2011, the funding that was set aside for economic development via the tax increment financing (TIF), \$1.2 million, and any unintended or detrimental consequences for losing the (remaining) TIF funding. If the City had to start over with a new TIF based on 2025 property values, it would take a long time to realize the economic benefit of doing so, etc.

Further discussion ensued on requirements to establish a new TIF, amending Ordinance No. 15-2011 and establishing new criteria may be necessary, there may be other options, whether it was appropriate for the Department of Revenue to have removed the funds from the City's TRIM, not knowing what the City Council would decide at an upcoming special City Council meeting and workshop on economic development on November 13, 2025, whether the City could have done anything different in the span of time since the NBEDZ had been dissolved, the Department of Revenue had removed information on the "Oasis" website concerning TRIM regulations (Instructions not available how to fill out certain State forms at present time), options that may be presently available in Ordinance No. 15-2011 depending on Council's desires, TIF was just one of several economic development tools for the purpose of having restricted funds intended for economic development, etc.

City Manager Abbate advised the City previously received a check for \$500,000 that Council recently set aside for economic development.

Mayor Connors reiterated that when the NBEDZ Memorandum of Understanding (MOU) was formed, and the zone formed, the City and the County had its own dollars, which were compared to having separate silos. There were some shared costs, but some of the funding generated through the NBEDZ was solely for City projects. His concerns were also procedural in nature. The only unique feature was that the program was administered by the County.

Further discussion ensued on the NBEDZ TIF was for a particular plotted area, the NBEDZ and/or Ordinance No. 15-2011 had specific criteria on the use of the restricted funding, the Council could still set aside funding for economic development moving forward, etc.

The motion on the floor pending the Council's vote was

Motion:

Member Nelson moved to tentatively adopt Ordinance No. 28-2025 and the General and Related Budgets of the City of Titusville for Fiscal Year 2026, as recommended. Vice-Mayor Cole seconded the motion.

The roll call vote was:

Member Nelson	Yes
Mayor Connors	Yes
Vice-Mayor Cole	Yes
Member Stoeckel	Yes
Member Moscoso	Yes

The motion carried unanimously.

xxx

Ordinance No. 31-2025 –

Motion:

Member Nelson moved to tentatively adopt Ordinance No. 31-2025 and the Enterprise Fund and Capital Improvements Program Budgets of the City of Titusville for the Fiscal Year 2026, as recommended. Vice-Mayor Cole seconded the motion and the roll call vote was:

Mayor Connors	Yes
Vice-Mayor Cole	Yes
Member Stoeckel	Yes
Member Moscoso	Yes
Member Nelson	Yes

The motion carried unanimously.

xxx

The final public hearing on the Fiscal Year (FY) 2026 budget was scheduled for the special City Council meeting on September 18, 2025 at 5:30 p.m., in the Council Chamber.

xxx

Petitions from the Public Present –

Stan Johnston commented on his being a professional engineer, a resident for 57 years, and the purpose of several signs that he placed at the back of the Council Chamber. He advised his signs and concerns were all related to the budget. Mr. Johnston further commented on what the City was not doing, emails he sent to the City Council in June and July 2025, Council Members had not responded and were not listening to him, his concerns for the health, safety, and welfare of the public, following the Constitution, being ethical, etc.

xxx

Motion:

Member Nelson moved to adjourn the meeting at 6:32 p.m. Vice-Mayor Cole seconded the motion. None of the Council objected and the meeting was adjourned.

Andrew Connors, Mayor

ATTEST:

Wanda F. Wells, City Clerk