



City of Palm Coast

Agenda

City Council Workshop

City Hall
160 Lake Avenue
Palm Coast, FL 32164
www.palmcoast.gov

Mayor Michael Norris
Vice Mayor Theresa Pontieri
Council Member Charles Gambaro
Council Member Ty Miller
Council Member David Sullivan

Tuesday, August 12, 2025

6:00 PM

City Hall - Jon Netts Community Wing

City Staff

Lauren Johnston, Acting City Manager

Marcus Duffy, City Attorney

Kaley Cook, City Clerk

- Public Participation shall be in accordance with Section 286.0114 Florida Statutes.
- Other matters of concern may be discussed as determined by City Council.
- If you wish to obtain more information regarding the City Council's agenda, please contact the City Clerk's Office at 386-986-3713.
- In accordance with the Americans with Disabilities Act and Section 286.26, Florida Statutes, persons needing a reasonable accommodation to participate in any of these proceedings or meeting should contact the City Clerk at 386-986-3713, at least 48 hours prior to the meeting.
- City Council Meetings are streamed live on YouTube at <https://www.youtube.com/@PalmCoastFL>.
- It is proper meeting etiquette to silence all electronic devices, including cell phones while Council is in session.
- Any person who decides to appeal any decision of the City Council with respect to any matter considered at this meeting will need a record of the proceedings, and for such purpose, may need to hire a court reporter to ensure that a verbatim record of the proceedings is made, which record includes the testimony and evidence upon which the appeal is to be based.

NOTICE: This meeting is being live streamed on the City of Palm Coast YouTube channel and audio recorded for public record and transparency.

A CALL TO ORDER

B PLEDGE OF ALLEGIANCE TO THE FLAG AND A MOMENT OF SILENCE

C ROLL CALL

D PUBLIC PARTICIPATION

Public Participation shall be held in accordance with Section 286.0114 Florida Statutes. And pursuant to the City Council's Meeting Policies and Procedures:

(1) This agenda item has a thirty (30) minute limit.

- (2) Each speaker shall at the podium, provide their name and may speak for up to 3 minutes.
- (3) The Public may provide comments to the City Council relative to matters not on the agenda at the times indicated in this Agenda. Following any comments from the public, there may be discussion by the City Council.
- (4) Public speakers may address their comments to the Council as a whole, the Mayor, or to an individual Council Member
- (5) When addressing the City Council on specific, enumerated Agenda items, speakers shall:
 - (a) make their comments concise and to the point;
 - (b) not speak more than once on the same subject;
 - (c) not, by speech or otherwise, delay or interrupt the proceedings or the peace of the City Council;
 - (d) obey the orders of the Mayor or the City Council; and
 - (e) not make any irrelevant, impertinent or slanderous comments while addressing the City Council; which pursuant to Council rules, shall be considered disorderly.
- (6) Any person who becomes disorderly or who fails to confine his or her comments to the identified subject or business, shall be cautioned by the Mayor and thereafter must conclude his or her remarks on the subject within the remaining designated time limit.

Any speaker failing to comply, as cautioned, shall be barred from making any additional comments during the meeting and may be removed, as necessary, for the remainder of the meeting.

Members of the public may make comments during the public comment portion of the meeting. Please be advised that public comment will only be permitted during the public comment portions of the agenda at the times indicated by the Chair during the meeting.

E PRESENTATIONS

- 1 PRESENTATION - ALL CAPITAL AND FLEET FUND BUDGETS**
- 2 ORDINANCE 2025-XX AMENDMENT TO THE 2050 COMPREHENSIVE PLAN TO INCORPORATE THE WATER SUPPLY FACILITIES WORK PLAN**
- 3 PRESENTATION - SUBDIVISION CAPACITY/DEVELOPMENT**

F PUBLIC PARTICIPATION

Remainder of Public Comments is limited to three (3) minutes each.

G DISCUSSION BY CITY COUNCIL OF MATTERS NOT ON THE AGENDA

H DISCUSSION BY CITY ATTORNEY OF MATTERS NOT ON THE AGENDA

I DISCUSSION BY CITY MANAGER OF MATTERS NOT ON THE AGENDA

J ADJOURNMENT

4 AGENDA WORKSHEET AND CALENDAR

City of Palm Coast, Florida

Agenda Item

Agenda Date: August 12, 2025

Department	FINANCIAL SERVICES	Amount
Division		Account #
Subject: PRESENTATION – ALL CAPITAL AND FLEET BUDGETS		
Presenter: Helena Alves, Director of Financial Services, Carl Cote, Director of Stormwater & Engineering, and Matt Mancill, Director of Public Works		
Attachments: 1. Presentation		
Background: City Council adopted the Fiscal Year 2025 Budget on September 25 2024, in the amount of \$421,551,721 – Resolution 2024-151. At the April 22, 2025, Special Budget Workshop, City Council was presented with the Year-to-Date Budget results for operating department budgets, for Fiscal Year 2025 October through March. On June 3, 2025 City Council also approved and adopted the Strategic Action Plan (SAP) for Fiscal Year 2025-2026. On June 24, 2025, City Council was presented with an overview of the process for adopting the Property Tax (TRIM) rate in preparation to adopt the Fiscal Year 2026 Budget. On July 8, 2025, City Council was presented the Fiscal Year 2026 General Fund, IT Operations, and Facilities Budget, and an overview of the TRIM rate options. As discussed, staff is proposing a maximum millage rate of 4.1893 mills, which is a 4.64% increase from the rolled-back rate of 4.0035 mills, and the first budget hearing to be held at 5:15 p.m. on Wednesday, September 10, 2025, at the Palm Coast City Hall - Jon Netts Community Wing, located at 160 Lake Ave, Palm Coast. Local governments must conform to the maximum millage limitation requirements as outlined in Section 200.065(5), F.S. within 35 days of the certification of value, the City of Palm Coast must inform the property appraiser of the current year's proposed millage rate and the first budget hearing date and location which will be advertised on the Notice of Proposed Property Taxes (TRIM notice) that the property appraiser mails. On July 15, 2025, Council adopted Resolution 2025-100 setting the Proposed Maximum Millage Rate for Fiscal Year 2026 at 4.1893 and setting the date, time, and location for the Tentative Budget Hearing for September 10, 2025, at 5:15 PM at the Palm Coast City Hall - Jon Netts Community Wing, 160 Lake Ave, Palm Coast, Florida. On July 22, 2025, Staff presented the Proprietary Funds Budget for Fiscal Year 2026 to City Council.		

The Staff will be presenting to City Council the Capital and Fleet Fund for Fiscal Year 2026.

**Recommended Action:
FOR PRESENTATION**

City of Palm Coast, Florida

Agenda Item

Agenda Date: August 12, 2025

Department COMMUNITY DEVELOPMENT
Division PLANNING

Amount
Account #

Subject: ORDINANCE 2025-XX AMENDMENT TO THE 2050 COMPREHENSIVE PLAN TO INCORPORATE THE WATER SUPPLY FACILITIES WORK PLAN

Presenter: Peter Rousell, Deputy Director of Utility, and Jose Papa, AICP, Senior Planner

Attachments:

1. Presentation
2. Water Supply Facilities Work Plan
3. Ordinance with Exhibits

Background:

This is a legislative item.

Florida Statutes mandate a coordinated planning process between regional water supply plans prepared by the water management districts pursuant to Chapter 373, Florida Statutes (F.S.), and comprehensive plans prepared by local governments pursuant to Chapter 163. Specifically, local governments must address in their comprehensive plan the water supply sources necessary to meet and achieve existing and projected water use demand for the established planning period, considering the applicable regional water supply plan prepared pursuant Section 373.709, F.S.

The St. Johns River Water Management District (SJRWMD) approved the Northeast Florida Regional Water Supply Plan (NEFRWSP), as required by state statutes in Dec. 2023. Since that time, the City has coordinated with the SJRWMD to update the City's Water Supply Facilities Work Plan (WSFWP).

As required by state statutes, the WSFWP includes recognizing the current and future water demand from both within the City as well as entities with an agreement with the City for water supply. The projected water demand to 2050 is shown in the table below. These population projections and the projected demand are consistent with the assumptions used in the 2050 Comprehensive Plan.

		Population	Water Demand (MGD)		Water Supply (MGD)	
			Finished	Raw	Traditional ²	Alternative ³
2025	Within City	107,402	10.20	10.82	11.5	0.0
	Outside ¹	7,211	0.69	0.73		
	Total	114,613	10.89	11.54		
2030	Within City	120,609	11.46	12.15	10.7	2.2

	Outside ¹	7,624	0.72	0.77		
	Total	128,233	12.18	12.91		
2035	Within City	132,387	12.58	13.33	9.6	4.5
	Outside ¹	8,061	0.77	0.81		
	Total	140,448	13.34	14.14		
2040	Within City	142,108	13.50	14.31	10.7	4.5
	Outside ¹	8,522	0.81	0.86		
	Total	150,630	14.31	15.17		
2045	Within City	150,464	14.29	15.15	11.6	4.5
	Outside ¹	9,010	0.86	0.91		
	Total	159,474	15.15	16.06		
2050	Within City	157,883	15.00	15.90	12.4	4.5
	Outside ¹	9,526	0.90	0.96		
	Total	167,409	15.90	16.86		

¹The projected population and water demand figures reflect both retail customers and bulk water agreements outside city limits.

²Traditional water supply includes groundwater from the Confined Surficial Aquifer and Upper Floridan Aquifer and the amounts reflect the allocation requested in the CUP. ~~modification application~~ The existing CUP allocation for District continues to authorize the allocation use of 2,509.39 million gallons per year (mgpy) 6.875 million gallons per day (MGD) annual average of groundwater from the confined surficial aquifer, 1,512.9 MGy (4.15 MGD, annual average) of groundwater from the upper Floridan aquifer and 1,642.5 MGy (4.5 MGD, annual average) as an alternative water source from the brackish upper Floridan aquifer for public supply use (household, commercial/industrial, irrigation water utility, bulk exports, membrane treatment, unaccounted for) through 2041~~50~~.

³Alternative water supply includes brackish groundwater from the Upper Floridan Aquifer and Lower Floridan Aquifer, surface water, treated concentrate and reclaimed wastewater.

⁴~~The City received a CUP permit with a 2015 allocation of 11.02 MGD.~~

The future year population projections represent a decrease from the projections provided in the last update of the WSFWP in 2018 (approximately 12.5% less persons in 2035). This decrease in population projection in turn reflects the decrease in the water demand and need for alternative water supply in the updated WSFWP.

The City currently has a Consumptive Use Permit (CUP) for 15.525 Million Gallons/Day (MGD). The City is in the process of modifying the current Consumptive Use Permit (CUP) to add an allocation of alternative supply to meet the projected demands through 2035. The plan for additional water supply includes a request for additional fresh water as safely allowed by modeling and the resulting impact analysis as well as alternative sources as described below.

As provided in the water demand table above, the City will seek to draw 2.2 MGD from alternative supply source by 2030 and an additional 2.3 MGD by 2035. This alternative water

supply source is expected to potentially include brackish groundwater from the Upper Floridan Aquifer and Lower Floridan Aquifer, surface water, treated concentrate, and reclaimed wastewater.

The City of Palm Coast staff continues to work very closely with SJRWMD to identify potential alternative water sources. The following actions are on-going and are the result of continued coordination between the SJRWMD and the City.

The City has implemented projects to recover the drinking water byproduct (DWB) or concentrate generated from the WTP No. 2 and WTP No. 3 membrane softening process to be utilized as an additional alternative water source. The DWB is being treated to be utilized as finished drinking water. The City is diverting the DWB from WTP No. 3 and blending it with WTP No. 1 raw water prior to treatment at WTP No. 1. At WTP No. 2, the City is treating the DWB produced from the membrane softening process with lime softening followed by microfiltration to recover the DWB as drinking water. Both projects have eliminated the wasteful discharge of DWB to surface waters and could ultimately recover up to about 1.95 MGD of water as drinking water or as raw water.

The City has installed a reuse irrigation system along both sides of U.S. Highway 1 in order to provide up to 1 MGD of reuse for aquifer recharge. The reuse water for this system can be sourced from either WWTP No. 1 or WWTP No. 2.

The City plans to investigate additional means of aquifer recharge utilizing advanced treated wastewater from WWTP No. 2. This method of indirect potable reuse has the potential of providing up to 2 MGD of additional fresh allocation in advance of utilizing the more costly brackish water in the upper Floridan aquifer.

The City has completed an aquifer performance test of the brackish Upper Floridan Aquifer system in the northern wellfield. The data acquired from these tests have shown through modeling the feasible use of brackish water allocation in the CUP.

The SJRWMD staff has been very supportive of these short and long range plans and have included them in the NEFRWSP. City staff's strategy to have multiple avenues for additional water supply provides for a reasonable and sustainable strategy to allow Palm Coast to accommodate the anticipated demand into the future.

This update of the WSWFP accomplishes the following requirements consistent with Florida Statutes:

1. Coordinate all aspects of its comprehensive plan with the appropriate water management district's regional water supply plan. [s. 163.3177(4)(a), F.S.]
2. Ensure that its future land use plan is based upon the availability of adequate water supplies and public facilities and services. [s. 163.3177(6)(a), F.S.]
3. Ensure that adequate water supplies and facilities are available to serve new development no later than the date on which the local government anticipates issuing a certificate of occupancy and consult with the applicable water supplier prior to approving a building permit, to determine whether adequate water supplies will be available to serve the development by the anticipated issuance date of the certificate of occupancy. [s. 163.3180(2), F.S.]
4. Revises the Infrastructure Element to:

- a. Identify and incorporate alternative water supply projects identified in the updated regional water supply plan, or the alternative project proposed by the local government under s. 373.0361(7), F.S. [s.163.3177(6)(c), F.S.]
- b. Identify the traditional and alternative water supply projects and the conservation and reuse programs necessary to meet current and future water use demands within the local government's jurisdiction. [s. 163.3177(6)(c), F.S.]
- c. Update the water supply facilities work plan for at least a 10-year planning period for construction of public, private, and regional water supply facilities, which are identified in the element as necessary to serve existing and new development. [s. 163.3177(6)(c), F.S.]

- 5. Revises the Five-Year Schedule of Capital Improvements to include water supply, reuse, and conservation projects and programs to be implemented during the five-year period [s. 163.3177(3)(a)4, F.S.].

**Recommended Action:
FOR PRESENTATION**

City of Palm Coast, Florida

Agenda Item

Agenda Date: August 12, 2025

Department COMMUNITY DEVELOPMENT
Division PLANNING

Amount
Account #

Subject: PRESENTATION - SUBDIVISION CAPACITY/DEVELOPMENT

Presenter: Ray Tyner, Deputy Director of Community Development

Attachments:

1. Presentation
2. Final Plat Submittal Checklist
3. Preliminary Plat Submittal Checklist
4. Subdivision Master Plan Checklist

Background:

I. Legal Framework for Land Use and Development Approvals

The City of Palm Coast operates under Florida's legal structure for land use decision-making, which differentiates between Legislative and Quasi-Judicial actions.

- **Legislative actions** include amendments to the Comprehensive Plan, such as Future Land Use Map (FLUM) changes. These decisions involve broad community policy and are made at the discretion of elected officials. Courts will uphold such decisions under the "fairly debatable" standard, meaning a decision will be considered lawful as long as reasonable minds could differ on its benefits to public health, safety, or welfare.
- **Quasi-Judicial actions**, on the other hand, involve the application of existing law to specific projects. This includes site plans, rezonings, and subdivision plats. Decision-makers are legally bound to apply the City's adopted Land Development Code (LDC) and must base their decisions solely on competent substantial evidence, such as technical reports, staff analysis, and expert testimony.
- The applicant must demonstrate compliance with the City's Comprehensive Plan and codes. If this is shown, the burden shifts to the City to provide valid legal reasons for any denial. Due process requirements include proper public notice, the right to be heard, and fair and unbiased review.

This legal standard promotes transparency, protects the rights of applicants and the public, and minimizes the City's risk of legal liability due to arbitrary or politically motivated decisions.

II. The Subdivision Platting Process and Technical Oversight

Subdivision development in Palm Coast follows a structured, three-step Quasi-Judicial review process, each designed to progressively evaluate a project's compliance with planning, engineering, and legal standards.

1. **Subdivision Master Plan (SMP):** This is the conceptual phase where a subdivision's layout, access, utility planning, and environmental constraints are reviewed. It ensures alignment with the Comprehensive Plan and the Land Development Code. Projects with 100 or fewer units are reviewed and approved administratively, while those with more than 100 units require approval by the Planning and Land Development Regulation Board (PLDRB).
2. **Preliminary Plat (PP):** In this stage, the conceptual plan is translated into full engineering and construction drawings. The City's Technical Review Team examines utility design (sewer, water, stormwater), roadway geometry, environmental assessments, ADA compliance, fire access, landscape and tree protection, among other requirements. This internal administrative review is comprehensive, based on clearly defined checklists, technical manuals, Florida Building Codes and LDC requirements.
3. **Final Plat (FP):** The final phase legally establishes property boundaries, easements, and public dedications in accordance with Florida Statutes (Chapter 177). A second-party surveyor and the City Attorney confirm legal accuracy. Infrastructure must be either complete or financially bonded at this stage. Denials may only occur if there is factual evidence of noncompliance. State law now preempts local government from the public hearing process for Final Plats and requires administrative approval when all criteria are met.

Across all phases of the development review process, a highly qualified and professionally credentialed Technical Review Team—comprising engineers, planners, environmental specialists, floodplain managers, the Building Official, legal advisors, fire safety personnel, stormwater experts, and utilities staff—serves as the City's subject matter experts. This team conducts thorough, code-based evaluations to ensure that each application complies with all applicable local, state, and federal regulations. Their analysis, reports, and recommendations constitute the competent substantial evidence required by law to support the City's decisions. Whether recommending approval or identifying deficiencies, their work provides the objective, fact-based foundation necessary for lawful Quasi-Judicial decision-making. Their role is essential to protecting the public interest and upholding the City's commitment to high-quality, sustainable development.

III. Wastewater Capacity and Development Activity

The City closely monitors both current development activity and available infrastructure capacity to ensure that new growth is aligned with utility system capabilities—especially in relation to wastewater.

- As of April 1, 2025, a significant number of residential and mixed-use projects are either approved or in development. Each project is required to demonstrate that it can be served by existing or planned wastewater infrastructure.
- The Technical Review Team evaluates utility capacity and design as part of both the Preliminary and Final Plat stages. This includes:
 - Engineering calculations for sewer and reclaimed water systems;
 - Detailed utility layout and connectivity;
 - Fire flow availability and pressure zone alignment;

- Provision of signed agreements for water and wastewater service;
- Performance or maintenance bonds to ensure infrastructure construction and reliability.
- Where infrastructure is incomplete, developers must provide adequate guarantees. This safeguards the City and ensures new development does not burden existing residents or compromise public services.

Palm Coast's development review process incorporates a careful balance between growth and infrastructure readiness, enabling the City to manage expansion responsibly, protect its natural resources, and maintain long-term service quality for its residents.

Recommended Action:
FOR PRESENTATION AND DISCUSSION