



Minutes of Meeting
Board of County Commissioners
St. Johns County, Florida
Regular Meeting
County Administration Building
500 San Sebastian View
St. Augustine, Florida 32084
May 5, 2026 - 9:00 a.m.

CALL TO ORDER

Commissioner Murphy called the meeting to order at 9:00 a.m.

Present: Clay Murphy, District 3, Chair
Ann Taylor, District 5, Vice Chair
Christian Whitehurst, District 1
Sarah Arnold, District 2
Krista Joseph, District 4

Staff Present: Joy Andrews, County Administrator
Rich Komando, County Attorney
Brad Bradley, Deputy County Administrator
Jesse Dunn, Deputy County Administrator
Sarah Taylor, Assistant County Administrator
Lex Taylor, Deputy County Attorney
Kealey West, Deputy County Attorney
Artricia Allen, Deputy Clerk

ROLL CALL

Commissioner Murphy called the roll.

INVOCATION

Bobby Crum, Anastasia Baptist Church, gave the invocation.

PLEDGE OF ALLEGIANCE

Sue Weatherington, Sergeant First Class, United States Army Retired, led the Pledge of Allegiance.

CERTIFICATES OF RECOGNITION FOR GEORGE CECCANESE'S AND WILLIAM WEST'S 100TH BIRTHDAYS

Murphy presented the certificate of recognition to George Ceccanese's and William West's for their 100th birthdays. Ceccanese expressed appreciation for the honor.

PROCLAMATION RECOGNIZING CORRECTIONAL OFFICERS AND EMPLOYEES' WEEK 2026

Joseph presented the proclamation to Sheriff Rob Hardwick, Director Jason Caban, and Commanders Misty North, Sommer Adams, and Keith Melton. Director Caban spoke on the importance of correctional officers. Shayna Keller, Assistant to the Board of County Commissioners, read the proclamation.

PROCLAMATION RECOGNIZING 41 YEARS OF HOPE THROUGH ST. GERARD CAMPUS

Taylor presented the proclamation to Brittany Glisson and the group. Glisson spoke on the importance of St. Gerard Campus and thanked everyone for their support. Shayna Keller, Assistant to the Board of County Commissioners, read the proclamation.

PROCLAMATION RECOGNIZING JUROR APPRECIATION MONTH

Whitehurst presented the proclamation to Brandon J. Patty and the group. Patty spoke on the importance of Juror Appreciation Month and introduced Daphne Cameron, who shared her experience serving as a juror. Shayna Keller, Assistant to the Board of County Commissioners, read the proclamation.

PROCLAMATION RECOGNIZING FOSTER PARENT APPRECIATION MONTH

Arnold presented the proclamation to Stacy Cornell and the group. Cornell spoke about the importance of community support for children and families in need. Shayna Keller, Assistant to the Board of County Commissioners, read the proclamation.

ACCEPTANCE OF PROCLAMATION

Motion by Joseph, seconded by Taylor, carried 5/0, to approve the proclamation, as submitted.

Yea: Joseph, Taylor, Murphy, Arnold, Whitehurst
Nay: None

DELETIONS TO THE CONSENT AGENDA

There were none.

Public Comment: There was none.

APPROVAL OF CONSENT AGENDA

Motion by Taylor, seconded by Joseph, carried 5/0, to approve the Consent Agenda, as submitted.

Yea: Taylor, Joseph, Murphy, Arnold, Whitehurst

Nay: None

1. Motion to approve the Cash Requirement Report
2. Motion to adopt **Resolution No. 2026-136**, approving and authorizing the county administrator, or designee, to execute the Memorandum of Agreement between St. Johns River Water Management District and St. Johns County for Coastal Rehabilitation and Restoration Projects, in substantially the same form as attached hereto
3. Motion to adopt **Resolution No. 2026-137**, accepting a Bill of Sale, Final Release of Lien, and Warranty associated with the water and sewer systems to serve Brock Office Warehouse
4. Motion to adopt **Resolution No. 2026-138**, accepting a Bill of Sale, Final Release of Lien, and Warranty associated with the water system to serve 2T Holdings Commercial
5. Motion to adopt **Resolution No. 2026-139**, accepting a Bill of Sale, Final Release of Lien, and Warranty associated with the water system to serve Chase Villages at Sawgrass
6. Motion to adopt **Resolution No. 2026-140**, accepting two Easements for Utilities, two Bills of Sale with Schedule of Values, a Release of Lien, and a Warranty associated with the water and reclaimed water systems to serve Silverleaf Market, Parcel 23C
7. Motion to adopt **Resolution No. 2026-141**, accepting an Easement for Utilities for a gravity sewer system and a Bill of Sale with Schedule of Values, Release of Lien, and Warranty associated with the water system to serve JPMC Palencia Village
8. Motion to adopt **Resolution No. 2026-142**, accepting two Grant of Easements for traffic signal equipment at the intersection of Marsh Landing Parkway, TPC Boulevard, and Solana Road
9. Motion to adopt **Resolution No. 2026-143**, authorizing the chair of the Board, on behalf of the County, to execute a Non-Exclusive Grant of Easement to JEA to provide water and sewer service for Shearwater Community Park located on Timberwolf Trail
10. Motion to declare the attachment list as surplus and authorize the county administrator, or designee, to dispose of the same in accordance with the Purchasing Policy Section 17.1 and Florida State Statute 274.06
11. Motion to adopt **Resolution No. 2026-144**, authorizing the county administrator, or designee, to award RFP No. 2338, Sports Courts Assessment and Repair to The Nidy Sports Construction Company; Coast to Coast Recreation; and Sport Surfaces, as

responsive, responsible proposers, to perform the required services in accordance with RFP No. 2338

12. Motion to adopt **Resolution No. 2026-145**, authorizing the county administrator, or designee, to utilize Misc. No. 2865, OMNIA Partners Contract No. 001299 with Cintas Corporation, for the provision of uniform rental and related services for Countywide operations, and to execute purchase orders and any required agreements for the duration of the contract term, including any exercised renewal options
13. Motion to adopt **Resolution No. 2026-146**, authorizing the county administrator, or designee, to execute Change Order No. 04 to Task Order No. 01, with CDM Constructors Inc., in the not-to-exceed amount of \$119,785.29 for completion of all work for the Northwest Wells NW-8, and NW-9, Design-Build Project (Master Contract No. 24-MCA-CDM-20162)
14. Motion to adopt **Resolution No. 2026-147**, authorizing the county administrator, or designee, to execute purchase orders for Misc. No. 2832, Security Gate and Baggage Inspection System Replacement, including equipment, installation, and ongoing subscription services, as needed, in accordance with State of Florida Alternate Contract Source No. 72101509-25-NASPO-ACS, terms and conditions, as may be amended and renewed, based upon availability of appropriated funds each Fiscal Year
15. Motion to adopt **Resolution No. 2026-148**, approving the terms, conditions, and requirements of Amendment 0001, to the Unified Homeless Grant Contract between St. Johns County Board of County Commissioners and Flagler Hospital Inc., the CoC Lead Agency, and authorizing the county administrator, or designee, to execute the amendment substantially in the same form and format as attached, on behalf of the County
16. Motion to adopt **Resolution No. 2026-149**, authorizing the county administrator, or designee, to submit an application for the HUD Fiscal Year 2025 Comprehensive Housing Counseling Grant Program
17. Motion to adopt **Resolution No. 2026-150**, approving the participation fee waiver for at-risk youth included in the St. Johns County Parks and Recreation Athletic Facility Rentals Policies and Procedures, allowing Parks and Recreation participation fees to be waived for eligible players who qualify under the participation fee waiver provision
18. Motion to adopt **Resolution No. 2026-151**, approving and granting a Certificate of Public Convenience and Necessity to R&E Ambulance Transport, LLC, d/b/a AllCare Medical Transport, and authorizing the chair to execute the Certificate on behalf of the County in substantially the same form as attached hereto
19. Motion to adopt **Resolution No. 2026-152**, approving and authorizing the county administrator, or designee, to execute and deliver, on behalf of the County, Amendment No. 2 to Contract No. RP945 between the County and Florida Department of Environmental Protection, for St. Johns County Marine Rescue to provide lifeguard services at Anastasia State Park from May 24, 2026, through September 4, 2026, with an

increase in state funding from \$111,542.20 to \$166,577.24, in substantially the same form as attached hereto

20. Motion to approve the minutes of April 21, 2026, BCC Regular Meeting

ADDITIONS/DELETIONS TO THE REGULAR AGENDA

There were none.

APPROVAL OF REGULAR AGENDA

Motion by Joseph, seconded by Taylor, carried 5/0, to approve the Regular Agenda, as submitted.

Yea: Joseph, Taylor, Murphy, Whitehurst, Arnold

Nay: None

PUBLIC COMMENT

William Henessy spoke on the right-of-way at the Palmetto Road boat ramp (Exhibit A).

Juanita Yates spoke on traffic concerns on Shores Drive (Exhibit B).

Tom Reynolds spoke on the need for an ordinance regarding vape disposal and animal abuse (Exhibit C).

Judy Spiegel spoke on the National Day of Prayer and the rededication of the nation on May 17, 2026.

B.J. Kalaidi spoke on cigar use on public beaches, the Board's public spending, and time management, and thanked the residents for attending the meeting to address neighborhood concerns (Exhibit D).

1. Public Hearing - ADMA26-01, Outpost at Old Moultrie Administrative Interpretation Appeal. Appeal of Administrative Interpretation Letter ADMI 2026-01, regarding whether the subject parcel constitutes a lawfully developed or previously developed commercial site, whether mobile food vendors qualify as permitted accessory use, and whether any specific provision of the Land Development Code requires a previously developed commercial site to undergo full redevelopment or site plan approval as a prerequisite

The Board disclosed ex parte communication.

Jeremiah Mulligan, Esquire, of Mowrey Law Firm, representing the applicant, presented the details of the appeal and introduced Matt Lahti, Gulfstream Design Group, who spoke to the context of the appeal and displayed a map of the proposed site plan (Exhibit A).

Discussion ensued on the appeal process, permitted signage, the project timeline, signage placement, and legal restrictions on advancing the project into Phase 1; as well as the County's position on the appeal. Jacob Smith, Planning Division Manager, expressed concerns about parking requirements and the need for a special use permit. Mike Roberson, Growth Management Director, noted they would prioritize the review as much as possible, but that open comment exchanges could delay the process.

Public Comment:

Carly Glancy spoke in support of the request and requested a temporary allowance or an expedited solution to continue serving the community.

Fletcher Hallet spoke on overdevelopment and encouraged redevelopment in the County. He recommended that the Board consider fixing the codes and spoke in support of the project.

Kim Harrison spoke in support of the project.

Tylar Melfi spoke in support of the project.

Shahden McPherson spoke in support of the project and the opportunity to return to serving the community.

Discussion ensued on development code updates related to small businesses and food truck standards, options to expedite reopening, and the appeal process, including site plan requirements and a potential temporary special use permit. Board members noted hardships caused by the site's closure, expressed safety concerns, and directed staff to pursue code changes while working to expedite approvals. Murphy requested *Board consensus to direct staff to assist as quickly as possible to help the business reopen*. **No consensus was given.**

Mulligan provided rebuttal requesting approval of the appeal and committing to Phase 1 development, so staff could review it under the existing code without requiring different processes or uses.

Motion by Murphy, seconded by Joseph, failed 2/3, with Whitehurst, Arnold and Taylor dissenting, to deny ADMA26-1, The Outpost at Old Moultrie Road Appeal, based on two findings of fact, as provided in the staff report, upholding Administrative Interpretation Letter ADMI26-1.

Yea: Murphy, Joseph

Nay: Whitehurst, Arnold, Taylor

Motion by Whitehurst, seconded by Murphy, carried 5/0, to direct Growth Management and the County Attorney's Office to develop a provision recognizing food truck parcels as a separate use from other commercial structures.

Yea: Whitehurst, Murphy, Taylor, Arnold, Joseph

Nay: None

2. Public Hearing - MAJMOD 2025-11, Golfway Centre Planned Unit Development (PUD). Request for a Major Modification to the Golfway Centre PUD (Ordinance No. 1997-67, as amended), to revise the MDP Map and Master Development Plan (MDP) Text to allow the remaining development to occur on the property as either Commercial Retail and Commercial Office uses; revise the phasing schedule to a single 10-year phase; add Church and large places of assembly as allowable uses; allow details of future buildings and associated development to be shown on Incremental MDP Maps; and eliminate the requirement to preserve the isolated wetland on site. The Planning and Zoning Agency (PZA) heard this request at its regularly scheduled public hearing on April 2, 2026. The Agency recommended approval with a vote of 7-0. During the hearing, there were discussions regarding the traffic impacts to International Golf Parkway and the impacts to the remaining wetlands located on-site

The Board disclosed ex parte communication.

Kathryn Whittington, Whittington Law, PLLC, representing the applicant, presented the details of the request. Bill Schilling, Kimley-Horn and Associates, spoke on traffic access to the project.

Discussion ensued on the internal trip capture, regarding whether the applicant would waive the Live Local Act, discrepancies in total acreage on the proposed MDP Map showing additional wetland area, and the ecological value of those wetlands.

Byron Peacock, Peacock Consulting Group, stated that nearby development lowered the water table, degrading the wetland, and noted that updated delineation may show it as larger due to classification changes, not actual conditions. The Board members expressed their position to the request.

Public Comment:

Tom George expressed concerns about the hydrologic cycle, emphasized its ecological value for wildlife, and urged further evaluation of the wetlands' impacts.

Judy Spiegel questioned why wetland parcels were removed from protection and noted that past drainage changes and mitigation credits may have reduced their function while still recognizing their value.

Charlie Hunt expressed concerns about the scale of the proposed townhomes development, traffic impacts, and property rights.

Pamela spoke in opposition to the removal of wetlands and urged the Board to recognize their importance and environmental value.

Clift Tice spoke on the importance of wetlands for storm protection and habitat preservation and urged the Board to take these factors into consideration.

B.J. Kalaidi urged the Board to deny the request, noting that development could proceed without disturbing wetlands.

Discussion ensued on stormwater design, mitigation credits, requirements and legal considerations, balanced land use, and conservation of other green spaces.

Motion by Taylor, seconded by Joseph, carried 3/2, with Whitehurst and Arnold dissenting, to deny MAJMOD 2025-11, Golfway Centre PUD, based upon seven findings of fact, as provided in the staff report.

Yea: Taylor, Joseph, Murphy
Nay: Arnold, Whitehurst

Whittington requested *Board consensus to waive Article Nine's prohibition on resubmitting the application in case the applicant returned with changes. No consensus was given.*

3. FLUEDRA Mediation: REZ No. 2024-18, Enclave at World Golf. On August 5, 2025, the Board denied John Troy and Buffie Marie Hilbert's request to rezone approximately 18.5 acres of land from Planned Unit Development (PUD) to Workforce Housing (WH). The property is located at 3740 Pacetti Road. The Hilberts filed a request for relief from the denial under the Florida Land Use and Environmental Dispute Resolution Act ("FLUEDRA"). FLUEDRA provides a means to potentially resolve disputes pre-suit through a special magistrate mediation and hearing process. The FLUEDRA special magistrate mediation occurred on October 29, 2025. During the mediation, the Hilberts presented a plan to reduce the number of units in their proposed development. The parties agreed that, contingent on Board approval, the Hilberts could proceed to a public hearing on their revised proposal. If the Board does not approve scheduling a new rezoning hearing, the parties will proceed to a public FLUEDRA special magistrate hearing regarding the August 2025 rezoning denial

Ryan Ross, Assistant County Attorney, presented the details of the mediation and clarified that the property was in District Two instead of District Four. Jason Gabriel, representing the applicant, stated the concerns were not the merits of rezoning, but ensured the proposal could move through the normal rezoning process.

Public Comment:

Mike Lassiter spoke in opposition to the rezoning and urged the Board to deny the request or carefully consider its impacts on traffic and safety.

Charlie Hunt spoke in opposition to the request due to traffic concerns.

Tom George spoke in opposition to the request due to the water supply.

Clift Tice spoke in opposition to the request due to traffic and safety concerns.

Mike Roberson, Growth Management Director, confirmed that charter schools would not come before the Board of Commissioners and that the Board was only deciding whether the proposal would move forward in the review process.

The Board members took no action.

4. Consider appointment to the Affordable Housing Advisory Committee (AHAC). Currently, there is one vacancy on the Affordable Housing Committee due to an expired term of Alexander Mansur. A vacancy ad was placed and ran for approximately two months. Please find attached for your review and consideration a recommendation letter from AHAC and 11 qualified applications: Christopher Chamberlain, Dist. 1; Dearmas Graham, Dist. 1; James Angeletti, Dist. 2; Dr. Meredith Rudolph Payne, Dist. 2; Ashley Sumners, Dist. 2; Seth Wingate, Dist. 2; Heather Harley-Davidson, Dist. 3; Cynthia Simmons, Dist. 3; Thomas Turner, Dist. 3; Donald Frost, Dist. 4; and Taly Brinzey, Dist. 5

Shelby Romero, Senior Assistant to the Board of County Commissioners, presented the details of the vacancy.

Motion by Taylor, seconded by Joseph, carried 5/0, to appoint Thomas Turner to the Affordable Housing Advisory Committee for a first full four-year term, commencing on May 17, 2026, scheduled to expire May 17, 2030.

Yea: Taylor, Joseph, Whitehurst, Arnold, Murphy

Nay: None

COMMISSIONERS' REPORTS

Commissioner Arnold

Arnold reported concerns about street parking and unsafe conditions at school bus drop-off and pickup locations in Silverleaf. She *requested Board consensus to meet with Board, staff, the sheriff's office, and the school district to explore solutions.* **Consensus was given.**

Commissioner Joseph

Joseph spoke about Sidney Austin's life and expressed concerns about state legislation affecting home rules and agricultural land preservation, questioned the lobbying firm's effectiveness and potential conflicts, and suggested reviewing or changing the contract.

Discussion ensued on carefully reviewing any changes, conducting due diligence, and remaining informed and engaged in state policy matters. Murphy requested *Board consensus for staff to review the upcoming contract, determine a review timeline, and on the task force for home rule.* **Consensus was given.**

Andrews spoke on contract compliance and proactive responses to Agricultural Land Conservation legislation, including tracking legislative timelines, categorizing policy issues, and developing broader policy positions related to home rule.

Commissioner Whitehurst

No report.

Commissioner Taylor

Taylor expressed concerns about AI data centers and proposed excluding them from economic development tax incentives and job creation.

Discussion ensued regarding the proposed motion, with requests for additional information before proceeding and information from the Florida Association of Counties on the potential economic impact of data centers.

Public Comment:

Tom George spoke about data centers, citing their use of agricultural land and water resources.

Clift Tice spoke in opposition to data centers and noted that such facilities should be located in designated areas rather than within the county.

Charlie Hunt questioned the information being used to evaluate data centers, and expressed concerns about high water use, limited job creation, and compatibility with agricultural areas.

Motion by Taylor, seconded by Joseph, failed 2/3, with Murphy, Whitehurst, and Arnold dissenting, to direct County Administrator and Attorney's Office to draft an ordinance amending the economic development guidelines, excluding hyperscale and AI data centers from economic development tax incentives and abatement; and to direct Growth Management to review zoning regulations and recommend limits on where such facilities may operate.

Yea: Taylor, Joseph

Nay: Murphy, Whitehurst, Arnold

Whitehurst requested *Board consensus on having staff return with an objective overview of the pros and cons of data centers.* **Consensus was given.**

Commissioner Murphy

No report.

COUNTY ADMINISTRATOR'S REPORT

Andrews announced the annual Fiscal Year 2027 Administrator's Budget Sessions, scheduled for May 11-20, 2026

COUNTY ATTORNEY'S REPORT

Taylor stated that the Board needed to appoint a member to the canvassing board. Murphy stated he would serve, with Whitehurst serving as the alternate.

With there being no further business to come before the Board, the meeting adjourned at 12:41 p.m.

REPORTS:

1. St. Johns County Board of County Commissioners Check Register, Check No. 638194, totaling \$3,855 (04/24/2026)
2. St. Johns County Board of County Commissioners Check Register, Check Nos. 638195-638290, totaling \$4,469,844.12, and Voucher Range, EFT, totaling \$10,619,012.41 (04/22/2026)
3. St. Johns County Board of County Commissioners Check Register, Check Nos. 638298-638312, totaling \$25,374.81, and Voucher Range, EFT, totaling \$116,699.16 (04/28/2026)
4. St. Johns County Board of County Commissioners Voucher Range, EFT, totaling \$8,192,520.93 (04/30/2026)
5. St. Johns County Board of County Commissioners Check Register, Check Nos. 638313-638319, totaling \$2,348.59 (05/01/2026)
6. St. Johns County Board of County Commissioners Check Register, Check Nos. 638320-638397, totaling \$1,665,114.15 (05/01/2026)
7. St. Johns County Board of County Commissioners Check Register, Check Nos. 638398-638405, totaling \$548.77, and Voucher Range, EFT, totaling \$2,018.60 (05/04/2026)
8. St. Johns County Board of County Commissioners Check Register, Check Nos. 638407-638418, totaling \$7,847.60 (05/06/2026)
9. St. Johns County Board of County Commissioners Check Register, Check Nos. 638419-638435, totaling \$62,508.66, and Voucher Range, EFT, totaling \$115,502.60 (05/06/2026)
10. St. Johns County Board of County Commissioners Check Register, Check No. 638436, totaling \$50, and Voucher Range, EFT, totaling \$200 (05/06/2026)

CORRESPONDENCE:

1. Letter dated March 31, 2026, regarding the St. Johns County Community Redevelopment Agency's Annual Report for Fiscal Year 2025

Approved May 19, 2026

BOARD OF COUNTY COMMISSIONERS
OF ST. JOHNS COUNTY, FLORIDA

By: Clay Murphy
Clay Murphy, Chair

ATTEST: BRANDON J. PATTY,
CLERK OF THE CIRCUIT COURT & COMPTROLLER

By: Crystal Smith
Deputy Clerk

