

MINUTES
City of Cocoa
Regular Meeting of The City Council

September 3, 2025

A Regular City Council Meeting was held on Wednesday, September 3, 2025, in Cocoa City Hall, in City Council Chambers, located at 65 Stone Street, in Cocoa, Florida, 32922, as publicly noticed.

I. Opening Matters:

Mayor Blake called the meeting to order at 6:00 p.m.

Deputy Mayor Weeks provided the invocation, and Councilmember Hearn led the assembly in the Pledge of Allegiance.

The Recording Secretary took the roll.

PRESENT:	Michael C. Blake	Mayor
	Patricia Weeks	Deputy Mayor
	Alex Goins	Councilmember
	Lavander Hearn	Councilmember
	Lorraine Koss	Councilmember
	Anthony Garganese	City Attorney
	Stockton Whitten	City Manager
	Lori Chabot	Recording Secretary

ABSENT:

OTHER STAFF MEMBERS PRESENT:

Abby Morgan, Public Works Director; Rebecca Bowman, Finance Director; Jennifer Justiniano, Acting Community Services Director; Jonathan Lamm, Fire Chief; Evander Collier, Police Chief; Jack Walsh, Utilities Director; Samantha Senger,

Communications and Economic Development Director; Rob Beach, Chief Technology Officer; and Dalyn Sims, Helpdesk Support Tech.

II. Approval of Agenda and Minutes:

1. Agenda: Regular Meeting of September 3, 2025. (2025-763)
2. Presentation – City of Cocoa Informational Data

* **MOTION by Mayor Blake; Seconded by Deputy Mayor Weeks to approve the Agenda for the September 3, 2025, meeting with an amendment to add a presentation (Item II.2) provided by Director Bowman.**

AYES: Blake, Weeks, Goins, Hearn, Koss

THE MOTION CARRIED UNANIMOUSLY (5-0)

At this point, the added presentation was provided which offered information about the millage rate, how it works, as well as the City expenses.

Deputy Mayor Weeks asked about dollars given to the County Commission and what they were for. Director Bowman replied with an explanation as to what the costs are. City Manager Whitten added everyone pays the County for Countywide services, i.e. parks, SCAT, and Sheriff's Offices.

Mayor Blake asked to adjust the agenda to hear the Public Hearing items first.

Consensus was granted to adjust the agenda as stated, with the exception of Councilmember Koss who disagreed.

Director Bowman continued with her presentation for Public Hearing item VI.1. She explained the process for the millage rate item and the budget finalization.

Mayor Blake opened the item to the public for comments.

There being no comments or questions, the public portion of the Hearing was closed.

III. Delegations:

IV. Consent Agenda:

1. Authorize an increase to the existing purchase order with PDCS, LLC for Fire Inspection Services, Plan Review, and Community Risk Reduction Services from \$185,000 to

\$250,192 for FY25. Approve a budget amendment, BAF# 25-081T, in the amount of \$55,000 to support this increase. Authorize the City Manager to approve purchases and budget transfers up to \$225,000 if needed. (2025-850) (Fire Chief)

- * **MOTION by Deputy Mayor Weeks; Seconded by Mayor Blake to authorize an increase to the existing purchase order with PDCS, LLC for Fire Inspection Services, Plan Review, and Community Risk Reduction Services from \$185,000 to \$250,192 for FY25. Approve a budget amendment, BAF#25-081T, in the amount of \$55,000 to support this increase. Authorize the City Manager to approve purchases and budget transfers up to \$225,000 if needed.**

AYES: Blake, Weeks, Goins, Hearn, Koss

THE MOTION CARRIED UNANIMOUSLY (5-0)

2. To Approve Task Order No. 2025-57 to Jacobs Engineering Group, Inc., to provide Dyal WTP Groundwater Sludge Dewatering Facility – Design, Permitting, and Bidding, WS25SL, in the amount of \$615,322,00; Approve a budget transfer to the FY2025 Budget, BAF#25-79-A. (2025-825) (Utilities Director)

- * **MOTION by Deputy Mayor Weeks; Seconded by Mayor Blake to Approve Task Order No. 2025-57 to Jacobs Engineering Group, Inc., to provide Dyal WTP Groundwater Sludge Dewatering Facility – Design, Permitting, and Bidding, WS25SL, in the amount of \$615,322,00; Approve a budget transfer to the FY2025 Budget, BAF#25-79-A.**

AYES: Blake, Weeks, Goins, Hearn, Koss

THE MOTION CARRIED UNANIMOUSLY (5-0)

VI. Public Hearings:

1. Conduct a Public Hearing on the Tentative Millage Rate and the Tentative FY2026 Budget and:

Adopt Resolution No. 2025-58 adopting a tentative millage rate of 6.9532 mills for the City of Cocoa, commencing on October 1, 2025, and ending September 20, 2026.

Councilmember Koss asked what amount would we generate if the City did not roll back? In response, it was stated \$400,000 dollars.

Deputy Mayor Weeks reiterated wanting to go back to the roll back rate. She would like to give people a break somehow.

Councilmember Koss replied that this could be the year the City could roll back and she would like to see that.

Mayor Blake responded by reminding everyone of the City's accomplishments and how the community is pleased with the reduction of crime. He added that we have invested in the community with positive results.

* **MOTION by Mayor Blake; Seconded by Councilmember Hearn to Adopt Resolution No. 2025-58 adopting a tentative millage rate of 6.9532 mills for the City of Cocoa, commencing on October 1, 2025, and ending September 20, 2026.**

AYES: Blake, Goins, Hearn

NAYS: Koss, Weeks

THE MOTION CARRIED (3-2)

City Manager Whitten gave his explanation regarding the proposed millage rate vs the rollback rate, what the dollar difference would be and the full effect on the City's budget. The Cocoa budget is structurally different than most cities. Only 39% of the properties in the city are taxable and they carry the burden, and more the reason to shore up the tax base. He continued, the slide (Cities Ranked) explains the difference; stating it has the 2nd highest tax rate but lowest percentage of tax revenues and the 400,000 is roughly .007 but if you strip the utility revenue then it is a much larger part of that.

Councilmember Goins suggested that it may be valuable to have a statement provided with a breakdown at the next meeting and City Manager Whitten stated that can be done.

Deputy Mayor Weeks appreciates where the City is going and agrees they have come a long way. She asked if that percentage is homeowners or commercial. In response, Director Bowman replied it was homeowners.

Deputy Mayor Weeks further asked what would the percentage be if you combined the 39% homeowners with Commercial? She asked if that could be brought back for the next meeting.

Adopt Resolution No. 2025-59 adopting the FY2026 tentative budget and CIP for the City of Cocoa Fiscal Year, commencing on October 1, 2025, and ending on September 30, 2026. (2025-854) (Finance Director)

Director Bowman reviewed the budget proposed and stated the CIP plan is in this portion as well. She continued reviewing the categories of the budget giving explanations for each of the funds, revenue sources and the departmental budgets showing the changes. She also explained the CIP Plan that will be a part of the budget.

Mayor Blake opened the Hearing to the public. There being no questions or comments, the public portion of the Hearing was closed.

- * **MOTION by Councilmember Goins; Seconded by Councilmember Hearn to Adopt Resolution No. 2025-59 adopting the FY2026 tentative budget and CIP for the City of Cocoa Fiscal Year, commencing on October 1, 2025, and ending on September 30, 2026.**

AYES: Blake, Weeks, Goins, Hearn, Koss

THE MOTION CARRIED -UNANIMOUSLY (5-0)

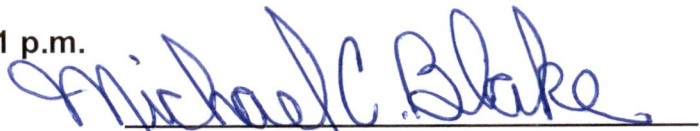
VII. Adjournment:

- * **MOTION by Deputy Mayor Weeks; Seconded by Councilmember Koss to adjourn the Regular meeting of September 3, 2025.**

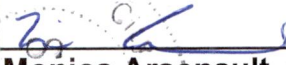
AYES: Blake, Weeks, Goins, Hearn, Koss

THE MOTION CARRIED UNANIMOUSLY (5-0)

The meeting adjourned at 6:51 p.m.


Michael C. Blake, Mayor

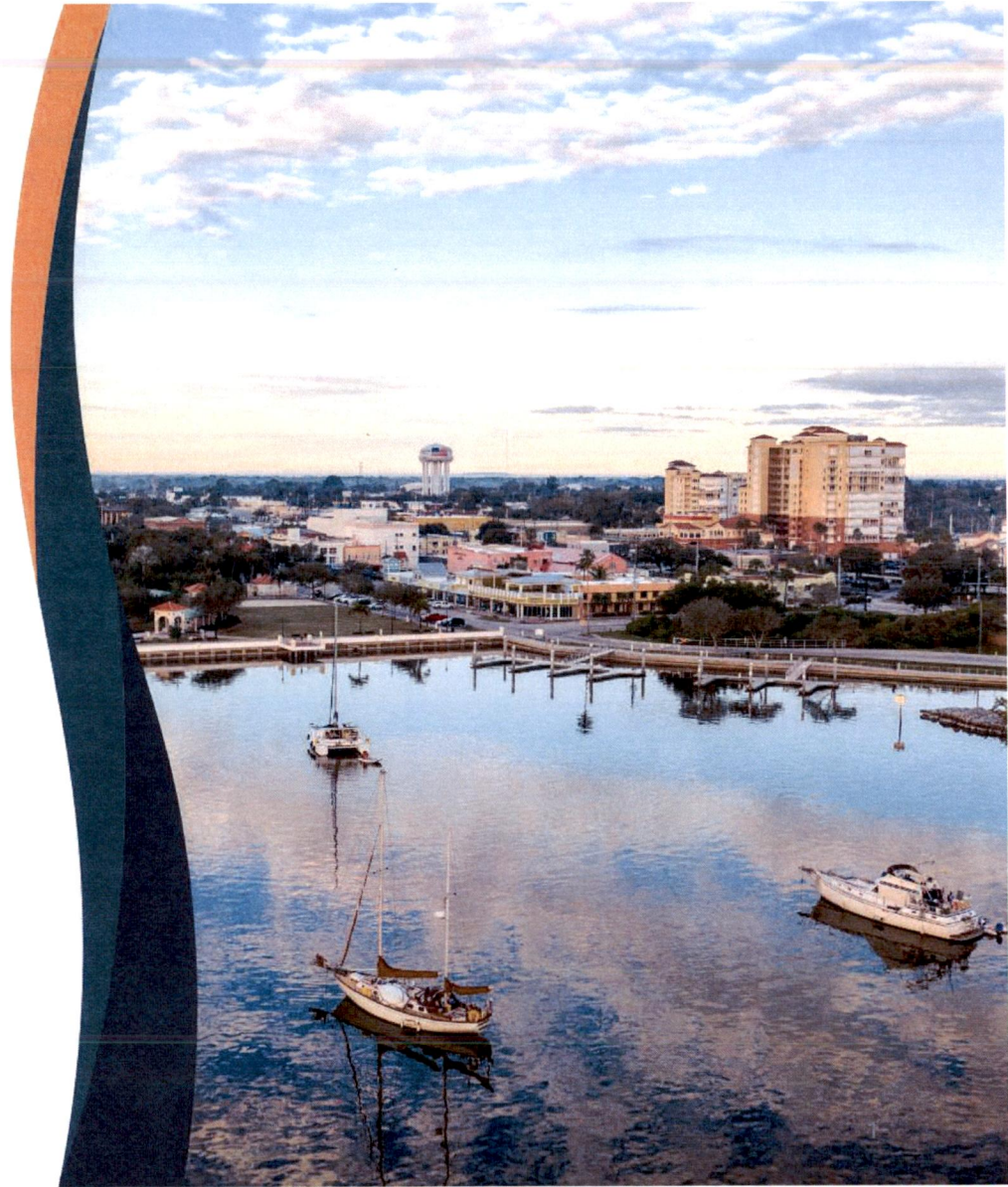
ATTEST:


Monica Arsenault, City Clerk
(Transcribed by Lori Chabot, Recording Secretary)





FY 2026 Budget Presentation
Tentative Budget Hearing
Special City Council Meeting
September 3rd, 2025



TRIM (Truth in Millage) Process

☐ Step 1

Adopt the FY 2026 Tentative Millage Rate

Note: The tentative millage rate cannot exceed the millage rate of 6.9532 approved by City Council on July 22, 2025, by a (3-2) vote.

The FY 2025 Budget was developed with assumptions of Ad Valorem Revenue at 6.9532 Mills @ 95% (State requires at least 95%), to support ongoing operational needs.

☐ Step 2

Adopt the FY 2026 City of Cocoa Tentative Budget



Objectives of This Tentative Budget Hearing

- Adopt a Tentative Millage Rate for FY 2026
- Adopt a Tentative Budget for FY 2026
- Set 2nd, Final Public Hearing – September 16, 2026, at 6:00p.m., Cocoa City Hall, 65 Stone Street, Cocoa, FL 32922

The City must have a balanced budget by October 1, 2025

This Tentative Budget Hearing was publicly advertised via the Notice of Proposed Property Taxes



FY 2026 Comparative City Rates

Ranking	Municipality	Current	Rolled-back	Proposed	Ad Valorem
1	Satellite Beach	7.9812	7.6505	7.9000	\$ 2,881,177
2	Cocoa	6.9532	6.7367	6.9532	\$ 13,583,865*
3	Palm Bay	6.7339	6.4071	6.7339	\$ 67,189,256
4	Melbourne	6.5466	6.2927	6.6703	\$ 56,357,410
5	Titusville	6.5817	6.1938	6.3000	\$ 23,090,658
6	Indialantic	5.9999	5.6717	6.2388	\$ 4,382,963
7	Cocoa Beach	6.1644	5.6945	6.0000	\$ 18,779,527
8	Indian Harbour Bch.	5.5168	5.3000	5.5099	\$ 8,166,649
9	Rockledge	5.3800	5.4151	5.3500	\$ 14,245,091
10	Melbourne Beach	4.4770	4.2574	4.6000	\$ 3,167,977

City of Cocoa's FY 2026 Proposed Tentative Millage Rate is the same as 2025. Note: Ranking uses the Proposed Rate (As of 8-25-25)

*The City budgets for ad valorem revenues at 95% which equals \$12,904,672
This includes transfers to the Community Redevelopment Agencies in the amount of \$1,810,065
The net amount of Ad Valorem revenue for the General Fund available for use is \$11,094,065

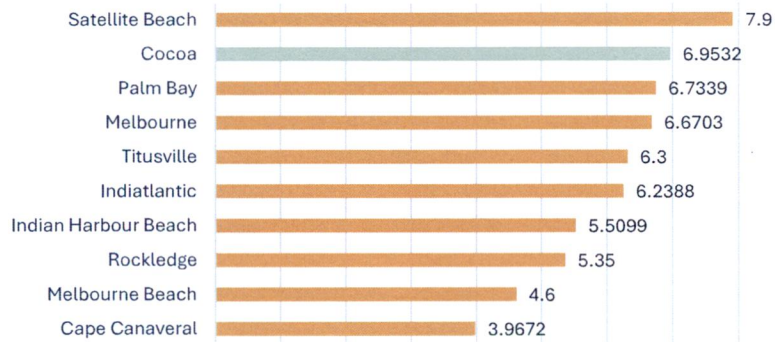
FY 2026 Comparative Ad Valorem as a Percentage of Total General Fund Revenues

Rank	Municipality	Ad Valorem (AV)	General Fund (GF)	AV as a % of GF
1	Satellite Beach	\$ 12,881,177	\$ 18,614,187	69.2%
2	Melbourne Beach	\$ 3,167,977	\$ 4,582,113	69.1%
3	Indian Harbour Beach	\$ 8,166,649	\$ 12,348,851	66.1%
4	Indialantic	\$ 4,382,963	\$ 7,937,094	55.2%
5	Palm Bay	\$ 67,189,256	\$ 122,863,972	54.7%
6	Melbourne	\$ 56,357,410	\$ 120,669,439	46.7%
7	Rockledge	\$ 14,245,091	\$ 35,854,041	39.7%
8	Titusville	\$ 23,090,658	\$ 61,757,537	37.4%
9	Cape Canaveral	\$ 8,052,264	\$ 24,641,781	32.7%
10	Cocoa	\$ 13,583,865	\$ 54,995,785	24.7%

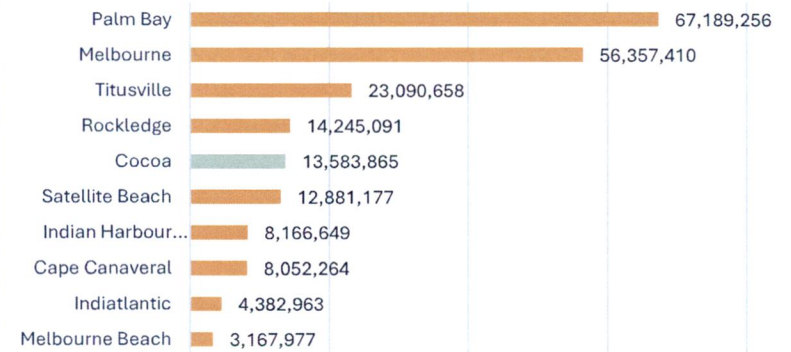


Visualizations of Cities Ranked:

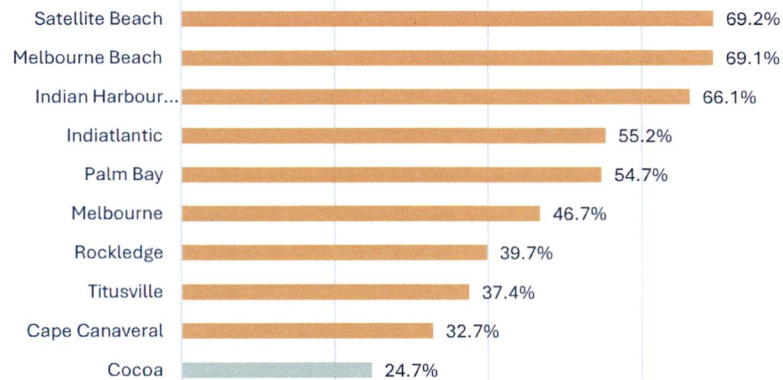
City Ranking by Millage Rate



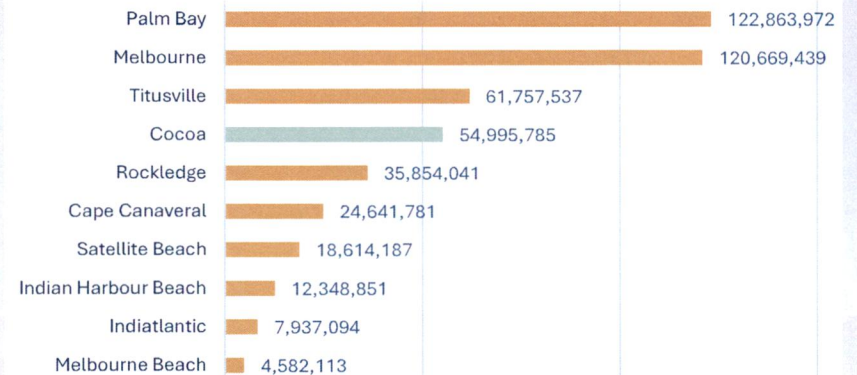
Total Ad Valorem Revenue Earned



Ad Valorem % of Total GF Revenue



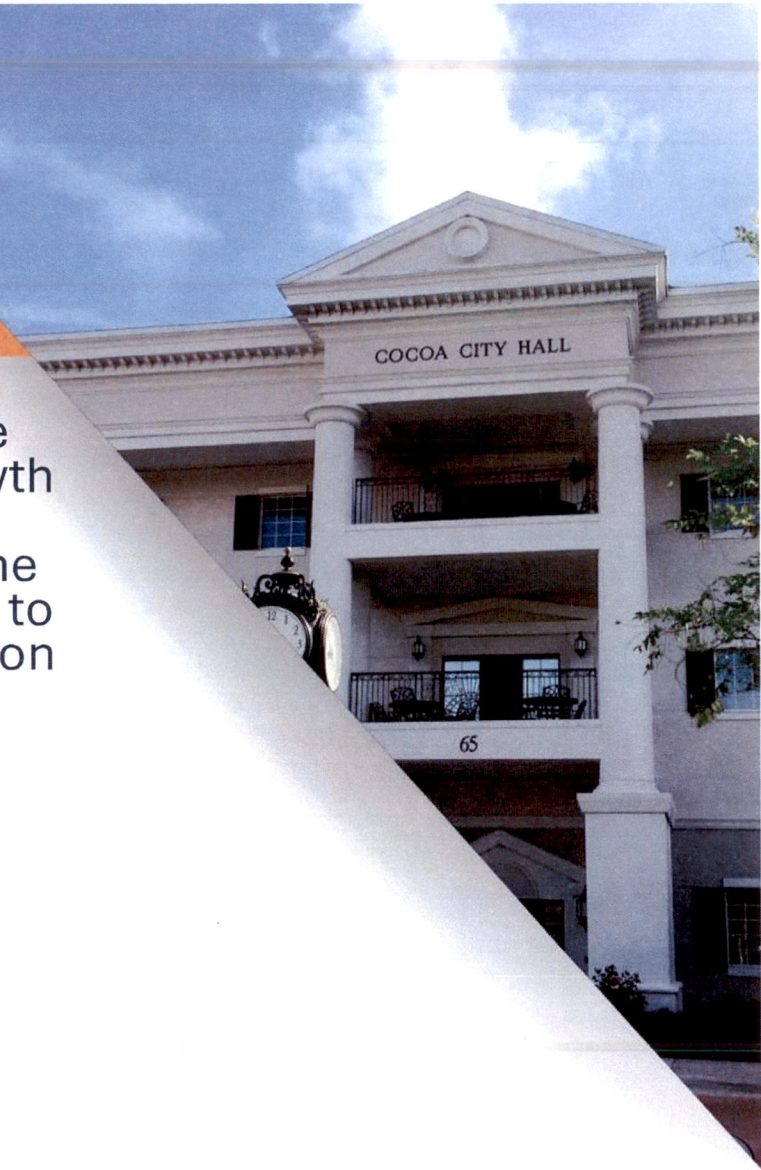
Total General Fund Revenue



Rolled Back Rate

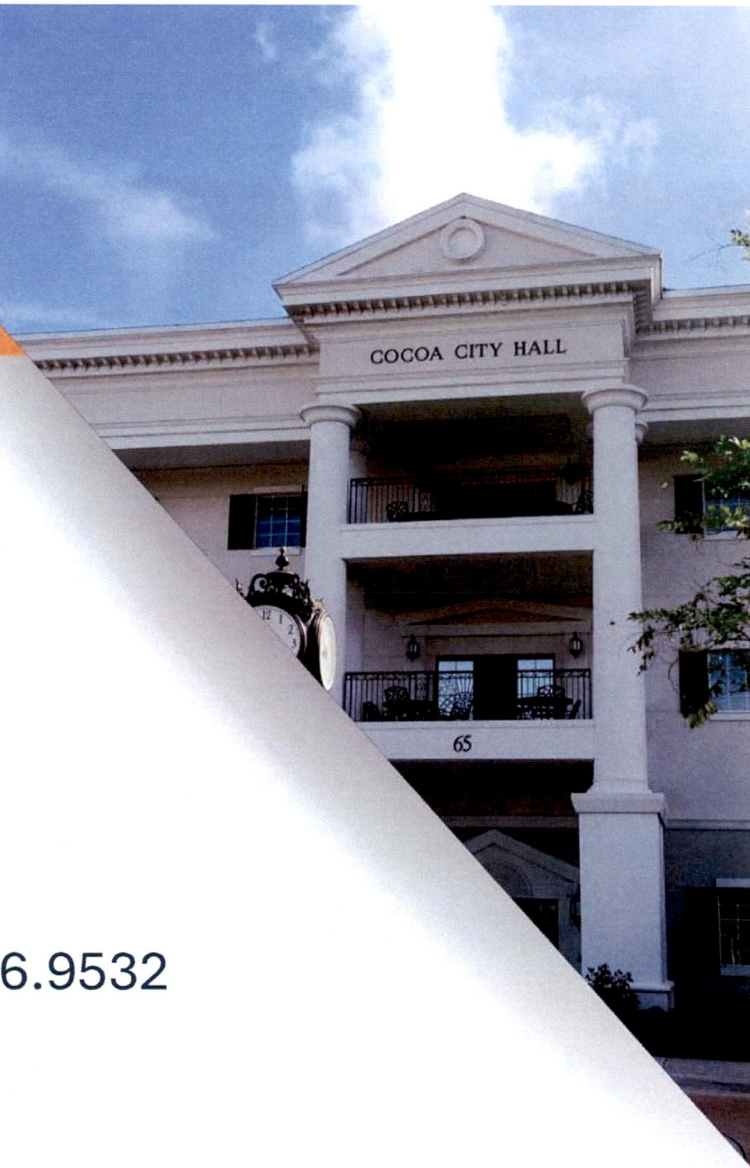
Rolled Back Rate Definition: The millage rate, called the “Rolled Back Rate”, allows local governments some growth in revenues, by excluding new construction from the calculation and keeps the taxpayers taxes the same as the previous year. The rolled back rate is a term that applies to the property tax rate as it changes year over year, in relation to property values.

The FY 2026 Rolled Back Rate is 6.7367



Substantive Issues to Discuss

- ✓ This is a 3.21% increase over the rolled back rate
- ✓ This increase was needed to fund:
 - Essential Service Costs
 - Mandatory or Critical Capital Equipment
 - Salaries and Benefits
 - Absorb Inflationary Costs
- ✓ Total FY 2026 Budget is \$194,811,362
- ✓ General Fund Revenue is \$54,995,785
- ✓ The General Fund Budget includes a millage rate of 6.9532



Public Announcement

- ✓ The City of Cocoa is the taxing authority
- ✓ The rolled-back rate is 6.7367
- ✓ The millage rate of 6.9532 is a tax increase of 3.21% as a percent change of the rolled-back rate
- ✓ The millage rate to be levied is 6.9532 which is 0% over the adopted FY2025 millage rate of 6.9532



Public Hearing - Comments



Millage Rate Adoption

Requested Action:

Approve Resolution No. 25-058 the tentative millage rate of 6.9532 mills. for the City of Cocoa, commencing on October 1, 2025, and ending on September 30, 2026.

VOTE





FY 2026 Tentative Budget



FY 2026 Tentative Budget

Fund	FY 2026 Tentative Budget
Water/Sewer	\$ 98,257,651
General	\$ 54,995,785
W/S Renewal and Replacement	\$ 21,600,750
W/S Restricted Assets	\$ 8,266,707
Special Revenue	\$ 4,453,773
W/S Impact Fees	\$ 2,112,095
Stormwater	\$ 2,401,815
Debt Service	\$ 1,461,869
Workers Compensation	\$ 1,260,917
Total	\$ 194,811,362





FY 2026 General Fund Overview

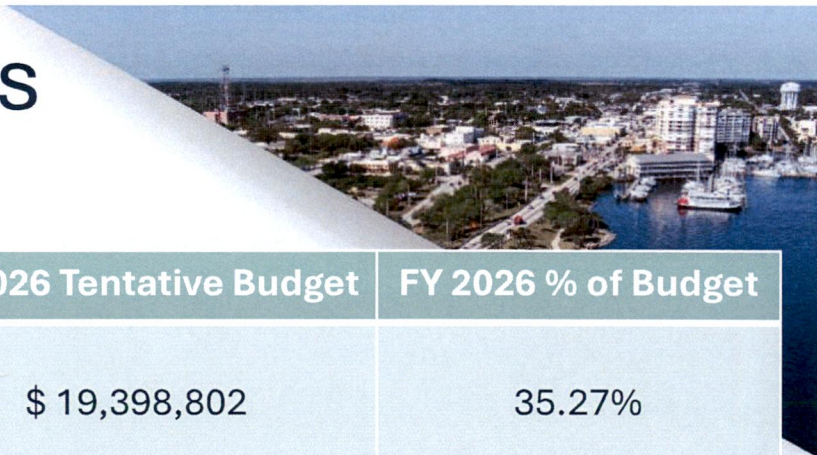


General Fund Revenue Sources

- **Taxes**
 - Ad Valorem, Public Service, Utility Service and Communication Service Tax
- **Other Permits & Fees**
 - Building Permits, Franchise Fees, Fire Assessment, and Planning & Zoning Fees
- **Intergovernmental**
 - Local, State & Federal Grants and State Shared Revenues
- **Charges for Service**
 - Water Billing Services, Garbage Collection Services, Allocation for Services and Culture/Recreation Events
- **Fines & Forfeitures**
 - Property Seized
 - Court-held confiscated items
- **Miscellaneous**
 - Interest Earned, Rent and Royalties, Disposition of Fixed Assets, Contributions, Insurance Proceeds, etc.
- **Other Non-Revenue**
 - Inter-fund transfers, Water/Sewer ROI and 6% PILOFF, Debt Proceeds, Revenues from Unassigned FB (Reserves)



FY 2026 General Fund Revenues by Funding Source



Funding Source	FY 2026 Tentative Budget	FY 2026 % of Budget
Other Non-Revenue (Inter-fund transfers, Water/Sewer ROI and 6% PILOFF, Debt Proceeds, Revenues from Unassigned FB (Reserves)) (Total Utility Fund Transfers/Utility Fund Support)	\$ 19,398,802	35.27%
Taxes (Ad Valorem, Utility Service Tax and Communication Service Tax)	\$ 17,178,672	31.24%
Charges for Service (Water Billing Services, Garbage Collection Services and Culture/Recreation Fees)	\$ 8,158,428	14.83%
Other Permits & Fees (Building Permits, Franchise Fees, Fire Assessment, and Planning & Zoning Fees)	\$ 6,487,002	11.80%
Intergovernmental (Local, State & Federal Grants, Housing Authority Payments in Lieu of Taxes, and State Shared Revenues)	\$ 3,122,667	5.68%
Miscellaneous (Interest Earned, Rent and Royalties, Disposition of Fixed Assets, Contributions, Insurance Proceeds, etc.)	\$ 620,214	1.13%
Fines and Forfeitures	\$ 30,000	0.05%
Total FY 2026 Revenue by Funding Source	\$ 54,995,785	100.00%

FY 2026 Tentative Budget General Fund By Department

General Fund Department	FY 2025 Adopted Budget	FY 2026 Tentative Budget	Variance	FY 2026 % of Budget
*Police	\$ 13,887,491	\$ 13,264,027	(\$ 623,464)	24.12%
Public Works	\$ 12,383,375	\$ 11,883,777	(\$ 499,598)	21.61%
Fire	\$ 9,556,724	\$ 9,864,081	\$ 307,357	17.94%
General Operations	\$ 7,342,851	\$ 7,754,472	\$ 411,621	14.10%
Finance	\$ 4,316,591	\$ 4,483,126	\$ 166,535	8.15%
Information Technology	\$ 3,061,339	\$ 3,126,925	\$ 65,586	5.69%
**Human Resources	\$ 1,209,532	\$ 912,330	(\$ 297,202)	1.66%
**City Manager's Office	\$1,050,923	\$ 1,509,294	\$ 458,371	2.74%
Communication/Economic Development	\$1,001,508	\$ 1,103,078	\$ 101,570	2.01%
*Community Services	\$ 214,265	\$ 742,701	\$ 528,436	1.35%
City Council	\$ 179,948	\$ 178,984	(\$ 964)	0.33%
Emergency Operations	\$ 173,015	\$ 172,990	(\$ 25)	0.31%
Total	\$ 54,377,562	\$ 54,995,785	\$ 618,223	100.00%

*Code Enforcement Moved to Community Services in FY 2026

** City Clerk Moved to the City Manager's Department in FY 2026



FY 2026 Water/Sewer Budget Overview

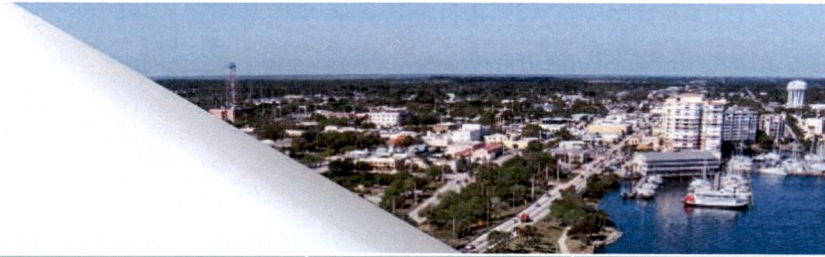


FY 2026 Water Sewer Revenues by Funding Source

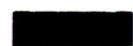
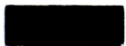
Funding Source	FY 2026 Tentative Budget	FY 2026 % of Budget
Charges for Service (Water, Sewer and Reuse Sales, Connection Fees, Hydrant Fees, Fireline Fees, Backflow Device Checks, Grease Trap Permits and Connection Fees)	\$ 83,328,643	84.81%
Other Non-Revenue (Revenues from Unrestricted Net Position)	\$ 14,572,823	14.83%
Miscellaneous (Interest, Rent and Royalties, other minor revenues)	\$ 356,185	0.36%
Total FY 2026 Revenue by Funding Source	\$ 98,257,651	100.00%



FY 2026 Tentative Budget Water/Sewer Fund by Division



Water/Sewer Fund	FY 2025 Adopted Budget	FY 2026 Tentative Budget	Variance	FY 2026 % of Budget
Administration (ROI, 6% PILOFF, Overhead Allocation, R & R Capital, and Debt Service Transfers)	\$ 44,031,323	\$ 53,541,717	\$ 9,510,394	54.49%
Water Production	\$ 17,488,227	\$ 19,139,884	\$ 1,651,657	19.48%
Water Field Operations	\$ 10,979,324	\$ 11,883,926	\$ 904,602	12.09%
Water Reclamation	\$ 4,456,199	\$ 4,382,057	(\$ 74,142)	4.46%
Engineering	\$ 3,509,958	\$ 3,194,462	(\$ 315,496)	3.25%
Sewer Field Operations	\$ 2,364,248	\$ 2,991,344	\$ 627,096	3.04%
Debt Services	\$ 2,171,331	\$ 2,405,337	\$ 234,006	2.45%
Utility Support Services	\$ 468,106	\$ 529,505	\$ 61,399	0.54%
Inventory	\$ 191,870	\$ 189,419	(\$ 2,451)	0.19%
Total	\$ 85,660,586	\$ 98,257,651	\$ 12,597,065	100.00%





FY 2026 Stormwater Budget Overview



FY 2026 Stormwater Revenues by Funding Source

Funding Source	FY 2026 Tentative Budget	FY 2026 % of Budget
Special Assessments	\$ 2,281,415	94.99%
Tax Certificates	\$ 110,000	4.58%
Delinquent Tax	\$ 10,000	0.41%
Other Miscellaneous Revenues	\$ 400	0.02%
Total FY 2026 Revenue By Funding Source	\$ 2,401,815	100.00%



FY 2026 Stormwater Tentative Budget

Stormwater Fund	FY 2025 Adopted Budget	FY 2026 Tentative Budget	Variance	FY 2026 % of Budget
Personal Services	\$ 638,667	\$ 641,393	\$ 2,726	26.70%
Operating	\$ 761,110	\$ 903,091	\$ 141,981	37.60%
Capital	\$ 568,900	\$ 561,000	(\$ 7,900)	23.36%
Other Non-Revenue (Overhead Allocation)	\$ 328,128	\$ 293,414	(\$ 34,714)	12.22%
Debt Service	\$ 2,599	\$ 2,917	\$ 318	0.12%
Total	\$ 2,299,404	\$ 2,401,815	\$ 102,411	100.00%



Capital Improvement Plan (CIP)

The City attached a 5-year CIP with the adoption of the Budget

Resolution #2025-059

The table below has the total costs, broken out by Fund over the course of the next 5 years from FY 2026 through FY 2030. See the City's CIP plan with the cost broken out by Project and Division

Fund	FY 2026	FY 2027	FY 2028	FY2029	FY2030
General	\$ 1,879,568	\$ 3,383,945	\$ 2,695,143	\$ 2,096,068	\$ 1,536,612
Cocoa CRA	\$ 60,000	\$ -	\$ -	\$ -	\$ -
Water/Sewer	\$ 1,400,607	\$ 795,267	\$ 1,570,681	\$ 525,962	\$ 658,478
Stormwater	\$ 558,000	\$ 995,000	\$ 2,015,000	\$ 235,000	\$ 385,000
Water/Sewer R&R	\$ 21,600,750	\$ 44,839,000	\$ 42,771,500	\$ 16,206,400	\$ 13,396,000
Total	\$ 25,498,925	\$ 50,013,212	\$ 49,052,324	\$ 19,063,430	\$ 15,976,090





Public Hearing - Comments





Adopting the FY2026 Tentative Budget



Requested Action

- Approve Resolution No. 2025-059 adopting the Fiscal Year 2026 Tentative Budget & CIP for the City of Cocoa, for the Fiscal Year commencing October 1, 2025, and ending on September 30, 2026.



What's Next...

- City Council FY 2026 Budget Final Hearing
- 2nd Final Public Hearing September 16, 2025 @ 6:00 PM
 - Adopt Final Millage Rate
 - Adopt the FY 2026 Budget





QUESTIONS/CONTACT

**Rebecca Bowman, MBA,
CGFO, CGFM**
Finance Director



BudgetAdministrators@cocoafl.gov



www.CocoaFL.gov

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