



City of Jacksonville Beach

Briefing Notice

City Council

11 North Third Street
Jacksonville Beach, Florida

Monday, May 12, 2025

5:30 PM

City Hall 1st Floor Conference Room

City Manager Mike Staffopoulos will conduct a Council Briefing to update the City Council about ongoing items in the City. The Briefing will include, but not be limited to, the following topics:

- A. FY2026 Budget Assumptions and Calendar
- B. Levels of Service
- C. Surf Camp Beach Permits
- D. Miscellaneous City Manager's Items
- E. Committee Assignment Report
- F. Future Briefing Topics

Council Members in attendance may include:

Mayor:	Christine Hoffman		
Council Members:	Sandy Golding	Bill Horn	Dan Janson
	Bruce Wouters	Greg Sutton	John Wagner

Please note: Council Members in attendance may vary according to their schedules.

No public comments are taken at the City Manager's Council Briefing.

If you are a person with a disability who needs an accommodation to participate in a meeting, you are entitled, at no cost to you, to the provision of certain assistance. Please contact the ADA Coordinator by phone 904-712-6297 or submit an [Accommodation Request](#) to the ADA Coordinator as far in advance of the meeting as possible; preferably 7 days but no less than 2 business days, before the meeting. If you are hearing or voice impaired, please call Florida Relay at 711 for assistance.

CITY COUNCIL AGENDA ITEM	
TO:	Michael J. Staffopoulos, City Manager
FROM:	Ashlie Gossett, Chief Financial Officer
DATE:	02/10/2025
SUBJECT:	FY2026 Budget Assumptions and Calendar

BACKGROUND

The following assumptions have been made in the preparation of the FY2026 Budget:

FINANCIAL ASSUMPTIONS:

- Revenue and expenditure estimates are prepared on a realistic basis.
- Expenditure estimates anticipate contingencies that are reasonably predictable and probable.
- Revenues of a limited or indefinite term are not used to fund ongoing services and programs, but rather are used for capital projects or expenditures of a limited duration (i.e., one time).
- Fund balance reserves will be maintained in all operating funds. The purpose of these reserves is to handle shortfalls from revenue deficiencies, costs from unforeseen emergencies, and to avoid the need for short-term borrowing.
- Impacts related to proposed legislation by either the House or Senate are not addressed from a revenue, expenditure, or budgetary perspective until signed by the Governor.

REVENUE BUDGET ASSUMPTIONS:

Millage Rate and Property Tax Revenues

The millage rate is estimated at 3.9947 and remains unchanged.

- Property tax revenues are projected based on estimates provided by the Property Appraiser's office. These estimates are revised and updated throughout the budget process as new estimates are received. The Property Appraiser provides estimates by June 1 and the DR420 by July 1.
- Budget estimates assume the continued 50% return of Southend Tax Increment Trust Funds (TIF) to the General Fund and other taxing authority. This assumption has been included in the annual budget since 2020.

Other Revenues

- State shared revenues are projected based on estimates provided by the State of Florida and realistic expectations based on past receipts. These estimates are revised and updated throughout the budget process as information becomes available.
- State revenue sharing estimates are not available until late June to mid-July.

- Electric and Natural Gas rates are unchanged. Water & Sewer and Sanitation rates adjust with CPI.
- Stormwater rates need to be increased by October 1, 2026, to support needed infrastructure improvements identified in the stormwater master plan.
- Utility revenues (consumption) are projected based on history, consumption trends, and any anticipated changes (future natural gas pricing, for example).
- Revenues from grants are generally either budgeted very conservatively or not budgeted until the grant is received, as these revenues can be unpredictable.

EXPENSE BUDGET ASSUMPTIONS:

Personnel Costs and Authorized Positions

Personnel costs (payroll and benefits) are estimated in accordance with the City's adopted pay plan, union contract provisions, and annual merit increases.

- Assumes all positions are filled and there is no lapse.
- Pension contributions reflect the most recent actuary estimate received by Human Resources.
- Converts a contracted Project Manager position to a full-time Technical Project Manager within the Information Services Department.

Operating Costs

Operating costs are estimated according to need and based on the cost of providing a certain level of service. Priority is given to expenditures for the adequate maintenance of capital equipment, facilities, and infrastructure, and for their orderly repair or replacement.

Capital Outlay

Capital outlay consists of costs associated with the acquisition of and improvements to land, easements, buildings, building improvements, vehicles, machinery, equipment, infrastructure, and all other tangible assets costing \$5,000 or more that are used in operations and have initial useful lives lasting more than one year. The City does not budget depreciation.

5-Year Capital Improvement Program

Expenditures in the Capital Improvement Program will include capital outlay that costs \$25,000 or more and is aligned with the City's adopted strategic plan. The operating expenditures associated with these items will be included in the operating budget in the current year. The future operating expenditures will be considered in the development of the time schedule for capital improvements along with resource availability. Projects will be scheduled for the current year if resources are available to cover capital outlay and the operating costs. Significant, recurring repair and maintenance items may also be included in the plan.

Transfers

Transfers are used to move monies from one fund to another without the intent of repayment. Transfers are made according to a prescribed formula or legal requirements upon the availability of unrestricted fund balances. No transfer will be made in violation of the legal purpose or use of



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revenues from which the fund balance was created. The City continues to use funds (via transfers to capital projects funds) as available to build and maintain reserves for expensive maintenance projects, heavy equipment purchases, and emergencies such as hurricanes.

FINANCIAL IMPACT

For informational purposes only.

REQUESTED ACTION

FY2026 Budget Assumptions and Calendar

ATTACHMENTS

1. FY2026 Budget Workshop Calendar

MEMORANDUM	
TO:	Michael J. Staffopoulos, City Manager
FROM:	Ashlie Gossett, Chief Financial Officer
DATE:	May 12, 2025 (COUNCIL BRIEFING)
SUBJECT:	FY2026 Budget Workshop Schedule

The City holds a series workshops over a two-week period in addition to a Budget Showcase to discuss the proposed budget. These meetings are designed to be informative for the Council and, by spreading the workshops out over two weeks, make it easier on the Council members' schedules. The proposed FY2026 Budget Workshop Calendar and tentative dates for budget adoption are as follows:

DATE / TIME	TOPIC/DEPARTMENT REVIEWED	MEETING LOCATION
Friday, August 1, 2025 2:00PM - 4:00PM.	Budget Showcase	City Council Chambers
Monday, August 4, 2025 4:00PM - 5:45PM	Executive & Legislative Legal Finance Human Resources Information Services	City Hall 1st Floor Conference Room
Tuesday, August 5, 2025 5:00PM - 7:00PM	Police Beaches Energy Services Parks & Recreation	City Hall 1st Floor Conference Room
Monday, August 11, 2025 5:00PM - 7:00PM	Public Works Planning & Development Redevelopment	City Hall 1st Floor Conference Room
Tuesday, August 12, 2025 5:00PM - 7:00PM	<i>Additional Date if Needed</i>	City Hall 1st Floor Conference Room
*Tuesday, September 2, 2025 *5:45PM	First Reading for Budget Adoption (<i>Tentative</i>)	City Council Chambers
*Monday, September 15, 2025 *5:45PM	Second Reading for Budget Adoption (<i>Tentative</i>)	City Council Chambers

**Budget adoption dates may change, subject to the dates chosen by the School Board and the County.*



CITY COUNCIL BRIEFING TOPIC	
TO:	Michael J. Staffopoulos, City Manager
FROM:	Sheri Gosselin, City Clerk
DATE:	May 12, 2025
SUBJECT:	Surf Camp Beach Permits

BACKGROUND

Section 6-5(a) of the Code of Ordinances prohibits businesses from operating on any portion of the beach without obtaining a permit from the City Clerk's Office. On April 7, 2003, the City Council voted to allow surf and volleyball camps to operate on the beach with conditions, including obtaining an occupational license (now called a local business tax), insurance, hold-harmless agreements for the operator and participants, and issuance of a special permit.

Section 6-5 Special permits to operate business on beaches required, explains the conditions for obtaining a special permit. Following the 2003 Council approval to allow surf and volleyball camps, it appears there was no ordinance, code or written policy created to formalize the process. The Clerk's Office has been issuing surf camp permits solely based on the language in the minutes from that meeting.

In 2008, Ordinance No. 2008-7963 amended Chapter 6, Section 6-5 (a) and (b), updating the language for special permits. The 2003 requirements were not included in the new language. Staff has concerns about conflicting language between the camp permitting process and the current code regulating the issuance of special permits. The City Attorney recommended bringing the matter to the Council for discussion. Staff concerns include:

- The camps do not meet current code Section 6-5(b)(2) requiring a business owner to operate from a place of business west of the bulkhead line
- Camp permits are being issued solely based on the 2003 Council approval documented in the meeting minutes
- There is no language in the current code that formalizes the conditions approved in 2003
- The Council in 2003 specified the special permit is "only" for a surf or volleyball camp. Should other types of classes/activities on the beach where a fee is charged to participants (i.e., yoga, etc.) be required to obtain a special permit?

The Clerk's Office issues four to five surf camp permits annually, with an average of 30 participants per week per camp. In 2024, camp operators submitted 445 signed participant waivers to the Clerk's Office.

FINANCIAL IMPACT

COUNCIL DIRECTION REQUESTED

Staff is seeking direction from Council.



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ATTACHMENTS

1. Surf Camp Application Packet
2. Code of Ordinances Sec. 6-5
3. 2003 Staff memo for permitting surf camps
4. Ordinance No. 2008-7963



CITY OF JACKSONVILLE BEACH SURF/FITNESS CAMP BEACH PERMIT

City Clerk's Office
11 North 3rd Street
Jacksonville Beach, FL
32250 (904) 247-6250
cityclerk@jaxbchfl.net

SECTION 1: Business Information:

Application Date: _____

Business Name: _____

Street Address: _____ Business Phone: _____

Mailing Address: _____

E-Mail Address: _____

Owner/Applicant Name: _____

Home Address: _____

Alternate Phone: _____ Beach Location of Camp: _____

Dates of Camp: _____

SECTION 2: Attachments - Submit with Application:

1. Valid Certificate of Insurance, General Liability of \$1,000,000.00 naming City of Jacksonville Beach as additional insured _____
2. City of Jacksonville Beach Hold Harmless Agreement signed by Owner/Applicant _____
3. ☐ Sole Proprietor ☐ Partnership ☐ Corporation ☐ LLC ☐ Fictitious Name Registration
FL Dept. of State, Div. of Corporations Documents attached _____
4. Owner/Applicant Photo ID attached _____

SECTION 3: Certification:

I certify the information contained herein is true and correct to the best of my knowledge. I understand that any false or misleading information on this application, failure to pay the required permit fee, or failure to comply with the City of Jacksonville Beach Ordinances may be cause for the City Manager to revoke the permit, as approved at the Regular City Council Meeting, held April 7, 2003, City Council Approval to Allow Surf and Volleyball (Fitness) Camps to Operate on the Beach.

I have received a copy of the April 7, 2003 City Council Minutes excerpt. I agree to submit weekly the completed and signed City of Jacksonville Beach Hold Harmless Agreements for all participants to the City Clerk's Office.

Signature of Applicant: _____ Date: _____

SECTION 4: City Clerk's Office SIC Code: 7999 LBT Receipt # _____

☐ Annual LB Tax \$ 79.20 ☐ Pro-rate LB Tax \$ 39.60 Check # _____ Cash ☐

Received by: _____ Date: _____

☐ Application complete – approved for permit
☐ Application incomplete – not approved for permit

Reviewed by: _____ Date: _____

**Minutes of Regular City Council Meeting
held Monday, April 7, 2003**

Roll call vote: Ayes – Kinsey, Matthews, Shore, Sibley, Spence, Furlong and Mayor Marsden.
Motion carried unanimously.

City Manager “b”

City Council Approval to Allow Surf and Volleyball Camps to Operate on the Beach

It was moved by Mr. Kinsey, seconded by Ms. Sibley, for authorization to allow surf and volleyball camps to operate from Jacksonville Beach subject to the following conditions:

1. Obtain a current occupational license,
2. Have a valid certificate of general liability insurance of at least \$1,000,000 naming the City as an additional insured,
3. Sign a hold-harmless agreement as approved by the City, and require all participants to sign a similar agreement prior to initiating their business,
4. That the permit can be revoked at any time at the sole discretion of the City Manager if the operation is found to be in conflict with the safe use of the beach, or failure to follow the terms of this permit or any City Ordinance.

Mr. Forbes advised that this is necessary because the City Code requires Council approval to operate a business from the beach. If the Council approves this item, it will allow staff to issue an occupational license to persons wishing to operate, only, a surf or volleyball camp, providing they meet these conditions.

Mr. Shore asked if this would allow the businesses to drive vehicles on the beach. Mr. Forbes responded that the proposed conditions do not allow for vehicles on the beach. However, there is a vehicle on the beach for the City sponsored surf camp. Mr. Forbes added that he would get back with Mr. Shore if vehicles will be allowed on the beach.

Roll call vote: Ayes – Matthews, Shore, Sibley, Spence, Furlong, Kinsey and Mayor Marsden.
Motion carried unanimously.

City Manager “c”

Request for Approval to Purchase Two Utility Body Vehicles for the Electric Department Under State Contract

It was moved by Mr. Kinsey, seconded by Ms. Spence, for approval to purchase two (2) 2003 Model, Ford, 1 ton Cab and Chassis work trucks with utility service bodies from the Florida State Contract #070-600-010 (cost each - \$21,748.00 for a total cost of \$43,496.00).

Roll call vote: Ayes – Shore, Sibley, Spence, Furlong, Kinsey, Matthews and Mayor Marsden.
Motion carried unanimously.



OPERATOR INDEMNITY/HOLD HARMLESS AGREEMENT

The business listed below agrees to indemnify and hold harmless the City of Jacksonville Beach ("City"), its officers, directors, agents, and employees against all claims for bodily injury, sickness, disease, death, or personal injury or damage to property or loss of use resulting therefrom arising out of performance of the agreement or contract, unless such claims are a result of the City's sole negligence.

The City shall also be indemnified and held harmless against all claims for financial loss with respect to the provision of or failure to provide professional or other services resulting in professional, malpractice, or errors or omissions liability arising out of performance of the agreement or contract, unless such claims are a result of the City's sole negligence.

DATED this _____ **day of** _____ **20** _____.

Name of Business

Beach location

By: _____
Business Operator/Owner/Agent

Print Name: _____

Witness: _____



PARTICIPANT HOLD HARMLESS AGREEMENT

Upon acceptance of this entry form, the undersigned participant and/or guardian [please print] _____

hereby releases the City of Jacksonville Beach, its agents, servants, or employees of all liability, injury, or damages whatsoever arising from participation in this event. The participant and/or guardian understands that there are certain risks involved and the participant assumes all risks to beach and ocean-related sports/activities.

Signature Date 20

***** Required signature of parent or guardian of any participant under 18 years of age:***

** Parent/Guardian Signature Date 20

Witness: _____

Witness: _____

Name of Camp: _____

Sec. 6-5. - Special permits to operate business on beaches required.

- (a) It shall be unlawful for any person to engage in, manage or conduct any business, profession or occupation upon any portion of the beach or shore of the Atlantic Ocean lying east of the bulkhead line for the city without first applying for, and obtaining, a permit from the city clerk, which shall be subject to being revoked for violation of this chapter or other laws applicable thereto, and no permit granted by the city clerk shall be transferred or assigned without the approval of the city manager, provided that section 6-6 shall prevail over this section.
- (b) The application for a permit shall be obtained from the city clerk and shall be in writing on a form prescribed by the city and shall meet the following conditions:
- (1) The operator of the business shall have a current local business tax receipt on file with the city.
 - (2) The operator shall have a place of business or agreement to operate from a place of business west of the bulkhead line on private property that abuts the beach, within the City of Jacksonville Beach, where they can conduct their operation. Said place of business shall be located in a zoning district where such an operation is permitted and approved as a conditional use. No business payment transactions shall be conducted directly on the beach east of the bulkhead line or on public property.
 - (3) The operator shall maintain a minimum of one million dollars (\$1,000,000.00) in general liability insurance, sign and provide to the city a hold-harmless agreement, and add the City of Jacksonville Beach as an additional insured on all insurance policies.
 - (4) No equipment or materials of any kind shall be stored east of the bulkhead line before or after the approved hours of operation. After hours of operations, all equipment must be stored on private property.
 - (5) The operator shall abide by the Code of Ordinances as they relate to surfing, rental boats, and floats; sections 6-49, 6-51, 6-53.
 - (6) Kite surfing, parasailing, jet skis, or any other motorized boats will not be rented.
 - (7) The operator shall identify how they will transport their equipment and materials to the beach east of the bulkhead line, and obtain written permission from the city for same. The transport of equipment shall use city-approved access points and shall not negatively impact the sand dunes.
 - (8) The operator shall list the hours, days, and months of operation they will be open for business. The hours of operation shall be within the hours of 8:00 a.m. to 7:00 p.m.
 - (9) The operator shall not advertise the business on the beach, nor place snipe or illegal signs anywhere within the City of Jacksonville Beach.
 - (10) The operator shall identify where along the beach the business will be located and shall not interfere with any existing business or city-approved special event.
 - (11) Operator shall rent only the following equipment: chairs, umbrellas, body boards, skim boards, surfboards, kayaks, bikes, footballs, volleyballs, and games such as horse shoes, Frisbees, bocce ball, and other similar equipment approved in writing by the city manager.

Upon obtaining a special permit to operate a business on the beach from the city clerk, the owner/operator must have the permit renewed annually. The permit can be revoked at any time by the city manager if the operation is found to be in conflict with the safe use of the beach, or there is a failure to follow the terms of the permit, or there is a violation of any city ordinances. The city manager's revocation of a permit may be appealed to the special magistrate.

(Code 1955, § 13-9; Ord. No. 2008-7963, § 1, 1-20-09)

Cross reference— Local business tax receipts, Ch. 15.



ELEVEN NORTH THIRD STREET • JACKSONVILLE BEACH, FLORIDA 32250

April 2, 2003

MEMORANDUM

TO: George Forbes, City Manager

FROM: Heidi Reagan, City Clerk 

SUBJECT: *Permits for Use of the Beach*

ACTION REQUESTED:

City Council approval to allow surf and volleyball camps to operate a business on the beach.

BACKGROUND:

Last August East Coast Sports Rentals approached the City about operating a business renting non-motorized water craft on the beach behind the Comfort Inn.

Section 6-5, of the Code of Ordinances, states; "(a) It shall be unlawful for any person to engage in, manage, or conduct any business, profession or occupation upon any portion of the beach or shore of the Atlantic Ocean lying east of the bulkhead line for the city without first applying for, and obtaining, a permit so to do from the city council, which shall be subject to being revoked for violation of this chapter or other laws applicable thereto, and no permit granted by the city council shall be transferred or assigned without the approval of the city council; provided that section 6-6 shall prevail over this section.

After issuing a permit to East Coast Sports Rentals we found that there are other businesses that are operating surf or volleyball camps along the beach-front. For this reason, it was decided to alert all the business operators that they need to be aware of and come into compliance with the law. To inform business owners of the requirements of the law, my office advertised in the paper an announcement concerning this issue. We have received 8 applications to date.

We have a solution to avoid requiring all these businesses to come individually before the City Council to obtain a permit. This solution is to allow the staff to issue an occupational license and permit subject to meeting criteria to protect the City from liability. We recommend requiring each business to obtain a minimum of \$1,000,000 general liability insurance that includes the City as an additional insured. In addition, the owners/operators and all the camp participants must sign a hold harmless agreement that would protect the City before allowing the business to operate from said beach.

RECOMMENDATION:

City Council authorization to allow surf and volleyball camps to operate from Jacksonville Beach subject to the following conditions:

- 1) Obtain a current occupational license,
- 2) Have a valid certificate of general liability insurance of at least \$1,000,000 naming the City as an additional insured,
- 3) Sign a hold-harmless agreement as approved by the City, and require all participants to sign a similar agreement prior to initiating their business,
- 4) That the permit can be revoked at any time at the sole discretion of the City Manager if the operation is found to be in conflict with the safe use of the beach, or failure to follow the terms of this permit or any City Ordinance.

Introduced by: Councilperson Christian
First Reading: December 15, 2008
Second Reading: January 20, 2009

ORDINANCE NO. 2008-7963

AN ORDINANCE AMENDING THE CODE OF ORDINANCES OF THE CITY OF JACKSONVILLE BEACH, FLORIDA; AMENDING CHAPTER 6, BEACHES AND BULKHEADS; ARTICLE 1, IN GENERAL; SECTION 6-5 (a) AND (b), SPECIAL PERMITS TO OPERATE BUSINESS ON BEACHES REQUIRED; TO UPDATE AND ADD REGULATIONS; PROVIDING FOR THE REPEAL OF ALL ORDINANCES IN CONFLICT HEREWITH; PROVIDING FOR CODIFICATION AND PROVIDING AN EFFECTIVE DATE.

WHEREAS, the City of Jacksonville Beach, Florida wishes to enumerate the conditions under which a business can receive a permit to operate a business on the beaches;

NOW, THEREFORE, BE IT ORDAINED BY THE CITY COUNCIL OF THE CITY OF JACKSONVILLE BEACH, FLORIDA:

SECTION 1. That the stated section of Chapter 6, Article 1, Beaches and Bulkheads, Section 6-5 (a) and (b), of the Code of Ordinances of the City of Jacksonville Beach, Florida, shall be amended to read as follows:

Sec. 6-5 Special permits to operate business on beaches required.

(a) It shall be unlawful for any person to engage in, manage or conduct any business, profession or occupation upon any portion of the beach or shore of the Atlantic Ocean lying east of the bulkhead line for the city without first applying for, and obtaining, a permit ~~so to do from the City Council~~ the City Clerk, which shall be subject to being revoked for violation of this chapter or other laws applicable thereto, and no permit granted by the ~~city council~~ City Clerk shall be transferred or assigned without the approval of the ~~city council~~ City Manager: provided that section 6-6 shall prevail over this section.

(b) The application for a permit shall be obtained from the City Clerk hereunder and shall be in writing on a form prescribed by the City and state the nature of the business or profession desired to be conducted with full particulars in regard thereto, together with the name of the person or persons to be interested in the operation or conduct thereof. shall meet the following conditions:

- (1) The operator of the business shall have a current local business tax receipt on file with the City.

- (2) The operator shall have a place of business or agreement to operate from a place of business west of the bulkhead line on private property that abuts the beach, within the City of Jacksonville Beach, where they can conduct their operation. Said place of business shall be located in a zoning district where such an operation is permitted or approved as a conditional use. No business payment transactions shall be conducted directly on the beach east of the bulkhead line or on public property.
- (3) The operator shall maintain a minimum of \$1,000,000 in general liability insurance, sign and provide to the City a hold-harmless agreement, and add the City of Jacksonville Beach as an additional insured on all insurance policies.
- (4) No equipment or materials of any kind shall be stored east of the bulk head line before or after the approved hours of operation. After hours of operations, all equipment must be stored on private property.
- (5) The operator shall abide by the Code of Ordinances as they relate to surfing, rental boats, and floats; Sections 6-49, 6-51, 6-53.
- (6) Kite surfing, parasailing, jet skis, or any other motorized boats will not be rented.
- (7) The operator shall identify how they will transport their equipment and materials to the beach east of the bulkhead line, and obtain written permission from the City for same. The transport of equipment shall use City approved access points and shall not negatively impact the sand dunes.
- (8) The operator shall list the hours, days, and months of operation they will be open for business. The hours of operation shall be within the hours of 8:00 a.m. to 7:00 p.m.
- (9) The operator shall not advertise the business on the beach, nor place snipe or illegal signs anywhere within the City of Jacksonville Beach.
- (10) The operator shall identify where along the beach the business will be located and shall not interfere with any existing business or City approved special event.
- (11) Operator shall rent only the following equipment: chairs, umbrellas, body boards, skim boards, surfboards, kayaks, bikes, footballs, volley balls, and games such as horse shoes, Frisbees, bocce ball, and other similar equipment approved in writing by the City Manager.

Upon obtaining a special permit to operate a business on the beach from the City Clerk, the owner/operator must have the permit renewed annually. The permit can be revoked at any time by the City Manager if the operation is found to be in conflict with the safe use of the beach, or there is a failure to follow the terms of the permit, or there is a violation of any City Ordinances. The City Manager's revocation of a permit may be appealed to the Special Magistrate.

SECTION 2. All ordinances or part of ordinances in conflict herewith are hereby repealed.

SECTION 3. Codification of this ordinance in the City Code of Ordinances is hereby authorized and directed.

SECTION 4. This ordinance shall take effect upon its passage and publication as required by law.

AUTHENTICATED THIS 20th DAY OF JANUARY, A.D., 2009.



Fland Sharp, MAYOR



~~Heidi Reagan, CITY CLERK~~
Judy L. Bullock, Asst. City Clerk

