



**UTILITIES, NATURAL RESOURCES, AND
PUBLIC WORKS COMMITTEE**

**Friday, October 17, 2025
10:00 a.m. – 2:00 p.m. ET**

**Meeting Room: Orange Ballroom G
Hilton Orlando
6001 Destination Parkway
Orlando, FL 32819**

FLC Staff Contact: Matt Singer



..... FLORIDA LEAGUE OF CITIES



Agenda



Utilities, Natural Resources, and Public Works Legislative Policy Committee
Friday, October 17, 2025, from 10:00 a.m. to 2:00 p.m.
Hilton Orlando – Meeting Room: Orange Ballroom G
6001 Destination Parkway, Orlando, Florida

AGENDA

- I.** Introduction and Opening Remarks..... **Chair Lois Paritsky**
Mayor, Town of Ponce Inlet
- II.** Review Proposed Priority and Policy Position Statements **Chair Lois Paritsky**
Mayor, Town of Ponce Inlet
 - a. Enterprise Fund Transfers..... **Matt Singer, FLC Staff**
 - b. Extraterritorial Surcharges **Matt Singer, FLC Staff**
 - c. One Water **Gary Hubbard**
Water Department Director, City of Winter Haven
 - d. Stormwater Facility Management & Accountability **Deputy Mayor Lori Tolland**
City of Ormond Beach
 - e. Statewide Rules on Stormwater Monitoring..... **Commissioner Victoria Bruce**
City of Winter Springs
 - f. Statewide Rules on Tree Mitigation Fund **Commissioner Victoria Bruce**
City of Winter Springs
- III.** Ranking of Proposed Statements..... **Chair Lois Paritsky**
Mayor, Town of Ponce Inlet
- IV.** Additional Information **Matt Singer, FLC Staff**
 - a. [FLC Legislative Conference Registration](#)
 - b. Key Legislative Dates
 - c. Key Contacts – Click [HERE](#) to sign-up
 - d. [2025 Legislative Session Final Report](#)
- V.** Closing Remarks **Chair Lois Paritsky**
Mayor, Town of Ponce Inlet
- VI.** Adjournment

Breakfast and Lunch provided by the Florida League of Cities

Wi-Fi is Available
Network: FLCPC1025
Access Code: FLCPC1025



Committee Roster



2025-2026 Legislative Policy Committee Utilities, Natural Resources, and Public Works

Staffed by: Matt Singer, Legislative Advocate

CHAIR:

The Honorable Lois Paritsky
Mayor, Town of Ponce Inlet

VICE CHAIR:

The Honorable Jen Ahearn-Koch
Commissioner, City of Sarasota

MEMBERS:

The Honorable Joaquin Almazan
Vice Mayor, City of Belle Glade

The Honorable Charles Bare
Councilmember, City of Pensacola

Dennis Barron
Director of Public Works, City of
Jacksonville Beach

Susan Beaudet
City Manager, City of Williston

The Honorable Raymond Beliveau
Councilor, City of Seminole

David Birchim
City Manager, City of St. Augustine

The Honorable Nathaniel Birdsong
Mayor, City of Winter Haven

The Honorable B.J. Bishop
Commissioner, Town of Longboat Key

The Honorable Sandra Bradbury
Mayor, City of Pinellas Park

The Honorable Victoria Bruce
Commissioner, City of Winter Springs

The Honorable Phyllis Butlien
Vice Mayor, City of DeBary

The Honorable Anthony N. Caggiano
Commissioner, City of Margate

The Honorable Ann Cosentino
Commissioner, City of Dade City

The Honorable John Cotugno
Mayor, City of Vero Beach

The Honorable John Cunningham
Commissioner, City of Flagler Beach

Bart Diebold
City Manager, City of Pinellas Park

The Honorable Kimberly Downing
Commissioner, City of Haines City

The Honorable Roger Eckert
Vice Mayor, City of Lake Helen

McLane Evans
Assistant City Attorney, City of Tampa

The Honorable Timothy Everline
Mayor Pro Tem, Town of Howey-in-the-Hills

The Honorable Gregory Freebold
Council Member, Town of Lake Clarke
Shores

The Honorable Arnold Gaines
Commissioner, City of Fort Pierce

The Honorable Austin Gaylord
Councilmember, City of West
Melbourne

The Honorable Austin Gravley
Councilmember, City of Frostproof

The Honorable Louis Hallal
Councilmember, City of Brooksville

Kate Helms
Stormwater Manager, City of Satellite
Beach

The Honorable Bill Horn
Councilman, City of Jacksonville Beach

Gary Hubbard
Utility Services Director, City of Winter
Haven

Dr. Jimmie Johnson
Utilities Director, Village of Palm
Springs

The Honorable John Jones
Councilmember, City of Monticello

The Honorable Gregory Julian
Vice Mayor, City of Punta Gorda

James Keene
Deputy City Manager, City of Haines
City

The Honorable Lorraine Koss
Councilwoman, City of Cocoa

Jenni Lamb
City Manager, City of Melbourne

The Honorable Sarah Malega
Commissioner, City of Lake Worth
Beach

The Honorable Meredith Martin
Councilmember, City of Williston

The Honorable David McAuley
Councilmember, City of Okeechobee

The Honorable Erik Morrisette
Commissioner, Town of Pembroke
Park

The Honorable John Penny
Mayor, City of Holly Hill

The Honorable Campbell Rich
Mayor, City of Stuart

The Honorable Debra Riley
Councilmember, City of Fort Walton
Beach

The Honorable Ronnie Robinson
Commissioner, City of Lake Alfred

The Honorable Jan Rodusky
Councilwoman, Village of Royal Palm
Beach

The Honorable Richard Roney
Vice Mayor, Town of Hypoluxo

The Honorable Rick Sartory
Vice Mayor, Village of Tequesta

The Honorable James Scott
Commissioner, City of Pahokee

Suzanne Sherman
Assistant City Manager, City of Satellite
Beach

The Honorable Bev Smith
Mayor, Village of Palm Springs

The Honorable Phil Stokes
Mayor, City of North Port

The Honorable April Thanos
Vice Mayor, City of Gulfport

The Honorable Lori Tolland
Deputy Mayor, City of Ormond Beach

The Honorable Joyce Tuten
Commissioner, City of Fernandina
Beach

**The Honorable Teresa Watkins
Brown**

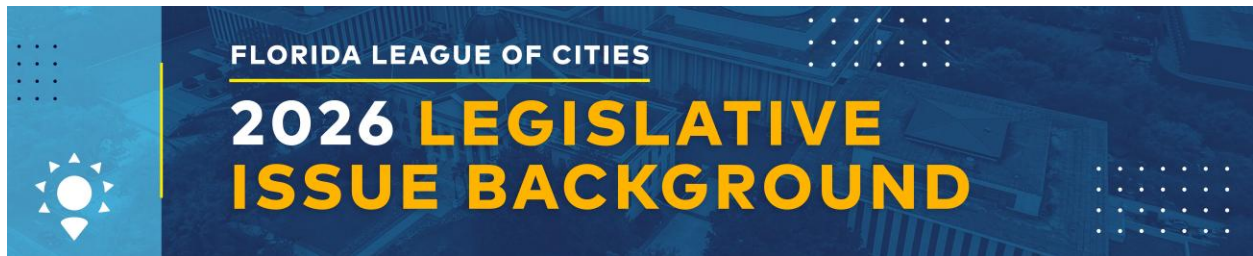
Councilwoman, City of Fort Myers

The Honorable Justin York

Deputy Mayor, City of Lake Mary



Enterprise Fund Transfers



Enterprise Fund Transfers

Draft Policy Priority or Position Statement

The Florida League of Cities SUPPORTS preserving municipal authority over the use of utility revenues, including the ability to transfer funds to the general fund and realize a reasonable rate of return on utility assets. Legislation should recognize the importance of revenues obligated for debt service, planned infrastructure projects, and existing contracts. Such flexibility ensures municipalities can manage budgets sustainably, maintain high-quality services, and meet long-term community needs.

Background provided by FLC Staff

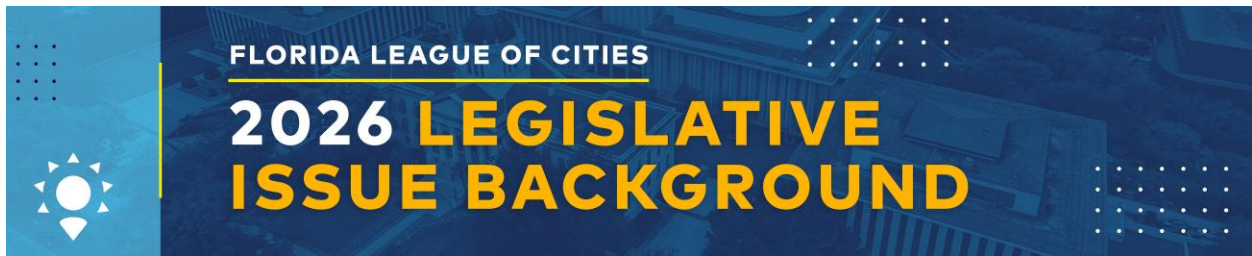
During the 2025 Legislative Session, legislators again proposed restrictions on how municipalities may use revenues generated from providing electric, natural gas, water, and wastewater utility services outside their corporate limits. Similar measures have surfaced in recent sessions and continue to receive attention. The 2025 bills (HB 1523 and SB 1704) would have limited municipalities to no more than 10 percent of gross extraterritorial utility revenues for general government functions and required any remaining excess to be reinvested in the utility or returned to those customers; the cap is fixed in statute and does not expressly provide exemptions for existing obligations such as debt service or contracted projects. The House bill advanced through committee and passed the House Floor with a vote of 80-31. The Senate companion bill was never heard, and as a result, both bills were successfully defeated.

Municipal utilities are integral to local finances, and transfers from enterprise funds to general funds have long served as a return on public investment. Many cities, especially small and fiscally constrained ones with limited property tax bases, depend on these transfers to maintain essential public safety, transportation, and community services. Restricting this discretion could create uncertainty for municipal budgets, impair existing bond obligations, and destabilize long-term capital planning. Investor-owned utilities are permitted to earn a reasonable rate of return for shareholders; municipal utilities should retain similar flexibility for the public benefit. In most cases, municipalities reinvest utility revenues into operations, maintenance, and infrastructure before transferring any portion to the general fund.

Maintaining local authority over these revenues preserves financial stability, enables planned reinvestment, and upholds the principle that community-owned utilities should continue to operate for the benefit of the residents they serve – a position the League has consistently defended against threats proposed in consecutive legislative sessions.



Extraterritorial Surcharges



Extraterritorial Surcharges

Draft Policy Position Statement

The Florida League of Cities SUPPORTS maintaining municipal authority to establish and apply reasonable extraterritorial surcharges that reflect the cost of providing services outside city limits. Legislation should acknowledge the operational, maintenance, and infrastructure costs associated with serving customers beyond municipal boundaries, as well as service territory obligations. Protecting this authority ensures municipalities can equitably recover costs, sustain reliable utility systems, and plan for future capital needs without shifting undue burden to residents.

Background provided by FLC Staff

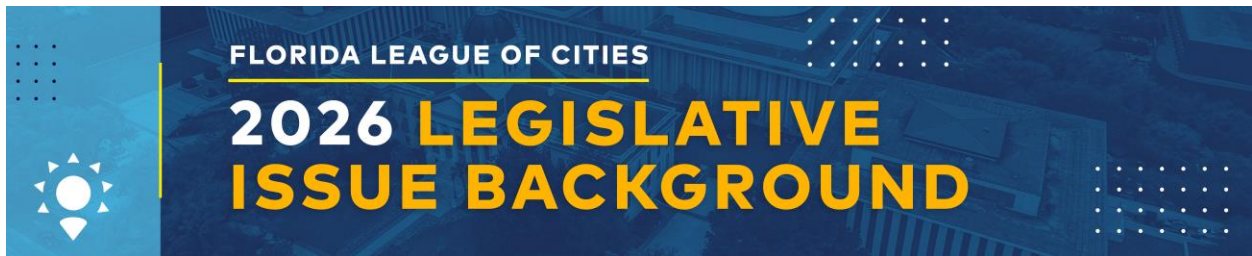
Proposals to restrict municipal authority over extraterritorial utility rates have appeared in multiple consecutive legislative sessions and have not lost momentum. While each version has differed in structure, the overall goal has been to narrow how municipalities recover costs from customers located outside city boundaries. The 2023 bills (HB 1331 / SB 1380) would have halved the statutory surcharges authorized under current law and imposed fluctuating limits on fund transfers tied to investor-owned utility returns – creating budget uncertainty, potential conflicts with existing bond obligations, and disproportionate impacts on smaller and fiscally constrained cities. More recent proposals, such as HB 1523 (2025) and its Senate companion, have taken a different approach by capping total rates, fees, and charges for extraterritorial customers to no more than 25 percent above in-city rates and introducing annual reporting to the Public Service Commission.

Extraterritorial surcharges allow cities to equitably recover the added costs of providing service beyond municipal limits. This covers infrastructure expansion, maintenance, and operational risk, while ensuring non-resident customers who do not contribute to the city's tax base pay a fair share. Limiting this authority could undercut the financial sustainability of local utility systems and reduce the resources available for reinvestment in essential infrastructure.

Maintaining flexibility for all municipalities to establish reasonable surcharges remains vital for protecting rate equity, ensuring reliable service, and preserving local control in utility management – a position the League has consistently defended against threats proposed in consecutive legislative sessions.



One Water



One Water

Draft Policy Priority or Position Statement

The Florida League of Cities SUPPORTS the state legislature's endorsement of One Water approach to integrating water supply, quality, protection, and conservation that will support future growth and avoid projected water supply shortages.

Background provided by Gary Hubbard, Director of Water Department, City of Winter Haven:

One Water is a water resources planning concept that values all water through a collaborative and integrated systems approach to managing all fresh and brackish surface and groundwater, stormwater, wastewater and recycled water in a holistic and sustainable manner that maintains ecosystems while providing reliable and resilient water resources that support economic, environmental and social benefits. Additional information on the One Water approach can be found [here](#).

The One Water philosophy promotes that surface water and groundwater, freshwater and marine water, potable water, wastewater and reclaimed/reuse water all fall under one interconnected umbrella. One Water encourages increased integration of the systems that govern water in its various forms. Beyond the water itself, the concept involves examining how these systems are integrated in policy and law, including funding, regulation, community needs and vulnerabilities, environmental protection and short-and long-term water planning.

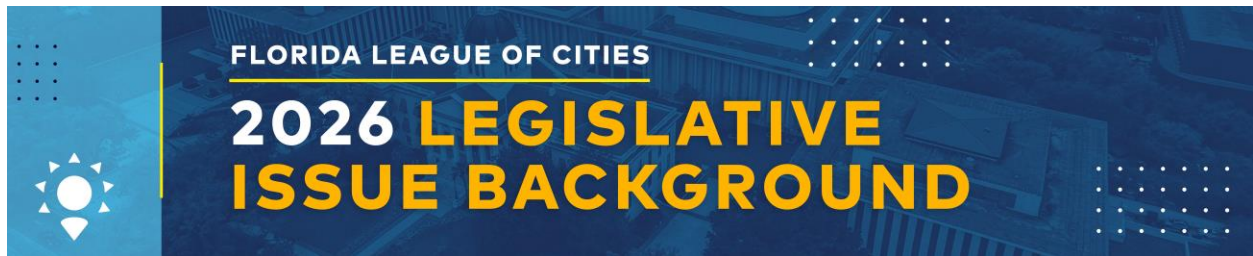
State action is not required for local governments to adopt a One Water approach. For example, Plant City has integrated a series of water systems between its water reclamation plant, local wetland areas and the Hillsborough River. Reclaimed water from the reclamation plant feeds into local wetland areas, where the water is further treated through natural processes. The wetlands then feed into the Hillsborough River, which has previously required restoration efforts. This project involves collaboration between local utilities, stormwater operators and parks departments.

While state action is not required for local governments to take initiative, an endorsement of the One Water approach by the State of Florida in all aspects of water resources planning, regulation and funding would amplify and further incentivize local efforts. For example, One Water projects are difficult to implement because they depend on a combination of disparate state and local funding sources. Each state funding source requires a separate competitive grant application, which increases the level of difficulty and uncertainty in project planning. This hurdle could be reduced if One Water projects were highlighted as funding priorities in current state grant programs.

During the 2025 Legislative Session, the Senate passed a resolution recognizing the One Water approach, but the same resolution did not make it through the House of Representatives.



Stormwater Facility Management & Accountability



Stormwater Facility Management & Accountability

Draft Policy Priority or Position Statement

The Florida League of Cities SUPPORTS legislation that permits communities to assume or assign responsibility for stormwater utility facilities that have been dedicated to Homeowner's Associations or similar entities that are no longer in operation or otherwise unable to maintain those facilities in accordance with their operating phase permits. This legislation will allow communities to manage and maintain stormwater facilities to fulfill their designed purposes of water quality treatment and flood control.

Background provided by Deputy Mayor Lori Tolland, City of Ormond Beach:

Paper HOA's and Flood Mitigation

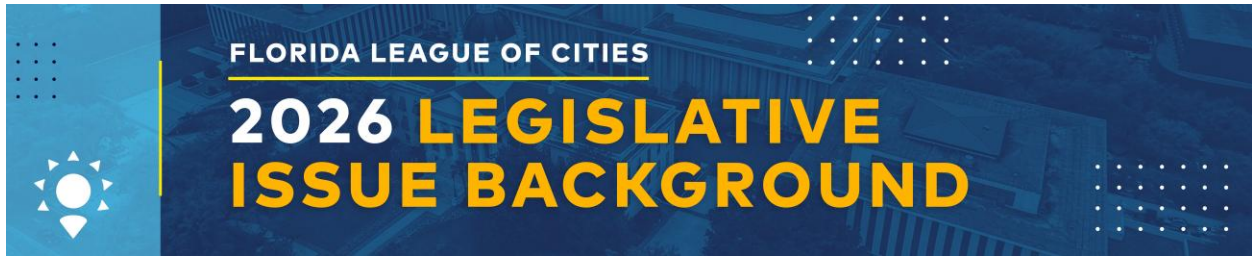
The regulation and management of stormwater has evolved greatly over the past five decades. A requirement of environmental resource permitting is the assignment and often establishment of a maintenance entity to ensure proper maintenance and operation of the permitted systems after construction. For commercial properties these maintenance entities are customarily the property owner; for subdivisions, the usual course of action is the establishment of a Homeowners Association (HOA) that will operate and maintain the treatment facilities, typically placed in parcels or easements dedicated or granted to the HOA. In most instances these HOAs operate, either under the direction of an assembly of representatives from the neighborhood or managed by a professional management company. In some instances, the HOA established for the purpose of maintaining the stormwater facilities has either gone inactive or dissolved entirely. In these instances, the unmaintained facilities go into a state of disrepair and do not fully fulfill their purposes of water quality treatment and flood control.

Project Deliverable

Legislation that permits communities to assume or assign responsibility for stormwater utility facilities that have been dedicated to entities no longer in operation, or unable to maintain those facilities in accordance with their operating phase permits.



Statewide Rules on Stormwater Monitoring



Statewide Rules on Stormwater Monitoring

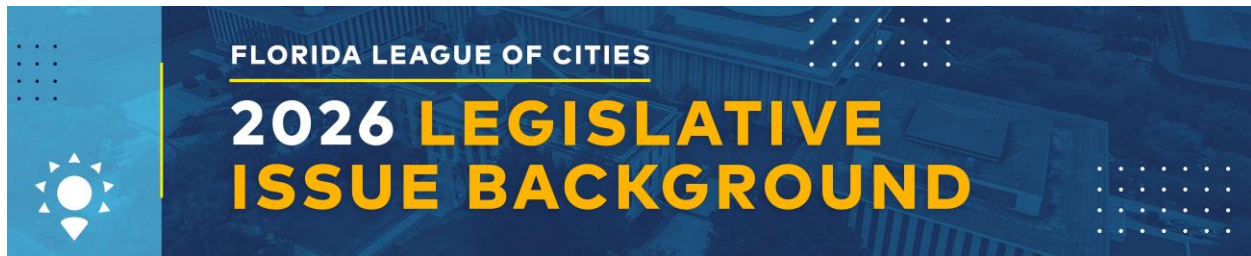
Draft Policy Priority or Position Statement

The Florida League of Cities SUPPORTS the creation of statewide rules for Stormwater Monitoring for all Stormwater ponds (HOA, city, & county). This will alleviate red tides, help with fishing industry, air pollution and promote water quality. Requiring monitoring will provide data for nitrogen, phosphorus, temperature, saltwater intrusion, and sediment.

DRAFT



Statewide Rules on Tree Mitigation Fund



Statewide Rules on Tree Mitigation

Draft Policy Priority or Position Statement

The Florida League of Cities SUPPORTS the creation of statewide rules for Tree Mitigation Funds to ensure transparency, consistency, and accountability. A standardized framework would guide the purchase of Tree Mitigation Credits to offset project impacts and require a centralized database to track the receipt and expenditure of funds. This would promote equitable and measurable environmental benefits and replace inconsistent local policies with a uniform, statewide approach.

Background provided by Commissioner Victoria Bruce, City of Winter Springs:

There should be a creation of statewide rules for Tree Mitigation Funds to ensure transparency, consistency, and accountability.

I've seen how inconsistent local rules can result in:

- Code language varies significantly from each city and county.
- No measurable environmental restoration accountability (Funds being utilized for Maintenance/Enhancement and not on Replacing trees)
- Public confusion or distrust about where the money goes

In simpler terms: when a tree is destroyed to make way for development, those environmental losses must be offset. But right now, how that happens varies widely across Florida. In some cities, mitigation funds are collected with no clear accountability for how, when, or even if the money is used to replace the lost environmental value.

Like all Florida communities, we're facing rapid growth, aging infrastructure, and mounting pressure on our natural resources. We must ensure that the tools we use to protect the environment actually work, and that means reforming the way tree mitigation funds are handled.

Under this proposal, we'd see the creation of:

- Statewide guidelines for tree mitigation practices
- A centralized database that shows how much money is collected and how it's spent
- Clear metrics to ensure that any lost tree canopy is replaced with equal or better ecological value

A standardized framework would guide the purchase of Tree Mitigation Credits to offset project impacts and require a centralized database to track the receipt and expenditure of funds. This would promote equitable and measurable environmental benefits and replace inconsistent local policies with a uniform, statewide approach.

This approach would increase transparency for residents, create more consistency for developers, and—most importantly—ensure that our environment sees real benefit from every dollar spent.



Key Dates



2025-2026 Key Legislative Dates

September 2025

26 FLC Legislative Policy Committee Meetings (Round 1), Hilton Orlando, 6001 Destination Pkwy, Orlando, FL 32819

October 2025

6-10 Legislative Interim Committee Meetings
13-17 Legislative Interim Committee Meetings
17 FLC Legislative Policy Committee Meetings (Round 2), Hilton Orlando, 6001 Destination Pkwy, Orlando, FL 32819

November 2025

3-7 Legislative Interim Committee Meetings
17-21 Legislative Interim Committee Meetings
19-22 NLC City Summit, Salt Lake City, UT

December 2025

1-5 Legislative Interim Committee Meetings
4-5 FLC Legislative Conference, Renaissance Orlando at SeaWorld, 6677 Sea Harbor Dr, Orlando, FL 32821
8-12 Legislative Interim Committee Meetings

January 2026

13 Regular Legislative Session Convenes
26-28 FLC Legislative Action Days, Tallahassee, FL

March 2026

13 Last Day of Regular Legislative Session
16-18 NLC Congressional City Conference, Washington, D.C.

For further details about the mentioned events or legislative information, contact medenfield@flcities.com.



Notes



Notes

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