

ROBERTA M. CORREA
MAYOR - COMMISSIONER

ANNIE H. DAVIS
COMMISSIONER

JUSTIN R. CAMPBELL, SR.
COMMISSIONER

WILL JONES
COMMISSIONER

RUFUS J. BOROM
COMMISSIONER



MARCIA G. CARTY, CPA, CGFO
CITY MANAGER

JANE WEST, ESQ.
CITY ATTORNEY

KAREN HAYES, MMC, FCPC
CITY CLERK

JASON L. SHAW, SR
CHIEF, POLICE DEPT.

CHRIS TAYLOR
CHIEF, FIRE DEPT

CHANTEL PIERRE, CPA
FINANCE DIRECTOR

AGENDA
CITY COMMISSION WORKSHOP
March 18, 2026 at 5:00 PM

1. CALL TO ORDER

- a. Invocation
- b. Pledge of Allegiance
- c. Roll Call

2. PUBLIC COMMENTS

- a. **Public Comments** - (Speakers limited to three minutes - no action taken on items)
- b. **Commission and Staff Response**

3. DISCUSSION/DIRECTION

- a. Develop Board Governance standards
- b. Develop policy regarding staff and elected-official relations
- c. Public Works building

4. COMMISSIONER COMMENTS

5. ADJOURN

Upcoming Events Mon DD - Commission Mtg - 6 PM	Board Vacancies Airport Advisory Board - 5 vacancies Board of Zoning Appeals - 3 vacancies Planning Board - 1 vacancy Tree Committee - 1 vacancy Library Board - 1 vacancy
--	--

Develop Board Governance standards

STAFF REPORT

DATE: March 18, 2026
TO: City of Palatka City Commission
FROM: City Staff

APPLICATION REQUEST

This is a discussion on how the City would like to proceed with the governance of advisory boards.

BACKGROUND

PROJECT ANALYSIS

Staff Recommendation

Staff is seeking guidance on how to proceed with the next steps.

ATTACHMENTS

1.	Volunteer Board Member Attendance Policy
----	--

City of Palatka

Volunteer Board Member Attendance Policy

The purpose of this policy is to promote consistent participation on City advisory boards while recognizing the voluntary nature of service. This policy is intended to:

- Ensure boards maintain quorum and function effectively;
- Encourage communication and engagement from members;
- Provide a clear, fair, and non-punitive process for addressing repeated absences.

This policy shall be interpreted and applied in a manner that prioritizes retention of willing volunteers whenever practicable.

This policy applies to all appointed members of City of Palatka advisory boards, committees, and commissions, unless otherwise governed by state law or specific ordinance provisions.

1. Definitions:

Absence: Failure to attend a duly noticed meeting.

Excused Absence: An absence communicated to staff or the chair in advance (or as soon as practicable) with reasonable cause (e.g., illness, work conflict, family emergency).

Unexcused Absence: An absence without prior notice or reasonable justification.

2. Attendance Expectations

Board members are expected to:

- Attend all regularly scheduled meetings;
- Notify staff or the chair in advance if unable to attend;
- Remain engaged and responsive in their role.

3. Attendance Threshold

A member who accumulates three (3) consecutive unexcused absences shall be subject to review for removal. Attendance shall be tracked by staff and reported periodically. Any vacancy declared under this policy shall be documented in meeting minutes or administrative records.

4. Pre-Removal Engagement Process

Before any removal action:

1. Staff or Chair Outreach

After the second consecutive unexcused absence, staff or the chair shall attempt to contact the member to:

- Confirm continued interest in serving;
- Identify any barriers to attendance;
- Offer accommodations where appropriate (e.g., schedule awareness, remote participation if allowed).

2. Opportunity to Cure

The member shall be given an opportunity to:

- Provide an explanation; and/or
- Resume attendance at the next meeting.

5. Removal Process

If a member reaches three (3) consecutive unexcused absences and fails to respond or re-engage:

- The position may be deemed vacant by the appointing authority or governing body.
- Removal should be framed as an administrative necessity to maintain board functionality, not as a disciplinary action.

Replacement Mechanisms (Options to be discussed at workshop)

Option A – Rotating Commissioner Appointment (Structured & Equitable)

- Vacancies are filled by commissioners on a rotating basis (e.g., alphabetical order or district sequence).
- Pros: fairness, predictability, shared responsibility.
- Cons: may slow placement if coordination is needed.

Option B – Original Appointing Authority

- The commissioner who originally appointed the member fills the vacancy.
- Pros: maintains accountability and continuity.
- Cons: uneven workload if one commissioner has more vacancies. Not all board members are commission appointed and if there is an election, there will be a lack of continuity.

Option C – At-Large Commission Appointment

- The full City Commission appoints a replacement at a public meeting.
- Pros: transparency, collective decision-making.
- Cons: slower process; may discourage quick filling of seats.

Option D - Interim Appointment

- Allow temporary appointments (e.g., 60–90 days) while a permanent member is selected.
- Pros: ensures quorum continuity.
- Cons: requires additional tracking and staff resources.

Develop policy regarding staff and elected-official relations

STAFF REPORT

DATE: March 18, 2026
TO: City of Palatka City Commission
FROM: City Staff

APPLICATION REQUEST

Review the proposed Staff -Elected Officials' policy for adoption so that clear direction is outlined for all employees.

BACKGROUND

The City of Palatka currently does not have a formal policy outlining appropriate interactions between City staff and elected officials. This proposed policy establishes clear expectations, roles, and standards of conduct to promote professional, respectful, and effective working relationships. The policy also identifies procedures and potential disciplinary actions in the event of noncompliance.

PROJECT ANALYSIS

Staff Recommendation

Staff recommends adoption of the proposed policy establishing guidelines for interactions between City staff and elected officials, including standards of conduct, email interactions and applicable disciplinary actions, to promote professionalism, transparency, clarity, and accountability within the City of Palatka.

ATTACHMENTS

1.	Staff Elected Officials Relations Policy
----	--

City of Palatka

Administrative Policy

Staff-Elected Officials Relations

I. Purpose

The purpose of this policy is to establish clear expectations for professional, transparent, and lawful interactions between City staff and elected officials. This policy supports the City Manager form of government and is consistent with best practices promoted by the International City/County Management Association (ICMA).

This policy is intended to:

- Preserve the City Manager's administrative authority
- Promote transparency and accountability in communications
- Reduce legal, operational, and personnel risks
- Maintain a respectful and effective workplace

II. Scope

This policy applies to all City of Palatka employees, including full-time, part-time, temporary, and contractual staff, and governs all forms of communication with elected officials, including email, text messages, and other electronic correspondence.

III. Governance Structure and Authority

A. City Commission

The City Commission acts only as a collective body to establish policy, adopt ordinances and resolutions, and provide direction to the City Manager. Individual Commissioners do not have authority to direct City staff or influence administrative operations outside of official Commission action or as authorized by law.

B. City Manager

The City Manager is the Chief Administrative Officer of the City of Palatka and is responsible for the administration and supervision of all City departments and personnel. All City staff are accountable to the City Manager or their designee.

C. City Staff

City staff are responsible for implementing City policies and conducting City business in a professional, non-political manner. Staff shall provide accurate, factual information in support of City operations.

IV. Communication Protocols

A. Requests for Information

Requests from elected officials for information, documents, research, or staff assistance shall be directed to the City Manager, unless otherwise authorized by the City Manager to a designee.

Staff shall not respond to individual requests in a manner that bypasses the City Manager, disrupts operations, or creates conflicting direction.

V. Email Communications and Use of BCC

A. Prohibition on BCC'ing Elected Officials

City staff shall not blind copy (BCC) elected officials on internal or external email communications without the express knowledge and approval of the City Manager or his/her designee.

B. Basis for Restriction

The use of BCC in communications involving elected officials undermines transparency, creates confusion regarding authority and direction, interferes with the City Manager's ability to supervise staff, increases the risk of public records and open meetings concerns, and has caused operational and supervisory issues within City administration.

C. Required Email Practices

When communication with an elected official is appropriate, the City Manager or appropriate department director must be included as a visible recipient (TO or CC). Communications shall be limited to factual, professional, and non-political information. Staff shall not engage in side communications, parallel discussions, or undisclosed correspondence with individual Commissioners.

D. Exceptions

Exceptions to this section may be approved by the City Manager for legal matters coordinated with the City Attorney, emergency situations, or communications expressly authorized by the City Manager.

VI. Sunshine Law Compliance

All communications between City staff and elected officials are subject to Florida's public records and open meetings requirements. Staff shall conduct communications in a manner that avoids undisclosed, serial, or indirect communications that could circumvent transparency or create the appearance of private deliberations. The use of blind carbon copy (BCC), informal messaging, or parallel communications with individual Commissioners is restricted by this policy to ensure compliance, transparency, and public trust.

VII. Professional Conduct Expectations

Elected officials shall not publicly or privately reprimand City staff. Concerns regarding staff performance shall be addressed through the City Manager. City staff while on duty shall remain politically neutral and while off duty shall not engage in advocacy while wearing attire representing the City of Palatka. All interactions shall be conducted with professionalism, respect, and courtesy.

VIII. Compliance and Enforcement

Failure by City staff to comply with this policy will result in corrective action in accordance with the City of Palatka Personnel Progressive Discipline Policy.

Group 1

Disciplinary process:

- 1st offense: Documented verbal warning.
- 2nd offense: Documented written warning.
- 3rd offense: Three-day suspension.
- 4th offense: Termination of employment.

IX. Acknowledgment

All City employees shall receive a copy of this policy and acknowledge their understanding and compliance as a condition of employment.

The City has been working towards identifying a new location to replace the Public Works facility at 1010 Ocean Street. Reasons for relocating the facility include:

- The industrial nature of the facility and operating hours are incompatible with the adjacent residential land use.
- The working environment is cramped and does not fit the current and future needs of the City's workforce.
- Continued ongoing cleanup and repurposing of current site for recreation complex.
- The current facility dates back prior to 1970 and is a compilation of obsolete frame, metal and block buildings.
- The current layout of the lot is not conducive to efficient circulation of vehicles and equipment.

The City is working to identify an existing building and site that meets or exceeds the program requirements for the public works facility. As we move into budget preparations for FY 19-20 staff has identified available funding to allocate towards a debt service payment for the purchase and renovation of this facility. Future debt service shall be split between the various public works service areas/funds (i.e. Utility, Sanitation, General Fund). Additional funding may be available from outside agencies. For this reason a phased approach is proposed.

- Phase I - Acquisition, limited renovations and relocating operations.
- Phase II - Demolition and cleanup of the existing public works facility.
- Phase III – Construction of new office and break room space if needed.

Phasing the implementation affords the City an opportunity to explore additional funding sources for the buildout in Phase III. Potential grant funding sources for Phase III could include United States Department of Agriculture and/or Florida Division of Emergency Management.

An ideal facility would have ample space for expansion, be appropriately sited and meet the building/site needs of the City's Public Works Department. A building with additional space would be ideal as it would provide opportunities to lease space to complimentary businesses, trade schools and/or industrial incubators.

To move forward with this process Commission Approval is needed authorizing:

- the Mayor, City Manager and City Attorney to enter into negotiations;
- staff to conduct an environmental site assessment, investigation and seek financing for the purchase and renovation of the facility.

1. Divisions and Staffing: Total 44.175 Full Time Equivalents (FTE's)

- a. Public Works Administration: 3 FT
- b. Garage Maintenance: 2 FT
- c. Water and Sewer: 10 FT
- d. Solid Waste Collection: 14 FT
- e. Streets: 5 FT and 1 inmate crew (avg. 5 inmates and 1 guard)
- f. Parks and Facilities: 3 FT
- g. Cemeteries: Staffing covered by Administrative Assistant
- h. Recreation: 2FT and 1PT

*Total staffing levels of public works including all divisions is 61.175 FTE's.

2. Hours of Operation

- a. Open to the public: 7:30 am-4:00 pm
- b. Commercial garbage collection starts at 2:00 am
- c. Residential garbage collection starts at 5:00 am
- d. Water and Sewer and Streets are on-call and subject to call in 24/7.

3. Background



The current facility dates back before the 1970's and is a compilation of frame, metal and block buildings. The current layout of the lot is not conducive to efficient circulation of vehicles and equipment. Existing building space is not sufficient for training, office, storage, shop and warehouse needs. The site is not paved and is very dusty. The location requires heavy equipment and large trucks to travel through adjacent neighborhood.

4. Building Program

a. Main Office

- i) Reception- one desk and seating for 2-3 people
- ii) Multi-use room- Training, meeting and dining area for 40+ people.
- iii) Record Storage and Map Room-Need room for existing records(500+ rolled plans and books). Need large table and should be connected to meeting space.
- iv) Office spaces- Need desk space for each division Supervisor and Project Manager(5-6 total). Need separate common work station with 2-3 computers for Foremans and computer training for other staff. Need one (1) office for director with small conference attached.
- v) Kitchen- Connected to training room and accessible from main lot.
- vi) Break room- Convenient to kitchen, bathrooms and outside lot. Will house time clock and uniforms.
- vii) Bathrooms- Require one restroom for general public located near reception. Need men and women bathrooms for 40+ people with one shower per gender.

b. Warehouse and Shop Space

- i) Water and Sewer requires 2,000 SF for warehouse and shop space plus a large covered exterior area for pipe in 20' lengths.
- ii) Streets and Grounds Maintenance requires 2,000 SF for warehouse and shop space plus area for four (4) ½ ton pickups and 16' trailers to pull through.
- iii) Solid Waste collection requires 2,000 SF for warehouse and shop space. They require outside storage for dumpsters (approximately 10,000 SF).
- iv) Inmate work crew(s) require separate break area, shop and restroom areas to control contraband.



c. Maintenance Garage

- i) Four (4) 50'x20' pull through bays with 15' H rollup doors
- ii) One (1) office 150 SF
- iii) Storage and warehouse 500 SF
- iv) Mobile lifts not stationary
- v) Compressed air and fluids piped in
- vi) Located adjacent to office/breakroom



- d. Heavy Equipment and Large Vehicle Storage
 - i) Covered pull through parking area for fifteen (15)- twenty (20) large vehicles (i.e. garbage trucks, street sweeper, dump trucks, crane trucks, etc.) and heavy equipment .
- e. Material Storage
 - i) Run-in pole barn with 7 material bays for limerock, asphalt, millings, stone, fill, shell, mulch, etc.



5. Site Needs

- a. Parking
 - i) Public parking on exterior of fenced lot for 5-10 vehicles
 - ii) Staff parking on interior of fenced lot for 50 vehicles
 - iii) Fleet parking on interior of fenced lot for 30 vehicles
- b. Fueling area for off-road diesel tank
- c. Wash rack for vehicles (approx. 50'x20')
- d. Miscellaneous material storage area grassed (approx. 50,000 SF)
- e. Fenced enclosure with designated areas for ingress and egress.
- f. Separate fenced contractor staging area (approx. 20,000 SF)

INTENDED USE OF PUBLIC WORKS BUILDING AFTER MOVING PER STAFF KNOWLEDGE

The intended use of the Public Works Building, after staff moved, was to add another softball field and a parking lot for 300 spaces near Booker Park. Below is a layout for the intended usage.



Booker Park is a community park, and it is actively used for a variety of purposes. We host seasonal softball and flag football leagues there, and registration for the upcoming league is closing this month (please see the attached flyer and photos). In addition, that park facilities are rented regularly—particularly during the spring and summer months, when we typically have 2–3 weekend rentals per month. Outside of scheduled activities, the park remains open for general community use, including walking, horseshoes and recreational play.



Copper Roads, LLC

Copper Roads, LLC is an asphalt and paving contractor, serving various governmental entities. Mr. Lloyd wants to expand his operation in the City of Palatka and continue growing in Putnam County. Mr. Lloyd would like to set up his administrative offices and operational facility at the Public Works building, either as a tenant with a long-term lease, or he is interested in purchasing the property.

Copper Roads, LLC is a Domestic Limited-Liability Company organized under the laws of the State of Florida. The business was filed on April 27, 2017, and is currently listed as Active with the Florida Department of State.

The principal office address is located at 1410 South S.R. 19 Palatka, FL 32177. Mailing correspondence may be sent to 1410 South S.R. 19 Palatka, FL 32177.

The Registered Agent on file is Lloyd, Samuel J, located at 1410 South S.R. 19 Palatka, FL 32177.

The company's leadership includes Beth B Lloyd, who serves as AP and is associated with an address at 1410 South S.R. 19 Palatka, FL 32177, Lloyd, Dylan, who serves as MGR and is associated with an address at 1410 South S.R. 19 Palatka, FL 32177, and Samuel J Lloyd, who serves as MGR and is associated with an address at 1410 South S.R. 19 Palatka, FL 32177. The contact phone number is 386-937-7195.

Background History

A recent meeting of the Putnam County Council was dominated by discussions on a contentious lease extension for Port Annex property, alongside significant infrastructure deliberations and community service recognitions. The council faced divided opinions on renewing a lease with Copper Roads LLC. A request by Josh Lloyd of Copper Roads LLC to extend his lease on the southern section of the Port Annex sparked debate. Despite Lloyd's plans to use large concrete blocks for material dividers, commissioners noted a lack of progress and upkeep on the property.

Staff member Sam Sullivan assured the council that Lloyd intended to continue his business while acknowledging the county's future dredging needs for the site. Ultimately, a motion to extend the lease passed narrowly with a vote of three to two.

DB CIVIL CONSTRUCTION

COMPANY INFORMATION

DB Civil Construction is a DBE-certified civil construction company headquartered in St. Augustine, Florida. DB Civil employs tenured employees with experience in field operations, project management, estimating, commercial complete site development, and working with government municipalities and the FDOT. We are confident in our qualifications to support our current and future clients as we provide quality construction services to the public and private construction industry.

Db Civil Construction, LLC, 4475 Us-1 Hwy, ST. Augustine, FL (Employees: Baylor, Connie and Baylor, Dalton William) holds a Certified Underground Utility And Excavation Contractor license and 3 other licenses according to the Florida license board.

Their BuildZoom score of 98 ranks DB Civil in the top 16% of 191,428 Florida licensed contractors.

DB Civil Construction, LLC engages in the highest levels of safety, quality, and professionalism while serving the infrastructure construction market.

- Set the benchmark with our high standards of performance.
- Rank among the best civil contractors in North, West, and Central Florida.
- Provide a safe, challenging, and rewarding workplace.
- Support our industry and community.

Their services include:

- Land Clearing and Grubbing
- Underground Utilities
- Roadway and Parking Lot Construction and Repair
- Storm water Distribution
- General Excavation and Earth Moving
- Erosion and Sediment Control
- Sod Installation, Seeding, and Mulching

The address is 4475 U.S. Rte. 1, St. Augustine, Fl. 32086, telephone number 386-256-7460. The contact person is Dalton Williams.

Other interested parties include construction and asphalt contractors.

Batch: 53899 / Period: 03/18/26 /Sorted By: Input Order

Vendor	Name
--------	------

5580 GEORGE E. WILLIAMS Invoice: 2006 It Services George Williams Ma PO#: 78544
 Inv Date: 03/09/26 Inv Amt: 607.50 Payment: 0 Name: GEORGE E. WILLIAMS
 Due Date: 03/19/26 Retain: 0.00 Amt Paid: 0.00 Addr: 119 WALTON RD
 Disc Date: 03/09/26 Discount: 0.00 Pd Date: : EAST PALATKA FL 32131

Line	Description	Qty	Liquidate	Expensed	Job#	Account	FA
1	It Services George Williams Ma	1.00	607.50	607.50		001-17-516-3-3100 PROFESSIONAL	
*** TOTAL ***			607.50	607.50			

467 ADVANCE AUTO PARTS Invoice: 9468607722 Unit #20 - Rack & Pinion, Oute PO#: 78479
 Inv Date: 02/09/26 Inv Amt: 416.30 Payment: 0 Name: ADVANCE AUTO PARTS
 Due Date: 03/11/26 Retain: 0.00 Amt Paid: 0.00 Addr: PO BOX 742063
 Disc Date: 02/09/26 Discount: 0.00 Pd Date: : ATLANTA GA 30374-2063

Line	Description	Qty	Liquidate	Expensed	Job#	Account	FA
1	Unit #20 - Rack & Pinion, Oute	1.00	416.30	416.30		043-10-534-3-4630 VEHICLE MAINT	
*** TOTAL ***			416.30	416.30			

467 ADVANCE AUTO PARTS Invoice: 9468604984810 Unit #20 - Outer Tie Rod, Stab PO#: 78495
 Inv Date: 02/18/26 Inv Amt: 214.95 Payment: 0 Name: ADVANCE AUTO PARTS
 Due Date: 02/18/26 Retain: 0.00 Amt Paid: 0.00 Addr: PO BOX 742063
 Disc Date: 02/18/26 Discount: 0.00 Pd Date: : ATLANTA GA 30374-2063

Line	Description	Qty	Liquidate	Expensed	Job#	Account	FA
1	Unit #20 - Outer Tie Rod, Stab	1.00	214.95	214.95		043-10-534-3-4630 VEHICLE MAINT	
*** TOTAL ***			214.95	214.95			

5306 ADVANCED ENVIRONMENTAL LABS, I Invoice: 901438 AEL LABS 1st. QUARTER MONITERI PO#: 78555
 Inv Date: 02/20/26 Inv Amt: 750.00 Payment: 0 Name: ADVANCED ENVIRONMENTAL LABS, INC AEL
 Due Date: 03/02/26 Retain: 0.00 Amt Paid: 0.00 Addr: PO BOX 551580
 Disc Date: 02/20/26 Discount: 0.00 Pd Date: : JACKSONVILLE FL 32255-1580

Line	Description	Qty	Liquidate	Expensed	Job#	Account	FA
1	AEL LABS 1st. QUARTER MONITERI	1.00	750.00	750.00		041-12-535-3-3110 LAB/TESTING	
*** TOTAL ***			750.00	750.00			

5306 ADVANCED ENVIRONMENTAL LABS, I Invoice: 894072 AEL LABS 4th. QUARTER MONITERI PO#: 78528
 Inv Date: 01/05/26 Inv Amt: 750.00 Payment: 0 Name: ADVANCED ENVIRONMENTAL LABS, INC AEL
 Due Date: 01/15/26 Retain: 0.00 Amt Paid: 0.00 Addr: PO BOX 551580
 Disc Date: 01/05/26 Discount: 0.00 Pd Date: : JACKSONVILLE FL 32255-1580

Line	Description	Qty	Liquidate	Expensed	Job#	Account	FA
1	AEL LABS 4th. QUARTER MONITERI	1.00	750.00	750.00		041-12-535-3-3110 LAB/TESTING	
*** TOTAL ***			750.00	750.00			

3191 AIRNAV LLC Invoice: 2032143 Renewal of Basic +Logo on AirN PO#: 78580
 Inv Date: 02/23/26 Inv Amt: 216.00 Payment: 0 Name: AIRNAV LLC
 Due Date: 03/25/26 Retain: 0.00 Amt Paid: 0.00 Addr: PO BOX 20273
 Disc Date: 02/23/26 Discount: 0.00 Pd Date: : ATLANTA GA 30325-0273

Line	Description	Qty	Liquidate	Expensed	Job#	Account	FA
------	-------------	-----	-----------	----------	------	---------	----