STATE OF FLORIDA
ADMINISTRATIVE HEARING
PINELLAS COUNTY WATER AND NAVIGATION APPLICATION NO. WND-20-00231REV

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DR. JAMES P. DONOVAN,
Permit Applicant,
BRIAN MYRBACK and LORI MYRBACK,
Appellants
106 Harbor Drive
    PLACE: Remote Zoom Locations
DATE: November 13, 2023
TIME: 9:00 a.m. - 9:34 a.m.
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REPORTED BY: Robbie E. Darling
Court Reporter
ZOOM VIDEO
ADMINISTRATIVE HEARING ON APPLICATION NUMBER
WND-20-00231REV
Pages 1 - 29
O R I G I N A L

## APPEARANCES

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## Also Present:

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Julie Simms, Water and Navigation Section Manager
Brian Brown, Supervisor of Julie Simms
Melanie Weed, Environmental Management Division Director
Conor Petren, Water and Navigation
Suzanne Howard, IT
Dr. James P. Donovan, Permit Applicant
Brian Myrback, Appellant
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## PROCEEDINGS

MR. MACKESEY: Okay. Does anybody object if we get started here? If for whatever reason anyone has technical issues in the middle of this hearing, feel free to raise their hand and let us know. I'm much more familiar with Teams than $I$ am Zoom, but I'm assuming there is a way to put something in the chat box here. But, we've had success with Zoom for these hearings before, so I don't envision any technical glitches.

And with that, briefly I want to identify who is here from the county. Obviously, most of you know who I am. I'm an assistant county attorney that represents the Water and Navigation Division.

Also here is July Simms, our Water and Navigation Section Manager. Brian Brown. Brian, I don't even know what your title is, but I know you're Julie's immediate supervisor. Melanie Weed, the Environmental Management Division Director. And also Conor Petren is here, who, I believe, is the employee from Water and Navigation assigned to the Colburn application. And finally, we have Suzanne Howard, the technical wizard that made this all happen. So, to the extent that we do have any technical issues, Suzanne will likely
be the person to rectify them.

Now, with that being said, I'll go ahead and jump right into this.

Good morning, everyone, I appreciate you all being here, especially at 9:00 a.m. on a Monday. We are hearing the administrative hearing for two separate Pinellas County Dock Permit appeals today.

First, we are going to conduct the hearing for Permit Number 20-00231 revised. That is the appeal filed by Brian and Lori Myrback via Counsel Ed Cole. And I do see Brian Myrback and Ed Cole on the call; as well as Dr. Donovan, who is the permit applicant, and his attorney Katie Cole on this Zoom as well.

Following that administrative hearing, we are going to turn to Permit Number 22-0252. That is the appeal filed by Mark and Deborah Coleburn. I do not see the Coleburn's on this call yet, which is fine; no one is required to attend. Although I know $I$ at least see counsel for the applicant, that being Brian Aungst.

Here is how the hearings are going to unfold. First, staff will provide an overview of the case and answer any factual questions. And I emphasize
the word "factual", because neither staff nor myself will be answering any substantive legal questions in this forum. If an attorney present does have substantive legal questions to discuss, that attorney is certainly welcome to call me separately any time.

Following staff's presentation, the applicants, including counsel, will have a chance to make a statement, or address anything regarding the subject appeal. Then the appellant's will be afforded the same opportunity. Finally, any other interested parties that hop on will also have a chance to speak.

Once everyone has had a chance to speak, I will then briefly go over some fundamentals regarding the procedure of the hearing itself. In particular, I'm going to address how to introduce material into the record, the order of speakers at hearing, and speaker duration. I'm certainly more than happy to field any questions that you have about the procedure of the hearing, and if $I$ don't have the answer, I will get back to you promptly.

I can't emphasize enough how informal this administrative hearing is. Really, guys, the term "hearing" is a misnomer. This is really more akin
to a meeting. To that end, there is really no guidelines to follow. No one here has to say anything. You're welcome to just sit back and listen. You can sign off whenever you want.

I also want to clarify that this administrative hearing is not being recorded, and I would ask that anyone that plans to record it, do not, because they do not have the County's consent.

No testimony under oath is being taken. And at least the County is not making a transcript that will be entered into the record here; although, Ed, I know you mentioned that you had a court reporter here.

MR. COLE: Can I confirm that the court reporter is with us?
(THEREUPON, the court reporter confirmed his appearance)

MR. COLE: Okay. And it's a -- obviously, Mr. Mackesey, it's a public hearing, so we would like to have a transcript of it. Thank you.

MR. MACKESEY: Understood. Just as long as there are no oral recordings being made.

Again, this is simply a lax forum to generally discuss the case to ensure that there
are no surprises on December 12th. Trust me, there is nothing worse than appearing before the County Commission where folks don't know what they're doing. So, that's really the goal here. So, with that introduction out of the way, I want to start with the Myrback case. Originally, I was going to see if the parties involved with that appeal would be willing to forgo any sort of factual presentation. However, Ed, you noted at the outset that you would like to go over that Power Point. So, Julie, I'll let you go ahead and do that.

And again, any interested parties are welcome to direct factual questions to Julie after the Power Point, but please make sure they're factual in nature. If I determine that they're legal in nature, I'm simply going to tell Julie not to answer them. So, Julie?

MS. SIMMS: Give me just one second while I pull up my screen. Can everybody see the Power Point? And like I said, this is a really simple Power Point, just kind of -- just to show the broad area.

So, the site location is 106 Harbor Drive. On this ariel you can see the subject property
that the permit was issued to, which was WNB-20-00231REV, is outlined in red. And the appellant's property is outlined in yellow.

This is a 2003 -- 2023 aerial, excuse me, just giving you a better view of the center dock, and Myrback's property, which is to the right of the screen.

This was the 2001 permit that was issued to the property at 106.

And this is the approved permit revision that was issued in April of this year -- April 20th of 2023.

This is the a photo of the existing dock since the last time we have been out there.

So, back in -- it was on May 5th, 2021, Dr. Donovan was requesting a variance, and it went before the Board of Adjustments and Appeals. The Board at that time approved both the variance to the length and also to the setback to go further out a bit.

After that approval, Mr. Myrback appealed -I don't know if that's the right legal language -and the variance to the setback for the lift was quashed, but the variance to the length was not part of that court proceeding.

So, Dr. Donovan applied for a plan revision to construct this dock with a boat lift, and staff, like I said, issued that on April 28th, 2023.

And then on May 26th, 2023, staff received an email from the appellant's legal representative -Mr. Myrback's legal representative, requesting an appeal of the permit. And then an amended appeal on June 1st, 2023. And it outlined how they felt this project was inconsistent with sections of the --

MR. MACKESEY: And I will make a brief follow-up statement, if there is no follow-up question for Julie at this time.

But, first $I$ would ask if anyone has any factual questions for Julie about the Power Point she just gave concerning this matter, that they be asked now.

MR. COLE: I have a question.
MR. MACKESEY: Sure.
MR. COLE: From a factual standpoint, Julie had stated correctly so that the Board of Adjustments in 2021 had approved a variance for the length of the dock, and a separate variance for the setback of the boat lift. Obviously, the
setback for the boat lift got stricken by the circuit court in a unanimous opinion, leaving only the variance for the length of the elongated dock from 42.5 feet to 50.5 feet.

However, the drawings, and in the approved permit, showed the southern four feet of the dock located inside the setback. And I'd like to confirm the accuracy of that from a factual standpoint.

And candidly, we believe the permit was issued without a variance for the assigned setback for the dock.

MR. MACKESEY: And, Ed, I will briefly
address that in my own statement that I'm going to give in a minute here. So, $I$ think if $I$ don't give you the answer that you want to hear, you can call me after, or I may direct Julie to provide further clarity.

Are there any other questions for Ms. Simms? Okay.

I don't typically do this in administrative hearings; however, this is a unique case that's been challenging for all involved. So, in the interest for fairness for those on the call, I do feel it appropriate for me to very briefly outline
the County's legal position.
It is staff's position that in 2021 the BOA granted a variance that allowed the existing 42.5-foot dock to be extended by 8 feet to 50.5 feet.

In addition to allowing the dock to be 8 feet longer, this variance also allowed the 8-foot extended portion to encroach into the south setback to the same degree as the pre-existing 42.5-foot dock. This is what was proposed to the BOA, and what the BOA approved.

Moreover, the 8-foot dock extension was not challenged on appeal. Rather, the appeal solely concerned the boat lift. Therefore, it is staff's position that Dr. Donovan has the right to extend this existing 42.5-foot dock by 8 feet at the same distance from the southern setback.

Regarding the stub out and the boat lift. At the outset it is important to point out here that staff does not require permits for the removal or demolition of docking facilities. Therefore, removal of the stub out, including the bulk of it that was removed by Dr. Donovan's predecessor and interest took out in 2007, and the remainder of it that was removed by Dr. Donovan's contractor after
the May, 2021 BOA hearing, did not require a permit.

Finally, it is staff's position that rebuilding the boat lift in its existing location is consistent with the aforementioned circuit court order quashing the variance for the boat lift, as well as Section 58-544A(2)(e) of the Pinellas County Code concerning dock repair, replacement and reconfiguration.

Ed, I recognize that you and your client disagree with this position, which is certainly your prerogative. I just respectfully ask that if you have any further questions about it, that we discuss it after this administrative hearing in a separate phone call. I don't believe this is the forum to debate that issue.

MR. COLE: Would you like -- is this the time for me to respond?

MR. MACKESEY: Sure.

MR. COLE: Yeah. And I understand the nature of the proceedings as you've outlined them, and what we're here for and what we're not here for. But, $I$ do think it's incumbent upon me not to engage, necessarily, in any type of a legal debate, but to articulate my client's position.

MR. MACKESEY: Sure.

MR. COLE: One of the difficulties, which has confronted Mr. Myrback and myself, is that we've been operating under a thimble full of information.

Julie's presentation was conclusionary. Brendan, you had just referenced 58-544, and you said it was consistent. We've discussed this on the phone extensively. Section 58-544 Dock Repair and Reconstruction is a very complicated ordinance, perhaps the most complicated county ordinance I've litigated in my career.

What we've not heard is any analysis of the relevant facts and how the County got to these conclusions. And respectfully to both you and Julie, what we're hearing are conclusions, we're not hearing analysis.

So, there is a couple of things here. Previously, we had filed a Petition for Writ of Certiorari, which was granted in the unanimous opinion. Now it appears that we'll be heading down the same road. I would contend that the failure of the County to articulate its factual and legal analysis on the record and prior to the Board of County Commission meeting next week, in
and of itself supports a judicial review finding that there is a lack of substantial competent evidence.

I don't think it's fair to, essentially, hide the ball from Mr. Myrback and myself, leaving us to guess and anticipate what the County's positions are.

Brendan, you and I have spoken a lot about transparency, and you have always taken my calls and responded to my emails, and I appreciate that. But, we have not gotten any specific analysis under the operation of the ordinance. So, that's sort of my macro view of this.

You know, more specifically, we're not afraid to put our cards on the table. I think the outcome under the previous appeal was predictable. And I believe that this one will be as well.

But, so we're clear, Brendan, you had indicated that we did not challenge the variance as to the dock in the prior proceedings. And let's be very clear, and it's set forth in the Board of Adjustments' May 5th, 2021 letter. You asked us specifically what was approved.

Specifically what was approved included the elongation of the dock from 42.5 feet to 50.5.

There was nothing in there regarding setbacks being applicable to the dock. And that's just black and white reading.

The circuit court opinion then quashed the BOA's ruling as to the side setbacks for the boat lift. So, there was nothing for us to challenge on appeal, because the Board of Adjustments did not grant a variance for the dock and the side setbacks. It is clear as day. It is absolutely irrefutable. And that is an enormous fact in this case, which I think is set forth in the correspondence I sent last week, in and of itself I think justifies the immediate revocation of this permit by Water and Navigation without further proceedings. So, I think that's enormous.

I think the other thing that staff is completely overlooking is Mr. Feinstein's(Phonetic) approval in 2001, which was on a County form which said he consented to the variances as drawn. That's in the nature of a contract. It was something that he agreed to. We have submitted into evidence the affidavit of his Widow Linda Feinstein, which said that he never would have permitted -- or consented to a lift which had greater capacity than a wave runner,
because his view was so important to him.

So, these are some of the big issues that we have. And I think the County may not fully appreciate some of the black and white factual matters and how they translate into the application of 58-544. And there is other issues as well, just in terms of the general construction of the 58-544 not permitting the mixing and matching of different permits. So, with that being said, Brendan, I guess, you know, we're here -- we've put our position in writing clearly -- maybe not concisely, because it is somewhat of a convoluted matter. But, I would request right now -- and you said you don't have to answer, and you don't have to -- but, we would request a walk-thru of your analysis under 58-544 so we can go into the hearing on December 12th with a better handle on what the County's position is.

MR. MACKESEY: Thank you, Ed. And let me say I appreciate the detail you provided there.

I recognize that this is a complicated case that's been frustrating for all involved. I'm not going to answer that question you directed to me right now.

What I will say is that the code requires staff to publish a staff report at least a week in advance of the hearing, and I will, of course, make sure that you and counsel for Dr. Donovan both receive that staff report.

And I think it's only appropriate, Ed, if you have nothing further to add, if I turn the dais over -- virtual dais I should say -- over to Katie to see if she has anything she would like to add at this point, or her client.

MR. COLE: Very briefly, if Mr. Myrback might have something to add.

MR. MACKESEY: Oh, sorry. Yes. Yes.

MR. COLE: Thank you.

MR. MYRBACK: Just briefly, to thank the County, both Water and Nav and the County Attorney's Office for their thoroughness and diligence during this very lengthy process. I understand it is difficult, and I do appreciate your patience and understanding, and how important this is to our family. And just to, again, thank you for your time and thoroughness throughout this entire process.

MR. MACKESEY: Thank you, Brian.

Katie, anything to add?

MS. COLE: Just one point of clarification. Mr. Cole referenced a hearing next week, but I don't believe there is a hearing next week. It's actually in December, correct?

MR. MACKESEY: It's December 12th at 6:00 p.m. And if $I$ was a guessing man, which $I$ am, Katie, it will be long after 6:00 p.m. There is another dock permit appeal which will, in all likelihood, go before this one.

MS. COLE: Understood and appreciated. Thank you. We don't have anything further to add.

MR. MACKESEY: Okay. Does anyone else on the call have anything further to add regarding the facts of the Myrback/Donovan case? No? Okay.

With that, what I would like to do next is briefly touch on procedure a little bit. Now, for the attorneys on the call, at least those that have gone before the BCC before, of which I know there is a few, some of this is going to be a little bit redundant. But, I recognize that some of you either have not, or have not gone before the BCC frequently; and those of you on the line for Colburn, a lot of what I'm about to say applies to your case as well. So, this is kind of a good segue into your case.

As I just noted a minute ago, both of these dock hearings are scheduled for December 12th starting at 6:00 p.m. So, the BCC, presumably, will have a brief recess before it commences public hearings at 6:00.

I have not yet peeked at that upcoming agenda to see if we have any, you know, major land use items or ordinances that might keep us there into the wee hours of the evening. My hope is that that doesn't happen. However, Katie, you know this, on Halloween there was, like, a three-hour land use case, and a dock variance got pushed, I think until after lunch; and that was supposed to start, in theory, at 9:30. So, it's important that everyone be aware that you could be waiting longer than ideal. So, I encourage you to bring your laptops. I mean, if you plan it out right there are places you can go. But, obviously I don't want to encourage you to miss your hearing. So, the safe bet is to be there. And there is a waiting area if the palm room of the communications building where this is being heard fills up.

Now that being said, the BCC hearing will be held in accordance with Section 134-14 of the

County Code. These are the provisions governing the $B C C$ whenever it sits in a quasi-judicial capacity, as it is here. They're also the same provisions governing the Board of Adjustment and the LPA, unless either of those boards has adopted more specific rules above and beyond 134-14 that I'm unaware of, which is certainly possible. But for the BCC at least, we're sticking to 134-14.

I don't want to waste everyone's time by going through these provisions verbatim, but I do want to call out a few important terms to be aware of.

First, Subsection B(3) speaks to entering documents and other material into the record in advance of the hearing. Note that all materials must be submitted at least one week prior to the hearing date, otherwise the Board may or may not accept them in its discretion on the date of the hearing.

As far as how to go about submitting materials, I don't think this is really going to be an issue for Myrback/Donovan, for a variety of reasons. But, in theory documents are supposed to be sent to a generic clerk email address -- this is all on the County website at Pinellas County,
participating in a BCC meeting. And in theory, you know, the clerk then uploads those documents through the agenda item and it becomes part of the record.

I do want to caution that if anyone goes without submitting materials that way -- and again, that address is
bccagendacomments@mypinellasclerk.org -- that you identify the permit number, maybe give a sentence about what the hearing is, because $I$ don't think we have an agenda item for this matter yet, just so the clerk knows exactly where the documents need to go.

I would also make sure to $C C$ me so that, $A, ~ I$ can see the documents. And B, I can personally follow up with the clerk to ensure that the material goes to the right place.

Now, in reality, these are such unique agenda items that I don't think that Board Records Manager Daralynn Reevy(Phonetic) would mind if you email or hand deliver any documents to her personally. In fact, Ed, if I'm not mistaken, you've previously coordinated with Daralynn and you gave her a thumb drive. And what we are going to do, unless you object, is take all of those
documents on the thumb drive and upload them to the agenda item for this upcoming December 12 th matter. Does that accord with your expectation?

MR. COLE: Yeah, that would be great.
Whatever is easiest. I'm happy to coordinate with that prior to the hearing, the documents that we had submitted. And we've got three correspondence with attachments, the latest of which I think was emailed to you and county attorney on Thursday.

MR. MACKESEY: I've got those. And, Ed, another follow-up question. I know over the past year you've sent me probably about five letters, maybe more, maybe less, you know, very formal. And you specifically requested that they be put into the record. Are those letters directed to me on that thumb drive, or do I need to get them to Daralynn and make sure they're in the record?

MR. COLE: My memory is not serving me well on all of those. But, we've included on the thumb drive what we'd like as part of this appeal. So, I don't think we need to supplement it otherwise. If we will be supplementing it, I'll get with Mr. Myrback and we'll follow the applicable procedures.

One concern is that you had mentioned that a
week before the hearing we'll get a staff report. And then I'm concerned about if we receive the staff report and we'd want to submit other documents into the record, that we will -- may not be in compliance with the Board's wanting to have documents a week before.

MR. MACKESEY: Yeah. And you will have the opportunity to ask the board at hearing to accept those subsequent documents into the record. They just can't be accepted by Board of Records as a matter of right, for lack of a better term. And so, Ed, I appreciate you clarifying that.

So, on the Myrback side, everything, at least at this point, that you would wish to be a part of the record is either in that email that $I$ got from you, I think it was on Friday, or on the thumb drive that Board of Records already possesses and I believe was uploaded to the October 17 th agenda item; is that accurate?

MR. COLE: I believe it is, but I'll double check.

MR. MACKESEY: Okay. Katie, Jamie, any comments from you about the record here? I know you've done this many times, so I'm sure you have a game plan.

MS. COLE: No, we have no questions. Thank you.

MR. MACKESEY: Okay. On from the record, I do want to briefly speak -- actually, I will clarify one further point. I think I said this earlier, but especially for those folks who aren't that familiar with how the county agenda works.

The record -- I will personally make sure that both attorneys get, you know, anything that another attorney submits -- of course it would be nice if they submitted them to each other. But, that agenda item, which again, does not have a number yet, will not be available for public view on the County website until about a week before -actually, admin just told me this morning about a week and a half before the hearing.

So, in about early December you should be able to log on to the BCC meeting page, click on December 12th, scroll down to public hearings, click on this item, and in theory, see everything that will be a part of the record for this case. And my suspicion is the staff report will be finalized at that point too. But again, the County reserves the right to finalize it a week beforehand.

Now, I want to touch base on speakers and order of speakers and time limitations, because this is not a typical case. And again, these provisions are in 134-14 Subsection D(2) sets forth a very specific order for speakers, and Subsection D(1)(b) prescribes time limitations for each.

Katie and Ed, as I noted in my email to you from a few days ago, basically staff will get 20 minutes to go first. Then, Katie, you and Dr. Donovan, should he chose to speak, will get 20 minutes per the applicant here. And then, Ed, you as well as Mr. and Mrs. Myrback, should they wish to speak, will also get three minutes as opponents of the application.

However, I do want to emphasize that Subsection D(1)(b) allows the Board to extend the time speaker's time for good cause shown. And moreover, Subsection D(2) (g) expressly contemplates the Board asking questions of any speaker above and beyond these time limitations. If either of you have any questions or concerns regarding this, I'm happy to discuss it after the admin hearing.

And with that, unless there is any questions
there, I think that concludes everything I have to say about Myrback and Donovan; unless, Julie, you have anything further to add.

MS. SIMMS: I don't.

MR. MACKESEY: Ed, Katie, any questions about speaker order or time limitations?

MR. COLE: Just clarification in terms of the staff report. Will you be forwarding that to Katie and myself, or is that something we need to go online and look for ourselves?

MR. MACKESEY: I will personally commit to forwarding that to both of you as soon as it is final. And that might very well be, Ed, around Thanksgiving before the agenda item goes live, for lack of a better term. But, you will also be able to see it online when the agenda item goes live, which again, is typically about a week and a half before the hearing date. So, very early December. MR. COLE: Okay. Thank you. MR. MACKESEY: Okay. Anything else from anyone regarding the Myrback appeal?

And with that, I want to thank everyone that jumped on this call regarding that matter. I'll reiterate my previous comments today. I understand this has been a very frustrating case
for all involved, including the County, and we appreciate everyone's professionalism and communication, and hopefully reaching the finish line sooner than later. So, thank you all.

And with that, Julie, $I$ believe we can move on to our next staff permit. (THEREUPON, the Administrative Hearing for Application Number WND-20-00231REV ended at 9:35 a.m.)

## CERTIFICATE OF REPORTER

STATE OF FLORIDA )
COUNTY OF PINELLAS )
I, ROBBIE E. DARLING, Court Reporter, in and for the Sixth Judicial Circuit, State of Florida:

DO HEREBY CERTIFY that the foregoing
Administrative Hearing proceedings were had at the time and place set forth in the caption thereof; that $I$ was authorized to and did stenographically report the said Administrative Hearing proceedings and that the foregoing pages, numbered 1 through 29, inclusive, is a true and correct transcription of said stenographic report.

IN WITNESS WHEREOF, I have hereunto affixed my official signature this 19th day of November, 2023, at Clearwater, Pinellas County, Florida.


ROBBIE E. DARLING Court Reporter

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