CITY OF VERO BEACH, FLORIDA

FINANCIAL STATEMENTS, SUPPLEMENTAL INFORMATION, AND AUDITOR'S REPORTS

As of and for the Year Ended September 30, 2025

Cherry Bekaert LLP
Your Guide Forward

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REPORT OF INDEPENDENT AUDITOR

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Cherry Bekaert
Your Guide Forward

Report of Independent Auditor

To the Honorable Mayor and Members of the City Council
City of Vero Beach, Florida

Report on the Audit of the Financial Statements

Opinions
We have audited the accompanying financial statements of the governmental activities, the business-type activities, each major fund, and the aggregate remaining fund information of the City of Vero Beach, Florida (the "City"), as of and for the year ended September 30, 2025, and the related notes to the financial statements, which collectively comprise the City's basic financial statements as listed in the table of contents.

In our opinion, the financial statements referred to above present fairly, in all material respects, the respective financial position of the governmental activities, the business-type activities, each major fund, and the aggregate remaining fund information of the City, as of September 30, 2025, and the respective changes in financial position, and, where applicable, cash flows thereof and the budgetary comparison schedule for the general fund for the year then ended in accordance with accounting principles generally accepted in the United States of America.

Basis for Opinions
We conducted our audit in accordance with auditing standards generally accepted in the United States of America and the standards applicable to financial audits contained in *Government Auditing Standards*, issued by the Comptroller General of the United States. Our responsibilities under those standards are further described in the *Auditor's Responsibilities for the Audit of the Financial Statements* section of our report. We are required to be independent of the City, and to meet our other ethical responsibilities, in accordance with the relevant ethical requirements relating to our audit. We believe the audit evidence we have obtained is sufficient and appropriate to provide a basis for our audit opinions.

Emphasis of Matter
As discussed in Note 20 to the financial statements, beginning net position of the water and sewer fund and the business-type activities have been restated to correct errors in previously issued financial statements.

Responsibilities of Management for the Financial Statements
Management is responsible for the preparation and fair presentation of the financial statements in accordance with accounting principles generally accepted in the United States of America, and for the design, implementation, and maintenance of internal control relevant to the preparation and fair presentation of financial statements that are free from material misstatement, whether due to fraud or error.

In preparing the financial statements, management is required to evaluate whether there are conditions or events, considered in the aggregate, that raise substantial doubt about the City's ability to continue as a going concern for twelve months beyond the financial statement date, including any currently known information that may raise substantial doubt shortly thereafter.

Auditor's Responsibilities for the Audit of the Financial Statements
Our objectives are to obtain reasonable assurance about whether the financial statements as a whole are free from material misstatement, whether due to fraud or error, and to issue an auditor's report that includes our opinions. Reasonable assurance is a high level of assurance but is not absolute assurance and, therefore, is not a guarantee that an audit conducted in accordance with generally accepted auditing standards and *Government Auditing Standards* will always detect a material misstatement when it exists. The risk of not detecting a material misstatement resulting from fraud is higher than for one resulting from error, as fraud may involve collusion, forgery, intentional omissions, misrepresentations, or the override of internal control. Misstatements are considered material if there is a substantial likelihood that, individually or in the aggregate, they would influence the judgment made by a reasonable user based on the financial statements.

In performing an audit in accordance with generally accepted auditing standards and *Government Auditing Standards*, we:

- Exercise professional judgment and maintain professional skepticism throughout the audit.

- Identify and assess the risks of material misstatement of the financial statements, whether due to fraud or error, and design and perform audit procedures responsive to those risks. Such procedures include examining, on a test basis, evidence regarding the amounts and disclosures in the financial statements.

- Obtain an understanding of internal control relevant to the audit in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the City's internal control. Accordingly, no such opinion is expressed.

- Evaluate the appropriateness of accounting policies used and the reasonableness of significant accounting estimates made by management, as well as evaluate the overall presentation of the financial statements.

- Conclude whether, in our judgment, there are conditions or events, considered in the aggregate, that raise substantial doubt about the City's ability to continue as a going concern for a reasonable period of time.

We are required to communicate with those charged with governance regarding, among other matters, the planned scope and timing of the audit, significant audit findings, and certain internal control related matters that we identified during the audit.

Required Supplementary Information

Accounting principles generally accepted in the United States of America require that the management's discussion and analysis and the required supplementary information as listed in the table of contents be presented to supplement the basic financial statements. Such information is the responsibility of management and, although not a part of the basic financial statements, is required by the Governmental Accounting Standards Board who considers it to be an essential part of financial reporting for placing the basic financial statements in an appropriate operational, economic, or historical context. We have applied certain limited procedures to the required supplementary information in accordance with auditing standards generally accepted in the United States of America, which consisted of inquiries of management about the methods of preparing the information and comparing the information for consistency with management's responses to our inquiries, the basic financial statements, and other knowledge we obtained during our audit of the basic financial statements. We do not express an opinion or provide any assurance on the information because the limited procedures do not provide us with sufficient evidence to express an opinion or provide any assurance.

Supplementary Information

Our audit was conducted for the purpose of forming opinions on the financial statements that collectively comprise the City's basic financial statements. The schedule of expenditures of federal awards and state financial assistance, as required by Title 2 U.S. *Code of Federal Regulations Part 200, Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards* and Chapter 10.550*, Rules of the Auditor General,* is presented for purposes of additional analysis and is not a required part of the basic financial statements. Such information is the responsibility of management and was derived from and relates directly to the underlying accounting and other records used to prepare the basic financial statements. The information has been subjected to the auditing procedures applied in the audit of the basic financial statements and certain additional procedures, including comparing and reconciling such information directly to the underlying accounting and other records used to prepare the basic financial statements or to the basic financial statements themselves, and other additional procedures in accordance with auditing standards generally accepted in the United States of America. In our opinion, the schedule of expenditures of federal awards and state financial assistance is fairly stated, in all material respects, in relation to the basic financial statements as a whole.

Other Reporting Required by *Government Auditing Standards*

In accordance with *Government Auditing Standards*, we have also issued our report dated June 30, 2026, on our consideration of the City's internal control over financial reporting and on our tests of its compliance with certain provisions of laws, regulations, contracts, and grant agreements and other matters. The purpose of that report is solely to describe the scope of our testing of internal control over financial reporting and compliance and the results of that testing, and not to provide an opinion on the effectiveness of the City's internal control over financial reporting or on compliance. That report is an integral part of an audit performed in accordance with *Government Auditing Standards* in considering the City's internal control over financial reporting and compliance.

Cherry Bekaert LLP

Orlando, Florida
June 30, 2026

MANAGEMENT’S DISCUSSION AND ANALYSIS

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This section in the financial statements has been developed in accordance with the Governmental Accounting Standards Board ("GASB") Statement Number 34 ("GASB 34"). It is intended to provide the readers of this report with a general overview and analysis of the financial activities of the City of Vero Beach (the "City") for the fiscal year ended September 30, 2025.

Management's Discussion and Analysis ("MD&A") is designed to focus on the current year activities, resulting changes, and currently known facts. Please read it in conjunction with additional information in the financial statements, and notes to the financial statements.

Financial Highlights

For the year ended September 30, 2025:

- The City's total assets and deferred outflows of resources exceeded its liabilities and deferred inflows of resources by $234.7 million (net position). Of this amount, $70.4 million was from governmental activities and $164.3 million was from business-type activities.

- Unrestricted net positions for governmental and business activities were $27.8 million and $23.2 million, respectively.

- The City's revenues for governmental funds, excluding other financing sources, were $34.8 million. The expenditures for governmental funds were $39.7 million.

- The business-type activities of the City had total revenues of $55.9 million and total expenses of $35.0 million before transfers.

- At the close of the current fiscal year, the governmental funds reported combined ending fund balances of $65.0 million, a decrease of $1.0 million in comparison with the prior year. Approximately $17.7 million, or 27.3%, of this total amount is available for spending at the government's discretion (unassigned fund balance).

- The City's long-term debt for business-type activities decreased by $360 thousand. Long-term liabilities for governmental activities increased by $1.7 million.

Overview of the Financial Statements

The Financial Section of the report includes the Report of Independent Auditor, this MD&A, the basic financial statements, required supplementary information, and the schedule of expenditures of federal awards and state financial assistance.

The MD&A is prepared by management and is intended to serve as an introduction to the basic financial statements. It is written to provide an objective and easily readable analysis of the City's financial activities and a summary of basic financial information for the City.

The Basic Financial Statements include:

- Government-wide Financial Statements
- Fund Financial Statements
- Notes to the Financial Statements

In addition to the Basic Financial Statements, the Financial Section also includes the following sections:

- Required Supplementary Information
- Schedule of Expenditures of Federal Awards and State Financial Assistance

After the Financial Section, other information about the City and its compliance with federal grants is available in Compliance Section.

Government-Wide Financial Statements. The government-wide financial statements are the statement of net position and the statement of activities. This summary information is designed to provide a broad overview of the City as a whole that is similar to private sector financial statements. The government-wide financial statements categorize the City's financial information as governmental or business-type, and the emphasis is on the change in net position. Governmental activities are primarily supported by property taxes, sales and other taxes, federal and state grants, transfers from the proprietary funds, and state shared revenues. Business-type activities are supported by charges to the users of services. Charges and fees are intended to recover all or a significant portion of costs.

The statement of net position shows the total assets, deferred outflow of resources, liabilities, and deferred inflows of resources for the City. Net position is sub-divided into three categories:

- Net investment in capital assets
- Restricted
- Unrestricted

The statement of activities presents information on all revenues and expenses of the City and the change in net position. Revenues and expenses are reported by major function and program. Governmental activities financed by the City include public safety, physical environment, transportation, culture and recreation, interest and fiscal charges, and general government services. Business-type activities financed by user fees and charges include water and sewer, airport, marina, and solid waste.

Fund Financial Statements. The fund financial statements follow the government-wide financial statements and are expanded under the GASB 34 reporting model. A fund is a grouping of related accounts that is used to maintain control over resources that have been segregated for specific activities or objectives. The City uses fund accounting to ensure and demonstrate compliance with finance related legal requirements. The City categorizes funds into three basic fund types: governmental funds, proprietary funds, and fiduciary funds.

Governmental Funds. Governmental funds are used to account for essentially the same functions reported as governmental activities in the government-wide statements. However, unlike the government-wide statements, governmental fund related statements focus on near-term inflows and outflows of spendable resources, as well as on balances of spendable resources available at the end of the fiscal year. This information may be useful in evaluating a government's near-term financing requirements.

Because the focus of the governmental funds is narrower than that of the government-wide financial statements, it may be useful to compare the information presented for governmental funds with similar information presented for governmental activities in the government-wide financial statements. This comparison highlights the long term impact of the City's near-term financial decisions.

Both the governmental fund balance sheet and the governmental fund statement of revenues, expenditures, and changes in fund balances, offer a reconciliation to assist with this comparison.

The City maintains 12 individual governmental funds. There is one major fund in this group; the general fund. All other governmental funds have been combined into a single, aggregated presentation as non-major funds.

Proprietary Funds. The City's proprietary funds fall into two categories – enterprise funds and an internal service fund. The proprietary fund financial statements provide separate information for the City's individual enterprise funds since they are considered to be major funds. The City has a single internal service fund, which is shown in a separate column. Also, because the internal service fund represents an activity that predominately satisfies internal governmental needs, balance sheet and other data for the internal service fund are included as governmental activities, not business-type activities, in the government-wide financial statements.

The City's enterprise funds are the basis for the business-type activities information in the government-wide financial statements. The proprietary fund statements provide more detail about individual enterprise fund operations. The City uses enterprise funds to account for its water and sewer, airport, marina, and solid waste operations.

Internal service funds are an accounting device used to accumulate and allocate costs internally among some of the City's various functions. The City's single internal service fund is the City's liability self-insurance fund. The internal service fund is included in the governmental rather than business-type activities category in the government-wide financial statements.

Fiduciary Funds. Fiduciary funds are used to account for resources held for the benefit of parties outside the City. Fiduciary funds are not reflected in the government-wide financial statements because resources of those funds are not available to support the City's own programs. The accounting used for fiduciary funds is much like that used for proprietary funds. The City has three pension trust funds to account for the General Employee Retirement Plan, the Police Officers' Retirement Fund, and the Firefighter's Relief and Pension Fund. The City also has an Other Postemployment Benefits ("OPEB") trust fund, for the provision of retiree health insurance premium subsidies. The basic fiduciary fund financial statements can be found after the basic proprietary fund financial statements.

Notes to Financial Statements. Provide additional information that is essential to a complete understanding of the data provided in both the government-wide and fund financial statements. The notes to the financial statements are the last section of the Basic Financial Statements and follow the fiduciary fund financial statements.

Other Information. Required Supplementary Information ("RSI") is the next section in this report. In the City's case, RSI schedules show the changes in net position and employer contributions for the City's employee pension funds and OPEB fund, and a schedule of investment returns for all fiduciary funds.

Compliance Section. Contains various reports and schedules with information about the City's internal control, federal and state grants, and any additional comments from the auditor.

Government-Wide Financial Analysis

The Statement of Net Position and the concept of net position are useful indicators of a governmental entity's financial health and stability. In the case of the City, total assets (current and capital) plus deferred outflows of resources exceed total liabilities (current and long-term) and deferred inflows of resources by $234.7 million. Further, the City has positive balances in all categories of net position, net investment in capital assets, restricted and unrestricted.

The City's combined net position increased by $19.0 million from the amounts previously reported at the end of fiscal year 2024. Governmental activities are responsible for an increase of $58 thousand, while the business-type activities are responsible for an increase of $19.0 million. Explanations for those changes are described below under the governmental activities and business-type activities sections of this MD&A.

The following schedule provides a comparative summary of net position for the City for fiscal years 2025 and 2024. For more detail, see the Statement of Net Position in the Financial Section of this report immediately following this MD&A.

Net Position

	Governmental Activities		Business-Type Activities		Total	
				(Restated)		(Restated)
	2025	2024	2025	2024	2025	2024
ASSETS						
Current and other assets	$ 70,231,003	$ 70,944,773	$ 49,823,198	$ 48,819,048	$ 120,054,201	$ 119,763,821
Capital assets, net	40,476,029	40,073,956	157,373,190	126,654,174	197,849,219	166,728,130
Total Assets	110,707,032	111,018,729	207,196,388	175,473,222	317,903,420	286,491,951
DEFERRED OUTFLOWS OF RESOURCES						
Deferred Outflows-Pensions	1,777,343	2,503,662	45,273	105,048	1,822,616	2,608,710
Deferred Outflows-OPEB	6,274,876	611,022	1,508,228	249,253	7,783,104	860,275
Total Deferred Outflows	8,052,219	3,114,684	1,553,501	354,301	9,605,720	3,468,985
LIABILITIES						
Long-term liabilities	31,915,216	29,805,838	11,809,552	12,029,971	43,724,768	41,835,809
Other liabilities	1,675,153	1,084,726	17,967,766	3,102,777	19,642,919	4,187,503
Total Liabilities	33,590,369	30,890,564	29,777,318	15,132,748	63,367,687	46,023,312
DEFERRED IN FLOWS OF RESOURCES						
Deferred Inflows, leases	1,268,806	1,397,164	10,010,381	10,922,541	11,279,187	12,319,705
Deferred Inflows, pensions	11,061,828	8,516,582	3,848,147	3,447,253	14,909,975	11,963,835
Deferred Inflows, OPEB	2,432,523	2,981,097	795,747	976,958	3,228,270	3,958,055
Total Deferred Inflows	14,763,157	12,894,843	14,654,275	15,346,752	29,417,432	28,241,595
NET POSITION						
Net investment in capital assets	38,005,297	38,180,247	141,097,137	122,047,485	179,102,434	160,227,732
Restricted	4,589,320	4,536,434	-	-	4,589,320	4,536,434
Unrestricted	27,811,108	27,631,325	23,221,159	23,300,538	51,032,267	50,931,863
Total Net Position	$ 70,405,725	$ 70,348,006	$ 164,318,296	$ 145,348,023	$ 234,724,021	$ 215,696,029

By far the largest portion of the City's net position is investment in capital assets (less any related outstanding debt used to acquire those assets). The City uses these capital assets to provide services to citizens; consequently, these assets are not available for future spending. Although the City's investment in its capital assets is reported net of related debt, it should be noted the resources needed to repay this debt must be provided from other sources, since the capital assets themselves cannot be used to liquidate debt.

The City's net position is also grouped as restricted and unrestricted. Restricted net position is subject to restrictions on how the funds may be used. Unrestricted net position may be used to meet the government's ongoing obligations to citizens and creditors.

The Statement of Activities reconciles and links net position to the sources of changes in net position. Program revenues and expenses are presented by function and with their positive or negative effect on net position. General revenues and transfers, and their effect on net position, are shown separately. The Statement of Activities combines the effects of all revenues, expenses, and transfers to calculate net position by governmental activities, business-type activities, and in total. The schedule below provides a comparative summary of activities and the changes in net position for the City for the fiscal years ended September 30, 2025 and 2024. For more detailed information see the Statement of Activities in the Financial Section of this report.

Change in Net Position

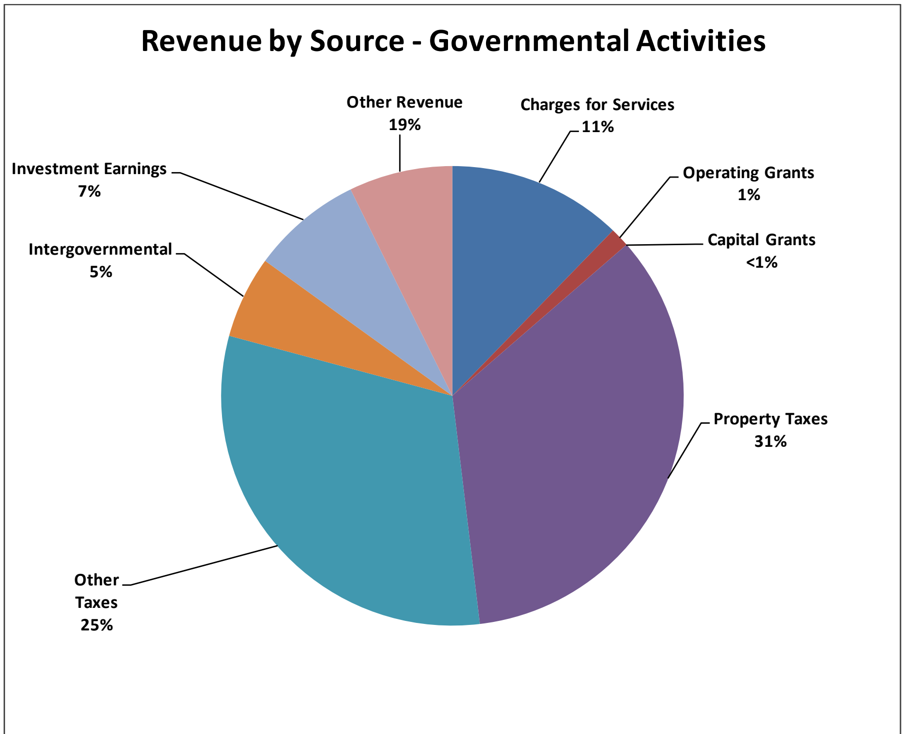
	Governmental Activities		Business-Type Activities		Total	
				(Restated)		(Restated)
	2025	2024	2025	2024	2025	2024
Revenues:						
Program Revenues:						
Charges for services	$ 4,308,800	$ 4,129,637	$ 39,345,397	$ 34,967,397	$ 43,654,197	$ 39,097,034
Operating grants	476,676	1,903,256	955,000	350,750	1,431,676	2,254,006
Capital grants	-	3,666	14,284,554	5,750,249	14,284,554	5,753,915
General Revenues						
Property taxes	12,182,899	11,291,985	-	-	12,182,899	11,291,985
Other taxes	10,966,700	10,684,372	-	-	10,966,700	10,684,372
Intergovernmental	2,040,816	2,163,687	-	-	2,040,816	2,163,687
Investment earnings	2,736,042	4,749,144	1,059,389	1,782,622	3,795,431	6,531,766
Other revenue	2,558,271	1,214,326	221,252	108,699	2,779,523	1,323,025
Total Revenues	35,270,204	36,140,073	55,865,592	42,959,717	91,135,796	79,099,790
Expenses:						
General government	14,313,597	16,193,205	-	-	14,313,597	16,193,205
Public safety	12,777,051	9,734,168	-	-	12,777,051	9,734,168
Physical environment	301,562	295,026	-	-	301,562	295,026
Transportation	3,581,391	2,649,507	-	-	3,581,391	2,649,507
Culture and recreation	6,155,246	5,663,352	-	-	6,155,246	5,663,352
Interest on long-term debt	23,438	2,154	-	-	23,438	2,154
Water and sewer system	-	-	21,280,385	22,845,636	21,280,385	22,845,636
Municipal airport	-	-	8,138,725	7,840,544	8,138,725	7,840,544
Solid waste	-	-	3,633,062	-	3,633,062	-
Other nonmajor	-	-	1,903,347	4,613,389	1,903,347	4,613,389
Total Expenses	37,152,285	34,537,412	34,955,519	35,299,569	72,107,804	69,836,981
Change in net position before transfers	(1,882,081)	1,602,661	20,910,073	7,660,148	19,027,992	9,262,809
Transfers	1,939,800	1,721,000	(1,939,800)	(1,721,000)	-	-
Change in net position	57,719	3,323,661	18,970,273	5,939,148	19,027,992	9,262,809
Net position - beginning, restated	70,348,006	67,024,345	145,348,023	139,408,875	215,696,029	206,433,220
Net position - ending	$ 70,405,725	$ 70,348,006	$ 164,318,296	$ 145,348,023	$ 234,724,021	$ 215,696,029

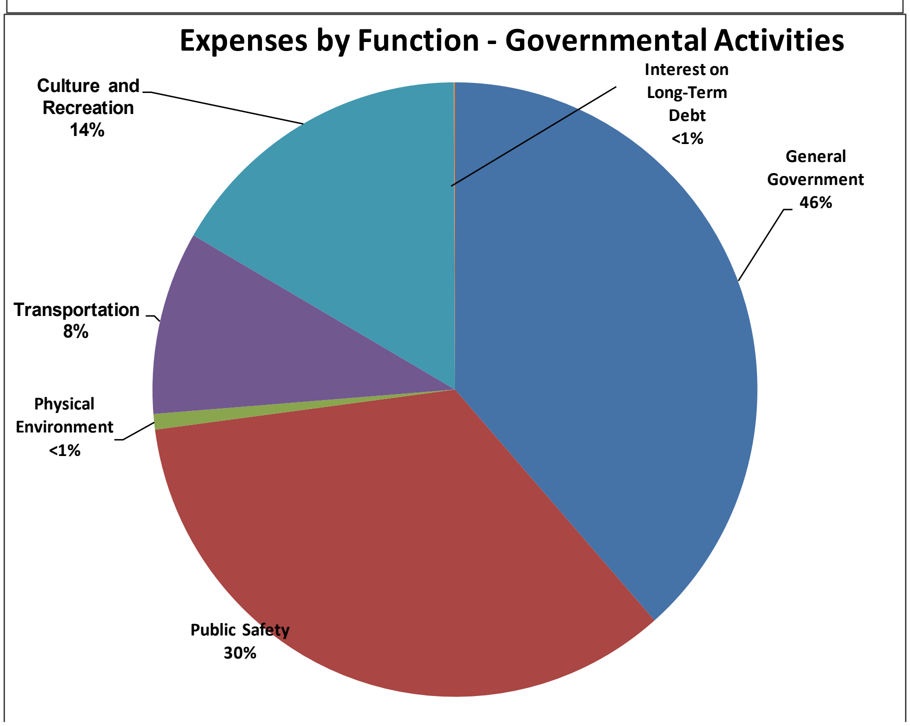
Governmental Activities. Net position of the City's governmental-type activities increased by $58 thousand from the amounts previously reported at the end of fiscal year 2024. This is largely due to an increase in tax revenue and other revenue, offset by an increase in governmental expenditures.

Total governmental revenue of $35.3 million was a decrease of $870 thousand or 2.4% from the prior year. This decrease is primarily due to decreases of $1.4 million and $2.0 million in operating grants and investment earnings, respectively, offset by increases of $891 thousand and $1.3 million in property taxes and other revenue, respectively.

Total governmental expenditures of $37.2 million showed an increase of $2.6 million or 7.6% over the prior year. This is primarily the result of increases of $3.0 million and $932 thousand in public safety and transportation, respectively, offset by a decrease of $1.9M in general government.

The following graphs provide an analysis of the City's revenue sources for governmental activities by type, and its governmental activities expenses by function:

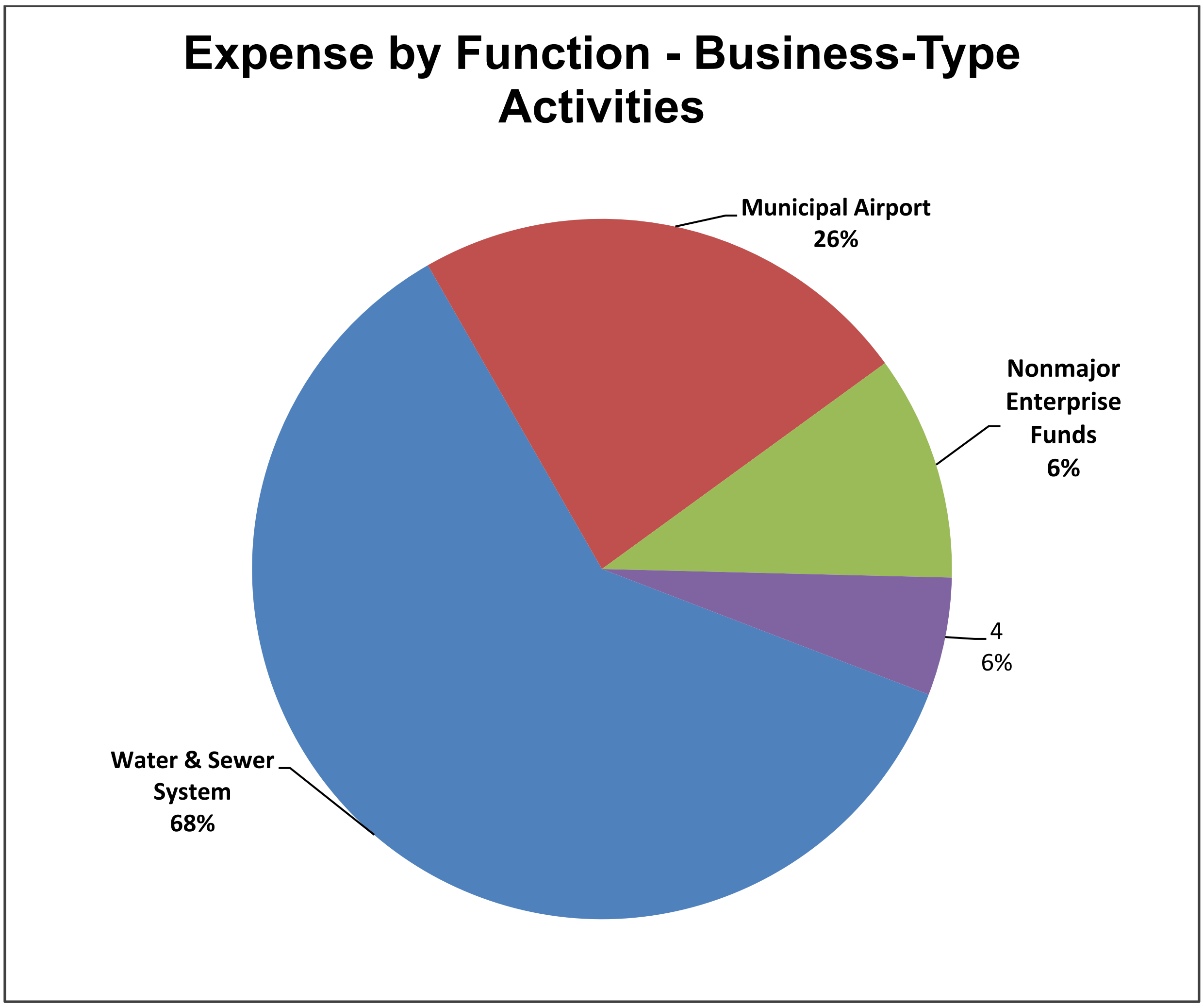




Business-Type Activities: Net position of the City's business-type activities showed an increase of $19.0 million from the amounts previously reported at the end of fiscal year 2024. This is largely due to an increase in charges for services in both the water and sewer and airport funds, as well as increase in capital grants in the water and sewer fund.

Total revenues for the business-type activities increased by $12.9 million or 35.7 % due to a number of factors. There was an increase of $8.5 million in capital grant contributions and increased charges for services in the amount of $4.4 million.

Total expenses for the business-type activities decreased by $344 thousand or 1%. Operating expenses for the water and sewer fund, airport fund, solid waste fund, and nonmajor enterprise fund were considered to be consistent with prior years. The following graph provides an analysis of the City's business-type activity expenses by function.



Financial Analysis of the City's Funds.

As noted earlier, the City uses fund accounting to ensure and demonstrate compliance with finance related legal requirements.

Governmental Funds. As of the end of fiscal year 2025, the City's governmental funds reported combined ending fund balances of $65.0 million, a decrease of $954 thousand from the prior year. This decrease is largely due to lower investment income offset by an increase in taxes.

Total governmental revenue of $34.8 million was a decrease of $1.2 million or 3.2% from the prior year. This decrease is primarily due to a decrease of $2.0 million in investment income, offset by an increase in tax revenues of $1.2 million.

Total governmental expenditures of $39.7 million showed an increase of $5.2 million or 15.2% over the prior year. This was primarily the result of an increase in general government and public safety expenditures in the amounts of $1.9 million and $3.0 million, respectively.

The governmental fund balance of $65.0 million is available for spending, subject to regulatory, statutory, and budgetary restrictions. Of the available balance, $17.7 million is unassigned; the remainder of fund balance is non-spendable, restricted, committed, or assigned and is not available for new spending because the funds have already been designated by law or covenant as follows:

Nonspendable:	
Inventory	$ 159,560
Prepaids	324,047
Restricted:	
General government	111,269
Public safety	107,470
Culture and recreation	886,268
Physical environment	3,484,313
Committed:	
Physical environment	1,698,198
Cemetery	607,683
Unfunded pension liability reserve	5,333,043
Other postemployment benefits (OPEB) reserve	6,811,262
Capital and infrastructure reserve	18,000,000
Emergency (disaster) reserve	5,000,000
Assigned	4,731,130
Total Nonspendable, Restricted, Committed, Assigned	$ 47,254,243

The general fund is the City's major governmental fund. As of September 30, 2025, its fund balance was $53.9 million, with $17.7 of that amount is unassigned.

General fund revenue for 2025 totaled $28.2 million in the original budget and $28.2 million in the final budget, with actual revenue received of $30.0 million. The primary reasons for the increase in revenues from the original budget were investment income, taxes, and grants which exceeded budget by $516 thousand, $813 thousand, and $427 thousand, respectively.

General fund expenditures for 2025 totaled $35.3 million and were over the final budget by $3M.

The fiscal year ended with a net decrease in general fund balance of $3.3 million. This was primarily due to general government and public safety expenditures which exceeded budget by $3.5 million and $726 thousand, respectively.

Proprietary Funds. The City's enterprise funds generate revenues and expenses that are shown as business-type activities in the government-wide financial statements. At the fund level, enterprise funds have unrestricted net position of $23.2 million. Of this amount, the water and sewer fund has $17.1 million, the Airport fund has $9.0 million, and the solid waste and nonmajor enterprise fund have unrestricted deficits of $1.4 million and $1.5 million, respectively.

The internal service fund (a category of the City's proprietary funds) is an accounting device used to accumulate and allocate self-insurance costs internally among some of the City's various functions. At the fund level, it has a total net position of $1.5 million. Payments for legacy insurance claims were made from reserves for estimated claims payable.

General Fund Budgetary Highlights

Both the original and final budgets are estimates based on the best information available to management prior to year-end. By comparison to the original adopted budget, the actual revenues were $1.8 million or 6.4%, higher, and the actual expenditures were $3.0 million or 9.3%, higher. The actual net decrease to the general fund balance was $1.2 million less than was projected in the final budget. Higher than anticipated revenues were received for property taxes, investment earnings, and the continued receipt of disaster recovery grants revenue for hurricanes that occurred in prior years. Operating expenditures were higher from the final budget for general government, public safety, and capital outlay.

Original and Final Budget Comparison
General Fund

	Original	Final	Change
Revenues:			
Taxes	$ 19,138,714	$ 19,138,714	$ -
Licenses and permits	141,000	141,000	-
Intergovernmental	2,342,122	2,342,122	-
Grants	50,000	50,000	-
Charges for services	3,910,500	3,910,500	-
Fines and forfeitures	215,000	215,000	-
Investment income	1,992,615	1,992,615	-
Rental	310,200	310,200	-
Miscellaneous	113,800	113,800	-
Total Revenues	$ 28,213,951	$ 28,213,951	$ -
Expenditures:			
Current:			
General government	$ 10,668,244	$ 10,668,244	$ -
Public safety	11,536,324	11,536,324	-
Transportation	4,418,488	4,418,488	-
Culture/recreation	5,711,695	5,711,695	-
Total Expenditures	$ 32,334,751	$ 32,334,751	$ -

Changes in the budget during the year are based on either new or improved information or estimates of unforeseen events. There were no budget amendments for fiscal year 2025.

Capital Assets and Debt Administration

Capital Assets. The City's capital assets and right to use leased assets for its governmental and business-type activities as of September 30, 2025 are $197.8 million (net of accumulated depreciation and amortization).

	Governmental Activities		Business-Type Activities		Total	
				(Restated)		(Restated)
	2025	2024	2025	2024	2025	2024
Land	$ 5,009	$ 5,009	$ 6,364	$ 6,364	$ 11,373	$ 11,373
Intangible assets	825	825	-	-	825	825
Buildings	9,716	9,437	15,526	16,070	25,242	25,507
Improvements other than buildings	5,345	4,381	77,340	79,799	82,685	84,180
Machinery and equipment	2,247	2,473	6,307	4,593	8,554	7,066
Infrastructure	16,003	15,756	-	-	16,003	15,756
Construction in progress	1,299	2,193	51,817	19,828	53,116	22,021
Leased machinery and equipment	11	20	-	-	11	20
Leased land	-	-	19	19	19	19
Subscription based information technology arrangement	21	43	-	-	21	43
Total Capital Assets, Net	$ 40,476	$ 40,137	$ 157,373	$ 126,673	$ 197,849	$ 166,810

Capital assets include land, buildings, improvements other than buildings, intangible assets, infrastructure, machinery and equipment, and construction in progress and the change in each category are shown in the table above. Assets other than land and construction in progress are depreciable or amortizable for the current year.

The net capital assets in government activities increased by $339 thousand and the business-type assets increased by $30.7 million. Additional information on the City's capital assets can be found in Note 7 of this report.

Long-Term Debt. At the end of the fiscal year, the City had total long-term debt outstanding of $6.4 million. Of this amount, $4.5 million was in notes and bonds secured solely by specified revenue sources and $2.0 million was debt backed by the full faith and credit of the government. In addition, the City has a liability for approximately $213 thousand in legacy claims payable and $6.3 million in compensated absences. For more information on the changes in long-term debt see Note 8.

In addition to long-term debt, the City has long term liabilities of $5.2 million related to pensions (see Note 13) and $28.2 million in net Other Postemployment Benefits (OPEB) liability (see Note 14).

	Governmental Activities		Business-Type Activities		Total	
	2025	2024	2025	2024	2025	2024
Revenue notes	$ 635	$ 735	$ 3,858	$ 4,389	$ 4,493	$ 5,124
Financed capital purchases	1,836	1,221	115	188	1,951	1,409
Claims payable	213	213	-	-	213	213
Leases	-	-	57	60	57	60
Compensated absences	4,334	3,192	1,968	1,721	6,302	4,913
Total Long-Term Debt	$ 7,018	$ 5,361	$ 5,998	$ 6,358	$ 13,016	$ 11,719

Economic Factors and Next Year's Budgets and Rates

The State of Florida (the "State"), by constitution, does not have a state personal income tax and, therefore, the State operates primarily using sales, gasoline, and corporate income taxes. Local governments (cities, counties, and school boards) rely primarily on property and a limited array of other permitted taxes (sales, gasoline, and utilities) and fees (franchise, occupational license) to finance governmental activities. For the business-type and certain other governmental activities (construction services and recreational programs), the user pays a related fee or charge associated with the service. In the case of business-type activities these fees are designed to cover expenses. For some governmental activities, such as recreation, these fees do not provide for full cost recovery and these activities are subsidized by general revenues. Fees for all services are examined and adjusted as needed.

The adopted final budget for FY 2025-26 includes a millage rate of 2.9816 which is 14.96% greater than the rolled-back rate of 2.5935 and 7.72% greater than last year's millage rate of 2.7680. This millage rate will generate ad valorem tax revenue that is $1,753,784 higher than last year's tax levy.

The adopted budget represent a net increase of seven (7) positions citywide, with total full-time staffing increasing to 350. The new positions in the General fund include three (3) police officers and three (3) public works employees. One of the police officers will be funded solely by the Airport Enterprise Fund, and the Airport is adding one (1) position.

The 25-26 budget includes capital funding for street paving, storm water utility projects, recreation facilities and parks. The Five-Year Capital Budget includes continuous funding for the new Water Reclamation Facility and the reconstruction of the Humiston Boardwalk.

Requests for Information

This financial report is designed to provide a general overview of the City of Vero Beach's finances for all those with an interest in the City's finances.

Questions concerning any of the information provided in this report or requests for additional financial information should be addressed to the Finance Director, City of Vero Beach, P. O. Box 1389, Vero Beach, Florida 32961.

The City's Annual Comprehensive Financial Report is also available on-line at www.covb.org under City Departments – Finance.

BASIC FINANCIAL STATEMENTS

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CITY OF VERO BEACH, FLORIDA
STATEMENT OF NET POSITION

SEPTEMBER 30, 2025

	Primary Government		
	Governmental Activities	Business-Type Activities	Total Primary Government
ASSETS			
Equity in pooled cash and investments	$ 65,034,344	$ 29,509,062	$ 94,543,406
Cash with fiscal agent	1,659,286	-	1,659,286
Receivables, net	1,105,518	14,276,213	15,381,731
Due from other governments	1,903,248	2,482,528	4,385,776
Inventories	159,560	949,920	1,109,480
Prepaid costs	369,047	208,334	577,381
Restricted Assets:			
Equity in pooled cash and investments	-	1,668,792	1,668,792
Net pension asset	-	728,349	728,349
Capital Assets:			
Land and intangible assets	5,833,627	6,363,514	12,197,141
Construction in progress	1,299,063	51,817,130	53,116,193
Capital Assets Not Being Depreciated	7,132,690	58,180,644	65,313,334
Capital assets being depreciated	109,096,372	257,705,991	366,802,363
Accumulated depreciation/amortization	(75,753,033)	(158,513,445)	(234,266,478)
Capital Assets Being Depreciated, Net	33,343,339	99,192,546	132,535,885
Total Capital Assets	40,476,029	157,373,190	197,849,219
Total Assets	110,707,032	207,196,388	317,903,420
DEFERRED OUTFLOWS OF RESOURCES			
Deferred outflows related to pensions	1,777,343	45,273	1,822,616
Deferred outflows related to OPEB	6,274,876	1,508,228	7,783,104
Total Deferred Outflows	8,052,219	1,553,501	9,605,720

The notes to the financial statements are an integral part of this statement.

CITY OF VERO BEACH, FLORIDA
STATEMENT OF NET POSITION (CONTINUED)

SEPTEMBER 30, 2025

	Primary Government		
	Governmental Activities	**Business-Type Activities**	**Total Primary Government**
LIABILITIES			
Accounts payable and accrued liabilities	$ 1,675,153	$ 15,452,639	$ 17,127,792
Deposits	-	2,515,127	2,515,127
Long-Term Liabilities:			
Due within one year	1,120,645	866,765	1,987,410
Due in More Than One Year:			
Miscellaneous liabilities	5,683,610	5,131,028	10,814,638
Net pension liability	2,761,429	-	2,761,429
Net other postemployment benefits liability	22,349,532	5,811,759	28,161,291
Total Liabilities	33,590,369	29,777,318	63,367,687
DEFERRED INFLOWS OF RESOURCES			
Deferred inflows related to leases	1,268,806	10,010,381	11,279,187
Deferred inflows related to pensions	11,061,828	3,848,147	14,909,975
Deferred inflows related to OPEB	2,432,523	795,747	3,228,270
Total Deferred Inflows	14,763,157	14,654,275	29,417,432
NET POSITION			
Net investment in capital assets	38,005,297	141,097,137	179,102,434
Restricted for:			
General government	111,269	-	111,269
Public safety	107,470	-	107,470
Culture and recreation	886,268	-	886,268
Physical environment	3,484,313	-	3,484,313
Unrestricted	27,811,108	23,221,159	51,032,267
Total Net Position	$ 70,405,725	$ 164,318,296	$ 234,724,021

The notes to the financial statements are an integral part of this statement.

CITY OF VERO BEACH, FLORIDA
STATEMENT OF ACTIVITIES

YEAR ENDED SEPTEMBER 30, 2025

Functions/Programs	Expenses	Program Revenues: Charges for Services	Program Revenues: Operating Grants and Contributions	Program Revenues: Capital Grants and Contributions	Net (Expense) Revenue and Changes in Net Position: Governmental Activities	Net (Expense) Revenue and Changes in Net Position: Business-type Activities	Net (Expense) Revenue and Changes in Net Position: Total
Primary Government:							
Governmental Activities:							
General government	$ 14,313,597	$ 2,470,652	$ 476,513	$ -	$ (11,366,432)	$ -	$ (11,366,432)
Public safety	12,777,051	792,863	-	-	(11,984,188)	-	(11,984,188)
Physical environment	301,562	391,710	-	-	90,148	-	90,148
Transportation	3,581,391	159,751	-	-	(3,421,640)	-	(3,421,640)
Culture/recreation	6,155,246	493,824	163	-	(5,661,259)	-	(5,661,259)
Interest and fiscal charges	23,438	-	-	-	(23,438)	-	(23,438)
Total Governmental Activities	37,152,285	4,308,800	476,676	-	(32,366,809)	-	(32,366,809)
Business-Type Activities:							
Water and sewer system	21,280,385	27,684,507	-	10,149,338	-	16,553,460	16,553,460
Municipal airport	8,138,725	5,806,709	-	4,135,216	-	1,803,200	1,803,200
Solid waste	3,633,062	3,774,635	-	-	-	141,573	141,573
Other nonmajor	1,903,347	2,079,546	955,000	-	-	1,131,199	1,131,199
Total Business-Type Activities	34,955,519	39,345,397	955,000	14,284,554	-	19,629,432	19,629,432
	$ 72,107,804	$ 43,654,197	$ 1,431,676	$ 14,284,554	(32,366,809)	19,629,432	(12,737,377)
General Revenues:							
Property taxes					12,182,899	-	12,182,899
Sales and gas taxes					3,690,902	-	3,690,902
Utility taxes					7,275,798	-	7,275,798
Intergovernmental revenue not restricted to specific functions/programs					2,040,816	-	2,040,816
Investment income					2,736,042	1,059,389	3,795,431
Other revenue					2,558,271	221,252	2,779,523
Transfers - internal activities					1,939,800	(1,939,800)	-
Total General Revenues and Transfers					32,424,528	(659,159)	31,765,369
Change in net position					57,719	18,970,273	19,027,992
Net position, beginning of year					70,348,006	141,614,571	211,962,577
Restatement					-	3,733,452	3,733,452
Net position as restated, beginning of year					70,348,006	145,348,023	215,696,029
Net position, end of year					$ 70,405,725	$ 164,318,296	$ 234,724,021

The notes to the financial statements are an integral part of this statement.

CITY OF VERO BEACH, FLORIDA
BALANCE SHEET
GOVERNMENTAL FUNDS

SEPTEMBER 30, 2025

	General Fund	Nonmajor Governmental Funds	Total Governmental Funds
ASSETS			
Equity in pooled cash and investments	$ 54,340,454	$ 9,037,118	$ 63,377,572
Cash with fiscal agent	-	1,659,286	1,659,286
Receivables, Net:			
Accounts	73,159	-	73,159
Lease	784,519	-	784,519
Special assessments	-	10,709	10,709
Interest	207,012	16,599	223,611
Interest - leases	1,247	-	1,247
Due from other governments	1,369,709	533,538	1,903,247
Prepaid expenses	324,047	-	324,047
Inventories	159,560	-	159,560
Total Assets	$ 57,259,707	$ 11,257,250	$ 68,516,957
LIABILITIES			
Accounts and contracts payable	$ 636,512	$ 112,714	$ 749,226
Accrued liabilities	647,375	2,063	649,438
Evidence escrow	-	35,023	35,023
Unearned revenue	850	-	850
Total Liabilities	1,284,737	149,800	1,434,537
DEFERRED INFLOWS OF RESOURCES			
Leases	1,268,806	-	1,268,806
Unavailable revenue	815,101	10,709	825,810
Total Deferred Inflows	2,083,907	10,709	2,094,616
FUND BALANCES			
Nonspendable	483,607	-	483,607
Restricted	111,269	4,478,051	4,589,320
Committed	35,562,626	1,887,560	37,450,186
Assigned	-	4,731,130	4,731,130
Unassigned	17,733,561	-	17,733,561
Total Fund Balances	53,891,063	11,096,741	64,987,804
Total Liabilities, Deferred Inflows, and Fund Balances	$ 57,259,707	$ 11,257,250	$ 68,516,957

The notes to the financial statements are an integral part of this statement.

CITY OF VERO BEACH, FLORIDA
RECONCILIATION OF THE BALANCE SHEET OF GOVERNMENTAL FUNDS TO THE STATEMENT OF NET POSITION

SEPTEMBER 30, 2025

Ending fund balance - governmental funds	$ 64,987,804
Amounts reported for governmental activities in the statement of net position are different because:	
Capital assets used in governmental activities are not financial resources and, therefore, are not reported in the funds. These assets consist of:	
Capital assets not being depreciated/amortized	7,132,690
Capital assets being depreciated/amortized, net	33,343,339
Some items are not recorded as revenues in the governmental fund statement until available to pay liabilities of the current period. These items are recorded on the government-wide statements when revenues are earned.	
Deferred inflows for unavailable revenue	825,810
Internal service funds are used by management to charge the costs of certain activities, such as insurance and other centralized costs, to individual funds. The assets and liabilities of certain internal service funds are included in governmental activities.	
Net position of governmental activities accounted for in internal service funds	1,501,190
Net pension amounts are not considered to represent financial assets or liabilities and, therefore, are not presented in a governmental fund, but are reported as deferred outflows, deferred inflows and liabilities, or assets in the government-wide statement of net position.	
Net pension liability	(2,761,429)
Deferred outflows related to pensions	1,777,343
Deferred inflows related to pensions	(11,061,828)
Net OPEB amounts are not considered to represent financial assets or liabilities and, therefore, are not presented in a governmental fund, but are reported as deferred inflows and liabilities in the government-wide statement of net position.	
Net OPEB liability	(22,349,532)
Deferred outflows related to OPEB	6,274,876
Deferred inflows related to OPEB	(2,432,523)
Certain liabilities, such as bonds payable, are not due and payable in the current period and, therefore, are not reported in the funds:	
Revenue notes and financed capital purchases	(2,470,731)
Accrued interest on long-term debt	(27,760)
Compensated absences	(4,333,524)
Total Liabilities	(6,832,015)
Net Position of Governmental Activities	$ 70,405,725

The notes to the financial statements are an integral part of this statement.

CITY OF VERO BEACH, FLORIDA
STATEMENT OF REVENUES, EXPENDITURES, AND CHANGES IN FUND BALANCES
GOVERNMENTAL FUNDS

YEAR ENDED SEPTEMBER 30, 2025

	General Fund	Nonmajor Governmental Funds	Total Governmental Funds
Revenues:			
Taxes	$ 19,951,800	$ 3,197,802	$ 23,149,602
Licenses and permits	173,223	-	173,223
Intergovernmental	2,040,816	-	2,040,816
Special assessments	-	970,471	970,471
Grants	476,513	-	476,513
Charges for services	3,958,519	350,281	4,308,800
Fines and forfeitures	480,213	12,950	493,163
Investment income	2,424,113	240,381	2,664,494
Rentals	214,525	-	214,525
Contributions from private sources	163	-	163
Lease	149,139	-	149,139
Miscellaneous	145,142	-	145,142
Total Revenues	30,014,166	4,771,885	34,786,051
Expenditures:			
Current:			
General government	14,168,081	-	14,168,081
Public safety	12,261,944	11,166	12,273,110
Physical environment	-	247,538	247,538
Transportation	2,969,383	-	2,969,383
Culture and recreation	5,660,240	-	5,660,240
Debt Service:			
Principal	-	957,700	957,700
Interest and fiscal charges	-	20,501	20,501
Capital outlay	287,021	3,079,588	3,366,609
Total Expenditures	35,346,669	4,316,493	39,663,162
Excess (Deficiency) of Revenues Over (Under) Expenditures	(5,332,503)	455,392	(4,877,111)
Other Financing Sources (Uses):			
Sale of assets	150,000	51,161	201,161
Issuance of debt	-	1,571,098	1,571,098
Proceeds from insurance	211,447	-	211,447
Transfers in	1,875,270	3,559,252	5,434,522
Transfers out	(180,000)	(3,314,722)	(3,494,722)
Total Other Financing Sources (Uses)	2,056,717	1,866,789	3,923,506
Net change in fund balances	(3,275,786)	2,322,181	(953,605)
Fund balance, beginning of year	57,166,849	8,774,560	65,941,409
Fund balance, end of year	$ 53,891,063	$ 11,096,741	$ 64,987,804

The notes to the financial statements are an integral part of this statement.

CITY OF VERO BEACH, FLORIDA
RECONCILIATION OF THE STATEMENT OF REVENUES, EXPENDITURES, AND CHANGES IN FUND BALANCES OF GOVERNMENTAL FUNDS TO THE STATEMENT OF ACTIVITIES

YEAR ENDED SEPTEMBER 30, 2025

Net change in fund balances - total governmental funds	$ (953,605)
Amounts reported for governmental activities in the statement of activities are different because:	
Governmental funds report capital outlays and right-to-use leased assets capital outlays as expenditures. However, in the statement of activities, the cost of those assets is allocated over their estimated useful lives and reported as depreciation and amortization expense.	
Purchase of capital assets	2,749,681
Depreciation and amortization expense	(2,410,265)
Note and lease purchase proceeds provide current financial resources to governmental funds in the period issued, but issuing bonds and entering into lease purchases increases long-term liabilities in the statement of net position. Repayment of bond principal and lease purchases is an expenditure in the governmental funds, but the repayment reduces long-term liabilities in the statement of net position.	
Principal payments on long-term liabilities	1,056,733
Issuance of leases	(1,571,098)
Some expenses reported in the statement of activities do not require the use of current financial resources and, therefore, are not reported as expenditures in governmental funds:	
Change in accrual for compensated absences	(1,141,463)
Change in net pension liability and related deferrals	1,675,147
Change in net OPEB liability and related deferrals	599,311
Change in accrued interest on bonds payable	(2,938)
An internal service fund is used by management to charge the costs of certain services to individual governmental funds. The net revenue (expense) attributable to those funds is reported with governmental activities.	
Change in Net Position of Internal Service Funds	56,216
Change in Net Position of Governmental Activities	$ 57,719

The notes to the financial statements are an integral part of this statement.

CITY OF VERO BEACH, FLORIDA
STATEMENT OF REVENUES, EXPENDITURES, AND CHANGES IN FUND BALANCES
BUDGET AND ACTUAL – GENERAL FUND

YEAR ENDED SEPTEMBER 30, 2025

	Budgeted Amounts		Actual	Variance Positive
	Original	Final	Amounts	(Negative)
Revenues:				
Taxes	$ 19,138,714	$ 19,138,714	$ 19,951,800	$ 813,086
Licenses and permits	141,000	141,000	173,223	32,223
Intergovernmental	2,342,122	2,342,122	2,040,816	(301,306)
Grants	50,000	50,000	476,513	426,513
Charges for services	3,910,500	3,910,500	3,958,519	48,019
Fines and forfeitures	300,000	300,000	480,213	180,213
Investment income	1,907,615	1,907,615	2,424,113	516,498
Rentals	310,200	310,200	214,525	(95,675)
Contributions from private sources	15,000	15,000	163	(14,837)
Lease	-	-	149,139	149,139
Miscellaneous	98,800	98,800	145,142	46,342
Total Revenues	28,213,951	28,213,951	30,014,166	1,800,215
Expenditures:				
Current:				
General government	10,668,244	10,668,244	14,168,081	(3,499,837)
Public safety	11,536,324	11,536,324	12,261,944	(725,620)
Transportation	4,418,488	4,418,488	2,969,383	1,449,105
Culture/recreation	5,711,695	5,711,695	5,660,240	51,455
Capital outlay	-	-	287,021	(287,021)
Total Expenditures	32,334,751	32,334,751	35,346,669	(3,011,918)
Deficiency of Revenues Under Expenditures	(4,120,800)	(4,120,800)	(5,332,503)	(1,211,703)
Other Financing Sources (Uses):				
Proceeds from insurance	-	-	211,447	211,447
Sale of assets	2,000	2,000	150,000	148,000
Transfers in	1,939,800	1,939,800	1,875,270	(64,530)
Transfers out	(2,286,008)	(2,286,008)	(180,000)	2,106,008
Total Other Financing Sources (Uses)	(344,208)	(344,208)	2,056,717	2,400,925
Net change in fund balances	(4,465,008)	(4,465,008)	(3,275,786)	1,189,222
Fund balance, beginning of year	3,023,006	3,023,006	57,166,849	54,143,843
Fund balance, end of year	$ (1,442,002)	$ (1,442,002)	$ 53,891,063	$ 55,333,065

CITY OF VERO BEACH, FLORIDA
STATEMENT OF NET POSITION
PROPRIETARY FUNDS

SEPTEMBER 30, 2025

	Business-Type Activities - Enterprise Funds					Governmental Activities
	Water and Sewer System	Municipal Airport	Solid Waste	Nonmajor Enterprise Fund	Total	Internal Service Fund
ASSETS						
Current Assets:						
Equity in pooled cash and investments	$ 21,002,161	$ 7,805,730	$ 701,171	$ -	$ 29,509,062	$ 1,656,772
Receivables, Net:						
Accounts	3,026,843	125,065	377,373	136,280	3,665,561	-
Lease	-	767,552	-	-	767,552	-
Special assessments	112,693	-	-	-	112,693	-
Interest	64,517	12,033	2,186	-	78,736	12,274
Interest - leases	-	36,516	-	-	36,516	-
Due from other governments	2,485	2,479,974	57	12	2,482,528	-
Inventories	923,662	-	-	26,258	949,920	-
Prepaid items	141,928	21,062	39,774	5,570	208,334	45,000
Restricted Assets:						
Equity in pooled cash and investments	1,666,909	603	1,280	-	1,668,792	-
Total Current Assets	26,941,198	11,248,535	1,121,841	168,120	39,479,694	1,714,046
Noncurrent Assets:						
Lease receivable	-	9,615,155	-	-	9,615,155	-
Net pension asset	496,227	73,608	139,060	19,454	728,349	-
Total Noncurrent Assets	496,227	9,688,763	139,060	19,454	10,343,504	-
Capital Assets:						
Land	184,989	1,722,672	-	4,455,853	6,363,514	-
Construction in progress	41,148,895	3,727,015	-	6,941,220	51,817,130	-
Capital Assets Not Being Depreciated	41,333,884	5,449,687	-	11,397,073	58,180,644	-
Capital assets being depreciated	150,246,682	100,498,140	4,412,536	2,548,633	257,705,991	8,047
Accumulated depreciation	(106,797,571)	(46,811,623)	(2,935,075)	(1,969,176)	(158,513,445)	(8,047)
Capital Assets Being Depreciated, Net	43,449,111	53,686,517	1,477,461	579,457	99,192,546	-
Total Capital Assets	84,782,995	59,136,204	1,477,461	11,976,530	157,373,190	-
Total Assets	112,220,420	80,073,502	2,738,362	12,164,104	207,196,388	1,714,046
Deferred Outflows of Resources:						
Deferred outflows related to pensions	30,841	4,578	8,643	1,211	45,273	-
Deferred outflows related to OPEB	1,092,917	66,407	319,811	29,093	1,508,228	-
Total Deferred Outflows of Resources	1,123,758	70,985	328,454	30,304	1,553,501	-
Total Assets and Deferred Outflows of Resources	$ 113,344,178	$ 80,144,487	$ 3,066,816	$ 12,194,408	$ 208,749,889	$ 1,714,046

The notes to the financial statements are an integral part of this statement.

CITY OF VERO BEACH, FLORIDA
STATEMENT OF NET POSITION (CONTINUED)
PROPRIETARY FUNDS

SEPTEMBER 30, 2025

	Business-Type Activities - Enterprise Funds					Governmental Activities
	Water and Sewer System	Municipal Airport	Solid Waste	Nonmajor Enterprise Fund	Total	Internal Service Fund
LIABILITIES						
Current Liabilities:						
Accounts and contracts payable	$ 13,482,696	$ 349,615	4,651	$ 1,301,792	$ 15,138,754	$ -
Accrued liabilities	187,038	35,526	41,938	14,805	279,307	-
Claims payable	-	-	-	-	-	63,859
Customer deposits	-	713,746	600	155,886	870,232	-
Current portion of compensated absences	53,094	14,842	29,416	1,041	98,393	-
Revenue notes payable, not payable from restricted assets	700,668	16,206	48,065	-	764,939	-
Current portion of unearned revenue	-	10,373	-	-	10,373	-
Lease payable	39,605	-	-	17,012	56,617	-
Interest payable - leases	-	-	-	308	308	-
Payable from Restricted Assets:						
Accrued interest payable	22,014	603	1,280	-	23,897	-
Capital project deposit	636,371	-	-	-	636,371	-
Customer deposits	1,008,524	-	-	-	1,008,524	-
Total Current Liabilities	16,130,010	1,140,911	125,950	1,490,844	18,887,715	63,859
Noncurrent Liabilities, Net of Current Portion:						
Compensated absences	1,008,799	281,996	558,896	19,788	1,869,479	-
Revenue notes payable	2,992,466	402	50,412	-	3,043,280	-
Claims payable	-	-	-	-	-	148,997
Unearned revenue	-	151,341	-	13,744	165,085	-
Net other postemployment benefits liability	4,016,303	297,849	1,416,757	80,850	5,811,759	-
Total Noncurrent Liabilities	8,017,568	731,588	2,026,065	114,382	10,889,603	148,997
Total Liabilities	24,147,578	1,872,499	2,152,015	1,605,226	29,777,318	212,856
DEFERRED INFLOWS OF RESOURCES						
Deferred inflows related to leases	-	10,010,381	-	-	10,010,381	-
Deferred inflows related to pensions	2,621,553	389,042	734,670	102,882	3,848,147	-
Deferred inflows related to OPEB	574,401	31,178	161,528	28,640	795,747	-
Total Deferred Inflows of Resources	3,195,954	10,430,601	896,198	131,522	14,654,275	-
NET POSITION						
Net investment in capital assets	68,930,560	58,828,075	1,378,984	11,958,518	141,096,137	-
Unrestricted	17,070,086	9,013,312	(1,360,381)	(1,500,858)	23,222,159	1,501,190
Total Net Position	86,000,646	67,841,387	18,603	10,457,660	164,318,296	1,501,190
Total Liabilities, Deferred Inflows, and Net Position	$ 113,344,178	$ 80,144,487	$ 3,066,816	$ 12,194,408	$ 208,749,889	$ 1,714,046

CITY OF VERO BEACH, FLORIDA
STATEMENT OF REVENUES, EXPENSES, AND CHANGES IN NET POSITION
PROPRIETARY FUNDS

YEAR ENDED SEPTEMBER 30, 2025

	Business-Type Activities - Enterprise Funds					Governmental Activities
	Water and Sewer System	Municipal Airport	Solid Waste	Nonmajor Enterprise Fund	Total	Internal Service Fund
Operating Revenues:						
Charges for services	$ 27,684,507	$ 5,806,709	$ 3,774,635	$ 2,079,546	$ 39,345,397	$ -
Operating Expenses:						
Production	5,577,916	-	-	-	5,577,916	-
Transmission and distribution	6,228,929	-	-	-	6,228,929	-
Administrative and general	4,139,489	-	-	-	4,139,489	-
Pollution control	586,813	-	-	-	586,813	-
Customer service	689,807	-	-	-	689,807	-
Claims expense	-	-	-	-	-	15,332
Operating charges	-	4,041,425	3,330,682	1,846,345	9,218,452	-
Depreciation and amortization	3,936,440	4,096,486	290,885	57,002	8,380,813	-
Total Operating Expenses	21,159,394	8,137,911	3,621,567	1,903,347	34,822,219	15,332
Operating (Loss) Income	6,525,113	(2,331,202)	153,068	176,199	4,523,178	(15,332)
Nonoperating Revenues (Expenses):						
Investment income	833,905	178,491	23,304	23,689	1,059,389	71,548
Interest/amortization expense	(120,991)	(814)	(11,495)	-	(133,300)	-
Federal and state grant reimbursements	-	-	-	955,000	955,000	-
Miscellaneous revenue	96,468	13,359	56,600	54,825	221,252	-
Total Nonoperating Revenues (Expenses)	809,382	191,036	68,409	1,033,514	2,102,341	71,548
(Loss) Income Before Capital Contributions and Transfers	7,334,495	(2,140,166)	221,477	1,209,713	6,625,519	56,216
Capital Contributions and Transfers:						
Capital grants and contributions	10,149,338	4,135,216	-	-	14,284,554	-
Transfers out	(1,571,800)	-	(220,000)	(148,000)	(1,939,800)	-
Total Capital Contributions and Transfers	8,577,538	4,135,216	(220,000)	(148,000)	12,344,754	-
Changes in net position	15,912,033	1,995,050	1,477	1,061,713	18,970,273	56,216
Net position, beginning of year	66,355,161	65,846,337	-	9,413,073	141,614,571	1,444,974
Restatement	3,733,452	-	17,126	(17,126)	3,733,452	-
Net position beginning of year - as restated	70,088,613	65,846,337	17,126	9,395,947	145,348,023	1,444,974
Net position, end of year	$ 86,000,646	$ 67,841,387	$ 18,603	$ 10,457,660	$ 164,318,296	$ 1,501,190

The notes to the financial statements are an integral part of this statement.

CITY OF VERO BEACH, FLORIDA
STATEMENT OF CASH FLOWS
PROPRIETARY FUNDS

YEAR ENDED SEPTEMBER 30, 2025

	Business-Type Activities - Enterprise Funds					Governmental Activities
	Water and Sewer System	Municipal Airport	Solid Waste	Nonmajor Enterprise Funds	Total	Internal Service Funds
Cash flows from operating activities:						
Receipts from customers and users	$ 27,085,919	$ 5,870,669	$ 3,842,689	$ 2,138,304	$ 38,937,581	$ -
Payment to vendors	(10,068,843)	(2,632,533)	(1,326,522)	(2,056,300)	(16,084,198)	-
Payments for personnel services	(7,068,170)	(1,526,995)	(2,157,894)	(945,190)	(11,698,249)	-
Benefit payments	-	-	-	-	-	(15,331)
Net cash flows from operating activities	9,948,906	1,711,141	358,273	(863,186)	11,155,134	(15,331)
Cash flows from noncapital financing activities:						
Grant reimbursements	-	-	-	955,000	955,000	-
Transfers out	(1,571,800)	-	(220,000)	(148,000)	(1,939,800)	-
Net cash flows from noncapital financing activities	(1,571,800)	-	(220,000)	807,000	(984,800)	-
Cash flows from capital and related financing activities:						
Purchase of capital assets	(17,218,261)	(4,509,279)	(566,324)	(2,113,955)	(24,407,819)	-
Capital contributions	10,149,338	2,405,779	-	-	12,555,117	-
Principal paid on bonds, notes and leases	(695,424)	(16,206)	(57,003)	-	(768,633)	-
Interest and agent fees paid on long-term financing	(120,992)	(814)	(11,495)	-	(133,301)	-
Net cash flows from capital and related financing activities	(7,885,339)	(2,120,520)	(634,822)	(2,113,955)	(12,754,636)	-
Cash flows from investing activities:						
Purchases of pooled investments	(2,191,553)	(2,133,515)	(475,862)	-	(4,800,930)	(318,420)
Proceeds from sale and maturity of pooled investments	5,236,071	1,389,316	389,710	569,300	7,584,397	72,303
Interest received	842,077	182,938	23,868	24,249	1,073,132	73,199
Net cash flows from investing activities	3,886,595	(561,261)	(62,284)	593,549	3,856,599	(172,918)
Net change in cash and cash equivalents	4,378,362	(970,640)	(558,833)	(1,576,592)	1,272,297	(188,249)
Cash and cash equivalents, beginning of year	2,661,231	4,350,528	698,625	1,576,592	9,286,976	195,220
Cash and cash equivalents, end of year	$ 7,039,593	$ 3,379,888	$ 139,792	$ -	$ 10,559,273	$ 6,971
Cash and cash equivalents classified as:						
Equity in pooled cash and investments	$ 21,002,161	$ 7,805,730	$ 701,171	$ -	$ 29,509,062	$ 1,656,772
Restricted assets:						
Current:						
Equity in pooled cash and investments	1,666,909	603	1,280	-	1,668,792	-
Less investments not meeting definition of cash equivalents	(15,629,477)	(4,426,445)	(562,659)	-	(20,618,581)	(1,649,801)
	$ 7,039,593	$ 3,379,888	$ 139,792	$ -	$ 10,559,273	$ 6,971

The notes to the financial statements are an integral part of this statement.

CITY OF VERO BEACH, FLORIDA
STATEMENT OF CASH FLOWS (CONTINUED)
PROPRIETARY FUNDS

YEAR ENDED SEPTEMBER 30, 2025

	Business-Type Activities - Enterprise Funds					Governmental Activities
	Water and Sewer System	Municipal Airport	Solid Waste	Nonmajor Enterprise Fund	Total	Internal Service Fund
Reconciliation of net operating income (loss) to net cash flows from operating activites:						
Operating income (loss)	$ 6,525,113	$ (2,331,202)	$ 153,068	$ 176,199	$ 4,523,178	$ (15,332)
Adjustments to reconcile operating income (loss) to net cash flows from operating activities:						
Depreciation and amortization expense	3,936,440	4,096,486	290,885	57,002	8,380,813	-
Miscellaneous revenue	96,468	13,359	56,600	54,825	221,252	-
Change in assets, liabilities, deferred inflows, and deferred outflows:			-			
Accounts receivable	(739,941)	85,331	10,854	(56,122)	(699,878)	-
Leases receivable	-	824,877	-	-	824,877	
Special assessments receivable	8,112	-	-	-	8,112	-
Prepaid items	(141,928)	(21,062)	(39,774)	-	(202,764)	
Inventories	125,925	-	-	-	125,925	-
Deferred outflows related to pensions	40,722	6,043	11,412	(1,211)	56,966	-
Deferred outflows related to other post employment benefits	(917,449)	(57,039)	(264,062)	(29,093)	(1,267,643)	
Accounts and contracts payable	910,036	(48,835)	(33,735)	(622,728)	204,738	1
Accrued liabilities	53,675	17,725	10,826	(211)	82,015	-
Accrued compensated absences	49,368	60,552	165,055	1,906	276,881	-
Unearned revenue	-	(89,313)	-	-	(89,313)	-
Net pension asset	(1,123,721)	(166,761)	(314,914)	(44,100)	(1,649,496)	-
Net other postemployment benefits liability	948,257	58,954	272,929	21,111	1,301,251	-
Deferred inflows related to pensions	273,109	40,530	76,537	(477,879)	(87,703)	-
Deferred inflows related to other post employment benefits	(132,053)	(8,210)	(38,008)	(2,940)	(181,211)	
Deferred inflows related to leases	-	(912,160)	-	-	(912,160)	
Customer deposits	36,773	141,866	600	60,055	239,294	-
Total adjustments	3,423,793	4,042,343	205,205	(1,039,385)	6,631,956	1
Net cash flows from operating activities	$ 9,948,906	$ 1,711,141	$ 358,273	$ (863,186)	$ 11,155,134	$ (15,331)

The notes to the financial statements are an integral part of this statement.

CITY OF VERO BEACH, FLORIDA
STATEMENT OF FIDUCIARY NET POSITION
FIDUCIARY FUNDS

SEPTEMBER 30, 2025

	Pension and Other Postemployment Benefits Trust Funds
ASSETS	
Cash and cash equivalents	$ 40
Interest receivable	93,068
Investments:	
Money market mutual funds	2,038,537
Mutual fund investments - equities	90,746,436
Mutual fund investments - fixed income	46,871,614
Corporate stocks	30,230,682
Corporate bonds	2,511,285
Treasury and agency bonds and notes	4,155,995
Real estate	11,656,764
Mortgage/asset backed securities	4,028,854
Municipal bonds and notes	46,461
Total Investments	192,286,628
Total Assets	192,379,736
NET POSITION	
Restricted for pension benefits	183,881,649
Restricted for OPEB benefits	8,498,087
Total Net Position	$ 192,379,736

The notes to the financial statements are an integral part of this statement.

CITY OF VERO BEACH, FLORIDA
STATEMENT OF CHANGES IN FIDUCIARY NET POSITION
FIDUCIARY FUNDS

SEPTEMBER 30, 2025

	Pension and Other Postemployment Benefits Trust Funds
ADDITIONS	
Contributions:	
Employer	$ 9,108,762
Plan members	339,805
State (passed through the Police & Firefighter's Premium Tax Trust Fund)	690,565
Total Contributions	10,139,132
Investment Income:	
Interest and dividends	1,663,213
Net appreciation in fair value of investments	17,113,781
Total Investment Income	18,776,994
Investment expense	(498,004)
Net Investment Income	18,278,990
Total Additions	28,418,122
DEDUCTIONS	
Benefit payments	15,566,955
Refunds of contributions	53,941
Administrative expenses	225,946
Total Deductions	15,846,842
Change in net position	12,571,280
Net position restricted for pension and OPEB benefits, beginning of year	179,808,456
Net position restricted for pension and OPEB benefits, end of year	$ 192,379,736

The notes to the financial statements are an integral part of this statement.

NOTES TO THE FINANCIAL STATEMENTS

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Note 1—Summary of significant accounting policies

The City of Vero Beach, Florida (the "City"), located in Indian River County, is a political subdivision of the state of Florida pursuant to Article VIII, Section 1(a) of the Constitution of the State of Florida. The legislative branch of the City is composed of a five-member elected Council. The City Council is governed by the City Charter and by state and local laws and regulations. The City Council is responsible for the establishment and adoption of policy. The execution of such policy is the responsibility of the Council appointed City Manager.

The financial statements of the City have been prepared in conformity with accounting principles generally accepted in the United States ("U.S. GAAP") as applied to governmental units. U.S. GAAP requires management to make use of estimates that affect reported amounts in the basic financial statements. Actual results could differ from estimates. The more significant of the City's accounting policies are described below:

Reporting Entity – The accompanying financial statements present the financial position, results of operations, and cash flows of the City of Vero Beach, Florida, the primary government. The reporting entity for the City includes all functions of government for which the City Council is considered to be financially accountable.

Government-Wide and Fund Financial Statements

The government-wide financial statements (i.e., the Statement of Net Position and the Statement of Activities) report information on all of the nonfiduciary activities of the primary government. For the most part, the effect of interfund transfer activity has been removed from these statements, but interfund services provided and used are not eliminated in the process of consolidation. *Governmental activities*, which normally are supported by taxes and intergovernmental revenues, are reported separately from *business-type activities*, which rely to a significant extent on fees and charges for support.

The Statement of Activities demonstrates the degree to which the direct expenses of a given function or segment are offset by program revenues. *Direct expenses* are those that are clearly identifiable with a specific function or segment. *Program revenues* include (1) charges to customers or applicants who purchase, use, or directly benefit from goods, services, or privileges provided by a given function or segment and (2) grants and contributions that are restricted to meeting the operational or capital requirements of a particular function or segment. Taxes and other items not properly included among program revenues are reported instead as *general revenues*.

Separate financial statements are provided for governmental funds, proprietary funds, and fiduciary funds, even though the latter are excluded from the government-wide financial statements. Government Accounting Standards Board ("GASB") Statement No. 34, *Basic Financial Statements and Management Discussion and Analysis for State and Local Governments,* sets forth minimum criteria (percentage of the assets, liabilities, revenues, or expenditures/expenses of either fund category or the governmental and enterprise funds combined) for the determination of major funds. Major individual governmental funds are reported as separate columns in the fund financial statements.

Note 1—Summary of significant accounting policies (continued)

Measurement Focus, Basis of Accounting, and Financial Statement Presentation

The government-wide financial statements are reported using the *economic resources measurement focus* and the *accrual basis of accounting*, as are the proprietary and fiduciary fund financial statements. Custodial funds, a type of fiduciary fund, are unlike all other types of funds, reporting only assets and liabilities. Therefore, custodial funds cannot be said to have a measurement focus. They do, however, use the accrual basis of accounting to recognize receivables and payables.

Revenues are recorded when earned and expenses are recorded when a liability is incurred, regardless of the timing of the related cash flows. Property taxes are recognized as revenues in the year for which they are levied. Grants and similar items are recognized as revenue as soon as all eligibility requirements imposed by the provider have been met.

In applying the “susceptible to accrual” concept to intergovernmental revenues pursuant to GASB Statement No. 33, *Accounting and Financial Reporting for Nonexchange Transactions,* as amended by GASB Statement No. 36, *Recipient Reporting of Certain Shared Nonexchange Revenues* (the City may act as either provider or recipient), the City recognizes receivables and revenue when the applicable eligibility requirements, including time requirements, are met. Resources transmitted before the eligibility requirements are presented as unearned revenue by the City.

Governmental fund financial statements are reported using the *current financial resources measurement focus* and the *modified accrual basis of accounting*. Revenues are recognized as soon as they are both measurable and available. “Available” means collectible within the current period or soon enough thereafter to be used to pay liabilities of the current period. For this purpose, the City considers revenues to be available if they are collected within 60 days of the end of the current fiscal period. All revenues are considered measurable and available only when cash is received by the City. Property taxes, utility taxes, communications taxes, sales taxes, fuel taxes, grant revenue, interest revenue, charges for services, and certain intergovernmental revenues are considered measurable and available and are thus susceptible to accrual. Local business tax revenues are not considered available, since neither a legally enforceable claim exists nor were the related services provided before October 1, 2025. Expenditures are generally recognized under the modified accrual basis of accounting when the related fund liability is incurred, if measurable. Exceptions to this general rule are principal and interest on general long-term obligations, as well as expenditures related to compensated absences and claims and judgements, which are recognized when due.

Property taxes, utility taxes, communication taxes, sales and fuel taxes, licenses, and interest associated with the current fiscal period are all considered to be susceptible to accrual and so have been recognized as revenues in the current fiscal period. Only the portion of special assessments receivable due within the current fiscal period is considered to be susceptible to accrual as revenue of the current period. All other revenue items are considered to be measurable and available only when the government receives cash.

The government reports the following major governmental fund:

> The *General Fund* is the government’s primary operating fund. It accounts for all financial resources of the general government, except those accounted for and reported in another fund.

Note 1—Summary of significant accounting policies (continued)

The government reports the following major proprietary funds:

The *Water and Sewer System Fund* accounts for the activities of the government's water and sewer system for provision of water and sewer services to the customers within the designated service areas.

The *Municipal* A*irport Fund* accounts for the activities of the government's general aviation airport.

The *Solid Waste Fund* accounts for the collection and disposal of household and commercial waste.

Additionally, the government reports the following fund types:

Special Revenue Funds are used to account for and report the proceeds of specific revenue sources that are restricted or committed to expenditure for specified purposes other than debt service or capital projects.

Capital Projects Funds are used to account for and report financial resources that are restricted, committed, or assigned to expenditure for capital outlays, including the acquisition or construction of capital facilities and other capital assets.

Debt Service Funds are used to account for and report financial resources that are restricted, committed, or assigned to expenditure for principal and interest.

The *Permanent Fund* accounts for assets that are permanently restricted for cemetery care. The principal must be maintained intact and invested.

The *Pension and Other Postemployment Benefits (OPEB) Trust Funds* account for the activities of the General Employee Retirement Plan, the Police Officers' Retirement Fund, the Firefighter's Relief and Pension Fund, and the Other Postemployment Benefits plan, which accumulate resources for pension benefit and retiree health insurance payments for qualified City employees, police officers, and firefighters.

The *Internal Service Fund* accounts for self-insurance services provided to other departments of the City on a cost reimbursement basis for workers' compensation.

As a general rule the effect of interfund activity has been eliminated from the government-wide financial statements. However, interfund services provided and used, such as vehicle maintenance charges from the government's Fleet Management to various other functions of the government, are not eliminated in the statement of activities.

Note 1—Summary of significant accounting policies (continued)

Amounts reported as *Program Revenues* include: (1) charges to customers or applicants for goods, services, or privileges provided, (2) operating grants and contributions, and (3) capital grants and contributions, including special assessments. Internally dedicated resources are reported as general revenues rather than as program revenues. Likewise, general revenues include all taxes.

Proprietary funds distinguish *operating* revenues and expenses from *nonoperating* items. Operating revenues and expenses generally result from providing services and producing and delivering goods in connection with a proprietary fund's principal ongoing operations. The principal operating revenues of the City's enterprise funds and internal service funds are charges to customers for sales and services. Operating expenses for enterprise funds and internal service funds include cost of sales and services, administrative expenses, and depreciation and amortization on capital assets. All revenues and expenses not meeting this definition are reported as nonoperating revenues and expenses.

Restricted net position represents resources subject to restrictions beyond the City's control. The restrictions may be externally imposed or imposed by law. When both restricted and unrestricted resources are available for use, it is the government's policy to use restricted resources first, and then unrestricted resources as needed.

Assets, Deferred Outflows of Resources, Liabilities, Deferred Inflows of Resources, and Equity

Deposits and Investments – The City, for accounting and investment purposes, maintains a pooled cash and investment account for all funds. This gives the City the ability to invest large amounts of idle cash for short periods of time and to maximize earning potential. The "equity in pooled cash and investments" represents the amount owned by each fund. For purposes of the statement of cash flows, the City considers all highly liquid investments (including restricted assets) with maturities of three months or less when purchased to be cash equivalents. Pooled investments consist of U.S. Government Obligations, Wells Fargo Advantage Funds, Regions Bank, and the Florida State Board of Administration's Local Government Investment Pool (SBA).

Investments, including those for Pension and Other Postemployment Benefits (OPEB) Trust Funds, are stated at fair value or amortized cost. Income from investments held by the individual funds is recorded in the respective fund as it is earned. All other investments owned by the City are accounted for in the City's investment pool. Income earned, from cash and pooled investments, is allocated to the respective funds based upon average monthly cash balances. All fair market valuations are based on quoted market prices.

Receivables and Payables – Activity between funds that are representative of lending or borrowing arrangements outstanding at the end of the fiscal year of a short-term nature and any other outstanding balances between funds are reported as due to and from other funds. The long-term portion of any borrowings between funds is reported as advances to and from other funds. Long-term advances of the governmental funds are recorded by the advancing fund as a receivable and a reservation of fund balance. Repayments reduce the corresponding receivable and the reserve. Any residual outstanding balances between the governmental activities and business-type activities at year-end are reported in the government-wide financial statements as internal balances.

All accounts and notes receivable are reported net of any allowances for uncollectibles.

Note 1—Summary of significant accounting policies (continued)

Lease Receivables – The City's lease receivables are measured at the present value of lease payments expected to be received during the lease term. Under the lease agreements, the City may receive variable lease payments that are dependent upon the lessee's revenue. The variable payments are recorded as an inflow of resources in the period the payment is received.

A deferred inflow of resources is recorded for the lease. The deferred inflow of resources is recorded at the initiation of the lease in an amount equal to the initial recording of the lease receivable. The deferred inflow of resources is amortized on a straight-line basis over the term of the lease.

Restricted Assets – Certain assets of the governmental activities, representing equity in pooled investments, are classified as restricted on the statement of net position because they are limited as to use by federal, state, or local law.

Certain proceeds of the City's enterprise revenue notes, as well as certain resources set aside for their repayment, are classified as restricted assets on the statement of net position because their use is limited by applicable bond and note covenants.

Other Assets – Inventories are comprised of materials and supplies held for consumption and are stated at cost on the basis of the weighted average method of accounting for the General Fund, Water and Sewer Fund, and the Municipal Marina Fund. The weighted average method of inventory results is charged against expense on the basis of an average of the number of units acquired at each price level. Inventories are recognized as expenditures when they are used (consumption method), as opposed to when they are acquired (purchase method).

Prepaid costs consist of compensation costs that have been prepaid for the next fiscal year.

Inventory balances in the governmental fund types are offset by a fund balance reserve that indicates they do not constitute "available spendable resources", even though they are a component of net current assets.

Capital Assets – Capital assets, including land, buildings, improvements other than buildings, intangible assets (i.e., software, easements, and right-of-ways), infrastructure (i.e., roads, bridges, sidewalks, and similar items) and equipment, are reported in the applicable governmental or business-type activities columns in the government-wide financial statements. The City defines capital assets as assets with an initial cost of $1,000 or more and an estimated useful life of more than one year. Such assets are recorded at historical cost or estimated historical cost if constructed. Contributions or donations of capital assets received from federal, state, or local sources are recorded as contributions when received and are stated at acquisition value.

Major outlays for capital assets and improvements are capitalized as projects are constructed. The costs of normal maintenance and repairs that do not improve or extend the life of the respective assets are not capitalized.

The right-to-use lease and subscription assets are initially measured at an amount equal to the present value of the related liability plus any lease or subscription payments made prior to the lease or subscription term, less lease or subscription incentives, and plus ancillary charges necessary to place the leased or subscription asset into service. The right-to-use lease and subscription assets are amortized on a straight-line basis over the life of the related lease or subscription.

Note 1—Summary of significant accounting policies (continued)

Capital assets are depreciated or amortized using the straight-line method over the following estimated useful lives:

	Years
Buildings	40-50
Non-building improvements	10-20
Infrastructure	15-30
Machinery, equipment, software, and other	3-15
Subscription-based or leased assets	Term of the arrangement

Compensated Absences – Employees accrue personal leave or compensated absences by prescribed formula based on length of service. The costs of paid time off accrued as a liability for leave that has not been used if: (a) the leave is attributable to services already rendered, (b) the leave accumulates, and (c) the leave is more likely than not to be used for time off or otherwise paid in cash. All compensated absences are accrued the above conditions are met in the government-wide and proprietary fund financial statements as accrued liabilities. A liability for these amounts is reported in the governmental funds only if they have matured, for example, as a result of employee resignations and retirements. The value of accumulated benefits earned by employees that may be used in subsequent years or paid upon termination or retirement, is recorded as long-term debt in the government-wide statements. The current portion of this debt is estimated based on historical trends.

It is the City's policy to grant all full-time employees annual leave between 10 and 25 days per year based upon the number of years of employment. In July 2012 (for employees not covered under a collective bargaining agreement) and in April 2015 (for those employees who are covered under collective bargaining) current annual leave balances were frozen. In additional to the frozen accrual, annual leave may be accumulated up to a limit of 25 working days for general employees and police officers (except lieutenants). Upon termination, the employee receives a cash payment for unused annual leave hours based upon the employee's then current wage rate.

Medical leave accrues to all full-time, permanent employees at a rate of one workday per month starting during the first full month of employment. In July 2012 (for employees not covered under a collective bargaining agreement) and in April 2015 (for those employees who are covered under collective bargaining) current medical leave balances were frozen. Medical leave may be accumulated up to a maximum of 180 days in addition to the frozen balance.

All eligible employees who leave the City due to resignation, retirement, permanent disability, or death, and who have been employed by the City for at least one year, receive a cash payment amount equal to the employee's accrued frozen medical leave (up to a maximum of 120 days) multiplied by 3% to 4% based on years of service (up to a maximum of 33 years) at the employee's final pay rate. For employees with more than one but less than three years of service, the minimum payment is 10%.

Accrued medical leave in excess of the frozen amount is not eligible for a cash payout. In accordance with various specific provisions of existing City retirement plans and state law, however, medical leave in excess of the amounts paid out may be used to increase an employee's length of continuous service or the calculation of pensionable wages for retirement benefits.

Accumulated compensated absences for annual leave and frozen medical leave are recorded as liabilities in the government-wide and the proprietary funds when incurred. An expense for these amounts is reported in the governmental fund only if they have matured, for example, as a result of employee resignations and retirements.

Note 1—Summary of significant accounting policies (continued)

Long-Term Obligations – In the government-wide financial statements, and proprietary fund types in the fund financial statements, long-term debt and other long-term obligations are reported as liabilities in the applicable governmental activities, business-type activities, or proprietary fund type statement of net position. In the proprietary funds bond premiums and discounts, are deferred and amortized over the life of the bonds using the straight-line method which approximates the effective interest method. Bonds payable are recorded net of the applicable bond premium or discount.

In the fund financial statements, governmental fund types recognize bond premium and discounts, as well as debt issuance costs, during the current period. The face amount of debt issued is reported as other financing sources. Premiums received on debt issuances are reported as other financing sources while discounts on debt issuances are reported as other financing uses. Issuance costs, whether or not withheld from the actual debt proceeds received, are reported as debt service expenditures.

Deferred Inflows and Deferred Outflows of Resources – In addition to assets and liabilities, the statement of financial position will sometimes report separate sections for deferred outflows of resources and deferred inflows of resources. Deferred outflows of resources represent a consumption of net assets that applies to a future period(s) and so will not be recognized as an outflow of resources (expenditure/expense) until that time. Deferred inflows of resources represent an acquisition of net assets that applies to a future period(s) and so will not be recognized as an inflow of resources (revenue) until that time. The governmental funds report unavailable revenues, which arise only under a modified accrual basis of accounting and deferred inflows related to leasing activity. These amounts are deferred and recognized as an inflow of resources in the period the amounts become available. The governmental and business-type activities report deferred outflows and deferred inflows of resources related to the pension and other postemployment benefit plans and leases.

Fund Balance – Governmental funds report nonspendable fund balance for amounts that cannot be spent because they are either (a) not in spendable form or (b) legally or contractually required to be maintained intact. Restricted fund balance is reported when externally imposed constraints are placed on the use of resources by grantors, contributors, or laws or regulations of other governments. Committed fund balance is reported for amounts that can only be used for specific purposes pursuant to constraints imposed by formal action of the City Council (the government's highest level of decision-making authority). A formal resolution of the City Council is required to establish, modify, or rescind a fund balance commitment. The City reports assigned fund balance for amounts that are constrained by the government's intent to be used for specific purposes, but are neither restricted nor committed. Unassigned fund balance is the residual classification for the General Fund or negative fund balance in other governmental funds.

When the government incurs an expenditure for purposes for which various fund balance classifications can be used, it is the government's policy to use restricted fund balance first, then committed fund balance, assigned fund balance, and finally unassigned fund balance.

Interfund Transactions – During the course of normal operations, the City has numerous transactions between funds. The accompanying financial statements generally reflect such transactions as transfers. Transfers between governmental or proprietary funds are netted as part of the reconciliation to the government-wide financial statements. Internal service funds are used to record charges for services to all City departments and funds as transfers or operating revenue. All City funds record these payments to the internal service funds as transfers or operating expenses.

Note 1—Summary of significant accounting policies (continued)

Use of Estimates – The preparation of financial statements in conformity with U.S. GAAP requires management to make estimates and assumptions that affect the amounts reported in the financial statements and accompanying notes. Actual results may differ from those estimates. The City utilizes various investment instruments which are exposed to various risks, such as interest rate, credit, and overall market volatility. Due to the level of risk associated with certain investment securities, it is reasonably possible that changes in the values of investment securities will occur in the near term and that such changes could materially affect the amounts reported in the financial statements.

New Accounting Pronouncements – Effective October 1, 2024, the City implemented the provisions of GASB Statement No. 101, *Compensated Absences*. The Statement establishes a unified recognition and measurement model that will result in a liability for compensated absences that more appropriately reflects when an obligation is incurred. A liability is recognized for leave that is attributable to services already rendered, accumulates, and it more likely than not to be used or otherwise paid. The implementation of this standard did not have a material impact on the City's financial statements.

The City also implemented the provisions of GASB Statement No. 102, Certain Risk Disclosures as of October 1, 2024. This Statement requires a government to assess whether a concentration or constraint makes the primary government reporting unit or other reporting units that report a liability for revenue debt vulnerable to the risk of a substantial impact. Additionally, this Statement requires a government to assess whether an event or events associated with a concentration or constraint that could cause the substantial impact have occurred, have begun to occur, or are more likely than not to begin to occur within 12 months of the date the financial statements are issued. The implementation of this standard did not have a material impact on the City's financial statements.

Note 2—Budgetary information

The City follows the procedures set forth below in establishing the budgetary data reflected in the financial statements:

Budgets are legally adopted for the General Fund, Enterprise Funds, and an Internal Service Fund. Nonmajor funds with legally adopted budgets include the Special Revenue Funds for Confiscated Property, Law Enforcement Education, and the Historic Downtown Vero Beach Economic Development Zone, the two capital projects funds and the Cemetery permanent fund.

The budget process begins in February and ends in September. Through a series of discussions and public meetings, the City's level of service goals and anticipated revenues and expenditures for the next fiscal year are discussed and documented as the Annual Budget.

- Revenues are projected from rate structures, historical data, estimates, and statistical trends available from City sources and outside agencies.
- Expenditures are estimated on cost analyses, expected needs, and historical data produced by the finance and operating departments.

In July of each year, the City Manager presents a proposed annual budget to the City Council for the fiscal year beginning the following October 1st. In a series of meetings that are open to the public, the City Council meets to review the budget and thoroughly discuss it in detail and in overview.

The final adoption of the City's budget complies with the "Truth in Millage" Statute of Florida that mandates two public hearings prior to adoption of the ad valorem tax millage rate and the budget. Prior to October 1 of each year, the public hearings are completed and the Council adopts the Final Budget and establishes the ad valorem tax millage rate.

Note 2—Budgetary information (continued)

The budget may be formally amended by City Council at any time during the fiscal year; however, in practice, it is usually amended one or two times per year to recognize changes in projected revenues and expenditures for the General Fund, Enterprise Funds, and capital projects funds. Budget amounts shown in the financial statements reflect the amendments to the originally adopted budget.

The City Manager is authorized to reassign resources among the various account line items within an individual department without City Council approval, provided the department's budgeted appropriation is not overspent in total. In addition, the City Manager may transfer resources among departments that are in the same fund without City Council approval provided such transfer does not: 1) exceed $50,000 in any one fiscal year and 2) does not exceed the total appropriation for that fund. As a result, the most stringent level of budgetary control is the departmental level and the supplementary budget comparisons provide sufficient detail to demonstrate compliance at both the department and fund levels.

All legally adopted budgets are prepared in accordance with generally accepted accounting principles. Appropriations lapse at the end of the fiscal year.

Expenditures in excess of appropriations – The City's legal level of control is established at the fund level. For the year ended September 30, 2025, the City's general fund expenditures exceeded appropriations in the City's final budget by $3,011,918.

Note 3—Deposits and investments

Following is a reconciliation of deposit and investment balances as of September 30, 2025:

Statement of net position:	
Equity in pooled cash and investments	$ 94,543,406
Cash with fiscal agent	1,659,286
Restricted assets:	
Equity in pooled cash and investments	1,668,792
Statement of fiduciary net position:	
Pension Trust funds:	
Cash and investments	183,788,581
OPEB Trust fund:	
Cash and investments	8,498,087
	$ 290,158,152
Deposits and investments:	
Bank deposits:	
Checking and savings accounts	$ 10,169,797
Cash with fiscal agent	1,659,286
Investments:	
Cash and investment pool	86,018,151
Pension trust fund cash and investments	183,788,581
OPEB trust fund cash and investments	8,498,087
Cash on hand	24,250
	$ 290,158,152

Note 3—Deposits and investments (continued)

Custodial Credit Risk – Deposits – Custodial credit risk is the risk that, in the event of a bank failure, the City's deposits might not be returned. The City's cash deposits are fully insured by either federal depository insurance or by the multiple financial institution collateral pool pursuant to the Public Depository Security Act of the state of Florida.

The City maintains a cash and investment pool that is available for use by all funds except the Pension and OPEB Trust Funds. Each fund type's portion of this pool is displayed on the combined balance sheet as "Equity in Pooled Cash and Investments".

City ordinances authorize the City to make investments through authorized depositories. The City's investment policy is designed to mirror the guidelines set forth in Florida Statute Section 218.415(15). As prescribed by the Florida statutes and City ordinance, the City's investment portfolio at September 30, 2025, and for the year then ended, includes money market mutual fund investments with Allspring (formerly Wells Fargo Asset Management) and Regions Bank, the Florida State Board of Administration's Local Government Surplus Funds Trust Fund Investment Pool ("SBA"), and investment in obligations of the U.S. Treasury and federal instrumentalities.

In late 2021 Wells Fargo Asset Management was acquired by Allspring. The City utilizes the Allspring Government Money Market Fund – GVIXX, considered a money market mutual fund, to invest a portion of its pooled cash. The fund invests exclusively in high-quality, short-term money market instruments that consist of U.S. government obligations and repurchase agreements collateralized by U.S. government obligations. This fund is rated AAAm by Standard & Poor's and Aaa-mf by Moody's.

Regions Bank serves as a Custodian for the investments of the City of Vero Beach. In accordance with the Custody Agreement, Regions Bank invests cash and funds not otherwise invested in the Fidelity Institutional Money Market Government Portfolio – Class I (FIGXX), which is rated AAAm by Standard & Poor's and Aaa-mf by Moody's, and is also considered a money market mutual fund.

The City has retained Insight Investment (formerly called Cutwater Asset Management (a subsidiary of Bank of New York Mellon) as the City's investment advisor for funds held with Regions Bank. Insight is responsible for the investment management of the City's assets in U.S. Treasury Notes, rated AA+ long-term /A-1+ short-term by Standard & Poor's and Aaa by Moody's. The City also has investments in various federal instrumentalities and government-sponsored enterprises, including; Federal Home Loan Bank, Federal Farm Credit Bank, Federal National Mortgage Association, Federal Home Loan Mortgage Corporation, and Overseas Private Investment Corporation. The federal instrumentalities, which were assigned ratings by Standard & Poor's, were all rated AA+.

SBA investments are held in Florida PRIME which is an open-pool investment fund operated by the SBA that operates in essentially the same fashion as a mutual fund and is open to non-pension assets of all Florida governmental entities. Florida PRIME is rated AAAm by Standard & Poor's and will buy only top tier, money-market assets of the highest quality. It is a qualifying investment pool with an objective to pool investments from participants in a portfolio of eligible securities that principally provides liquidity while preserving capital and secondarily provides competitive yields net of fees.

To the extent possible, the City will attempt to match its investments with overall anticipated cash flow requirements. Unless matched to a specific cash flow requirement, the City will not directly invest in securities maturing more than seven years from the date of purchase. No more than 30% of the City's non-pension investment portfolio shall be placed in securities maturing in more than three years; the average maturity of the portfolio as a whole may not exceed three years.

The deposits and investments of the Pension Trust Funds and the OPEB Trust Fund are held separately from those of other City funds. As prescribed by the Plan documents, the investment portfolios for these funds at September 30, 2025 and for the year then ended, include investment obligations of the U.S. Treasury, various domestic and international stocks and bonds, and real estate.

Note 3—Deposits and investments (continued)

Custodial Credit Risk – Investments – For an investment, custodial credit risk is the risk that, in the event of the failure of the counterparty, the government will not be able to recover the value of its investments or collateral securities that are in the possession of an outside party. The City's investment policy requires securities to be held by a third party custodian and be properly designated as an asset of the City and held in the City's name. As of September 30, 2025, the City's investments were held with a third party custodian as required by the City's investment policy.

The following is a summary of the City's general investments as of September 30, 2025:

Investment Type	Value
U.S. Treasury notes	$ 64,576,695
Federal instrumentalities	5,926,264
Mortgage backed securities	13,974,292
Money market mutual funds	2,741,521
Florida PRIME	482,915
	$ 87,701,687

The types of deposits and investments and their level of risk exposure as of September 30, 2025 were typical of these items during the fiscal year then ended.

The City categorizes its fair value measurements within the fair value hierarchy established in accordance with generally accepted accounting principles. The hierarchy is based on the valuation of inputs used to measure the fair value of the asset. Level 1 inputs are quoted market prices in active markets for identical assets; Level 2 inputs are significant other observable inputs; Level 3 inputs are significant unobservable inputs. Certain other investments are valued at amortized cost, or net asset value per share ("NAV"). As of September 30, 2025, the City had the following investments and effective duration presented in terms of years:

		Investment Maturity (In Years)			
Investment Type	**Assigned Value**	**Less Than 1**	**From 1-3**	**Over 4**	**Valuation**
General investments:					
U.S. Treasury notes	$ 64,576,695	$ 25,140,134	$ 27,373,356	$ 12,063,205	2
Federal instrumentalities	5,926,264	500,057	2,401,100	3,025,107	2
Mortgage backed securities	13,974,292	3,363,261	4,681,988	5,929,043	2
Money market mutual funds	2,741,521	2,741,521	-	-	Amortized Cost
Florida PRIME	482,915	482,915	-	-	Amortized Cost
	87,701,687	32,227,888	34,456,444	21,017,355	
Pension fund investments:					
Money market mutual funds	2,038,537	2,038,537	-	-	1
Mutual fund investments-equities	82,248,349	82,248,349	-	-	1
Mutual fund investments-fixed income	46,871,614	46,871,614	-		1
Corporate stocks	30,230,682	30,230,682	-	-	1
Corporate bonds	2,511,285	-	-	2,511,285	2
U.S. Treasury bonds and notes	4,155,995	1,312,457	2,328,591	514,947	2
Mortgage/asset-backed securities	4,028,854	-	-	4,028,854	2
Real estate investment trust	11,656,764	11,656,764	-	-	NAV
Municipal bonds and notes	46,501	-	-	46,501	2
	183,788,581	174,358,403	2,328,591	7,101,587	
OPEB fund investments:					
Mutual fund investments-equities	8,498,087	8,498,087	-	-	1
	$ 279,988,355	$ 215,084,378	$ 36,785,035	$ 28,118,942	

Note 3—Deposits and investments (continued)

There are no restrictions or limitations on withdrawals of investments valued at amortized cost; however, Florida PRIME may, on the occurrence of an event that has a material impact on liquidity or operations, impose restrictions on withdrawals for up to 48 hours. The investments valued at NAV may be redeemed quarterly with 60 days' notice and have no unfunded commitments.

The City is invested in a real estate investment trust that is not available in an exchange or an active market; however, as a practical expedient, the fair value is determined based on NAV of the underlying assets as traded in an exchange or active market. No shareholder has the right to require the funds to redeem their shares. There is no public market for shares and none is expected to develop. Consequently, shareholders may not be able to liquidate their investment other than as a result of repurchase of shares by the funds. Unfunded commitments to private investments totaled $-0- as of September 30, 2025. Direct private equity investments are generally valued at NAV, unless there is an active secondary trading market in the securities, in which case, direct private equity investments are valued using market prices as of the close of the last business day of the statement period.

U.S. Treasury bonds and notes, federal instrumentalities, mortgage/asset-backed securities, corporate bonds, and municipal bonds and notes in Level 2 of the fair value hierarchy are valued by surveying various market makers and dealers, as well as data from the new issue market.

The following table discloses credit ratings by investment type for the City's investments at September 30, 2025:

Investment Type	S&P / Moody's Credit Rating					Total Assigned Value
General investments:						
U.S. Treasury notes	AA+					$ 64,576,695
Federal instrumentalities	AA+					5,926,264
Mortgage backed securities	AA+					13,974,292
Money market mutual funds	AAAm					2,741,521
Florida PRIME	AAAm					482,915
						87,701,687
Pension and OPEB fund investments		**General Employee Retirement Plan**	**Police Officers' Retirement Fund**	**Firefighter's Relief and Pension Fund**	**OPEB Trust Fund**	**Total Assigned Value**
Money market mutual funds	AAAm	-	1,063,614	974,923	-	2,038,537
Mutual fund investments-equities	Not Rated	67,169,296	14,229,895	849,158	8,498,087	90,746,436
Mutual fund investments-fixed income	Not Rated	43,477,796	3,021,677	372,141	-	46,871,614
Corporate stocks	Not Rated	-	26,715,516	3,515,166	-	30,230,682
Corporate bonds	AA+ - Baa3	-	2,257,107	254,178	-	2,511,285
U.S. Treasury bonds and notes	Aaa / AA+	-	3,876,367	279,628	-	4,155,995
Mortgage/asset backed securities	Not Rated	-	3,607,045	421,809	-	4,028,854
Real estate investment trust	Not Rated	5,730,495	5,280,936	645,333	-	11,656,764
Municipal bonds and notes	AAA - A-	-	-	46,501	-	46,501
		$ 116,377,587	$ 60,052,157	$ 7,358,837	$ 8,498,087	$ 192,286,668

Note 4—Receivables

Receivables are comprised of the following at September 30, 2025:

	Governmental Activities	Business-Type Activities
Accounts	$ 1,164,450	$ 3,926,663
Allowance for uncollectible receivables	(1,091,291)	(261,102)
Lease	784,519	10,382,707
Special assessments	10,709	112,693
Interest (including leases)	237,132	115,252
Due from other governments	1,903,247	2,482,528
	$ 3,008,766	$ 16,758,741

The Water and Sewer Fund and Solid Waste Fund operating revenues are generally recognized on the basis of cycle billings rendered monthly. Revenues for services delivered during September that have not been read as of year-end are accrued based upon meter readings taken at the beginning of October and billed in October.

Special assessments receivable are recorded at the time the related project is completed and are secured by liens on the property benefited. Revenue in governmental funds is deferred until such time it becomes an available, spendable, or appropriable resource. Special assessment revenues are recorded in the government-wide and enterprise fund financial statements when earned.

The City provides an allowance for water and sewer and solid waste accounts receivable that may become uncollectible, which ranges from 1 to 3% of sales. The amount of bad debt expense at September 30, 2025 was approximately $35,511 for both utilities. No other allowances for uncollectible accounts are maintained, since other fund accounts receivable are considered collectible as reported at September 30, 2025.

Note 5—Accounts payable and accrued liabilities

As of September 30, 2025, accounts payable and accrued liabilities consisted of the following:

	Governmental Activities	Business-Type Activities
Accounts and contracts payable	$ 749,227	$ 15,138,754
Accrued liabilities	862,293	279,615
Evidence escrow	35,023	-
Accrued interest on long-term debt	27,760	23,897
Current portion of unearned revenue	850	10,373
	$ 1,675,153	$ 15,452,639

Note 6—Interfund receivables, payables, and transfers

There were no interfund balances as of September 30, 2025.

For the year ended September 30, 2025, the interfund transfers consisted of the following:

	Transfers In		
Transfers Out	**General Fund**	**Nonmajor Governmental Funds**	**Totals**
General fund	$ -	$ 180,000	$ 180,000
Nonmajor governmental funds	-	3,314,722	3,314,722
Proprietary Funds:			
Water and sewer system fund	1,507,270	64,530	1,571,800
Solid waste fund	220,000	-	220,000
Nonmajor enterprise funds	148,000	-	148,000
	$ 1,875,270	$ 3,559,252	$ 5,434,522

The City’s routine budgeted transfers from the General Fund and nonmajor governmental funds are for the payment of debt service obligations and the transfer of revenues from the capital project fund that collects local government infrastructure sales tax revenue to the capital project fund with the budgetary authority to expend this revenue.

The transfers from the various proprietary funds into the General Fund are budgeted amounts which represent a financial return to the City’s general government for the operation of these utilities and business-type enterprises; this transfer is budgeted at 6% of each fund’s annual operating revenue.

Note 7—Capital assets

Primary Government – Capital asset activity for the primary government for the year ended September 30, 2025 was as follows:

	Beginning Balance	Additions	Disposals	Ending Balance
Governmental activities:				
Capital assets, not being depreciated:				
Land	$ 5,008,547	$ -	$ -	$ 5,008,547
Intangible assets	825,080	-	-	825,080
Construction in progress	2,193,277	502,418	(1,396,632)	1,299,063
	8,026,904	502,418	(1,396,632)	7,132,690
Capital assets being depreciated:				
Buildings	20,781,121	644,193	-	21,425,314
Improvements other than buildings	19,604,991	1,168,084	-	20,773,075
Machinery and equipment	14,884,136	636,658	-	15,520,794
Infrastructure	50,068,652	1,194,960	-	51,263,612
	105,338,900	3,643,895	-	108,982,795
Less accumulated depreciation for:				
Buildings	(11,344,474)	(364,814)	-	(11,709,288)
Improvements other than buildings	(15,224,178)	(203,787)	-	(15,427,965)
Machinery and equipment	(12,410,766)	(862,681)	-	(13,273,447)
Infrastructure	(34,312,430)	(947,719)	-	(35,260,149)
	(73,291,848)	(2,379,001)	-	(75,670,849)
Total capital assets being depreciated, net	32,047,052	1,264,894	-	33,311,946
Right-to-use assets being amortized:				
Leased machinery and equipment	49,461	-	-	49,461
Subscription based information technology arrangement	64,116	-	-	64,116
Less accumulated amortization for:				
Leased machinery and equipment	(29,488)	(9,892)	-	(39,380)
Subscription based information technology arrangement	(21,432)	(21,372)	-	(42,804)
Total right-to-use assets being amortized, net	62,657	(31,264)	-	31,393
Governmental activities capital assets, net	$ 40,136,613	$ 1,736,048	$ (1,396,632)	$ 40,476,029

Depreciation and amortization of governmental activities by function:	
General government	$ 745,286
Public safety	503,941
Transportation	612,008
Physical environment	54,024
Cultural and recreation	495,006
	$ 2,410,265

Note 7—Capital assets (continued)

	(Restated) Beginning Balance	Additions	Disposals	Transfers	Ending Balance
Business-type activities:					
Capital assets not being depreciated:					
Land	$ 6,363,514	$ -	$ -	$ -	$ 6,363,514
Construction in progress	19,828,095	34,540,429	-	(2,551,394)	51,817,130
	26,191,609	34,540,429	-	(2,551,394)	58,180,644
Capital assets being depreciated:					
Buildings	35,852,500	217,886	-	-	36,070,386
Improvements other than buildings	199,385,804	3,666,098	-	-	203,051,902
Machinery and equipment	15,356,893	3,207,932	-	-	18,564,825
	250,595,197	7,091,916	-	-	257,687,113
Less accumulated depreciation for:					
Buildings	(19,782,086)	(762,034)	-	-	(20,544,120)
Improvements other than buildings	(119,586,952)	(6,124,470)	-	-	(125,711,422)
Machinery and equipment	(10,763,593)	(1,494,309)	-	-	(12,257,902)
	(150,132,631)	(8,380,813)	-	-	(158,513,444)
Total capital assets being depreciated, net	100,462,566	(1,288,897)	-	-	99,173,669
Right-to-use assets being amortized:					
Leased land	29,982		-	-	29,982
Less accumulated amortization for:					
Leased land	(11,105)	-	-	-	(11,105)
Total right-to-use assets being amortized, net	18,877	-	-	-	18,877
Business-type activities capital assets, net	$ 126,673,052	$ 33,251,532	$ -	$ (2,551,394)	$ 157,373,190

Depreciation and amortization of business-type activities by function	
Water and sewer system	$ 3,936,440
Municipal airport	4,096,486
Sold Waste	290,885
Nonmajor enterprise fund	57,002
	$ 8,380,813

Note 8—Long-term debt

The City's outstanding long-term liabilities include notes payable, claims payable, financed capital purchases, and compensated absences. All of the City's notes and lease-purchase contracts are considered direct debt for disclosure purposes. Compensated absences are liquidated by all funds affected (primarily the general fund and water and sewer fund) and the due within-one-year portion of the compensated absences is based upon a 5% estimate of the ending balance. Claims payable also uses a percentage basis for estimating its portion of workers' compensation and general liability 'legacy' claims that are due within one year. The estimate is approximately 30% of the ending balance.

	Beginning Balance	Additions	Deductions	Ending Balance	Due within One Year
Governmental activities:					
Revenue notes	$ 735,000	$ -	$ (100,000)	$ 635,000	$ 100,000
Financed capital purchases	1,221,366	1,571,098	(956,733)	1,835,731	740,112
Claims payable	212,855	-	-	212,855	63,857
Compensated absences	3,192,061	1,141,463	-	4,333,524	216,676
	$ 5,361,282	$ 2,712,561	$ (1,056,733)	$ 7,017,110	$ 1,120,645
Business-type activities:					
Revenue notes	4,388,556	-	(530,341)	3,858,215	700,668
Financed capital purchases	188,296	-	(73,207)	115,089	64,674
Leases	59,819	-	(42,807)	17,012	3,031
Compensated absences	1,720,991	246,881	-	1,967,872	98,393
	$ 6,357,662	$ 246,881	$ (646,355)	$ 5,958,188	$ 866,766

	Balance as of 9/30/25
Revenue Notes - Governmental activities	
Series 2016 Capital Improvement Revenue Note	
In March 2016, the City issued a $1,400,000 capital improvement revenue note to finance a portion of the costs for the reconstruction of Airport Drive (34th Ave). Principal payments are due annually beginning on October 1, 2016 through October 1, 2030. The note bears interest at 2.47%, payable semiannually on April 1 and October 1 of each year until maturity. The note is secured by, and payable from, non-ad valorem revenues. Principal and interest paid for the current year was $133,839.	$ 635,000

Note 8—Long-term debt (continued)

		Balance as of 9/30/25
Revenue Bonds and Notes – Business-type activities		
WW310201 State Revolving Fund (SRF) Clean Water Construction Loan (Original and Amendment #2)		
In November 2009, the City entered into a loan agreement with the State of Florida Department of Environmental Protection for construction of capital improvements in the Water and Sewer system fund. In December 2012, this agreement was amended to increase the available funding for the City's project. The loan agreement was finalized in July 2012 based on actual project costs. The final principal amount of the original loan is $10,278,159 (including disbursements, capitalized interest, and service fees) at an interest rate of 2.62%. The final principal amount of Amendment #2 is $1,684,394 (including disbursements and service fees) at an interest rate of 2.26%. Payments on both principal amounts are due semi-annually on February 15 and August 15 through August 15, 2030. Interest payments on both principal amounts are payable semiannually on February 15 and August 15 each year until maturity. The note is secured by gross revenues derived yearly from the operation of the Water and Sewer system, after payment of operation and maintenance expense and the satisfaction of all senior obligations. Principal and interest paid for the current year was $756,195 and Water and Sewer net revenues were $10,461,553.	$	3,692,804
DW310220 State Revolving Fund (SRF) Drinking Water Construction Loan		
In January 2010, the City entered into a loan agreement with the State of Florida Department of Environmental Protection for construction of capital improvements in the Water and Sewer system fund. The loan agreement was finalized in January 2012 based on actual project costs. The final principal amount of the loan is $313,150 (including disbursements and capitalized interest) at an interest rate of 2.82%. The SRF also disbursed funding in the amount of $1,752,336 towards project costs which was categorized as principal forgiveness and recorded as a grant. Principal payments are due semi-annually on April 15 and October 15 through October 15, 2030. Interest is payable semi-annually on April 15 and October 15 each year until maturity. The note is secured by gross revenues derived yearly from the operation of the Water and Sewer system, after payment of operation and maintenance expense and the satisfaction of all senior obligations. Principal and interest paid for the current year was $20,299 and Water and Sewer net revenues were $10,461,553		103,980

Note 8—Long-term debt (continued)

		Balance as of 9/30/25
DW310221 State Revolving Fund (SRF) Drinking Water Construction Loan		
In December 2010, the City entered into a loan agreement with the state of Florida Department of Environmental Protection for construction of capital improvements in the Water and Sewer system fund. The loan agreement was finalized in January 2012 based on actual project costs. The final principal amount of the loan is $196,800 (including disbursements and service fees) at an interest rate of 2.43%. Principal payments are due semi-annually on April 15 and October 15 through October 15, 2030. Interest is payable semi-annually on April 15 and October 15 each year until maturity. The note is secured by gross revenues derived yearly from the operation of the Water and Sewer system, after payment of operation and maintenance expense and the satisfaction of all senior obligations. Principal and interest paid for the current year was $11,875 and Water and Sewer net revenues were $10,461,553	$	61,431
Total business-type activities	$	3,858,215

The debt obligations all allow for the obligors to take whatever legal actions are necessary to collect the amounts due in the event of default. The following debt obligations have additional remedies in the event of defaults as follows:

- ***Series 2016 Capital Improvement Revenue Note*** – The noteholder may declare the entire debt then remaining unpaid immediately due and payable. The City would be obligated to pay all costs of collection and enforcement of the provisions of the note, as well as late fees if the full amount is not paid within five days after it is due.
- ***State Revolving Fund (SRF) Loans*** – The Florida Department of Environmental Protection (“DEP”), subject to the rights of prior liens on the pledged revenue, may establish rates and collect fees for use of the water and sewer systems to fund fulfillment of the agreement, require an accounting of the pledged utility revenues, prevent unlawful activities, or violations of the rights of the DEP, request a court to appoint a receiver to manage the City’s water and sewer systems, intercept the delinquent amount (plus penalties) from any funds due to the City from state of Florida revenue or tax sharing funds, notify financial market credit rating agencies and potential creditors of the default, sue for payment of amounts due (along with interest and costs of collection), or accelerate the repayment schedule and increase the interest rate as much as 1.667 times.
- ***Finance Capital Purchase Contracts*** – The lender has the right to take any combination of remedial steps including declaring all payments to the end of the then current budget year to be immediately due and payable, requiring the City to deliver any or all of the equipment and additional collateral to the lender, forcibly taking possession of the equipment if it is not delivered timely by the City, and taking any necessary legal actions to enforce its rights (with the City liable for all costs of enforcement).

Note 8—Long-term debt (continued)

Financed Capital Purchases – The City has financed various vehicles and capital equipment under municipal financed capital purchase contracts. These contracts have terms of four to six years and ownership of the assets transfers to the City at the end of the contract period. These contracts include non-appropriation clauses under which possession of the vehicles reverts to the bank, with no further obligations to the City, if the City should fail to appropriate the funds for the financed capital purchase payments in any given fiscal year. The City currently has the following financed capital purchase contracts outstanding at September 30, 2025:

Financed Capital Purchase Contracts - Governmental activities	Balance as of 9/30/25
KS State Bank Agreement #3363876	
In June 2025 the City entered into a financed capital purchase contract with KS State Bank to purchase various fleet vehicles for both governmental and business-type activities. The original amount of the borrowing for governmental activities is $1,571,099. Principal and interest payments are due annually beginning on August 1, 2025 through August 1, 2029. The interest rate for this agreement is 5.76%. Principal and interest paid for the current year (attributable to governmental activities) was $464,060.	$ 1,233,629
KS State Bank Agreement #3359767	
In December 2021 the City entered into a financed capital purchase contract with KS State Bank to purchase various fleet vehicles for both governmental and business-type activities. The original amount of the borrowing for governmental activities is $1,029,374. Principal and interest payments are due annually beginning on April 1, 2022 through April 1, 2026. The interest rate for this agreement is 2.48%. Principal and interest paid for the current year (attributable to governmental activities) was $267,795.	$ 160,848
KS State Bank Agreement #3361513	
In March 2023 the City entered into a financed capital purchase contract with KS State Bank to purchase various fleet vehicles for both governmental and business-type activities. The original amount of the borrowing for governmental activities is $796,193. Principal and interest payments are due annually beginning on August 1, 2023 through August 1, 2027. The interest rate for this agreement is 4.88%. Principal and interest paid for the current year (attributable to governmental activities) was $197,771.	331,112
KS State Bank Agreement #3361962	
In August 2023 the City entered into a financed capital purchase contract with KS State Bank to purchase various fleet vehicles for governmental activities. The original amount of the borrowing for governmental activities is $181,227. Principal and interest payments are due annually beginning on December 1, 2023 through December 1, 2027. The interest rate for this agreement is 5.85%. Principal and interest paid for the current year (attributable to governmental activities) was $47,091.	110,142
Total governmental activities	$ 1,835,731

Note 8—Long-term debt (continued)

Financed Capital Purchase Contracts - Business-type activities		**Balance as of 9/30/25**
KS State Bank Agreement #3359767		
In December 2021 the City entered into a financed capital purchase contract with KS State Bank to purchase various fleet vehicles for both governmental and business-type activities. The original amount of the borrowing for business-type activities is $80,441. Principal and interest payments are due annually beginning on April 1, 2022 through April 1, 2026. The interest rate for this agreement is 2.48%. Principal and interest paid for the current year (attributable to business-type activities) was $20,823.	$	16,608
KS State Bank Agreement #3361513		
In March 2023 the City entered into a financed capital purchase contract with KS State Bank to purchase various fleet vehicles for both governmental and business-type activities. The original amount of the borrowing for business-type activities is $236,797. Principal and interest payments are due annually beginning on August 1, 2023 through August 1, 2027. The interest rate for this agreement is 4.88%. Principal and interest paid for the current year (attributable to business-type activities) was $59,498.		98,481
Total business-type activities	$	115,089

Annual debt service requirements to maturity for long-term debt are as follows:

Governmental Activities

	KS State Bank Financed Capital Purchase # 3363876				KS State Bank Financed Capital Purchase # 3361513			
Years Ending September 30,		**Principal**		**Interest (FY)**		**Principal**		**Interest (FY)**
2026	$	283,003	$	71,057	$	161,613	$	16,158
2027		299,304		54,756		169,499		8,272
2028		316,544		37,516		-		-
2029		334,778		19,283		-		-
	$	**1,233,629**	**$**	**182,612**	**$**	**331,112**	**$**	**24,430**

Note 8—Long-term debt (continued)

Governmental Activities (continued)

Years Ending September 30,	KS State Bank Financed Capital Purchase # 3359767 (partial) Principal	Interest (FY)
2026	$ 160,848	$ 4,300

Years Ending September 30,	KS State Bank Financed Capital Purchase # 3361962 Principal	Interest (FY)
2026	$ 34,648	$ 6,443
2027	36,675	4,416
2028	38,819	2,271
	$ 110,142	$ 13,130

Business-Type Activities

Water and Sewer Fund:

Years Ending September 30,	SRF Clean Water WW 310201 (Orig & Amendment 2) Principal	Interest (FY)	SRF Drinking Water DW 310220 Principal	Interest (FY)
2026	$ 672,363	$ 86,637	$ 17,734	$ 2,808
2027	689,741	69,259	18,238	2,304
2028	707,570	51,430	18,756	1,787
2029	725,860	33,140	19,288	1,254
2030	744,624	14,376	29,965	849
2031	152,646	12,584	-	-
	$ 3,692,804	$ 267,426	$ 103,981	$ 18,004

Years Ending September 30,	SRF Drinking Water DW 310221 Principal	Interest (FY)
2026	$ 10,571	$ 1,429
2027	10,829	1,171
2028	11,094	906
2029	11,365	635
2030	17,572	429
	$ 61,431	$ 4,570

Note 8—Long-term debt (continued)

Business-Type Activities

Airport Fund:

Years Ending September 30,	KS State Bank Financed Capital Purchase # 3359767 (partial) Principal	Interest (FY)
2026	$ 16,608	$ 412

Solid Waste Fund:

Years Ending September 30,	KS State Bank Financed Capital Purchase # 3361513 (partial) Principal	Interest (FY)
2026	$ 48,066	$ 4,806
2027	50,415	2,460
	$ 98,481	$ 7,266

Note 9—Leases

The City is involved in various leasing arrangements as both lessee and lessor for machinery and equipment, land and buildings. As of October 1, 2021, the City adopted the provisions of GASB Statement No. 87, *Leases*, which amended the existing accounting standards for lease reporting. The guidance requires lessees in a leasing arrangement to recognize a right-to-use assets and a lease liability for most leases (other than leases that meet the definition of a short-term lease) at lease commencement. The liability will be equal to the present value of lease payments. Additionally, GASB 87 requires lessors in a leasing arrangement to recognize a lease receivable and a deferred inflow of resources for most leases (other than leases that meet the definition of a short-term lease) at lease commencement. The liability (lessees) or deferred inflow (lessors) will be equal to the present value of lease payments.

Lease Receivables

The City leases land, buildings, and Airport facilities (non-regulated leases) to various third party tenants doing business in the City. These leases have terms between 39 months and 40 years, with payments required monthly or annually. In addition to fixed payments and variable payments that are fixed in substance, the present value of which is included in the lease receivable, the City receives variable payments that depend on future performance of the lessee that are excluded from the measurement of the lease receivable and recognized as inflows of resources.

In fiscal year 2025, the City recognized $2,060,272 of lease revenue and $247,005 of interest revenue related to these leases. As of September 30, 2025 the City’s lease receivables were valued at $11,167,226. The deferred inflow of resources associated with these leases to be recognized over the remaining terms of these leases is $11,279,187. The principal and interest requirements to maturity for the lease receivable at September 30, 2025 are as follows:

Note 9—Leases (continued)

Governmental Activities

Years Ending September 30,	Principal	Interest
2026	$ 120,259	$ 14,398
2027	122,687	11,967
2028	125,136	9,514
2029	127,594	7,039
2030	288,843	7,085
	$ 784,519	$ 50,003

Business-Type Activities

Airport Fund:

Years Ending September 30,	Principal	Interest
2026	$ 767,552	$ 212,778
2027	833,843	196,137
2028	854,843	179,545
2029	856,993	179,615
2030	2,544,875	541,453
2031-2035	1,729,362	351,750
2036-2040	1,137,767	196,616
2041-2045	1,076,809	103,518
2046-2050	580,663	19,673
	$ 10,382,707	$ 1,981,085

Right-to-Use Assets and Lease Liabilities

The City has entered into agreements to lease certain land, machinery and equipment which qualify as other than short-term leases under the requirements of GASB 87 and have, therefore, been recorded at the present value of the future minimum lease payments as of the date of their inception. The right-to-use asset balance included $18,877 in land as of September 30, 2025. The terms and conditions for these leases vary and generally contain renewal options for periods ranging from 4 to 10 years. If the City is not reasonably certain to exercise these renewal options, the options are not considered in determining the lease term and associated potential option payments are excluded from the present value calculation of the right-to-use lease asset and the lease liability determination. The City’s leases generally do not include termination options for either party to the lease or restrictive financial or other covenants.

Payments due under the lease contracts include fixed, periodic payments over the lease terms plus, for many of the City’s leases, variable and non-lease component payments. For the City’s leases, variable lease payments that depend on future performance or usage of the underlying asset and non-lease components are excluded from the measurement of the lease liability and recognized as outflows of resources.

Note 9—Leases (continued)

The future minimum lease obligations and the net present value of these minimum lease payments as of September 30, 2025, were as follows:

Business-Type Activities

Marina Fund:

Years Ending September 30,	Principal	Interest
2026	$ 3,268	$ 284
2027	3,334	217
2028	3,334	217
2029	3,404	187
2030	3,672	146
	$ 17,012	$ 1,051

Regulated Leases

As lessor, the City has leasing agreements with third parties for aeronautical use (as defined by the Federal Aviation Administration) of the Airport's airfield, land, buildings, and other facilities, which are subject to exclusive use by respective lessees and qualify to be treated as regulated leases in accordance with the requirements of GASB 87. As of September 30, 2025, the remaining amount of expected future minimum payments under these agreements is as follows.

Years Ending September 30,	Amount
2026	$ 1,124,530
2027	1,108,918
2028	1,105,796
2029	932,092
2030	4,404,807
2031-2035	3,222,747
2036-2040	2,461,535
2041-2045	1,625,364
2046-2050	235,085
2051-2055	155,930
2056-2060	121,394
	$ 16,498,198

Note 10—Risk management

Effective October 1, 1988, the City made a decision to retain additional risks in certain areas. A self-insurance program and a related internal service fund were established to provide coverage for statutory workers' compensation, automobile liability, and general liability. The City still maintained outside commercial coverage for property damage, airport liability, and excess liability. The City purchased commercial insurance policies for the water treatment plant, airport, public official liability, and other "catastrophic" occurrences and workers' compensation claims in excess of $250,000 for employees with statutory limits per accident. All departments of the City participated in the self-insurance program. Payments were made by various funds to the self-insurance funds based on past experience of the amounts needed to pay current year claims. The City did not have any settlements that exceeded coverage in any of the prior three fiscal years.

Effective October 1, 2012, the City transitioned to fully insured workers' compensation, automobile liability, and third party general liability insurance (with a self-insurance retention). As a result, for the fiscal year ended September 30, 2025, the liability insurance internal service fund received no self-insurance premium revenues; instead, insurance premiums from third party insurance providers were allocated as direct charges to the appropriate operating fund.

Claims expenses within the liability insurance internal service fund were for 'legacy' claims of various types and the City has established adequate reserves to fund these outstanding claims to completion.

The claims liability reported in the Fund at September 30, 2025 is based on the requirements of GASB Statement No. 10 *"Accounting and Financial Reporting for Risk Financing and Related Insurance Issues"* as amended by GASB Statement No. 30 *" Risk Financing Omnibus"*, which requires that claims liabilities be based upon the estimated ultimate costs of settling the claims and a liability for claims be reported if information prior to the issuance of the financial statements indicates it is probable that a liability has been incurred at the date of the financial statements and the amount of the loss can be reasonably estimated.

The change in the Fund's claim liability amount during the past two fiscal years is as follows:

	Liability Insurance
Estimated liability, September 30, 2023	$ 212,855
Claims and changes in estimates	43,309
Claim payments	(43,309)
Estimated liability, September 30, 2024	212,855
Claims and changes in estimates	-
Claim payments	-
Estimated liability, September 30, 2025	$ 212,855

Note 11—Restricted assets

The water and sewer, marina, and nonmajor enterprise funds have certain cash and investments that are restricted either by bond resolutions, ordinances, or governmental regulations. The following is a summary of restricted assets by fund at September 30, 2025:

	Water and Sewer System	Municipal Airport	Solid Waste Fund	Total
Debt service	$ 22,015	$ 603	$ 1,280	$ 23,898
Capital project deposit	636,371	-	-	636,371
Customer deposits	1,008,523	-	-	1,008,523
	$ 1,666,909	$ 603	$ 1,280	$ 1,668,792

Note 12—Property taxes

Under Florida law, the assessment of all properties and the collection of all county, municipal, and school board property taxes are consolidated in the offices of the County Property Appraiser and County Tax Collector. The laws of the state regulating tax assessments are also designed to assure a consistent property valuation method statewide. Florida statutes permit municipalities to levy property taxes at a rate of up to 10 mills. The millage rate assessed by the City for the fiscal year ended September 30, 2025 was 2.7680 mills.

Property taxes are billed and collected within the same fiscal period, and are reflected on the modified accrual basis. Ad valorem taxes on property values have a lien assessment and date of January 1, with the millage established during September. The fiscal year for which taxes are levied begins October 1. All taxes are due and payable on November 1 with discounts allowed for early payments at the rate of 4% in November, 3% in December, 2% in January, and 1% in February. All unpaid taxes become delinquent on April 1. Unpaid taxes are collected via the sale of tax certificates on or prior to June 1. The tax certificate money is then sent to the appropriate taxing agency, in accordance with its tax levy, to complete its ad valorem tax revenue requirement. Property tax revenues are recognized in the fiscal year for which they are levied and also become due and payable.

Note 13—Pension plans

The City administers three single-employer public employee retirement systems, the General Employee Retirement Plan, the Police Officers' Retirement Fund, and the Firefighter's Relief and Pension Fund. All three of the City's pension plans provide retirement, disability, and death benefits as established by City ordinance. All of these pension plans are included as trust funds in the City's financial statements and separate reports for these pension plans are not available. For the year ended September 30, 2025, the City recognized total pension expense of $2,597,062 for the three pension plans. In regard to governmental funds, net pension liabilities have been liquidated by the General Fund, Crestlawn Cemetery Fund, and Police & Firefighter Premium Tax Trust Fund.

Note 13—Pension plans (continued)

GENERAL EMPLOYEE RETIREMENT PLAN

General Information about the Plan

Plan Description – The General Employee Retirement Plan is a single employer defined benefit pension plan that provides pensions for all permanent full time general employees of the City. The plan was established by City ordinance and adopted by resolution, and the City Council has the authority to establish and amend the benefit terms. Management of the General Employee Retirement Plan is vested in the General Employee Retirement Plan Committee which consists of five members – the City Manager, City Clerk, City Attorney, City Finance Director, and City Human Resources Director.

Benefits Provided – Effective June 30, 2015, the accrued benefits of all participants of the General Employee Retirement Plan were frozen, with no future service accruals and no new entrants; all eligible participants on that date became fully vested and their benefit was calculated according to the Plan provisions currently in effect.

Retirement benefits for the City's General Employee Retirement Plan are calculated at 2.25% of average basic monthly compensation for each year of service accrued before October 1, 2010, plus 1.60% of average basic monthly compensation for each year of service accrued after September 30, 2010. Average basic monthly compensation is the average salary of the participant's highest five consecutive years within the last 10 years of consecutive service preceding retirement (or July 1, 2015 in the case of active participants in the now frozen Plan). Participants with 25 years of service or those who were at age 65 on September 30, 2010 receive 2.25% of average basic monthly compensation for each of the first 25 years of continuous service, plus 0.5% for each year thereafter. Normal retirement age is 65 and pension benefits are reduced by 1.5% for each year preceding normal retirement for benefits accrued before October 1, 2010 and 3% for each year preceding normal retirement for benefits accrued after that date.

Disability benefits are equal to normal pension accrued but not less than 25% of basic monthly compensation at the date of disability provided, however, the disability benefit, when combined with workers' compensation and social security payments, cannot exceed 100% of the salary at the time of disability. The death benefit is payable to the designated beneficiary as though the participant had retired on their date of death, and begins when the participant would have reached age 55. Benefit terms provide for an annual cost of living adjustment ("COLA") of 1% per year for all participants who retired on or after October 1, 1998; at their discretion, the City Council may grant a COLA annually to those who retired prior to that date.

Employees Covered by Benefit Terms – At September 30, 2025, the following employees were covered by the General Employee Retirement Plan benefit terms.

Inactive plan members or members or beneficiaries currently receiving benefits	462
Inactive plan members entitled to but not yet receiving benefits	77
Active plan members	102
	641

Contributions – The City establishes the required annual contribution to the plan based on an actuarially determined contribution recommended by an independent actuary. The actuarially determined contribution is the estimated amount necessary to finance the costs of benefits earned by plan members during the year, with an additional amount to finance any unfunded accrued liability. The City is required to contribute the difference between the actuarially determined rate and the contribution rate of the plan members. The City's contributions to the plan for the year ended September 30, 2025 were $4,187,286.

Note 13—Pension plans (continued)

As noted above, all additional benefit accruals and employee contributions ceased as of July 1, 2015 when the plan was frozen. As a result, all future City contributions are payments toward amortization of the unfunded accrued liability and are no longer related to payroll.

Net Pension Liability – General Employee Retirement Plan

The City's net pension liability for the General Employee Retirement Plan was measured as of September 30, 2025, and the total pension liability used to calculate the net pension asset was determined by an actuarial valuation as of October 1, 2024.

Actuarial Assumptions – The total pension liability in the October 1, 2025 actuarial valuation was determined using the following actuarial assumptions, applied to all periods included in the measurement.

Inflation	N/A
Salary Increases, including inflation	N/A
Investment Rate of Return	6.25%, net of investment expense, including inflation
Cost-of-living adjustments	1% per year

In accordance with the requirements of Florida Statute Section 112.63(f) the mortality tables for the City's valuation match the tables used by the Florida Retirement System Pension Plan, specifically the PUB-2010 base tables, set back one year for males, projected generationally using scale MP-2021 for healthy actives and inactives. For disabled retirees, the mortality table is the PUB-2010 disabled table, set forward three years for both males and females, projected generationally using scale MP-2021.

The long-term expected rate of return on General Employee Retirement Plan investments was determined using a building-block method in which best-estimate ranges of expected future real rates of return (expected returns, net of pension plan investment expense and inflation) are developed for each major asset class. These ranges are combined to produce the long-term expected rate of return by weighting the expected future real rates of return by the target asset allocation percentage and by adding expected inflation. Best estimates of arithmetic real rates of return for each major asset class included in the pension plan's target asset allocation as of September 30, 2025 are summarized in the following table:

Asset Class	Target Allocation	Long-Term Expected Real Rate of Return
Domestic Equity	47.5 %	5.90 %
International Equity	7.5	6.00
Fixed Income	37.5	1.90
Emerging Markets Equity	2.5	7.30
Real Estate	5.0	3.80
	100 %	

For fiscal year ended September 30, 2025, the annual money-weighted rate of return on the plan investments, net of investment expenses, was 9.5%.

Note 13—Pension plans (continued)

Discount Rate – The discount rate used to measure the total pension liability for the General Employee Retirement Plan is 6.25%. The projection of cash flows used to determine the discount rate assumed that City contributions will be made equal to the difference between the actuarially determined contribution and the member contributions. Since member contributions ceased as of June 30, 2015 when the plan was frozen, the City is responsible for the entire actuarially determined contribution. Based on those assumptions, the General Employee Retirement Fund's fiduciary net position was projected to be available to make all projected future benefit payments of current plan members. Therefore, the long-term expected rate of return on the pension plan investments was applied to all periods of projected benefit payments to determine the total pension liability for the plan.

Changes in the Net Pension Liability – General Employee Retirement Plan

	Increase (Decrease)		
	Total Pension Liability (a)	**Plan Fiduciary Net Position (b)**	**Net Pension (Asset) (a) - (b)**
Balances at 9/30/2024	$ 113,328,150	$ 110,890,693	$ 2,437,457
Changes for the year:			
Service cost	132,419	-	132,419
Interest	6,803,219	-	6,803,219
Differences between expected and actual experience	918,634	-	918,634
Change in benefit terms	1,933,701	-	1,933,701
Contributions - employer	-	3,635,893	(3,635,893)
Net investment income	-	10,622,496	(10,622,496)
Benefit payments (including refunds of employee contributions)	(9,218,129)	(9,218,129)	-
Administrative expenses	-	(104,759)	104,759
Net Changes	569,844	4,935,501	(4,365,657)
Balances at 9/30/2025	$ 113,897,994	$ 115,826,194	$ (1,928,200)

Note 13—Pension plans (continued)

A portion of the net pension liability is expected to be paid by the City's enterprise funds (based on each fund's pensionable payroll in 2015 when the plan was frozen) and therefore has been allocated to these funds as follows as of September 30, 2025.

	Net Pension Liability (asset)
Governmental activities	$ (1,199,851)
Business-type activities:	
Water & sewer system	(496,227)
Airport	(73,608)
Solid waste	(139,060)
Nonmajor enterprise fund	(19,454)
Total Business-type Activities	(728,349)
Grand Total	$ (1,928,200)

Sensitivity of the Net Pension Liability (Asset) to Changes in the Discount Rate – The following presents the net pension liability of the General Employee Retirement Fund, calculated using the discount rate of 6.25%, as well as what the net pension liability would be if it were calculated using a discount rate that is one percentage point lower (5.25%) or one percentage point higher (7.25%).

	1% Decrease (5.25%)	**Current Discount Rate (6.25%)**	**1% Increase (7.25%)**
Net Pension Liability (asset)	$ 9,133,755	$ (1,928,200)	$ (11,362,712)

Pension Plan Fiduciary Net Position – Detailed information about the General Employee Retirement Fund fiduciary net position is available in the combining statements.

Note 13—Pension plans (continued)

Pension Expense and Deferred Outflows of Resources and Deferred Inflows of Resources Related to Pensions – General Employee Retirement Fund

For the year ended September 30, 2025, the General Employee Retirement Fund recognized a total pension expense of $489,469. A portion of this total benefit expense is expected to be paid by the City's enterprise funds (based on each fund's pensionable payroll in 2015 when the plan was frozen) and, therefore, has been allocated to these funds as follows:

	Expense
Governmental activities	$ 304,531
Business-type activities:	
Water & sewer system	125,989
Airport	18,697
Solid waste	35,308
Nonmajor enterprise	4,944
Total Business-type Activities	184,938
Grand Total	$ 489,469

At September 30, 2025, the General Employee Retirement Fund reported deferred outflows of resources and deferred inflows of resources related to pensions from the following sources:

	Deferred Outflows of Resources	Deferred Inflows of Resources
Differences between expected and actual experience	$ 119,822	$ -
Net difference between projected and actual earnings on pension plan investments	-	10,184,735
	$ 119,822	$ 10,184,735

Amounts reported as deferred outflows of resources and deferred inflows of resources related to the General Employee pension will be recognized in pension expense as follows:

Years Ended September 30:	
2026	$ (122,694)
2027	(5,101,753)
2028	(4,066,557)
2029	(773,909)
	$ (10,064,913)

Note 13—Pension plans (continued)

POLICE OFFICERS' RETIREMENT FUND

General Information about the Plan

Plan Description – The Police Officers' Retirement Fund is a single employer defined benefit pension plan that provides pensions for all permanent full-time police officers employed by the City. This Plan was established and is amended by City Ordinance and is subject to compliance with Chapter 185, Florida Statutes. Management of the Police Officers' Retirement Fund is vested in a Board of Trustees, which consists of five members – two City residents appointed by City Council, two police officer participants elected by active plan members, and a fifth member chosen by the previous four and appointed by City Council.

Benefits Provided – Retirement benefits for the Police Officers' Retirement Fund are calculated at 3% of average monthly salary times credited service (plus $5 times credited service). Average monthly salary is one-twelfth the average of compensation (including incentives and up to 300 hours of overtime annually) for the five highest years of credited service. Normal retirement is the earlier of age 55 with 10 years of credited service, or 25 years of credited service with no age requirement. For early retirement, accrued pension benefits are reduced by 2.5% for each year prior to the normal retirement date. Disability benefits are the greater of either the accrued benefit at the time of disability or 50% of the average monthly salary. The preretirement death benefit payable to the designated survivor is the greater of either the accrued benefit or 25% of average monthly salary. Participants are fully vested after 10 years of credited service and if employment is terminated prior to vesting, the participant receives a refund of their contributions without interest. Benefit terms provide for a 1% COLA annually on October 1st.

Deferred Retirement Option Program – Members of the Police Officers' Retirement Fund are eligible to enter the Deferred Retirement Option Plan ("DROP") at the normal retirement date. The accrued benefit is frozen and no further employee contributions are payable after DROP entry. The accrued benefit accumulates at the net investment return on fund assets less an administrative fee. The maximum DROP participation is five years. DROP participants are not eligible for preretirement death or disability benefits. As of September 30, 2025, $988,363 is payable to DROP Participants.

Employees Covered by Benefit Terms – At September 30, 2025, the following employees were covered by the benefit terms of the Police Officers' Retirement Fund.

Inactive plan members or members or beneficiaries currently receiving benefits	55
Inactive plan members entitled to but not yet receiving benefits	6
Active plan members	53
	114

Contributions – The City establishes the required annual contribution to the plan based on an actuarially determined contribution recommended by an independent actuary. The actuarially determined contribution is the estimated amount necessary to finance the costs of benefits earned by plan members during the year, with an additional amount to finance any unfunded accrued liability. The City is required to contribute the difference between the actuarially determined rate and the contribution rate of the plan members.

For the Police Officers' Retirement Fund, for the year ended September 30, 2025, the contribution rate of plan members is 5.5% of compensation for those participants hired prior to October 1, 2012 and 8% of compensation for those hired on or after that date. The City's contribution rate was 28.92% of annual payroll. The City's contribution has historically been reduced by state of Florida Chapter revenue generated by insurance premium tax. The state contribution for fiscal 2025 was $319,089. The City's contributions to the plan for the year ended September 30, 2025 were $2,040,588.

Note 13—Pension plans (continued)

Net Pension Liability – Police Officers' Retirement Fund

The City's net pension liability for the Police Officers' Retirement Fund was measured as of September 30, 2025, and the total pension liability used to calculate the net pension liability was determined by an actuarial valuation as of October 1, 2025.

Actuarial Assumptions – The total pension liability in the October 1, 2025 actuarial valuation was determined using the following actuarial assumptions, applied to all periods included in the measurement.

Inflation	2.5%
Salary Increases, including inflation	Age based
Investment Rate of Return	7.05%, net of investment expenses and inflation

In accordance with the requirements of Florida Statute Section 112.63(f) the mortality tables for the City's valuation match the tables used by the Florida Retirement System Pension Plan, specifically the PUB-2010 base tables, projected generationally using scale MP-2021 for healthy actives and inactives. For disabled retirees, the mortality table is the PUB-2010 disabled table, using scale MP-2021.

The actuarial assumptions used in the October 1, 2025 valuation were based on the results of an actuarial experience study dated June 30, 2020.

The long-term expected rate of return on the Police Officers' Retirement Fund investments was determined using a building-block method in which best-estimate ranges of expected, future real rates of return (expected returns, net of pension plan investment expense and inflation) are developed for each major asset class. These ranges are combined to produce the long-term expected rate of return by weighting the expected, future real rates of return by the target asset allocation percentage and by adding expected inflation. Best estimates of arithmetic real rates of return for each major asset class included in the pension plan's target asset allocation as of September 30, 2025 are summarized in the following table:

Asset Class	Target Allocation	Long-Term Expected Real Rate of Return
Domestic Equity	45.0 %	7.5 %
International Equity	15.0	8.5
Domestic Fixed Income	20.0	2.5
Global Bond	5.0	3.5
Real Estate	10.0	4.5
Private Fixed Income	5.0	2.5
	100.0 %	

For fiscal year ended September 30, 2025, the annual money-weighted rate of return on the plan investments, net of investment expenses, was 11%.

Note 13—Pension plans (continued)

Discount Rate – The discount rate used to measure the total pension liability for the Police Officers' Retirement Fund was 7.05%. The projection of cash flows used to determine the discount rate assumed that City contributions (including state premium tax contributions) will be made equal to the difference between the actuarially determined contribution and the member contribution. Based on those assumptions, the Police Officers' Retirement Fund fiduciary net position was projected to be available to make all projected future benefit payments of current plan members. Therefore, the long-term expected rate of return on pension plan investments was applied to all periods of projected benefit payments to determine the total pension liability for the plan.

Changes in the Net Pension Liability – Police Officers' Retirement Fund

	Increase (Decrease)		
	Total Pension Liability (a)	**Plan Fiduciary Net Position (b)**	**Net Pension Liability (a) - (b)**
Balances at 9/30/2024	$ 62,634,360	$ 55,646,233	$ 6,988,127
Changes for the year:			
Service cost	855,853	-	855,853
Interest	4,419,956	-	4,419,956
Differences between expected and actual experience	861,047	-	861,047
Changes of assumptions	(279,993)	-	(279,993)
Contributions - employer	-	1,105,289	(1,105,289)
Contributions - State	-	319,089	(319,089)
Contributions - employee	-	339,805	(339,805)
Net investment income	-	5,999,659	(5,999,659)
Benefit payments (including refunds of employee contributions)	(3,345,280)	(3,345,280)	-
Administrative expenses	-	(116,648)	116,648
Net Changes	2,511,583	4,301,914	(1,790,331)
Balances at 9/30/2025	$ 65,145,943	$ 59,948,147	$ 5,197,796

Sensitivity of the Net Pension Liability to Changes in the Discount Rate – The following presents the net pension liability of the Police Officers' Retirement Fund, calculated using the discount rate of 7.05%, as well as what the net pension liability would be if it were calculated using a discount rate that is one percentage point lower (6.05%) or one percentage point higher (8.05%).

	1% Decrease (6.05%)	**Current Discount Rate (7.05%)**	**1% Increase (8.05%)**
Net Pension Liability (asset)	$ 13,209,201	$ 5,197,796	$ (1,450,770)

Pension Plan Fiduciary Net Position – Detailed information about the Police Officers' Retirement Fund fiduciary net position is available in the combining statements.

Note 13—Pension plans (continued)

Pension Expense and Deferred Outflows of Resources and Deferred Inflows of Resources Related to Pensions – Police Officers' Retirement Fund

For the year ended September 30, 2025, the Police Officers' Retirement Fund recognized pension expense of $1,977,490. At September 30, 2025, the Fund reported deferred outflows of resources and deferred inflows of resources related to pensions from the following sources:

	Deferred Outflows of Resources	Deferred Inflows of Resources
Differences between expected and actual experience	$ 1,187,791	$ -
Net difference between projected and actual earnings on pension plan investments	-	3,872,158
Changes of assumptions	515,003	209,994
	$ 1,702,794	$ 4,082,152

Amounts reported as deferred outflows of resources and deferred inflows of resources related to the Police Officers' pension will be recognized in pension expense as follows:

Year Ended September 30:	
2026	$ 1,417,436
2027	(1,624,048)
2028	(1,756,416)
2029	(416,330)
	$ (2,379,358)

FIREFIGHTER'S RELIEF AND PENSION FUND

General Information about the Plan

Plan Description – The Firefighter's Relief and Pension Fund is a single employer defined benefit pension plan that provides pensions for a group of former Fire Department employees of the City. This Plan was established and is amended by City Ordinance and is subject to compliance with Chapter 175, Florida Statutes. In October 1981, the South Indian River County Fire District took over operation of the City's Fire Department. At that time, full-time firemen were given the option of joining the Florida Retirement System or remaining in the City's plan. Twenty full-time firemen and all of the volunteers elected to remain in the City's plan, but no new members are being added. Management of the Firefighter's Relief and Pension Fund is vested in a Board of Trustees, which consists of five members – retired firefighters who are members of the plan and elected by the retirees.

Benefits Provided – Retirement benefits for the Firefighter's Relief and Pension Fund are calculated at 3% of final average compensation times years of credited service (plus $25 times credited service). Final average compensation is the average of compensation over the highest three years of employment. The postretirement death benefit is determined by the form of benefit elected upon retirement; these options include 10 years certain and life, single life annuity or the 50%, 66⅔%, 75%, and 100% joint and survivor options. Benefit terms provide for a 2% COLA annually on October 1st.

Note 13—Pension plans (continued)

Employees Covered by Benefit Terms – At September 30, 2025, the following employees were covered by the benefit terms of the Firefighter's Relief and Pension Fund.

Inactive plan members or members or beneficiaries currently receiving benefits	10
Inactive plan members entitled to but not yet receiving benefits	-
Active plan members	-
	10

At the present time, all members of the plan (which is closed to new entrants) are retirees or beneficiaries.

Contributions. The City establishes the required annual contribution to the plan based on an actuarially determined contribution recommended by an independent actuary. The actuarially determined contribution is the estimated amount necessary to finance the costs of benefits earned by plan members during the year, with an additional amount to finance any unfunded accrued liability.

For the Firefighter's Relief and Pension Fund, there is no contribution by plan members and no annual payroll, as all plan members are retirees or beneficiaries. The City funds the entire actuarially determined contribution, less the amount provided by state of Florida Chapter revenue from insurance premium tax. For the year ended September 30, 2025, the City and state's contributions were $29,290 and $371,476, respectively.

Net Pension Liability (Asset) – Firefighter's Relief and Pension Fund

The City's net pension liability for the Firefighter's Relief and Pension Fund was measured as of September 30, 2025, and the total pension liability used to calculate the net pension liability was determined by an actuarial valuation as of October 1, 2024 rolled forward to September 30, 2025.

Actuarial Assumptions – The total pension liability in the October 1, 2024 actuarial valuation was determined using the following actuarial assumptions, applied to all periods included in the measurement.

Inflation	2.5%
Salary increases, including inflation	N/A
Investment Rate of Return	6.00%

Mortality rates used in this valuation match the FRS July 1, 2020 assumptions for the special risk class in accordance with Florida Statutes. These mortality assumptions are based on the PUB-2010 Headcount-Weighted Mortality Tables with mortality improvements projected for healthy lives to all future years after 2010 using Scale MP-2018.

For the Firefighter's Relief and Pension Fund, a full actuarial experience study has not been performed. Since there are no active employees, there are only two relevant assumptions – the assumed investment rate of return and the mortality rates. Both are reviewed annually by the Board.

Note 13—Pension plans (continued)

The long-term expected rate of return on Firefighter's Relief and Pension Fund investments was determined using a building-block method in which best-estimate ranges of expected, future real rates of return (expected returns, net of pension plan investment expense and inflation) are developed for each major asset class. These ranges are combined to produce the long-term expected rate of return by weighting the expected future real rates of return by the target asset allocation percentage and by adding expected inflation. Best estimates of arithmetic real rates of return for each major asset class included in the pension plan's target asset allocation as of September 30, 2025 are summarized in the following table:

Asset Class	Target Allocation	Long-Term Expected Real Rate of Return
Domestic Equity	45.0 %	7.5 %
International Equity	10.0	8.5
Domestic Fixed Income	25.0	2.5
Global Bond/Non-Core Fixed Income	10.0	3.5
Real Estate	10.0	4.5
	100.0 %	

For fiscal year ended September 30, 2025, the annual money-weighted rate of return on the plan investments, net of investment expenses, was 11.9%.

Discount Rate – The discount rate used to measure the total pension liability for the Firefighter's Relief and Pension Fund was 6.00%. The projection of cash flows used to determine the discount rate assumed that City contributions (including state premium tax contributions) will be equal to the actuarially determined contributions as there are no member contributions). Based on those assumptions, the Firefighter's Relief and Pension Plan fiduciary net position was projected to be available to make all projected future benefit payments of current plan members. Therefore, the long-term expected rate of return on pension plan investments was applied to all periods of projected benefit payments to determine the total pension liability for the plan.

Note 13—Pension plans (continued)

Changes in the Net Pension Liability (Asset) – Firefighter's Relief and Pension Fund

	Increase (Decrease)		
	Total Pension Liability (a)	Plan Fiduciary Net Position (b)	Net Pension Liability (Asset) (a) - (b)
Balances at 9/30/2024	$ 6,228,891	$ 7,025,187	$ (796,296)
Changes for the year:			
Interest	347,613	-	347,613
Differences between expected and actual experience	254,096	-	254,096
Contributions - employer	-	29,290	(29,290)
Contributions - State	-	371,476	(371,476)
Net investment income	-	818,780	(818,780)
Benefit payments (including refunds of employee contributions)	(870,691)	(870,691)	-
Administrative expenses	-	(4,539)	4,539
Other	173,078	-	173,078
Net Changes	(95,904)	344,316	(440,220)
Balances at 9/30/2025	$ 6,132,987	$ 7,369,503	$ (1,236,516)

Sensitivity of the Net Pension Liability (Asset) to Changes in the Discount Rate – The following presents the net pension liability (asset) of the Firefighter's Relief and Pension Fund, calculated using the discount rate of 6.00%, as well as what the net pension liability (asset) would be if it were calculated using a discount rate that is one percentage point lower (5.00%) or one percentage point higher (7.00%).

	1% Decrease (5.00%)	Current Discount Rate (6.00%)	1% Increase (7.00%)
Net Pension Liability (Asset)	$ (849,736)	$ (1,236,516)	$ (1,582,274)

Pension Plan Fiduciary Net Position – Detailed information about the Firefighter's Relief and Pension Plan's fiduciary net position is available in the combining statements.

Note 13—Pension plans (continued)

Pension Expense and Deferred Outflows of Resources and Deferred Inflows of Resources Related to Pensions – Firefighter's Relief and Pension Fund

For the year ended September 30, 2025, the Firefighter's Relief and Pension Fund recognized pension expense of $130,103. At September 30, 2025, the Fund reported deferred outflows of resources and deferred inflows of resources related to pensions from the following sources:

	Deferred Outflows of Resources	Deferred Inflows of Resources
Net difference between projected and actual earnings on pension plan investments	$ -	$ 643,088

Amounts reported as deferred outflows of resources and deferred inflows of resources related to the Firefighter's pension will be recognized in pension expense as follows:

Years Ended September 30:	
2026	$ (17,486)
2027	(289,834)
2028	(253,469)
2029	(82,299)
	$ (643,088)

AGGREGATE PENSION PLAN INFORMATION

The aggregate amount of net pension liabilities, related deferred outflows or resources and deferred inflows of resources, and pension and pension expense for the City's defined benefit pension plans are as follows:

	General Employee Retirement Plan	Police Officers' Retirement Fund	Firefighter's Relief and Pension Fund	Totals
Net pension liability (asset)	$ (1,928,200)	$ 5,197,796	$ (1,236,516)	$ 2,033,080
Deferred outflows of resources	119,822	1,702,794	-	1,822,616
Deferred inflows of resources	10,184,735	4,082,152	643,088	14,909,975
Pension expense	489,469	1,977,490	130,103	2,597,062

Note 14—Other postemployment benefits (OPEB) plan

General Information about the Plan

Plan Description – Pursuant to Section 112.0801, Florida Statutes, the City is required to permit participation in the health insurance program by retirees and their eligible dependents at a cost to the retiree that is no greater than the cost at which coverage is available for active employees. The other postemployment benefits plan is a single employer defined benefit plan administered by the City. The plan is included as a trust fund in the City's financial statements and a separate report for the Plan is not available. The City, by policy, has elected to provide retirees with a subsidy. Members who leave employment with the City and begin to receive retirement benefits immediately are eligible to continue enrollment as retirees. Police officers must be age 55 with 10 years of service or any age with 25 years of service, or age 50 with 10 years of service for early retirement. General employee members must be age 65 with 5 years of service, or age 55 with 5 years of service for early retirement. Disabled members are eligible for the same benefit as other retirees. Retirees under all City pension Plans may also continue their life insurance benefit at a reduced level of $20,000 prior to age 70 and $10,000 after age 70.

In June 2017, the City established a qualifying OPEB trust and an OPEB Trust Committee to administer the Trust. The OPEB Trust Committee consists of the City Manager, Finance Director, and Human Resources Director. In regard to governmental funds, net OPEB liabilities have been liquidated by the General Fund and Crestlawn Cemetery Fund.

Benefits Provided – To help pay for the medical coverage of retired employees, the City provides a subsidy through a Premium Assistance Program. The amount of the subsidy for general employees is 2.75% of the base plan premium per year of service; for police officers, the subsidy is 4% of the base plan premium per year of service. The Premium Assistance Program subsidy is available only for the retiree portion of the health insurance premium, although retirees may elect spouse and dependent coverage entirely at their own expense. Apart from this direct subsidy, a liability arises because the full premiums charged by the City's health insurance vendor are based on a blending of the experience among younger active employees and retired non-Medicare employees. Since retirees generally have higher costs, the City is actually subsidizing the cost of the retiree and dependent coverage even when retirees pay all or a significant portion of the blended premium. This is called the "implicit rate subsidy". Based on its policy, the City has assumed an obligation to pay for this implicit subsidy for the covered lifetimes of the current retirees and their dependents, as well as for the covered lifetimes of current employees after they retire in the future, and this significantly impacts the City's OPEB liability.

Effective January 1, 2015, it became mandatory for all retirees and dependents turning 65 after that date to enroll in Medicare Part B and change coverage to a Medicare Advantage plan to remain covered under the City's insurance program. Retirees who attained age 65 prior to January 1, 2015 were allowed to continue coverage under the core City plan and migration to a Medicare Advantage plan is optional for these members.

Employees Covered by Benefit Terms – Membership of the Plan consisted of the following at October 1, 2024, the date of the latest actuarial valuation:

	Number in
Active participants	318
Retired participants	257
	575

Note 14—Other postemployment benefits (OPEB) plan (continued)

Contributions – The City establishes the required annual contribution to the plan based on an actuarially determined contribution recommended by an independent actuary. The actuarially determined contribution is the estimated amount necessary to finance the costs of benefits earned by plan members during the year, with an additional amount to finance any unfunded accrued liability. Actuarially determined contribution rates are calculated as of October 1, which is 12 months prior to the end of the fiscal year in which contributions are made and reported. The City has the authority to establish and amend the funding policy for its OPEB plan.

Net OPEB Liability

The City's net OPEB liability was measured as of September 30, 2025 and the total OPEB liability used to calculate the net OPEB liability was determined by an actuarial valuation dated October 1, 2024 and rolled forward to the September 30, 2025 measurement date.

Actuarial Assumptions – The total OPEB liability in the October 1, 2024 valuation (rolled forward to the measurement date of September 30, 2025) was determined using the following actuarial assumptions.

Inflation	2.5%
Salary Increases, including inflation	3.75% to 8.0%, including inflation, varies based on service or age
Investment Rate of Return	6.00%
Healthcare Cost Trend Rates	Trend starting 6.50% and decreasing gradually to 4.00% ultimate trend rate - based on the Getzen Model

Mortality rates were based on the adjusted Pub-2010 mortality tables with generational mortality improvements using Scale MP-2021 as used for Regular and Special Risk class members in the July 1, 2024 actuarial valuation of the FRS. They are based on the results of a statewide experience study covering the period 2013-2018.

The long-term expected rate of return on OPEB plan investments was determined using a building-block method in which best estimate ranges of expected, future real rates of return (expected returns, net of OPEB plan investment expense and inflation) are developed for each major asset class. These ranges are combined to produce the long-term expected rate of return by weighting the expected, future real rates of return by the target asset allocation percentage and by adding expected inflation. The following is the OPEB Mission Square portfolio's target allocation of assets, as well as best estimates of arithmetic real rates of return for each major asset class included in the OPEB plan's target asset allocation:

Asset Class	Target Allocation	Long-Term Expected Real Rate of Return
Equities	54 %	7.5 - 8.5 %
Fixed Income	34	2.50
Multi-Strategy *	12	various
	100 %	

* includes real estate investment trust (REIT's), convertible securities and derivative based strategies

Note 14—Other postemployment benefits (OPEB) plan (continued)

For fiscal year ended September 30, 2025, the annual rate of return on the plan investments, net of investment expenses, was 11.77%.

Discount Rate – The discount rate used to measure the total OPEB liability was 6.00%. The projection of cash flows used to determine the discount rate assumed that City would continue to fund the actuarially determined contribution. Based on this assumption, the OPEB plan's fiduciary net position was projected to be available to make all projected future benefit payments of current plan members. Therefore, the single discount rate of 6.00% was applied to all periods of projected benefit payments to determine the total OPEB liability.

Changes in the Net OPEB Liability

	Increase (Decrease)		
	Total OPEB Liability (a)	Plan Fiduciary Net Position (b)	Net OPEB Liability (a) - (b)
Balances at 9/30/2024	$ 28,220,110	$ 6,973,187	$ 21,246,923
Changes for the year:			
Service cost	511,257	-	511,257
Interest	1,658,278	-	1,658,278
Differences between expected and actual experience	(234,812)	-	(234,812)
Changes in assumptions and other inputs	8,691,342	-	8,691,342
Contributions - employer	-	2,851,598	(2,851,598)
Contributions - employee	-	-	-
Net investment income	-	860,099	(860,099)
Benefit payments	(2,186,797)	(2,186,797)	-
Net Changes	8,439,268	1,524,900	6,914,368
Balances at 9/30/2025	$ 36,659,378	$ 8,498,087	$ 28,161,291

The City's net OPEB liability is allocated to both the governmental activities and the business-type activities based on their share of the actual OPEB premium costs.

Note 14—Other postemployment benefits (OPEB) plan (continued)

For the fiscal year ending September 30, 2025, the net OPEB liability is allocated as follows:

	Net OPEB Liability
Governmental Activities	$ 22,349,532
Business-Type Activities:	
Water & Sewer Fund	4,016,303
Airport Fund	297,849
Solid Waste Fund	1,416,757
Nonmajor enterprise fund	80,850
Total Business Type Activities	5,811,759
Total Net OPEB Liability	$ 28,161,291

Sensitivity of the Net OPEB Liability to Changes in the Discount Rate – The following presents the net OPEB liability of the OPEB plan, calculated using the discount rate of 6.00%, as well as what the net OPEB liability would be if it were calculated using a discount rate that is one percentage point lower (5.00%) or one percentage point higher (7.00%).

	1% Decrease (5.00%)	Current Discount Rate (6.00%)	1% Increase (7.00%)
Net OPEB Liability	$ 33,015,336	$ 28,161,291	$ 24,134,794

Sensitivity of the Net OPEB Liability to Changes in the Healthcare Cost Trend Rate – The following presents the net OPEB liability of the OPEB plan, calculated using the same healthcare cost trend rate as employed in the most recent funding valuation as well as what the net pension liability would be if it were calculated using a healthcare cost trend rate that is one percentage point lower or one percentage point higher.

	1% Decrease	Current Healthcare Cost Trend Rate	1% Increase
Net OPEB Liability	$ 23,625,822	$ 28,161,291	$ 33,730,899

OPEB Plan Fiduciary Net Position – Detailed information about the OPEB Plan fiduciary net position is available in the combining statements.

Note 14—Other postemployment benefits (OPEB) plan (continued)

OPEB Expense and Deferred Outflows of Resources and Deferred Inflows of Resources Related to OPEB

For the year ended September 30, 2025, the OPEB plan recognized total OPEB expense of $2,113,352. The City's OPEB benefit is allocated to both the governmental activities and the business-type activities based on their share of the actual OPEB premium costs. For the fiscal year ending September 30, 2025, the OPEB benefit is allocated as follows:

	OPEB Expense
Governmental Activities	$ 1,315,065
Business-Type Activities:	
Water & Sewer Fund	543,876
Airport Fund	80,676
Solid Waste Fund	152,413
Nonmajor enterprise	21,322
Total Business Type Activities	798,287
Total OPEB Expense	$ 2,113,352

At September 30, 2025, the OPEB plan reported deferred outflows of resources and deferred inflows of resources related to OPEB from the following sources:

	Deferred Outflows of Resources	Deferred Inflows of Resources
Differences between expected and actual experience	$ 234,804	$ 629,905
Net difference between projected and actual earnings on pension plan investments	233,099	1,080,879
Changes of assumptions	7,315,201	1,517,486
	$ 7,783,104	$ 3,228,270

Amounts reported as deferred outflows of resources and deferred inflows of resources related to OPEB will be recognized in OPEB expense as follows:

<u>Years Ended September 30:</u>	
2026	$ 517,571
2027	1,021,895
2028	1,275,764
2029	1,573,790
2030	165,814
	$ 4,554,834

Note 14—Other postemployment benefits (OPEB) plan (continued)

Combining Statement of Fiduciary Net Position
Pension and Other Postemployment Benefits (OPEB) Trust Funds

	General Employee Pension	Police Officers' Pension	Firefighter's Relief and Pension	OPEB Trust Fund	Totals
ASSETS					
Cash and cash equivalents	$ -	$ -	$ 40	$ -	$ 40
Accrued interest receivable	-	83,296	9,772	-	93,068
Investments, at fair value:					
Money market mutual funds	-	1,063,614	974,923	-	2,038,537
Mutual fund investments-equities	67,169,296	14,229,895	849,158	8,498,087	90,746,436
Mutual fund investments-fixed income	43,477,796	3,021,677	372,141	-	46,871,614
Corporate stocks	-	26,715,516	3,515,166	-	30,230,682
Corporate bonds:	-	2,257,107	254,178	-	2,511,285
Treasury and agency bonds and notes:					
U.S. Treasury bonds and notes	-	3,876,367	279,628	-	4,155,995
Mortgage/asset backed securities	-	3,607,045	421,809	-	4,028,854
Real estate	5,730,495	5,280,936	645,333	-	11,656,764
Municipal bonds and notes	-	-	46,461	-	46,461
Total investments, at fair value	116,377,587	60,052,157	7,358,797	8,498,087	192,286,628
Total Assets	116,377,587	60,135,453	7,368,609	8,498,087	192,379,736
NET POSITION					
Restricted for pension and OPEB benefits	$ 116,377,587	$ 60,135,453	$ 7,368,609	$ 8,498,087	$ 192,379,736

Note 14—Other postemployment benefits (OPEB) plan (continued)

Combining Statement of Changes in Fiduciary Net Position
Pension and Other Postemployment Benefits (OPEB) Trust Funds

	General Employee Pension	Police Officers' Pension	Firefighter's Relief and Pension	OPEB Trust Fund	Totals
Additions:					
Contributions:					
Employer	$ 4,187,286	$ 2,040,588	$ 29,290	$ 2,851,598	$ 9,108,762
Employee	-	339,805	-	-	339,805
State		319,089	371,476		690,565
Other income	-	-	-	-	-
Total contributions	4,187,286	2,699,482	400,766	2,851,598	10,139,132
Investment earnings:					
Interest and dividends	-	1,493,972	169,241	-	1,663,213
Net appreciation in fair value of investments	10,622,496	4,931,688	699,498	860,099	17,113,781
Total investment income	10,622,496	6,425,660	868,739	860,099	18,776,994
Investment expense	-	(440,901)	(57,103)	-	(498,004)
Net investment income	10,622,496	5,984,759	811,636	860,099	18,278,990
Total additions	14,809,782	8,684,241	1,212,402	3,711,697	28,418,122
Deductions:					
Benefit payments	9,218,129	2,798,562	870,691	2,186,797	15,074,179
DROP Plan Benefits	-	492,776			492,776
Refunds of contributions	-	53,941	-	-	53,941
Administrative expenses	104,759	116,648	4,539	-	225,946
Total deductions	9,322,888	3,461,927	875,230	2,186,797	15,846,842
Change in net position	5,486,894	5,222,314	337,172	1,524,900	12,571,280
Net position restricted for pension and OPEB benefits, beginning	110,890,693	54,913,139	7,031,437	6,973,187	179,808,456
Net position restricted for pension and OPEB benefits, ending	$ 116,377,587	$ 60,135,453	$ 7,368,609	$ 8,498,087	$ 192,379,736

Note 15—General employees' defined contribution pension plan

The City contributes to a defined contribution pension plan for all full time and permanent part time general employees. This defined contribution plan is administered by ICMA Retirement Corporation (d.b.a. Mission Square Retirement) and was established under the provisions of IRS Section 401(a) on July 1, 2015.

Benefit terms, including contribution requirements, for the general employees' defined contribution plan are established and may be amended by the City Council. For participants in the plan who were employed prior to July 1, 2015, the City makes an employer contribution of 9% of earnings (excluding overtime) and there is a mandatory employee match of 3%. For participants employed on or after July 1, 2015, the employer contribution is 7% and the mandatory employee match is 5%. For the year ended September 30, 2025, employee contributions totaled $580,159 and the City recognized pension expense of $1,199,927 for this plan.

Employees are immediately vested in all contributions (both employer and employee) and earnings on those contributions as of the first date of employment. As a result, there are no forfeitures of contributions to reduce the City's pension expenses. The assets and liabilities of this plan are held in trust by ICMA Retirement Corporation and are not reported within the City's financial statements.

Note 16—Deferred compensation plan

The City offers a deferred compensation plan to its employees in addition to the pension plans. Participation is optional. The City has adopted the provisions of IRS Code Section 457(g) and GASB Statement No. 32 *"Accounting and Financial Reporting for IRS Code Section 457 Deferred Compensation Plans"*. Under these provisions, all assets and income of the plan are held in trust for the exclusive benefit of participants. Accordingly, the assets and liabilities of the plan are not reported within the City's financial statements.

In addition to the optional deferred compensation plan, the City makes employer contributions to a deferred compensation plan under the terms of the contracts for the City Manager and the City Attorney at 4% of salary. For the fiscal year ended September 30, 2025, the City's employer contributions for these two employees totaled $13,036. The City also makes employer contributions to a deferred compensation plan as the result of a settlement agreement for a single employee, totaling $4,534 for the fiscal year.

Note 17—Fund balances – governmental funds

In accordance with GASB Statement No. 54, *Fund Balance Reporting and Governmental Fund Type Definitions*, the City classifies fund balances based primarily on the extent to which it is bound to observe the constraints imposed upon the use of the resources reported in governmental funds. Detailed information on fund balances of governmental funds is as follows:

	General Fund	Nonmajor Governmental Funds	Total
Nonspendable:			
Inventory	$ 159,560	$ -	$ 159,560
Prepaid	324,047	-	324,047
Restricted:			
General government	111,269	-	111,269
Public safety	-	107,470	107,470
Culture and recreation	-	886,268	886,268
Physical environment	-	3,484,313	3,484,313
	111,269	4,478,051	4,589,320
Committed:			
Physical environment	418,321	1,279,877	1,698,198
Cemetery	-	607,683	607,683
Unfunded pension liability reserve	5,333,043	-	5,333,043
Other postemployment benefits (OPEB) reserve	6,811,262	-	6,811,262
Capital and infrastructure reserve	18,000,000	-	18,000,000
Emergency (disaster) reserve	5,000,000	-	5,000,000
	35,562,626	1,887,560	37,450,186
Assigned	-	4,731,130	4,731,130
Unassigned	17,733,561	-	17,733,561
Total fund balances - governmental funds	$ 53,891,063	$ 11,096,741	$ 64,987,804

The restricted funds for public safety are for law enforcement education and confiscated property. The restricted culture and recreation funds are monies from private donations which were designated by the donors for capital improvements and maintenance for City recreation facilities. The funds restricted for physical environment in the nonmajor governmental funds are sales tax revenues (and associated interest earnings) limited by Florida Statutes to expenditures for capital equipment and improvements and associated debt service. Additional restrictions in nonmajor governmental funds includes ad valorem tax increment revenues restricted for capital improvements in the Historic Downtown economic development zone and funds restricted for land purchases in the asset management fund.

Note 17—Fund balances – governmental funds (continued)

The following are the purposes of the General Fund committed reserves, in accordance with the City's adopted General Fund fund balance policy (Resolution 2019-21):

- The Unfunded Pension Liability Reserve is set aside for annual payments of the General Fund's portion of the actuarially determined contribution for the General Employee Retirement Plan.
- The OPEB reserve is used annually for payment of the City's OPEB obligations for former electric utility employees.
- The Capital and Infrastructure Reserve is available for capital projects and infrastructure upgrades as appropriated by City Council in future budgets.
- The emergency (disaster) reserves are designated for expenditures in the event of an emergency, primarily tropical storms and hurricanes.

The remaining committed General Fund balances are for tree planting and replacement per various City resolutions and ordinances. The committed fund balance in the nonmajor funds is stormwater utility funding restricted for stormwater expenditures by City ordinance, and funds restricted by ordinance for cemetery care.

The assigned fund balance in the General Fund represents the amount appropriated to balance the budget in the subsequent fiscal year. The assigned fund balance in the General Government Capital and Construction fund is proceeds from property sales assigned by City Council budget action for capital expenditures in the General Government Capital and Construction Fund.

Note 18—Net investment in capital assets

The composition of net investment in capital assets is as follows as of September 30, 2025:

	Governmental Activities	Business-Type Activities
Capital assets:		
Capital assets not being depreciated	$ 7,132,690	$ 58,180,644
Capital assets being depreciated, net	33,343,339	99,192,546
	40,476,029	157,373,190
Related debt:		
Total notes payable, and capital lease-purchases	2,470,731	3,808,219
Leases payable	-	56,617
Capital assets in accounts payable	-	12,411,217
Net investment in capital assets	$ 38,005,298	$ 141,097,137

Note 19—Commitments and contingencies

Litigation – In the normal course of its activities, the City has become a party in various legal actions, including property tax assessment appeals. Management of the City is of the opinion that the outcome of such actions will not have a material effect on the financial position of the City and, therefore, has not reflected loss reserves in the financial statements.

Note 20—Adjustment and Restatement of opening net position

In the prior year, the City's Solid Waste enterprise fund was included in the aggregate remaining fund information. However, as of September 30, 2025 the Solid Waste fund met the criteria to be presented as major. Accordingly, opening net position of the nonmajor enterprise funds and the Solid Waste fund have been adjusted to reflect this change in the financial reporting entity.

	Solid Waste Fund	Nonmajor Enterprise Fund
Net position as previously reported, September 30, 2024	$ -	$ 9,413,073
Restatement	17,126	(17,126)
Net position as restated, October 1, 2024	$ 17,126	$ 9,395,947

Additionally, during the current fiscal year, the City determined that certain additions of capital assets had been improperly expensed in the previous fiscal year. Accordingly, opening net position of the Water and Sewer enterprise fund and the business-type activities have been restated to correct this error.

	Water and Sewer System	Business-Type Activities
Net position as previously reported, September 30, 2024	$ 66,355,161	$ 141,614,571
Restatement	3,733,452	3,733,452
Fund balance / net position as restated, October 1, 2024	$ 70,088,613	$ 145,348,023

Note 21—Subsequent events

On December 16, 2025, the City issued a bond anticipation note in the amount of $55,000,000. for the purpose of financing a portion of the cost of constructing a water reclamation facility. This note has a stated interest rate of 3.53% and is expected to be retired upon the issuance of the City's water and sewer revenue bonds in fiscal year 2027.

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REQUIRED SUPPLEMENTARY INFORMATION

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Schedule of Changes in Net Pension Liability (Asset) and Related Ratios – General Employee Retirement Plan – Last Ten Fiscal Years

	2025	2024	2023	2022
Total pension liability				
Service cost	$ 132,419	$ 167,149	$ 233,506	$ 259,018
Interest	6,803,219	6,814,030	6,816,258	6,808,169
Change of benefit terms	1,933,701	960,109	-	-
Differences between expected and actual experience	918,634	282,997	1,947,619	1,250,497
Changes of assumptions	-	1,064,360	-	-
Benefit payments (including refunds of member contributions)	(9,218,129)	(9,635,638)	(8,297,731)	(8,027,745)
Net change in total pension liability	569,844	(346,993)	699,652	289,939
Total pension liability - beginning	113,328,150	113,675,143	112,975,491	112,685,552
Total pension liability - ending (a)	$ 113,897,994	$ 113,328,150	$ 113,675,143	$ 112,975,491
Plan fiduciary net position				
Contributions - employer	$ 3,635,893	$ 3,387,130	$ 3,076,273	$ 2,465,838
Contributions - employee	-	-	-	-
Net investment income	10,622,496	22,206,684	10,622,357	(17,418,479)
Benefit payments (including refunds of member contributions)	(9,218,129)	(9,635,638)	(8,297,731)	(8,027,745)
Administrative expense	(104,759)	(173,648)	(94,930)	(87,379)
Other	-	-	-	-
Net change in plan fiduciary net position	4,935,501	15,784,528	5,305,969	(23,067,765)
Plan fiduciary net position - beginning	110,890,693	95,106,165	89,800,196	112,867,961
Plan fiduciary net position - ending (b)	$ 115,826,194	$ 110,890,693	$ 95,106,165	$ 89,800,196
City's net pension liability (asset) - ending (a) - (b)	$ (1,928,200)	$ 2,437,457	$ 18,568,978	$ 23,175,295
Plan fiduciary net position as a percentage of the total pension liability	101.69%	97.85%	83.66%	79.49%
Covered payroll	$ -	$ -	$ -	$ -
City's net pension liability (asset) as percentage of covered payroll	N/A	N/A	N/A	N/A

Notes to Schedule:

Employer Contributions . For 2019, the employer contribution included both the actuarially determined contribution of $4,278,984 and an excess contribution of $7,724,006 from the proceeds of the sale of the Electric Utility to Florida Power & Light

Benefit changes . The pension plan was frozen as of June 30, 2015, with no future service accruals and no new entrants. As a result there are no employee contributions or covered employee payroll amounts for fiscal year ended 9/30/16.

Change of assumptions . For 2025, 2019 and 2016, the mortality rates were updated in accordance with Florida Statue Section 112.63(f)

For the September 30, 2021 measurement the long-term rate of return was lowered from 6.5% to 6.25%

Schedule of Changes in Net Pension Liability (Asset) and Related Ratios – General Employee Retirement Plan – Last Ten Fiscal Years (continued)

2021	2020	2019	2018	2017	2016
$ 284,036	$ 324,630	$ 468,239	$ 510,973	$ 557,046	$ 689,965
6,962,607	7,021,159	6,953,167	6,960,909	6,853,564	6,546,450
-	-	-	-	-	-
(20,250)	(277,492)	3,324,807	(334,153)	1,132,034	358,687
2,659,984	-	(1,933,292)	-	-	3,151,956
(8,067,652)	(7,789,336)	(7,457,236)	(6,970,975)	(6,719,219)	(6,439,345)
1,818,725	(721,039)	1,355,685	166,754	1,823,425	4,307,713
110,866,827	111,587,866	110,232,181	110,065,427	108,242,002	103,934,289
$ 112,685,552	$ 110,866,827	$ 111,587,866	$ 110,232,181	$ 110,065,427	$ 108,242,002
$ 2,684,129	$ 3,069,174	$ 12,002,990	$ 4,377,313	$ 4,499,935	$ 4,274,277
-	-	-	-	-	-
19,102,773	7,610,589	4,106,761	6,963,235	8,865,531	7,205,701
(8,067,652)	(7,789,336)	(7,457,236)	(6,970,975)	(6,719,219)	(6,439,345)
(94,537)	(72,977)	(89,490)	(73,138)	(27,102)	(20,457)
-	-	-	-	14,461	-
13,624,713	2,817,450	8,563,025	4,296,435	6,633,606	5,020,176
99,243,248	96,425,798	87,862,773	83,566,338	76,932,732	71,912,556
$ 112,867,961	$ 99,243,248	$ 96,425,798	$ 87,862,773	$ 83,566,338	$ 76,932,732
$ (182,409)	$ 11,623,579	$ 15,162,068	$ 22,369,408	$ 26,499,089	$ 31,309,270
100.16%	89.52%	86.41%	79.71%	75.92%	71.07%
$ -	$ -	$ -	$ -	$ -	$ -
N/A	N/A	N/A	N/A	N/A	N/A

Schedule of Changes in Net Pension Liability (Asset) and Related Ratios – Police Officers' Retirement Fund – Last Ten Fiscal Years

	2025	2024	2023	2022
Total pension liability				
Service cost	$ 855,853	$ 785,842	$ 679,326	$ 632,225
Interest	4,419,956	4,254,738	4,012,824	3,880,464
Change of benefit terms	-	-	-	(462,637)
Differences between expected and actual experience	861,047	246,772	1,674,476	720,612
Changes of assumptions	(279,993)	699,749	660,515	614,022
Contributions - other		90,412	-	-
Benefit payments (including refunds of member contributions)	(3,345,280)	(2,686,693)	(3,401,053)	(2,443,549)
Net change in total pension liability	2,511,583	3,390,820	3,626,088	2,941,137
Total pension liability - beginning	62,634,360	59,243,540	55,617,452	52,676,315
Total pension liability - ending (a)	$ 65,145,943	$ 62,634,360	$ 59,243,540	$ 55,617,452
Plan fiduciary net position				
Contributions - employer	$ 1,105,289	$ 954,179	$ 455,050	$ 697,348
Contributions - State	319,089	-	362,800	309,953
Contributions - employee	339,805	326,212	284,656	267,014
Contributions - other		90,412	-	-
Net investment income	5,999,659	10,734,876	3,740,912	(8,272,580)
Benefit payments (including refunds of member contributions)	(3,345,280)	(2,686,693)	(3,401,053)	(2,443,549)
Administrative expense	(116,648)	(120,107)	(96,761)	(96,924)
Net change in plan fiduciary net position	4,301,914	9,298,879	1,345,604	(9,538,738)
Plan fiduciary net position - beginning	55,646,233	46,347,354	45,001,750	54,540,488
Plan fiduciary net position - ending (b)	$ 59,948,147	$ 55,646,233	$ 46,347,354	$ 45,001,750
City's net pension liability (asset) - ending (a) - (b)	$ 5,197,796	$ 6,988,127	$ 12,896,186	$ 10,615,702
Plan fiduciary net position as a percentage of the total pension liability	92.02%	88.84%	78.23%	80.91%
Covered payroll	$ 4,924,701	$ 4,673,058	$ 4,281,992	$ 4,085,625
City's net pension liability (asset) as percentage of covered payroll	105.5%	149.5%	301.2%	259.8%

Notes to Schedule:

Benefit changes. For measurement date 9/30/23, no change in benefits. For measurement date 9/30/22, the plan was amended to provide for the following changes: Credited Service - Conversion of accrued annual and medical leave days to Credited Service is not permitted and Salary - The value of eligible medical leave in excess of 120 days at the time of retirement is included in the final benefit calculations at the member's base rate of pay at retirement. In 2014, the valuation was adjusted for the fact that leave payouts are not capped for pension purposes.

Change of assumptions. For the measurment date 9/30/25, the net assumed investment return was lowered from 7.25% to $7.05%. For measurement date 9/30/23, the net assumed investment return was lowered from 7.35% to 7.25%. For measurement date 9/30/22, the net assumed investment return was lowered from 7.45% to 7.35%. For measurement date 9/30/2021, the net assumed investment return was lowered from 7.55% to 7.45%. For measurement date 9/30/2025, as mandated by Florida Law, the assumed rates of mortality were changed to the rates used in the July 1, 2025 Florida Retirement System (FRS) valuation report for special risk employees, with appropriate adjustments based on plan demographics. For measurement date 9/30/2020, as mandated by Florida Law, the assumed rates of mortality were changed to the rates used in the July 1, 2019 Florida Retirement System (FRS) valuation report for special risk employees, with appropriate adjustments based on plan demographics.

Schedule of Changes in Net Pension Liability (Asset) and Related Ratios – Police Officers' Retirement Fund – Last Ten Fiscal Years (continued)

2021	2020	2019	2018	2017	2016
$ 634,974	$ 570,050	$ 605,715	$ 637,288	$ 575,896	$ 543,187
3,798,187	3,621,631	3,525,391	3,416,827	3,264,313	3,086,536
-	-	-	-	-	-
(849,033)	291,454	49,124	(149,084)	133,676	26,221
598,192	1,112,988	-	495,820	1,274	710,848
-	-	-	-	-	-
(2,356,274)	(3,034,784)	(2,738,251)	(2,087,518)	(2,063,153)	(2,141,125)
1,826,046	2,561,339	1,441,979	2,313,333	1,912,006	2,225,667
50,850,269	48,288,930	46,846,951	44,533,618	42,621,612	40,395,945
$ 52,676,315	$ 50,850,269	$ 48,288,930	$ 46,846,951	$ 44,533,618	$ 42,621,612
$ 752,804	$ 765,548	$ 788,992	$ 773,856	$ 756,381	$ 853,491
282,518	291,898	280,231	258,540	241,345	252,594
248,609	226,427	212,777	213,729	208,521	191,664
-	-	-	-	-	-
7,858,973	6,006,647	1,563,321	4,119,480	4,336,908	2,915,646
(2,356,274)	(3,034,784)	(2,738,251)	(2,087,518)	(2,063,153)	(2,141,125)
(96,823)	(102,391)	(91,872)	(135,607)	(116,981)	(107,071)
6,689,807	4,153,345	15,198	3,142,480	3,363,021	1,965,199
47,850,681	43,697,336	43,682,138	40,539,658	37,176,637	35,211,438
$ 54,540,488	$ 47,850,681	$ 43,697,336	$ 43,682,138	$ 40,539,658	$ 37,176,637
$ (1,864,173)	$ 2,999,588	$ 4,591,594	$ 3,164,813	$ 3,993,960	$ 5,444,975
103.54%	94.10%	90.49%	93.24%	91.03%	87.22%
$ 3,816,451	$ 3,543,511	$ 3,363,227	$ 3,259,812	$ 3,261,894	$ 3,169,645
-48.8%	84.7%	136.5%	97.1%	122.4%	171.8%

Schedule of Changes in Net Pension Liability (Asset) and Related Ratios – Firefighter's Relief and Pension Fund – Last Ten Fiscal Years

	2025	2024	2023	2022
Total pension liability				
Service cost	$ -	$ -	$ -	$ -
Interest	347,613	364,402	384,263	402,221
Change of benefit terms	-	-	-	-
Differences between expected and actual experience	254,096	169,246	(29,787)	39,301
Changes of assumptions	-	-	-	-
Benefit payments (including refunds of member contributions)	(870,691)	(870,163)	(744,383)	(737,262)
Other	173,078	56,953	121,778	-
Net change in total pension liability	(95,904)	(279,562)	(268,129)	(295,740)
Total pension liability - beginning	6,228,891	6,508,453	6,776,582	7,072,322
Total pension liability - ending (a)	$ 6,132,987	$ 6,228,891	$ 6,508,453	$ 6,776,582
Plan fiduciary net position				
Contributions - employer	$ 29,290	$ -	$ -	$ -
Contributions - State	371,476	141,459	264,448	167,180
Net investment income	818,780	1,226,257	556,555	(899,917)
Benefit payments (including refunds of member contributions)	(870,691)	(870,163)	(744,383)	(737,262)
Administrative expense	(4,539)	(20,406)	(28,440)	(24,718)
Net change in plan fiduciary net position	344,316	477,147	48,180	(1,494,717)
Plan fiduciary net position - beginning	7,025,187	6,548,040	6,499,860	7,994,577
Plan fiduciary net position - ending (b)	$ 7,369,503	$ 7,025,187	$ 6,548,040	$ 6,499,860
City's net pension liability (asset) - ending (a) - (b)	$ (1,236,516)	$ (796,296)	$ (39,587)	$ 276,722
Plan fiduciary net position as a percentage of the total pension liability	120.16%	112.78%	100.61%	95.92%
Covered payroll	$ -	$ -	$ -	$ -
City's net pension liability (asset) as percentage of covered payroll	N/A	N/A	N/A	N/A

Notes to Schedule:

Benefit changes . There have been no changes in benefit provisions since GASB 68 implementation.

Change of assumptions . In the October 1, 2024 valuation the mortality assumption was updated to match those used by the Florida Retirement System (FRS) for the Special Risk class in its July 1, 2025 actuarial valuation report in accordance with Florida Statutes. In the October 1, 2019 valuation the mortality assumption was updated to match those used by the Florida Retirement System (FRS) for the Special Risk class in its July 1, 2019 actuarial valuation report in accordance with Florida Statutes. In the October 1, 2020 valuation, the sum of the outstanding amortization bases of Unfunded Actuarial Accrued Liability was negative while the sum of the amortization payments was positive; as a result, the amortization bases were combined and offset in accordance with Internal Revenue Code Section 412(b).

Schedule of Changes in Net Pension Liability (Asset) and Related Ratios – Firefighter's Relief and Pension Fund – Last Ten Fiscal Years (continued)

2021	2020	2019	2018	2017	2016
$ -	$ -	$ -	$ -	$ -	$ -
448,188	470,078	475,071	480,914	460,574	503,480
-	-	-	-	-	-
177,678	(106,292)	176,997	164,840	147,994	(321,469)
(658,674)	-	-	-	466,714	160,377
(729,349)	(727,877)	(742,693)	(743,573)	(728,993)	(714,699)
-	-	-	-	-	-
(762,157)	(364,091)	(90,625)	(97,819)	346,289	(372,311)
7,834,479	8,198,570	8,289,195	8,387,014	8,040,725	8,413,036
$ 7,072,322	$ 7,834,479	$ 8,198,570	$ 8,289,195	$ 8,387,014	$ 8,040,725
$ -	$ 100,007	$ 121,788	$ 146,657	$ 84,119	$ 104,007
163,564	141,264	138,674	138,704	183,499	225,939
1,527,760	(68,609)	185,191	563,174	873,992	676,519
(729,349)	(727,877)	(742,693)	(743,573)	(728,993)	(714,699)
(15,588)	(14,782)	(20,425)	(15,720)	(16,663)	(18,271)
946,387	(569,997)	(317,465)	89,242	395,954	273,495
7,048,190	7,618,187	7,935,652	7,846,410	7,450,456	7,176,961
$ 7,994,577	$ 7,048,190	$ 7,618,187	$ 7,935,652	$ 7,846,410	$ 7,450,456
$ (922,255)	$ 786,289	$ 580,383	$ 353,543	$ 540,604	$ 590,269
113.04%	89.96%	92.92%	95.73%	93.55%	92.66%
$ -	$ -	$ -	$ -	$ -	$ -
N/A	N/A	N/A	N/A	N/A	N/A

Schedule of Employer Contributions – General Employee Retirement Plan – Last Ten Fiscal Years

Year Ending September 30,	2025	2024	2023	2022	2021	2020	2019	2018	2017	2016
Actuarially determined contribution	$ 3,062,973	$ 3,387,130	$ 3,076,273	$ 2,465,838	$ 2,684,129	$ 3,069,174	$ 4,278,984	$ 4,377,313	$ 4,499,935	$ 4,274,277
Contributions in relation to the actuarially determined contribution	3,635,893	3,387,130	3,076,273	2,465,838	2,684,129	3,069,174	12,002,990	4,377,313	4,499,935	4,274,277
Contribution deficiency (excess)	$ (572,920)	$ -	$ -	$ -	$ -	$ -	$ (7,724,006)	$ -	$ -	$ -
Covered payroll	$ -	$ -	$ -	$ -	$ -	$ -	$ -	$ -	$ -	$ -
Contributions as a percentage of covered payroll	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A

Notes to Schedule

Valuation Date:
Actuarially determined contributions is calculated using an October valuation date as of the beginning of the year in which contributions are reported.

Methods and Assumptions used to determine contribution rates:

Actuarial cost method	Entry age normal
Amortization method	Level dollar, closed
Remaining amortization period	5
Asset valuation method	5-year smoothed market
Inflation	N/A
Salary Increases	N/A
Investment rate of return	6.25% net of investment expenses, including inflation
Retirement age	Rates based on age ranging from 55-70 years, with 100% retirement at age 70
Mortality	Current: PUB-2010 base tables, set back one year for males, projected generationally using scale MP-2021 for healthy actives and inactives. For disabled retirees, the PUB -2010 disabled table, set forward three years for both males and females, projected generationally using scale MP-2021

Schedule of Employer Contributions – Police Officers' Retirement Fund – Last Ten Fiscal Years

Year Ending September 30,	2025	2024	2023	2022	2021	2020	2019	2018	2017	2016
Actuarially determined contribution	$ 1,424,378	$ 954,179	$ 817,850	$ 1,007,301	$ 1,035,322	$ 1,057,446	$ 1,069,223	$ 1,032,396	$ 997,726	$ 1,106,085
Contributions in relation to the actuarially determined contribution	1,424,378	954,179	817,850	1,007,301	1,035,322	1,057,446	1,069,223	1,032,396	997,726	1,106,085
Contribution deficiency (excess)	$ -	$ -	$ -	$ -	$ -	$ -	$ -	$ -	$ -	$ -
Covered payroll	$ 4,924,701	$ 4,673,058	$ 4,281,992	$ 4,085,625	$ 3,816,451	$ 3,543,511	$ 3,363,227	$ 3,259,812	$ 3,261,894	$ 3,169,645
Contributions as a percentage of covered payroll	28.92%	20.42%	19.10%	24.65%	27.13%	29.84%	31.79%	31.67%	30.59%	34.91%

Notes to Schedule

Valuation Date:

Actuarially determined contribution rates are calculated as of October 1, two years prior to the end of the fiscal year in which contributions are due.

Methods and Assumptions used to determine contribution rates:

Actuarial cost method	Entry age
Amortization method	Level dollar, closed
Remaining amortization period	15 years
Asset valuation method	5-year smoothed market
Inflation	2.50%
Salary Increases	Scale of increase rates from 3.75% to 8.0% depending on age
Investment rate of return	7.25% net of investment related expenses, 7.35% in prior year
Retirement age	Members with less than 25 years of service are assumed to retire early at a rate of 5% per year from ages 50-54, at a rate of 50% in the year of the Normal Retirement Date with 100% to retire by age 56+. Members with 25 years of service or more retire at a rate of 15% under the age of 50, between 20% and 50% per year from ages 50-54 with 100% retired by age 55+
Mortality	In accordance with the requirements of Florida statutes, the mortality tables used in this valuation are the same as the mortality assumptions for special risk employees used in the valuation of the Florida Retirement System (FRS) as of the July 1, 2025 FRS valuation report, with appropriate adjustments based on plan demographics.

Schedule of Employer Contributions – Firefighter's Relief and Pension Fund – Last Ten Fiscal Years

Year Ending September 30,	2025	2024	2023	2022	2021	2020	2019	2018	2017	2016
Actuarially determined contribution	$ 201,885	$ 141,459	$ 20,892	$ 15,742	$ 160,001	$ 241,271	$ 260,242	$ 285,361	$ 267,618	$ 329,946
Contributions in relation to the actuarially determined contribution	400,766	141,459	142,670	167,180	163,564	241,271	260,242	285,361	267,618	329,946
Contribution deficiency (excess)	$ (198,881)	$ -	$ (121,778)	$ (151,438)	$ (3,563)	$ -	$ -	$ -	$ -	$ -
Covered payroll	$ -	$ -	$ -	$ -	$ -	$ -	$ -	$ -	$ -	$ -
Contributions as a percentage of covered payroll			N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A

Notes to Schedule

Valuation Date:
Actuarially determined contribution rates are calculated as of October 1, which is one year prior to the end of the fiscal year in which contributions are reported.

Methods and Assumptions used to determine contribution rates:

Actuarial cost method	Entry age normal
Amortization method	Level dollar, closed
Remaining amortization period	10 years
Asset valuation method	5-year smoothed market
Inflation	2.50%
Salary Increases	N/A
Investment rate of return	6.00% net of investment expenses, including inflation
Retirement age	N/A
Mortality	In accordance with the requirements of Florida statutes, the mortality tables used in this valuation are the same as the mortality assumptions for special risk employees used in the valuation of the Florida Retirement System (FRS) as of the July 1, 2021 FRS valuation report, with mortality improvements projected for healthy lives to all future years after 2010 using Scale MP-2021.

Schedule of Changes in Net OPEB Liability and Related Ratios – Other Postemployment Benefits Plan – Last Ten Fiscal Years

	2025	2024	2023	2022	2021	2020	2019	2018	2017
Total OPEB liability									
Service cost	$ 511,257	$ 487,383	$ 446,185	$ 516,122	$ 485,484	$ 598,599	$ 526,731	$ 541,547	$ 517,526
Interest	1,658,278	1,668,394	1,621,800	1,853,278	1,807,052	1,981,623	1,951,770	1,880,643	1,806,107
Differences between expected and actual experience	(234,812)	402,520	(716,064)	(598,802)	322,308	2,221,808	(1,722,633)	-	-
Changes of assumptions	8,691,342	(942,059)	775,374	(4,194,455)	(425,395)	(6,136,371)	998,719	-	-
Benefit payments	(2,186,797)	(1,430,622)	(1,353,242)	(1,375,080)	(1,524,257)	(1,399,838)	(1,257,980)	(1,185,885)	(1,024,866)
Net change in total OPEB liability	8,439,268	185,616	774,053	(3,798,937)	665,192	(2,734,179)	496,607	1,236,305	1,298,767
Total OPEB liability - beginning	28,220,110	28,034,494	27,260,441	31,059,378	30,394,186	33,128,365	32,631,758	31,395,453	30,096,686
Total OPEB liability - ending (a)	$ 36,659,378	$ 28,220,110	$ 28,034,494	$ 27,260,441	$ 31,059,378	$ 30,394,186	$ 33,128,365	$ 32,631,758	$ 31,395,453
Plan fiduciary net position									
Contributions - employer	$ 2,851,598	$ 1,430,622	$ 1,883,252	$ 1,729,262	$ 2,014,452	$ 1,957,905	$ 2,093,039	$ 2,056,291	$ 1,971,583
Net investment income	860,099	1,387,100	566,135	(855,259)	810,274	250,536	99,958	89,274	42,955
Benefit payments	(2,186,797)	(1,430,622)	(1,353,242)	(1,375,080)	(1,524,257)	(1,399,838)	(1,257,980)	(1,185,885)	(1,024,866)
Administrative expense	-	-	(2,422)	-	-	-	-	-	-
Net change in plan fiduciary net position	1,524,900	1,387,100	1,093,723	(501,077)	1,300,469	808,603	935,017	959,680	989,672
Plan fiduciary net position - beginning	6,973,187	5,586,087	4,492,364	4,993,441	3,692,972	2,884,369	1,949,352	989,672	-
Plan fiduciary net position - ending (b)	$ 8,498,087	$ 6,973,187	$ 5,586,087	$ 4,492,364	$ 4,993,441	$ 3,692,972	$ 2,884,369	$ 1,949,352	$ 989,672
City's net OPEB liability - ending (a) - (b)	$ 28,161,291	$ 21,246,923	$ 22,448,407	$ 22,768,077	$ 26,065,937	$ 26,701,214	$ 30,243,996	$ 30,682,406	$ 30,405,781
Plan fiduciary net position as a percentage of the total OPEB liability	23.18%	24.71%	19.93%	16.48%	16.08%	12.15%	8.71%	5.97%	3.15%
Covered employee payroll	$ 19,792,795	$ 17,231,719	$ 20,458,167	$ 19,665,391	$ 18,531,053	$ 18,038,730	$ 19,799,596	$ 22,166,418	$ 18,157,544
City's net OPEB liability as percentage of covered employee payroll	142.28%	123.30%	109.73%	115.78%	140.66%	148.02%	152.75%	138.42%	167.46%

Notes to Schedule:
The OPEB trust fund was established in June 2017, so no historical information for prior years is available.

Schedule of Employer Contributions – Other Postemployment Benefits Plan – Last Ten Fiscal Years

Year Ending September 30,	2025	2024	2023	2022	2021	2020	2019	2018	2017	2016
Actuarially determined contribution	$ 2,574,327	$ 1,430,622	$ 1,883,252	$ 1,729,262	$ 2,014,452	$ 1,957,905	$ 2,093,039	$ 2,056,291	$ 1,971,853	$ 2,127,974
Contributions in relation to the actuarially determined contribution	2,851,598	1,430,622	1,883,252	1,729,262	2,014,452	1,957,905	2,093,039	2,056,291	1,971,853	774,300
Contribution deficiency (excess)	$ (277,271)	$ -	$ -	$ -	$ -	$ -	$ -	$ -	$ -	$ 1,353,674
Covered employee payroll	$ 19,792,795	$ 17,231,719	$ 20,458,167	$ 19,665,391	$ 18,531,053	$ 18,038,730	$ 19,799,596	$ 22,166,418	$ 18,157,544	$ 18,701,186
Contributions as a percentage of covered employee payroll	14.41%	8.30%	9.21%	8.79%	10.87%	10.85%	10.57%	9.28%	10.86%	4.14%

Notes to Schedule

Note 1: A qualifying OPEB Trust was established in June 2017

Valuation Date:
Actuarially determined contributions are calculated using an October valuation date as of the beginning of the year in which contributions are reported, and are rolled forward for years for which a complete annual valuation was not required.

Methods and Assumptions used to determine contribution rates:

Actuarial cost method	Entry age normal
Amortization method	Level percentage of Payroll, closed
Remaining amortization period	21
Asset valuation method	Market Value
Inflation	2.50%
Salary Increases	3.75 % to 8.0 %, including inflation - varies by plan type and either years of service or age
Investment rate of return	6.0% net of investment expenses, including inflation
Healthcare cost trend rate	Based on the Getzen Model, with trend starting at 6.50% and gradually decreasing to an ultimate trend rate of 4.00%.
Mortality	Mortality tables used for Regular Class and Special Risk Class members in the July 1, 2024 actuarial valuation of the Florida Retirement System. Adjustments based on a statewide experience study covering 2013-2021 with generational projection.

Schedule of Investment Returns – All Pension Plans and Other Postemployment Benefits Plan – Last Ten Fiscal Years

Annual money-weighted rate of return, net of investment expense:

	2025	2024	2023	2022	2021	2020	2019	2018	2017	2016
General Employees' Retirement Plan	9.48%	21.56%	5.61%	-15.83%	19.79%	8.09%	4.56%	8.47%	11.69%	10.17%
Police Officers' Retirement Fund	11.00%	23.62%	8.42%	-15.26%	16.51%	13.83%	3.60%	10.16%	11.45%	7.99%
Firefighter's Relief and Pension Fund	11.90%	18.01%	8.90%	-11.70%	22.60%	-0.90%	2.40%	7.40%	12.10%	9.70%
Other Postemployment Benefits (OPEB) Plan	11.77%	22.09%	11.90%	-16.54%	20.58%	7.92%	4.22%	6.27%	9.07%	-

Note: The OPEB trust fund was established in June 2017; there is no investment data available prior to funding of the trust.

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SINGLE AUDIT ACT COMPLIANCE

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Cherry Bekaert
Your Guide Forward

Report of Independent Auditor on Internal Control over Financial Reporting and on Compliance and Other Matters Based on an Audit of Financial Statements Performed in Accordance with *Government Auditing Standards*

To the Honorable Mayor and Members of the City Council
City of Vero Beach, Florida

We have audited, in accordance with the auditing standards generally accepted in the United States of America and the standards applicable to financial audits contained in *Government Auditing Standards* issued by the Comptroller General of the United States, the financial statements of the governmental activities, the business-type activities, each major fund, and the aggregate remaining fund information of the City of Vero Beach, Florida, (the "City") as of and for the year ended September 30, 2025, and the related notes to the financial statements, which collectively comprise the City's basic financial statements, and have issued our report thereon dated June 30, 2026. Our report on the basic financial statements contained an emphasis of matter paragraph referring to the restatement of opening net position.

Report on Internal Control over Financial Reporting

In planning and performing our audit of the financial statements, we considered the City's internal control over financial reporting ("internal control") as a basis for designing audit procedures that are appropriate in the circumstances for the purpose of expressing our opinions on the financial statements, but not for the purpose of expressing an opinion on the effectiveness of the City's internal control. Accordingly, we do not express an opinion on the effectiveness of the City's internal control.

A deficiency in internal control exists when the design or operation of a control does not allow management or employees, in the normal course of performing their assigned functions, to prevent, or detect and correct, misstatements on a timely basis. A material weakness is a deficiency, or a combination of deficiencies, in internal control, such that there is a reasonable possibility that a material misstatement of the entity's financial statements will not be prevented, or detected and corrected, on a timely basis. A significant deficiency is a deficiency, or a combination of deficiencies, in internal control that is less severe than a material weakness, yet important enough to merit attention by those charged with governance.

Our consideration of internal control was for the limited purpose described in the first paragraph of this section and was not designed to identify all deficiencies in internal control that might be material weaknesses or significant deficiencies and, therefore, material weaknesses or significant deficiencies may exist that were not identified. We identified a deficiency in internal control, described in the accompanying schedule of findings and questioned costs as item 2025-001 that we consider to be a material weaknesses.

Report on Compliance and Other Matters

As part of obtaining reasonable assurance about whether the City's financial statements are free of material misstatement, we performed tests of its compliance with certain provisions of laws, regulations, contracts and grant agreements, noncompliance with which could have a direct and material effect on the financial statements. However, providing an opinion on compliance with those provisions was not an objective of our audit and, accordingly, we do not express such an opinion. The results of our tests disclosed no instances of noncompliance or other matters that are required to be reported under *Government Auditing Standards*.

City's Response to Findings

Government Auditing Standards requires the auditor to perform limited procedures on the City's response to the findings identified in our audit and described in the accompanying schedule of findings and questioned costs. The City's response was not subjected to the other auditing procedures applied in the audit of the financial statements and, accordingly, we express no opinion on the response.

Purpose of this Report

The purpose of this report is solely to describe the scope of our testing of internal control and compliance and the results of that testing, and not to provide an opinion on the effectiveness of the entity's internal control or on compliance. This report is an integral part of an audit performed in accordance with *Government Auditing Standards* in considering the entity's internal control and compliance. Accordingly, this communication is not suitable for any other purpose.

Cherry Bekaert LLP

Orlando, Florida
June 30, 2026

Cherry Bekaert
Your Guide Forward

Report of Independent Auditor on Compliance for the Major Federal Program and State Project and on Internal Control over Compliance Required by the Uniform Guidance and Chapter 10.550

To the Honorable Mayor and Members of the City Council
City of Vero Beach, Florida

Report on Compliance for the Major Federal Program and State Project

Opinion on the Major Federal Program and State Project

We have audited the City of Vero Beach, Florida's (the "City") compliance with the types of compliance requirements identified as subject to audit in the *U.S. Office of Management and Budget (OMB) Compliance Supplement* and the State of Florida Department of Financial Services' State Projects Compliance Supplement, that could have a direct and material effect on the City's major federal program and state project for the year ended September 30, 2025. The City's major federal program and state project are identified in the summary of auditor's results section of the accompanying schedule of findings and questioned costs.

In our opinion, the City complied, in all material respects, with the types of compliance requirements referred to above that could have a direct and material effect on its major federal program and state project for the year ended September 30, 2025.

Basis for Opinion on the Major Federal Program and State Project

We conducted our audit of compliance in accordance with auditing standards generally accepted in the United States of America; the standards applicable to financial audits contained in *Government Auditing Standards*, issued by the Comptroller General of the United States; the audit requirements of Title 2 U.S. *Code of Federal Regulations Part 200, Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards* ("Uniform Guidance") and Chapter 10.550, *Rules of the Auditor General* (Chapter 10.550). Our responsibilities under those standards, the Uniform Guidance, and Chapter 10.550 are further described in the *Auditor's Responsibilities for the Audit of Compliance* section of our report.

We are required to be independent of the City and to meet our other ethical responsibilities, in accordance with relevant ethical requirements relating to our audit. We believe the audit evidence we have obtained is sufficient and appropriate to provide a basis for our opinion on compliance for the major federal program and state project. Our audit does not provide a legal determination of City's compliance with the compliance requirements referred to above.

Responsibility of Management for Compliance

Management is responsible for compliance with the requirements referred to above and for the design, implementation, and maintenance of effective internal control over compliance with the requirements of laws, statutes, regulations, rules, and provisions of contracts or grant agreements applicable to the City's federal programs and state projects.

Auditor's Responsibilities for the Audit of Compliance

Our objectives are to obtain reasonable assurance about whether material noncompliance with the compliance requirements referred to above occurred, whether due to fraud or error, and express an opinion on the City's compliance based on our audit. Reasonable assurance is a high level of assurance but is not absolute assurance and, therefore, is not a guarantee that an audit conducted in accordance with generally accepted auditing standards, *Government Auditing Standards*, the Uniform Guidance, and Chapter 10.550 will always detect material noncompliance when it exists. The risk of not detecting material noncompliance resulting from fraud is higher than for that resulting from error, as fraud may involve collusion, forgery, intentional omissions, misrepresentations, or the override of internal control. Noncompliance with the compliance requirements referred to above is considered material if there is a substantial likelihood that, individually or in the aggregate, it would influence the judgment made by a reasonable user of the report on compliance about the City's compliance with the requirements of the major federal program and state project as a whole.

In performing an audit in accordance with generally accepted auditing standards, *Government Auditing Standards*, the Uniform Guidance, and Chapter 10.550 we:

- Exercise professional judgment and maintain professional skepticism throughout the audit.
- Identify and assess the risks of material noncompliance, whether due to fraud or error, and design and perform audit procedures responsive to those risks. Such procedures include examining, on a test basis, evidence regarding the City's compliance with the compliance requirements referred to above and performing such other procedures as we considered necessary in the circumstances.
- Obtain an understanding of the City's internal control over compliance relevant to the audit in order to design audit procedures that are appropriate in the circumstances and to test and report on internal control over compliance in accordance with Uniform Guidance and Chapter 10.550, but not for the purpose of expressing an opinion on the effectiveness of the City's internal control over compliance. Accordingly, no such opinion is expressed.

We are required to communicate with those charged with governance regarding, among other matters, the planned scope and timing of the audit and any significant deficiencies and material weaknesses in internal control over compliance that we identified during the audit.

Report on Internal Control over Compliance

A *deficiency in internal control over compliance* exists when the design or operation of a control over compliance does not allow management or employees, in the normal course of performing their assigned functions, to prevent, or detect and correct, noncompliance with a type of compliance requirement of a federal program or state project on a timely basis. A *material weakness in internal control over compliance* is a deficiency, or a combination of deficiencies, in internal control over compliance, such that there is a reasonable possibility that material noncompliance with a type of compliance requirement of a federal program or state project will not be prevented, or detected and corrected, on a timely basis. A *significant deficiency in internal control over compliance* is a deficiency, or a combination of deficiencies, in internal control over compliance with a type of compliance requirement of a federal program or state project that is less severe than a material weakness in internal control over compliance, yet important enough to merit attention by those charged with governance.

Our consideration of internal control over compliance was for the limited purpose described in the *Auditor's Responsibilities for the Audit of Compliance* section above and was not designed to identify all deficiencies in internal control over compliance that might be material weaknesses or significant deficiencies in internal control over compliance. Given these limitations, during our audit we did not identify any deficiencies in internal control over compliance that we consider to be material weaknesses, as defined above. However, material weaknesses or significant deficiencies in internal control over compliance may exist that were not identified.

Our audit was not designed for the purpose of expressing an opinion on the effectiveness of internal control over compliance. Accordingly, no such opinion is expressed.

The purpose of this report on internal control over compliance is solely to describe the scope of our testing of internal control over compliance and the results of that testing based on the requirements of the Uniform Guidance and Chapter 10.550. Accordingly, this report is not suitable for any other purpose.

Cherry Bekaert LLP

Orlando, Florida
June 30, 2026

CITY OF VERO BEACH, FLORIDA
SCHEDULE OF EXPENDITURES OF FEDERAL AWARDS AND STATE FINANCIAL ASSISTANCE

FOR THE YEAR ENDED SEPTEMBER 30, 2025

FEDERAL / STATE AGENCY, PASS-THROUGH ENTITY FEDERAL PROGRAM / STATE PROJECT	ALN #	DATE OF AWARD	PROJECT IDENTIFICATION NUMBER	PROGRAM OR AWARD AMT	FY 24-25 YTD EXPENDITURES
DEPARTMENT OF JUSTICE					
Florida Department of Law Enforcement:					
JAG/FDLE LICENSE PLATE READERS	16.738	01/19/24	15PBJA-21-GG-00241-MUMU	$ 29,120	$ 29,120
JAG/FDLE RADAR SPEED SIGN	16.738	05/06/24	15PBJA-22-GG-00656-MUMU	2,997	2,997
LOCAL FIREARMS SAFETY TRAINING PROGRAM	16.738	02/26/24	9H020	65,852	6,799
					38,916
Department of Homeland Security:					
Florida Division of Emergency Management					
Disaster Grants-Public Assistance Hurricane IAN)	97.036	9/30/22	4673	223,718	223,718
DEPARTMENT OF TRANSPORTATION					
Federal Aviation Administration (FAA)					
Airport Improvement Program (Master Plan Update)	20.106	05/25/22	3-12-0083-048-2022	800,037	104,001
Airport Improvement Program (Storm Water Master Plan)	20.106	05/18/23	3-12-0083-049-2023	184,230	88,430
Airport Improvement Program (Taxiway B Rehab |Construct AIP 51)	20.106	09/09/24	3-12-0083-051-2024	1,928,899	1,895,002
Airport Improvement Program Airport Terminal Building AIP52	20.106	07/02/25	3-12-0083-052-2025	1,440,958	67,688
TOTAL DEPARTMENT OF TRANSPORTATION					**2,155,121**
TOTAL EXPENDITURES OF FEDERAL AWARDS					**2,417,755**
FLORIDA DEPARTMENT OF TRANSPORTATION					
Aviation Development Grants (Airport Wayfinding Signage)	55.004	01/07/22	445965-1-94-01	400,000	23,770
Aviation Development Grants (Airport Master Plan Updates)	55.004	02/10/21	447631-1-94-01	44,447	5,778
Aviation Development Grants (Terminal Building Generator)	55.004	01/04/22	450372-1-94-01	206,400	60,087
Aviation Development Grants (Storm Water Master Plan)	55.004	02/01/23	450929-1-94-01	10,500	4,913
Aviation Development Grants (Taxiway B Rehab Design)	55.004	02/14/22	449610-1-94-01	470,000	330,297
Aviation Development Grants (ARFF Vehicle Acquisition)	55.004	12/12/22	451499-1-94-01	1,040,000	1,015,722
Aviation Development Grants (Redevelop Commerical Park Phase II)	55.004	09/25/23	448116-1-94-01	250,000	19,253
Aviation Development Grants (Rehab Airport Terminal Construction Phase 1)	55.004	01/23/24	449614-1-94-01	600,000	72,024
Aviation Development Grants (Rehabilitate Airport Terminal Construct Phase II)	55.004	08/21/23	449616-1-94-01	600,000	140,610
Aviation Development Grants (Rehabilitate Taxiiway B Construct)	55.004	02/06/24	451514-1-94-01	135,000	105,278
Aviation Development Grants (Terminal Parking Lot)	55.004	07/22/24	453358-1-94-01	1,360,000	103,078
Aviation Development Grants (Airport Utilites and Critical infrastructure	55.004	09/09/24	454924-1-94-01	500,000	19,348
TOTAL EXPENDITURES OF STATE FINANCIAL ASSISTANCE					**1,900,158**
TOTAL EXPENDITURES OF FEDERAL AND STATE FINANCIAL ASSISTANCE					**$ 4,317,913**

NOTES TO SCHEDULE OF EXPENDITURES OF FEDERAL AWARDS AND STATE FINANCIAL ASSISTANCE

NOTE 1 - ACCOUNTING POLICIES:

The Schedule of Expenditures of Federal Awards and State Financial Assistance was prepared with the accounting policies described in 'Note 1 -Summary of Significant Accounting Policies' of the Notes to the Financial Statements. The City's federal awards did not include indirect cost reimbursement and; therefore, the City did not elect to use the 10 percent de minimus cost rate, as covered by 2 CFR 200.214.

NOTE 2 - DISASTER GRANTS:

Following a Presidential declaration of a major disaster or emergency, the Federal Emergency Management Agency awards grants to assist affected entities with the response to, and recovery from, such disasters. In fiscal year 2025, FEMA approved 223,718 of eligible expenditures incurred in fiscal year ended September 30, 2023 For Hurricane IAN an event that occurred 09/30/22

In addition to the reimbursements received from FEMA, the City receives a funding match ranging from 5% - 12.5% from the state of Florida Department of Emergency Management. The state match is not included in the SEFA in accordance with guidance provided by the state of Florida Auditor General.

Part I—Summary of Auditor's Results

Financial Statement Section

Type of auditor's report issued:		Unmodified
Internal control over financial reporting:		
• Material weakness(es) identified?	x yes	___ no
• Significant deficiency(ies) identified?	___ yes	x none reported
Noncompliance material to financial statement noted:	___ yes	x no

Federal Awards and State Financial Assistance Section

Internal control over major programs:		
• Material weakness(es) identified?	___ yes	x no
• Significant deficiency(ies) identified?	___ yes	x none reported
Type of auditor's report on compliance for the major federal program and state financial assistance project:		Unmodified
Any auditor findings disclosed that are required to be reported in accordance with 2 CFR 200.516(a) or Chapter 10.550.	___ yes	x no

Part I—Summary of Auditor's Results (continued)

Federal Awards and State Financial Assistance Section (continued)

Identification of major federal program and state project:

Name of Program	Assistance Listing Number
Federal Program:	
Aviation Improvement Program	20.106
State Project:	
Aviation Development Grants	55.004

Dollar threshold used to determine Type A programs:	
Federal	$750,000
State	$570,047

Auditee qualified as low-risk auditee for federal purposes? _____ yes __x__ no

Part II—Schedule of Financial Statement Findings

This section identifies the significant deficiencies, material weaknesses, fraud, illegal acts, violations of provisions of contracts and grant agreements, and abuse related to the financial statements that are required to be reported in accordance with *Government Auditing Standards*.

2025-001 – Accounting for and Reporting Capital Assets

Criteria: Accounting principles generally accepted in the United States of America prescribe that expenditures for assets with a useful life of more than one year be capitalized and depreciated over their estimated useful lives.

Condition: In the current fiscal year, the City's management identified approximately $3.7 million of fiscal 2024 capital expenditures that were improperly expensed as of September 30, 2024. To correct this error, the opening net position of the water and sewer fund and the business-type activities were restated as of October 1, 2024.

Cause: The City accounts for its capital asset additions in its enterprise funds by expensing them to a capital outlay account throughout the year. During the annual closing process, the City converts to full accrual by crediting the capital outlay accounts and debiting capital asset accounts. During the 2024 fiscal year, the City experienced significant turnover among its financial accounting staff and management. Although the City was able to replace some of the legacy employees, the newly hired employees were not familiar with the City's closing processes. As a result, the City's established closing processes were not consistently adhered to for the year ended September 30, 2024.

Effect: Approximately $3.7 million in capital asset additions were improperly expensed during the 2024 fiscal year.

Recommendation: If the City continues the practice of only recording capital asset additions at year end, we recommend that dedicated capital outlay accounts are established. Only expenditures that will be reclassified as capital assets at year-end should be recorded in these accounts. As part of the annual close, the City should require a review of these accounts to ensure that they are reduced to a zero balance after the adjustment is made to record capital asset additions.

Response / Planned Corrective Action: Management acknowledges the condition noted above and agrees with the auditor's assessment that our new team members were not familiar with our closing procedures during the 2024 fiscal year close. However, as of September 30, 2025, we believe this condition has been remediated as our finance and accounting team has had to become proficient in their roles and are continually reviewing and making improvements to our processes and controls, including the year-end close.

Part III—Federal Awards Findings and Questioned Costs

This section identifies the significant deficiencies, material weaknesses, and material instances of noncompliance, including questioned costs, as well as any material abuse findings, related to the audit of major federal programs, as required to be reported by 2CFR 200.516(a).

There were no findings required to be reported by 2 CFR 200.516(a).

Part IV—State Financial Assistance Findings and Questioned Costs

This section identifies the significant deficiencies, material weaknesses, and material instances of noncompliance, including questioned costs, as well as any material abuse findings, related to the audit of major state projects, as required to be reported by Chapter 10.550.

There were no findings required to be reported by Chapter 10.550.

Prior Audit Findings:

2024-001 – Accounting and Finance Personnel Lack the Skills, Knowledge and Experience to Perform the Year-end Close

Finding 2024-001 was remediated as of September 30, 2025.

2024-002 – Internal Controls over Financial Reporting

Finding 2024-001 was remediated as of September 30, 2025.

City of Vero Beach
1053 20th Place – P.O. Box 1389
Vero Beach, FL 32961-1389
Telephone: (772) 978-4770 • Fax: (772) 978-4707

OFFICE OF THE
FINANCE DIRECTOR

June 30, 2026

Accounting For and Reporting Capital Assets
For the Fiscal Year Ended September 30, 2025

Condition:

In the current fiscal year, the City's management identified approximately $3.7 million of fiscal 2024 capital expenditures that were improperly expensed as of September 30, 2024. To correct this error, the opening net position of the water and sewer fund and the business-type activities were restated as of October 1, 2024.

Response/Corrective Action:

Management acknowledges the condition noted above and agrees with the auditor's assessment that our new team members were not familiar with our closing procedures during the 2024 fiscal year close. However, as of September 30, 2025, we believe this condition has been remediated as our finance and accounting team has had to become proficient in their roles and are continually reviewing and making improvements to our processes and controls, including the year-end close.

Completion Date: 09/30/2025

Responsible Contact Person: Lisa Burnham, Finance Director

Cherry Bekaert
Your Guide Forward

Independent Auditor's Management Letter

To the Honorable Mayor and Members of the City Council
City of Vero Beach, Florida

Report on the Financial Statements

We have audited the financial statements of the governmental activities, the business-type activities, each major fund, and the aggregate remaining fund information of the City of Vero Beach, Florida ("the City"), as of and for the fiscal year ended September 30, 2025 and the related notes to the financial statements, which collectively comprise the City's basic financial statements, and have issued our report thereon dated June 30, 2026.

Auditor's Responsibility

We conducted our audit in accordance with auditing standards generally accepted in the United States of America; the standards applicable to financial audits contained in *Government Auditing Standards*, issued by the Comptroller General of the United States; the audit requirements of Title 2 U.S. *Code of Federal Regulations Part 200, Uniform Administrative Requirements, Cost Principles, and Audit Requirements of Federal Awards* ("Uniform Guidance"); and Chapter 10.550, Rules of the Auditor General.

Other Reports and Schedule

We have issued our Report of Independent Auditor on Internal Control over Financial Reporting and on Compliance and Other Matters Based on an Audit of the Financial Statements Performed in Accordance with *Government Auditing Standards*; Report of Independent Auditor on Compliance for the Major Federal Program and State Project and on Internal Control over Compliance; Schedule of Findings and Questioned Costs; and Independent Accountant's Report on an examination conducted in accordance with AICPA Professional Standards, AT-C Section 315, regarding compliance requirements in accordance with Chapter 10.550, Rules of the Auditor General. Disclosures in those reports and schedule, which are dated June 30, 2026, should be considered in conjunction with this management letter.

Prior Audit Findings

Section 10.554(1)(i)1., Rules of the Auditor General, requires that we determine whether or not corrective actions have been taken to address findings and recommendations made in the preceding annual financial audit report. There were no recommendations made in the preceding audit report.

Official Title and Legal Authority

Section 10.554(1)(i)4., Rules of the Auditor General, requires the name or official title and legal authority for the primary government and each component unit of the reporting entity be disclosed in this management letter, unless disclosed in the notes to the financial statements. The City was established by the state of Florida pursuant to Article VIII, Section 1(a) of the Constitution of the State of Florida.

Financial Condition and Management

Section 10.554(1)(i)5.a. and 10.556(7), Rules of the Auditor General, require us to apply appropriate procedures and communicate the results of our determination as to whether or not the City has met one or more of the conditions described in Section 218.503(1), Florida Statutes, and to identify the specific condition(s) met. In connection with our audit, we determined the City did not meet any of the conditions described in Section 218.503(1), Florida Statutes.

Pursuant to Sections 10.554(1)(i)5.b. and 10.556(8), Rules of the Auditor General, we applied financial condition assessment procedures for the City. It is management's responsibility to monitor the City's financial condition, and our financial condition assessment was based in part on representations made by management and review of financial information provided by the same.

Section 10.554(1)(i)2., Rules of the Auditor General, requires that we communicate any recommendations to improve financial management. In connection with our audit, we did not have any such recommendations.

Property Assessed Clean Energy (PACE) Programs

As required by Section 10.554(1)(i)6.a., Rules of the Auditor General, the City should make a statement as to whether a PACE program authorized pursuant to Section 163.081 or Section 163.082, Florida Statutes, did/did not operate within the City's geographical boundaries during the fiscal year under audit. A PACE program did not operate within the City's geographical boundaries during fiscal 2025.

As required by Section 10.554(1)(i)6.b., Rules of the Auditor General, if a PACE program was operating within the geographical areas of the City, a list of all program administrators and third party administrators that administered the program. A PACE program did not operate within the City's geographical boundaries during fiscal 2025.

As required by Section 10.554(1)(i)6.c., Rules of the Auditor General, if a PACE program was operating within the geographical areas of the City, the full names and contact information of each such program administrator and third party administrator. A PACE program did not operate within the City's geographical boundaries during fiscal 2025.

Additional Matters

Section 10.554(1)(i)3., Rules of the Auditor General, requires us to communicate noncompliance with provisions of contracts or grant agreements, or fraud, waste, or abuse, that has occurred, or is likely to have occurred, that has an effect on the financial statements that is less than material but which warrants the attention of those charged with governance. In connection with our audit, we did not have any such findings.

Purpose of this Letter

Our management letter is intended solely for the information and use of the Legislative Auditing Committee, members of the Florida Senate and the Florida House of Representatives, the Florida Auditor General, Federal and other granting agencies, the Mayor, Council Members, and applicable management, and is not intended to be, and should not be, used by anyone other than these specified parties.

Cherry Bekaert LLP

Orlando Florida
June 30, 2026

Cherry Bekaert
Your Guide Forward

Report of Independent Accountant on Compliance with Local Government Investment Policies

To the Honorable Mayor and Members of the City Council
City of Vero Beach, Florida

We have examined the City of Vero Beach, Florida's (the "City") compliance with the local government investment policy requirements of Section 218.415, Florida Statutes, during the year ended September 30, 2025. Management of the City is responsible for the City's compliance with the specified requirements. Our responsibility is to express an opinion on the City's compliance with the specified requirements based on our examination.

Our examination was conducted in accordance with attestation standards established by the American Institute of Certified Public Accountants. Those standards require that we plan and perform the examination to obtain reasonable assurance about whether the City complied, in all material respects, with the specified requirements referenced above. An examination involves performing procedures to obtain evidence about whether the City complied with the specified requirements. The nature, timing, and extent of the procedures selected depend on our judgment, including an assessment of the risks of material noncompliance, whether due to fraud or error. We believe the evidence we obtained is sufficient and appropriate to provide a reasonable basis for our opinion.

We are required to be independent and to meet our other ethical responsibilities in accordance with relevant ethical requirements relating to the engagement.

Our examination does not provide a legal determination on the City's compliance with the specified requirements.

In our opinion, the City complied, in all material respects, with the local government investment policy requirements of Section 218.415, Florida Statutes, during the year ended September 30, 2025.

This report is intended solely for the information and use of the Florida Auditor General, the City Council Members, and applicable management and is not intended to be, and should not be, used by anyone other than the specified parties.

Cherry Bekaert LLP

Orlando, Florida
June 30, 2026