



Indian River County, Florida

Indian River County
Administration Complex
1801 27th Street
Vero Beach, Florida 32960
indianriver.gov

Draft Meeting Minutes

Board of County Commissioners

Joseph Flescher, District 2, Chairman

Deryl Loar, District 4, Vice Chairman

Susan Adams, District 1

Joseph H. Earman, District 3

Laura Moss, District 5

John A. Titkanich, Jr., County Administrator

Jennifer W. Shuler, County Attorney

Ryan L. Butler, Clerk of the Circuit Court and Comptroller

Wednesday, September 17, 2025

5:01 PM

Commission Chambers

Final Budget Hearing

1. CALL TO ORDER

2. ROLL CALL

Present: 4 - Chairman Joseph Flescher
Vice Chairman Deryl Loar
Commissioner Joe Earman
Commissioner Laura Moss

Absent: 1 - Commissioner Susan Adams

2.A. A MOMENT OF SILENT REFLECTION FOR FIRST RESPONDERS AND MEMBERS OF THE ARMED FORCES

2.B. INVOCATION

Minister Jack White, Gifford Church of Christ

3. PLEDGE OF ALLEGIANCE

Commissioner Joseph H. Earman

4. BUDGET OVERVIEW BY COUNTY ADMINISTRATOR, JOHN A. TITKANICH, JR.

[25-0901](#)

County Administrator John Titkanich announced the Final Budget Hearing for Fiscal Year (FY) 2025-2026. He provided an overview of the FY 2024-2025 budget, starting with last year's budget at the beginning of this process and then presenting the proposed budget for the upcoming year. Last year, the budget started at \$524,719,875. There were amendments related to the capital improvements plan, among other items. The proposed budget for the upcoming Fiscal Year is

\$598,860,844, reflecting an increase of \$74,140,969 from the previous year.

Administrator Titkanich highlighted some significant impacts on the budget. Key points included an 8.8% rise in the Countywide Tax Roll and an 8.7% increase in the unincorporated areas. He also recommended a \$6,861,517 million increase in the Sheriff's funding, which was a reduction from his initial request of \$14.6 million and a revised request of \$12.2 million. He stated the Sheriff's total budget amount is \$85,773,472.

Administrator Titkanich continued, stating that each year the Florida legislature sets the County's retirement rates. This year, the increase in retirement rates is \$3,961,331 million which included Constitutional Officers. Additionally, Workers' Compensation expenses rose by \$1,072,121, also including Constitutional Officers. The budget included an increase of 20 full-time positions and an addition of 1.25 full-time Constitutional Officers, resulting in a total increase of 21.25 full-time positions.

5. AD VALOREM FUNDS

A. Ad Valorem Millage and Ad Valorem Budget (Read each fund separately and make motion for each fund after public input).

General Fund

[25-0902](#)

Proposed millage is 3.5475 and is 6.69% above rolled back rate of 3.3250. The proposed budget is \$156,981,193.

County Administrator John Titkanich announced the proposed millage rate for the General Fund.

Chairman Flescher opened the public hearing.

Jill Collins, President, Humane Society Board of Directors, expressed concern over a newspaper article that referred to the "Humane Society's Allocation" in the County's budget. She interpreted the term "allocation" as a gift and worried that people might perceive the Humane Society as a small charity. In reality, the Humane Society has provided numerous essential services to the County. Although she was uncertain about the exact reduction in their budget, she highlighted the number of animals the Humane Society received from Animal Control, the public, and surrenders. Ms. Collinson felt that when the County discussed an allocation, it minimized the important work done by the Humane Society and its valuable services to the County.

There being no further speakers, the Chairman closed the hearing.

There were no proposed amendments to the budget.

A motion was made by Commissioner Earman, seconded by Chairman Flescher, to approve the millage rate of 3.5475 for the General Fund, 6.69% above the rolled back rate of 3.3250, and to approve Resolution 2025-045, establishing the tax millage rate to be levied upon all real and personal taxable property in Indian River County, Florida, for Fiscal Year 2025-2026 for the General Fund. The motion carried by the following vote:

Aye: 4 - Chairman Flescher, Vice Chairman Loar, Commissioner Earman, and Commissioner Moss

Absent: 1 - Commissioner Adams

A motion was made by Commissioner Earman, seconded by Chairman Flescher, to approve the General Fund Budget in the amount of \$156,981,193 and Resolution 2025-046, amending the County Budget Officer's estimates of receipts other than taxes and of balances to be brought forward for Fiscal Year 2025-2026 and adopting a final budget for the General Fund. The motion carried by the following vote:

Aye: 4 - Chairman Flescher, Vice Chairman Loar, Commissioner Earman, and Commissioner Moss

Absent: 1 - Commissioner Adams

M.S.T.U.

[25-0903](#)

Proposed millage is 1.1506 and is 6.09% above rolled back rate of 1.0846. The proposed budget is \$56,348,983.

County Administrator John Titkanich announced the proposed millage rate for the Municipal Service Taxing Unit (MSTU).

Chairman Flescher opened the public hearing. There being no speakers, the Chairman closed the hearing.

There were no proposed amendments to the budget.

A motion was made by Vice Chairman Loar, seconded by Chairman Flescher, to approve the millage rate of 1.1506 for the Municipal Service Taxing Unit (MSTU), 6.09% above the rolled back rate of 1.0846, and to approve Resolution 2025-047, establishing the tax millage rate to be levied upon all real and personal taxable property in Indian River County, Florida, for Fiscal Year 2025-2026 for the Indian River County General Purpose Municipal Service Taxing Unit. The motion carried by the following vote:

Aye: 4 - Chairman Flescher, Vice Chairman Loar, Commissioner Earman, and Commissioner Moss

Absent: 1 - Commissioner Adams

A motion was made by Vice Chairman Loar, seconded by Chairman Flescher, to approve the budget in the amount of \$56,348,983 and to approve Resolution 2025-048, amending the County Budget Officer's estimates of receipts other than taxes and of balances to be brought forward for Fiscal Year 2025-2026 and adopting a final budget for the Indian River County General Purpose Municipal Service Taxing Unit. The motion carried by the following vote:

Aye: 4 - Chairman Flescher, Vice Chairman Loar, Commissioner Earman, and Commissioner Moss

Absent: 1 - Commissioner Adams

Transportation Fund

[25-0904](#) Proposed budget is \$27,075,755.

County Administrator John Titkanich announced the proposed Transportation Fund Budget.

Chairman Flescher opened the public hearing. There being no speakers, the Chairman closed the hearing.

There were no proposed amendments to the budget.

A motion was made by Commissioner Moss, seconded by Vice Chairman Loar, to approve the budget in the amount of \$27,075,755 for the Transportation Fund, and to approve Resolution 2025-049, amending the County Budget Officer's estimates of receipts other than taxes and of balances to be brought forward for Fiscal Year 2025-2026 and adopting a final budget for the Transportation Fund. The motion carried by the following vote:

Aye: 4 - Chairman Flescher, Vice Chairman Loar, Commissioner Earman, and Commissioner Moss

Absent: 1 - Commissioner Adams

Emergency Services District

[25-0905](#) Proposed millage is 2.3531 and is 6.25% above rolled back rate of 2.2147. The proposed budget is \$73,585,471.

County Administrator John Titkanich announced the proposed millage rate for the Emergency Services District.

Chairman Flescher opened the public hearing. There being no speakers, the Chairman closed the hearing.

There were no proposed amendments to the budget.

A motion was made by Commissioner Earman, seconded by Chairman Flescher, to approve the millage rate of 2.3531 for the Emergency Services District, which is 6.25% above the rolled back rate of 2.2147, and to approve Resolution 2025-050, establishing the tax millage rate to be levied upon all real and personal taxable property in Indian River County, Florida, for Fiscal Year 2025-2026 for the Indian River County Emergency Services District. The motion carried by the following vote:

Aye: 4 - Chairman Flescher, Vice Chairman Loar, Commissioner Earman, and Commissioner Moss

Absent: 1 - Commissioner Adams

A motion was made by Commissioner Earman, seconded by Vice Chairman Flescher, to approve the dollar amount of \$73,585,471 for the Emergency Services District and to approve Resolution 2025-051, amending the County Budget Officer's estimates of receipts other than taxes and of balances to be brought forward for Fiscal Year 2025-2026 and adopting a final budget for the Emergency Services District. The motion carried by the following vote:

Aye: 4 - Chairman Flescher, Vice Chairman Loar, Commissioner Earman, and Commissioner Moss

Absent: 1 - Commissioner Adams

Land Acquisition Bonds-2024

[25-0906](#)

Proposed millage is 0.0610. The proposed budget is \$1,843,432.

County Administrator John Titkanich announced the proposed millage and Land Acquisition Bonds- Series 2024 budget.

Chairman Flescher opened the public hearing. There being no speakers, the Chairman closed the hearing.

There were no proposed amendments to the budget.

A motion was made by Commissioner Earman, seconded by Vice Chairman Loar, to approve the millage rate for the Land Acquisition Bonds - 2024 Referendum of 0.0610 (rolled back rate does not apply), and to approve Resolution 2025-052, establishing the tax millage rate to be levied upon all real and personal taxable property in Indian River County, Florida, for Fiscal Year 2025-2026 for the General Obligation Land Acquisition Bond Issue – 2024 Referendum. The motion carried by the following vote:

Aye: 4 - Chairman Flescher, Vice Chairman Loar, Commissioner Earman, and Commissioner Moss

Absent: 1 - Commissioner Adams

A motion was made by Commissioner Earman, seconded by Chairman Flescher, to approve the budget of \$1,843,432 for the Land Acquisition Bonds – 2024 Referendum, and approved Resolution 2025-053, amending the County Budget Officer’s estimates of receipts other than taxes and of balances to be brought forward for Fiscal Year 2025-2026 and adopting a final budget for the General Obligation Land Acquisition Bond Issue – 2024 Referendum. The motion carried by the following vote:

Aye: 4 - Chairman Flescher, Vice Chairman Loar, Commissioner Earman, and Commissioner Moss

Absent: 1 - Commissioner Adams

Aggregate

[25-0923](#)

Proposed millage is 6.1158 and is 6.47% above rolled back rate of 5.7442.

County Administrator John Titkanich announced the proposed aggregate millage, noting the rate is used for comparison purposes and did not require adoption by the Board.

Chairman Flescher opened the public hearing. There being no speakers, the Chairman closed the hearing.

No Action Taken or Required

**6. INDIAN RIVER COUNTY BOARD OF COUNTY COMMISSIONERS
SITTING AS SOLID WASTE DISPOSAL DISTRICT BOARD**

[25-0907](#)

Solid Waste Disposal District Budget (Non-Ad Valorem Special District)

The Board of County Commissioners reconvened as the Board of Commissioners of the Solid Waste Disposal District. The minutes will be approved at an upcoming meeting.

A. Announce 2025/2026 Proposed Budget of \$42,047,435.

County Administrator John Titkanich announced the proposed Solid Waste Disposal District budget.

Chairman Flescher opened the public hearing. There being no speakers, the Chairman

closed the hearing.

There were no proposed amendments to the budget.

Commissioner Moss stated for the record that she was opposed to Universal Collection Service from the beginning and has not changed her position.

A motion was made by Commissioner Earman, seconded by Vice Chairman Loar, to approve the Solid Waste Disposal District (SWDD) Budget of \$42,047,435 and approve Resolution 2025-054, amending the County Budget Officer's estimates of receipts other than taxes and of balances to be brought forward for Fiscal Year 2025-2026 and adopting a final budget for the Solid Waste Disposal District. The motion carried by the following vote:

Aye: 3 - Chairman Flescher, Vice Chairman Loar, and Commissioner Earman

Nay: 1 - Commissioner Moss

Absent: 1 - Commissioner Adams

The Board of Commissioners adjourned the Solid Waste Disposal District hearing, and reconvened as the Board of County Commissioners of the Final Budget Hearing meeting, continuing with the adoption of Non-Ad Valorem Dollar Budget.

7. APPROVE NON-AD VALOREM DOLLAR BUDGETS

A. Announce 2025/2026 Proposed Budget

[25-0908](#)

1. **Special Revenue Funds - \$48,803,821**
2. **Other Debt Service Fund - \$500,000**
3. **Capital Projects - \$54,295,004**
4. **Enterprise Funds - \$79,981,565**
5. **Internal Service Funds - \$57,398,185**

County Administrator John Titkanich outlined the Fiscal Year 2025-2026 proposed Non-Ad Valorem dollar budgets.

Chairman Flescher opened the public hearing. There being no speakers, the Chairman closed the hearing.

There were no proposed amendments to the budget.

A motion was made by Commissioner Earman, seconded by Commissioner Moss, to approve the Special Revenue Funds in the amount of \$48,803,821; Other Debt Service Fund in the amount of \$500,000; Capital Projects in the amount of \$54,295,004; Enterprise Funds in the amount of \$79,981,565; and Internal Service Funds in the amount of \$57,398,185; and to approve Resolution 2025-055, adopting a final budget for Fiscal Year 2025-2026 for certain Non Taxing Funds of Indian River County. The motion carried by the following vote:

Aye: 4 - Chairman Flescher, Vice Chairman Loar, Commissioner Earman, and Commissioner Moss

Absent: 1 - Commissioner Adams

8. ADJOURN

There being no further business, the Chairman adjourned the meeting at 5:26 p.m.