REGULAR MEETING AGENDA
JULY 9, 2026, at 6:00 p.m.

City Hall Commission Chambers
506 W. Berckman Street
Fruitland Park, Florida 34731

1. **CALL TO ORDER, INVOCATION AND PLEDGE OF ALLEGIANCE**

   Invocation – **Allen Tillman, New Salem Missionary Baptist Church**
   Pledge of Allegiance – Police Chief **Henry Rains**

2. **ROLL CALL**

3. **RECESS TO THE COMMUNITY REDEVELOPMENT AGENCY**
   On or about 6:00 p.m. or as soon thereafter as possible

4. **PRESENTATIONS**

   (a) Park and Recreation Month Proclamation

5. **CONSENT AGENDA**

   Routine items and items not anticipated to be controversial are placed on the Consent Agenda to expedite the meeting. If a commissioner, staff member or member of the public wish to discuss any item, the procedure is as follows: (1) Pull the items from the Consent Agenda; (2) Vote on remaining items; and (3) Discuss each pulled item separately and vote.

   (a) Approval of Minutes (city clerk/city manager)

   June 25, 2026, Regular City Commission Meeting

6. **REGULAR AGENDA**

   (a) Resolution 2026-032, Fire Assessment Interlocal Agreement with Lake County. (city attorney/city manager)
   A RESOLUTION OF THE CITY COMMISSION OF THE CITY OF FRUITLAND PARK, FLORIDA, APPROVING THE INTERLOCAL AGREEMENT FOR VILLAGES PUBLIC SAFETY DEPARTMENT SPECIAL ASSESSMENT FUNDING BETWEEN THE CITY OF FRUITLAND PARK, LAKE COUNTY, LADY LAKE, AND VILLAGE CENTER COMMUNITY DEVELOPMENT DISTRICT; AUTHORIZING THE MAYOR TO EXECUTE THE AGREEMENT; PROVIDING FOR AN EFFECTIVE DATE.

(b) **Resolution 2026-033, Fire Assessment Resolution** (city attorney/city manager)
A RESOLUTION OF THE CITY OF FRUITLAND PARK, FLORIDA, RELATING TO THE PROVISION OF FIRE SERVICES WITHIN THE VILLAGES OF FRUITLAND PARK BENEFIT AREA IN THE CITY OF FRUITLAND PARK; ESTABLISHING THE ESTIMATED ASSESSMENT RATE FOR FIRE SERVICES ASSESSMENT FOR THE FISCAL YEAR BEGINNING OCTOBER 1, 2026; DIRECTING THE PREPARATION OF AN ASSESSMENT ROLL; AUTHORIZING A PUBLIC HEARING AND DIRECTING THE PROVISION OF NOTICE THEREOF; PROVIDING FOR CONFLICTS; PROVIDING FOR SEVERABILITY; AND PROVIDING AN EFFECTIVE DATE.

(c) **Resolution 2026-034, Interlocal Agreement with Lake County regarding Tax Increment Revenues, CRA – Ambulance MSTU.** (city attorney/city manager)
A RESOLUTION OF THE CITY COMMISSION OF THE CITY OF FRUITLAND PARK, FLORIDA, APPROVING THE INTERLOCAL AGREEMENT REGARDING TAX INCREMENT REVENUES BETWEEN LAKE COUNTY, THE CITY OF FRUITLAND PARK, AND THE CITY OF FRUITLAND PARK COMMUNITY REDEVELOPMENT AGENCY; AUTHORIZING THE MAYOR TO EXECUTE THE AGREEMENT; PROVIDING FOR AN EFFECTIVE DATE.

(d) **Resolution 2026-035, Rejection of RFP’s related to the City Hall Renovation Project.** (city manager/human resources director)
A RESOLUTION OF THE CITY COMMISSION OF THE CITY OF FRUITLAND PARK, FLORIDA, REJECTING ALL PROPOSALS RECEIVED FOR REQUEST FOR PROPOSALS 2026-01 FOR CITY HALL INTERIOR RENOVATIONS; AUTHORIZING THE CITY MANAGER TO REDUCE THE SCOPE OF WORK; PROVIDING FOR AN EFFECTIVE DATE.

(e) **Resolution 2026-036, Appointment of City Commissioner to Fill Seat for District 3, until November 3, 2026, General Election.** (city attorney/city manager/city clerk)
A RESOLUTION OF THE CITY COMMISSION OF THE CITY OF FRUITLAND PARK, FLORIDA, APPOINTING A RESIDENT OF DISTRICT 3 TO FILL THE COMMISSION VACANCY IN

DISTRICT 3 TO SERVE UNTIL THE NEXT CITY ELECTION; AND PROVIDING FOR AN EFFECTIVE DATE.

7. PUBLIC HEARING

END OF PUBLIC HEARING

8. (a) City Manager

(b) City Attorney

9. UNFINISHED BUSINESS

10. PUBLIC COMMENTS

This section is reserved for members of the public to bring up matters of concern or opportunities for praise. Action may not be taken by the City Commission at this meeting; however, questions may be answered by staff or issues may be referred for appropriate staff action.

Note: Pursuant to F.S. 286.0114 and the City of Fruitland Park's Public Participation Policy adopted by Resolution 2013-023, members of the public shall be given a reasonable opportunity to be heard on propositions before the City Commission. Accordingly, comments, questions, and concerns regarding items listed on this agenda shall be received at the time the

City Commission addresses such items during this meeting. Pursuant to Resolution 2013-023, public comments are limited to three minutes.

11. COMMISSIONER COMMENTS

(a) Vice Mayor DeGrave

(b) Commissioner Williams

(d) Commissioner Raysin

12. MAYOR'S COMMENTS

13. ADJOURNMENT

DATES TO REMEMBER

Mondays, Wednesdays & Fridays	**Miles & Smiles Wellness Program (ends in August)**
Mondays, July	**Summer Reading Program in Progress (Ends July 19th)**
Tuesdays	**Dancing Through the Decades 6:00 p.m. at the Gardenia Center (Ends in August)**
Thursday, July 23rd	**City Commission Meeting**

For additional events, please visit Calendar | City of Fruitland Park Florida.

Please note that in addition to the city commission meetings, more than one city commissioner may be present at the above-mentioned events.

Any person requiring special accommodation at this meeting because of disability or physical impairment should contact the City Clerk's Office at City Hall (352) 360-6727 at least forty-eight (48) hours prior to the meeting. (§286.26 F.S.)

If a person decides to appeal any decision made by the City of Fruitland Park with respect to any matter considered at such meeting or hearing, he or she will need a record of the proceedings and ensure that a verbatim record of the proceedings is made, which record includes the testimony and evidence upon which the appeal is to be based. The city does not provide verbatim records. (§286.0105, F.S.)

PLEASE TURN OFF ELECTRONIC DEVICES OR PLACE IN VIBRATE MODE.

Proclamation
PARK & RECREATION MONTH

WHEREAS parks and recreation programs are an integral part of communities throughout this country, including the City of Fruitland Park; and

WHEREAS our parks and recreation are vitally important to establishing and maintaining the quality of life in our communities, ensuring the health of all citizens, and contributing to the economic and environmental well-being of a community and region; and

WHEREAS parks and recreation programs build healthy, active communities that aid in the prevention of chronic disease, provide therapeutic recreation services for those who are mentally or physically disabled, and also improve the mental and emotional health of all citizens; and

WHEREAS parks and recreation programs increase a community's economic prosperity through increased property values, expansion of the local tax base, increased tourism, the attraction and retention of businesses, and crime reduction; and

WHEREAS parks and recreation areas are fundamental to the environmental well-being of our community; and

WHEREAS parks and natural recreation areas improve water quality, protect groundwater, prevent flooding, improve the quality of the air we breathe, provide vegetative buffers to development, and produce habitat for wildlife; and

WHEREAS our parks and natural recreation areas ensure the ecological beauty of our community and provide a place for children and adults to connect with nature and recreate outdoors; and

WHEREAS the U.S. House of Representatives has designated July as Parks and Recreation Month; and

WHEREAS the City of Fruitland Park, in Lake County, Florida, recognizes the benefits derived from parks and recreation resources

NOW, THEREFORE, I, Chris Cheshire, Mayor of the City of Fruitland Park, do recognize the month of July 2026, as Park and Recreation Month, and I further extend appreciation to our Park and Recreation Director and to all Park and Recreation staff members for the vital services they perform and their exemplary dedication to the communities they serve.

Dated this 9th day of July 2026.

____

Chris Cheshire, Mayor

CITY OF FRUITLAND PARK
AGENDA ITEM SUMMARY SHEET
Item Number: **5a**

ITEM TITLE:	**Consent Agenda – Minutes dated June 25, 2026**
MEETING DATE:	July 9, 2026
DATE SUBMITTED:	July 2, 2026
SUBMITTED BY:	(See below)

BRIEF NARRATIVE: Routine items and items not anticipated to be controversial are placed on the Consent Agenda to expedite the meeting. If a commissioner, staff member or member of the public wish to discuss any item, the procedure is as follows: (1) Pull the item(s) from the Consent Agenda; (2) Vote on remaining item(s), and (3) Discuss each pulled item separately and vote.

(a) Minutes Approval
June 25, 2026 – Regular City Commission meeting

FUNDS BUDGETED:	N/A
ATTACHMENTS:	Draft minutes
RECOMMENDATION:	Consider approval of the consent agenda as presented.
ACTION:	**Approval of the Consent Agenda**

FRUITLAND PARK CITY COMMISSION
REGULAR MEETING MINUTES
JUNE 25, 2026

A regular meeting of the Fruitland Park City Commission was held at 506 W. Beckman Street, Fruitland Park, Florida on Thursday, June 25, 2026, at 6:00 p.m.

Members Present: Mayor Chris Cheshire, Vice Mayor Patrick DeGrave, Commissioners Martina Williams, and Michael Raysin

Also Present: City Manager Karen Manila, City Attorney Anita Geraci-Carver, Police Chief Henry Rains, Finance Director Kim Gehrke; Community Development Administrative Manager Sharon Williams, Permit Tech Kelli Fielder, Interim Community Development Director Michael Rankin, Director of Community Services Barbara Fields, Director of Public Works Robb Dicus, City Clerk Gwen Johns, and Fourteen Fruitland Park Police Officers

Total Attendance: 93

1. CALL TO ORDER, INVOCATION, AND PLEDGE OF ALLEGIANCE

After Mayor Cheshire called the meeting to order, an Invocation was given by Chuck Padgett of Trinity Assembly.

Police Chief Henry Rains led the Pledge of Allegiance to the flag.

2. ROLL CALL

After the Invocation and Pledge of Allegiance, Mayor Cheshire called the meeting to order and announced decorum for the meeting. He then requested that Ms. Johns call roll where a quorum was declared present.

3. PRESENTATIONS

(a) Swearing-In Ceremony for Police Chief Henry Rains

Police Chief Henry Rains was joined at the podium by his daughter, Amanda. Mayor Cheshire administered the Oath of Office and congratulated Chief Rains on his promotion from Interim Police Chief to Police Chief of the City of Fruitland Park. Chief Rains had some comments that he shared, and Pastors George Mulford and Chuck Padgett prayed over the Police Department and the City of Fruitland Park. A reception followed at the Gardenia Center.

Law Enforcement Agencies from the Lake County Sheriff's Office, Lake County Municipalities, the University of Central Florida Agency, and others were represented in support of Chief Rains.

4. CONSENT AGENDA

(a) Approval of Minutes.

June 8, 2026, Emergency City Commission Meeting

June 11, 2026, Regular City Commission Meeting

A motion was made by Vice Mayor DeGrave and seconded by Commissioner Williams to approve the Consent Agenda, as presented.

Mayor Cheshire called for a vote on the motion and declared it carried unanimously, 4-0.

5. REGULAR AGENDA

(a) Resolution 2026-030, Building Permit Fee and Fire Plan Review and Inspection Fee Schedules.

Ms. Geraci-Carver read Resolution 2026-030, by title only:

A RESOLUTION OF THE CITY COMMISSION OF THE CITY OF FRUITLAND PARK, FLORIDA, ADOPTING FEES FOR BUILDING PERMITS, FIRE PLAN REVIEW AND INSPECTIONS; AND PROVIDING AN EFFECTIVE DATE.

A motion was made by Commissioner Raysin and seconded by Commissioner Williams to approve Resolution 2026-030. Mayor Cheshire called for a roll call vote and declared the motion carried unanimously, 4-0.

(b) Resolution 2026-031, Approving the First Amendment to Agreement between Alpha International I LLC, and the City of Fruitland Park.

Ms. Geraci-Carver read Resolution 2026-031, by title only.

A RESOLUTION OF THE CITY COMMISSION OF THE CITY OF FRUITLAND PARK, FLORIDA, APPROVING THE FIRST AMENDMENT TO AN AGREEMENT BETWEEN ALPHA INTERNATIONAL I LLC AND THE CITY OF FRUITLAND PARK FOR BUILDING PERMITTING SERVICES; PROVIDING AN EFFECTIVE DATE.

A motion was made by Commissioner Williams and seconded by Vice Mayor DeGrave to approve Resolution 2026-031. Mayor Cheshire called for a roll call vote and declared the motion carried unanimously, 4-0.

6. PUBLIC HEARING

END OF PUBLIC HEARING

7. **(a)** **City Manager**

Nothing additional to report.

(b) **City Attorney**

Nothing additional to report.

7. UNFINISHED BUSINESS

There was no unfinished business.

8. PUBLIC COMMENTS

Carl Yauk, 1123 Ritter Road, The Villages, asked about the fee schedule and inquired who developed it. He also requested clarification regarding comments made at the previous meeting concerning the Vita Serena project, specifically referencing statements by Richard Wohlfarth that the MDA provides sewer capacity is not reserved or guaranteed until a builder or developer pays for it. Mr. Yauk asked whether that would make the City liable for the capacity. City Attorney Anita Geraci-Carver stated she would follow up with Mr. Yauk after the meeting.

Ken Hutchinson, 107 E. LaVista Street, stated there was discussion at the previous meeting regarding code enforcement and expressed concern that issues still remain.

Mayor Cheshire asked about sending a mailer to residents regarding code compliance. Ms. Manila stated information would be included in upcoming utility bills, followed by public education efforts. She added that she has discussed conducting a citywide review with the Development Department to identify areas with violations and outlined the compliance process.

Mitchell Langley, 101 S. Valley Road, referenced a letter from Lake County Board of County Commissioners regarding development, noting that the letter stated Commissioner Tim Morris opposed the annexation of Vita Serena. He shared his concerns about the Commission's responsiveness to community input.

Vincent Polite, 1908 Belle Creek Loop, Fruitland Park, stated his commitment to preserving Fruitland Park as a small-town community.

9. COMMISSIONERS' COMMENTS

(a) **Vice Mayor DeGrave** – Nothing to report.

(b) **Commissioner Williams** – Nothing to report.

(c) **Commissioner Raysin** – Nothing to report.

10. MAYOR'S COMMENTS

Mayor Cheshire announced upcoming dates to remember.

Mondays, Wednesdays & Fridays	Miles & Smiles Wellness Program
Monday, beginning in June	Summer Camp Program in Progress
Monday, beginning in June	Summer Reading Program in Progress
Tuesdays, beginning June 9th	Dancing Through the Decades 6:00 p.m. at the Gardenia Center
Friday, July 3rd	City Offices will be Closed in Observance of Independence Day
Thursday, July 9th	City Commission Meeting
Tuesday, August 18th	Election Primary for District 3

11. ADJOURNMENT

The meeting adjourned at 7:38 p.m.

____
Gwen Johns, MMC, City Clerk

____
Chris Cheshire, Mayor

CITY OF FRUITLAND PARK
AGENDA ITEM SUMMARY SHEET
Item Number: **6a**

ITEM TITLE: **Resolution 2026-032 Interlocal Agreement for Villages Public Safety Department Special Assessment Funding**

MEETING DATE: July 9, 2026

DATE SUBMITTED: June 24, 2026

SUBMITTED BY: city attorney/city manager

BRIEF NARRATIVE: **Resolution 2026-032** approves an interlocal agreement between the City of Fruitland Park and The Villages for fire services within the Villages of Fruitland Park.

The Villages Public Safety Department (VPSD) provides fire protection services to areas within unincorporated Lake County, Sumter County, and portions of the City of Fruitland Park and the Town of Lady Lake. Pursuant to an existing interlocal agreement, Lake County, the City of Fruitland Park and the Town of Lady Lake each contribute a proportionate share of the VPSD operating costs through separate fire protection special assessments levied on assessable, nonexempt properties receiving VPSD fire protection services.

In September 2026, the City of Fruitland Park approved an amendment to the June 12, 2014, Interlocal Agreement with VPSD to update the methodology used to allocate fire protection service costs. The revised methodology is based on the Special Assessment Report dated March 6, 2024, and establishes a uniform assessment calculation method for Lake County, the City of Fruitland Park and the Town of Lady Lake. As a result, all three entities now utilize the same assessment rate structure for properties receiving VPSD fire protection services.

Given the adoption of a uniform assessment methodology by all participating entities, consolidating assessment administration under a single governmental entity will improve efficiency and reduce administrative costs. Lake County has agreed to assume responsibility for administering the special assessments on behalf of the City of Fruitland Park and the Town of Lady Lake. This change will eliminate the need for multiple assessment rolls, separate legal advertisements, mailed notices, and public hearings, thereby streamlining the assessment process and reducing duplication of efforts.

The proposed interlocal agreement transfers all assessment administration responsibilities from the City of Fruitland Park and the Town of Lady Lake to Lake County while maintaining the existing cost-sharing framework for VPSD fire protection services.

FUNDS BUDGETED:	None
ATTACHMENTS:	Resolution 2026-032, Interlocal Agreement
RECOMMENDATION:	Consider Approval
ACTION TO BE TAKEN:	**Approve or Deny Resolution 2026-032**

RESOLUTION 2026-032

A RESOLUTION OF THE CITY COMMISSION OF THE CITY OF FRUITLAND PARK, FLORIDA, APPROVING THE INTERLOCAL AGREEMENT FOR VILLAGES PUBLIC SAFETY DEPARTMENT SPECIAL ASSESSMENT FUNDING BETWEEN THE CITY OF FRUITLAND PARK, LAKE COUNTY, LADY LAKE, AND VILLAGE CENTER COMMUNITY DEVELOPMENT DISTRICT; AUTHORIZING THE MAYOR TO EXECUTE THE AGREEMENT; PROVIDING FOR AN EFFECTIVE DATE.

WHEREAS, on or about June 12, 2014 the City of Fruitland Park entered into an Interlocal Agreement with the Village Center Community Development District authorizing the CDD to exercise certain powers, including the power to provide fire protection services, within a portion the City of Fruitland Park generally known as The Villages of Fruitland Park; and

WHEREAS, the Interlocal Agreement was amended in 2025 following completion of an updated Special Assessment Report prepared to recommend a reasonable allocation of the costs of the fire protection services among the properties receiving a special benefit; and

WHEREAS, the Village Center Community Development District provides fire protection services within unincorporated Lake County, incorporated Fruitland Park and incorporated Lady Lake, and each imposes special assessments consistent with the methodology report within the Special Assessment Report, and collects funds through the Uniform Method; and

WHEREAS, since all three jurisdictions intend to use identical methods of assessment and collection, Lake County, Fruitland Park, and Lady Lake desire to combine their three separately administered assessments into a single Lake County-administered assessment; and

WHEREAS, the parties wish to enter into the Interlocal Agreement for Villages Public Safety Department special Assessment Funding in accordance with the terms and conditions set forth in the agreement; and

WHEREAS, the City Commission of the City of Fruitland Park, Florida finds it is in the best interest of the City to approve the Interlocal Agreement for Villages Public Safety Department special Assessment Funding.

NOW, THEREFORE, BE IT RESOLVED AS FOLLOWS:

Section 1. The Interlocal Agreement for Villages Public Safety Department special Assessment Funding between Village Center Community Development District, Lake County, Florida, the

City of Fruitland Park, Florida and the Town of Lady Lake, Florida, **a copy of which is attached**, is approved.

Section 2. The Commission authorizes the Mayor to execute the Interlocal Agreement.

Section 3. This resolution shall take effect immediately upon its final adoption by the City Commission of the City of Fruitland Park, Florida.

PASSED AND RESOLVED this 9th day of July, 2026, by the City Commission of the City of Fruitland Park, Florida.

CITY COMMISSION OF THE CITY OF FRUITLAND PARK, FLORIDA

SEAL

____
CHRIS CHESHIRE, MAYOR

ATTEST:

____
GWEN JOHNS, CITY CLERK

Mayor Cheshire	____(Yes), ____(No), ____(Abstained), ____(Absent)
Vice Mayor DeGrave	____(Yes), ____(No), ____(Abstained), ____(Absent)
Commissioner Williams	____(Yes), ____(No), ____(Abstained), ____(Absent)
Commissioner Raysin	____(Yes), ____(No), ____(Abstained), ____(Absent)
VACANT	____(Yes), ____(No), ____(Abstained), ____ (Absent)

Approved as to form:

____
Anita Geraci-Carver, City Attorney

INTERLOCAL AGREEMENT
FOR
VILLAGES PUBLIC SAFETY DEPARTMENT
SPECIAL ASSESSMENT FUNDING

This Interlocal Agreement for Villages Public Safety Department Special Assessment Funding (the "Agreement") is entered into to be effective as of October 1, 2026 by and between Village Center Community Development District, a local unit of special-purpose government organized pursuant to Chapter 190, Florida Statutes (the "District"), Lake County, Florida, a political subdivision of the state of Florida (the "County"), the Town of Lady Lake (the "Town"), and the City of Fruitland Park (the "City"),

WHEREAS, The District operates the Villages Public Safety Department ("VPSD") to provide fire protection services in a territory covering the Lake and Sumter County portions of the community known as The Villages; and

WHEREAS, VPSD operates outside the boundaries of the District with the consent of the applicable local general-purpose governments,

WHEREAS, the VPSD service territory includes (1) portions of unincorporated Lake County pursuant to consent in the County Interlocal, (2) portions of incorporated Lady Lake pursuant to consent in the Town Interlocal, and (3) portions of incorporated Fruitland Park pursuant to consent in the City Interlocal; and

WHEREAS, the Interlocals provide for the County, Town and City to each contribute a proportionate share of the VPSD service cost; and

WHEREAS, the County, Town and City have each raised funds for their proportionate share by imposing separate special assessments on assessable, nonexempt properties that receive the special benefit derived from VPSD fire service; and

WHEREAS, the special assessments imposed by the County, Town and City for fiscal year 2025-2026 were consistent with the Methodology Report (as defined hereinafter) and were each collected using the Uniform Method (as defined hereinafter); and

WHEREAS, the County, Town, and City each intend to continue funding VPSD service with special assessments imposed on parcels in their respective boundaries consistent with the Methodology Report and collected using the Uniform Method; and

WHEREAS, the Methodology Report establishes a fair and reasonable apportionment of the cost of VPSD service; and

WHEREAS, since they all intend to use identical methods of assessment and collection, the County, Town, and City desire to save taxpayer time and money by combining their three separately administered assessments into a single County-administered assessment, thereby reducing the number of assessment rolls, advertisements, and notices that must be prepared, and published, and the number of hearings that must be held; and

WHEREAS, the County has exercised its home rule power pursuant to Article VIII, Section 1(f) of the Florida Constitution and Section 125.01, Florida Statutes, to levy, collect, and enforce non-ad valorem assessments upon real property specially benefitted by fire protection service for fiscal year 2025/2026 and prior years by subjecting various geographic areas of the County, both within and without the limits of several municipalities, to special assessments; the unincorporated geographic area served by VPSD is referred to by the County as the "Villages Fire District" and is subject to assessments imposed consistent with the Methodology Report to pay the County's proportionate share of VPSD cost as required by the County Interlocal;

WHEREAS, the County is willing to expand Villages Fire District for fiscal year 2026/2027 and subsequent years to encompass the portions of the Town and the City served by VPSD, where Town and City assessments have been imposed for fiscal year 2025/2026 and prior years to pay the Town's and City's proportionate share of VPSD cost as required by the Town Interlocal and City Interlocal;

WHEREAS, the District agrees that the County, Town and City obligations under the Interlocals to contribute their proportionate shares of the VPSD cost will be satisfied through the arrangement contemplated herein;

NOW THEREFORE, in consideration of the mutual promises contained herein and other valuable consideration the receipt and sufficiency of which is hereby acknowledged, the parties hereto agree as follows, Section 1. Recitals. The recitals above are true and are incorporated herein by reference.

Section 2. Effective Date. This Agreement shall be effective upon execution and shall govern the relationship of the parties with respect to the subject matter hereof for VPSD fiscal years 2026/2027 through 2028/2029. Thereafter, the Agreement shall automatically renew and continue for periods of one fiscal year unless a party provides, by December 1 prior to the beginning of the renewal year, notice of its intention not to renew.

Section 3. Definitions. Capitalized terms used herein shall have the meanings ascribed to them as follows:

a. "City Interlocal" means that certain *Interlocal Agreement Between City of Fruitland Park, Florida and Village Center Community Development District* dated June 12, 2014, as amended.[1]

b. "County Interlocal" means that certain *Agreement Between Lake County, Florida, the Town of Lady Lake and Village Center Community Development District Relating to Provision of Fire Services* dated May 27, 2003, as amended.[2]

c. "Interlocals" means, collectively, the City Interlocal, County Interlocal, and Town Interlocal.

d. "Methodology Report," means the Fire/Rescue Service Special Assessment Report dated March 6, 2024, as supplemented by the Village Center Community Development District (VCCDD) Fire/Rescue Service Lake County Addendum dated May 7, 2025 prepared by PFM Financial Advisors LLC. A copy of the Methodology Report is attached hereto as Exhibit "A" and incorporated herein by reference.

e. "Town Interlocal" means that certain *Interlocal Governmental Agreement for Fire Protection Services* dated April 18, 2022.[3]

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[1] The City Interlocal consenting to District fire protection service has a term of ninety-nine (99) years. The most recent amendment of the City Interlocal is dated September 10, 2025 and established the City's proportionate share of the VPSD cost through Fiscal Year 2028/2029.

[2] The most recent amendment of the County Interlocal is dated August 24, 2010, and provides for continuing one (1) year renewal terms. The agreement provides for the County's proportionate share of the VPSD cost to be determined through an annual budget process.

[3] The Town Interlocal has a term continuing through September 30, 2030. The agreement provides for the Town's proportionate share of the VPSD cost to be determined through an annual budget process.

f. "Uniform Method" means the uniform method for the levy, collection, and enforcement of non-ad valorem assessments authorized by Section 197.3632, Florida Statutes.

Section 4. Municipal Request and Consent.

a. The Town, through its Town Commission, has determined that the inclusion of certain incorporated area of the Town within the County's Villages Fire District assessment area for the purpose of funding the Town's proportionate share of the VPSD cost is in the best interest of the owners of the property within the assessment area and in the best interest of the Town. Accordingly, the Town requests and consents to the inclusion of the properties in the VPSD service territory in the County's Villages Fire District Assessment Area, subject to the terms set forth herein. The area subject to this consent has been referred to for fiscal year 2025/2026 and prior years as the Town's Villages Fire Protection Special Assessment District. The Town will set its own Villages Fire Protection Special Assessment District assessment to zero for so long as the County is collecting the Town's proportionate share of the VPSD cost.

b. The City, through its City Commission, has determined that the inclusion of certain incorporated area of the City within the County's Villages Fire District assessment area for the purpose of funding the City's proportionate share of the VPSD cost is in the best interest of the owners of the property within the assessment area and in the best interest of the City. Accordingly, the City requests and consents to the inclusion of the properties in the VPSD service territory in the County's Villages Fire District Assessment Area, subject to the terms set forth herein. The area subject to this consent has been referred to for fiscal year 2025/2026 and prior years as the City's Villages of Fruitland Park Benefit Area. The City will set its own Villages of Fruitland Park Benefit Area assessment to zero for so long as the County is collecting the City's proportionate share of the VPSD cost.

c. The consent set forth in subsections (a) and (b) above shall be deemed given in advance for each fiscal year hereafter and shall be automatically renewed for each succeeding fiscal year unless such request and consent is subsequently withdrawn by non-renewal or termination of this agreement as provided herein. Request and consent shall be irrevocable for any fiscal year in which the subject assessments are levied by the County in the Town or City, as applicable.

Section 5. County Special Assessment

a. The County agrees to expand the area covered by its existing Villages Fire District assessment to include the properties in the Town and the City that are within the VPSD service territory. The County will impose a special assessment in accordance with the Methodology Report, as the same may be updated or supplemented from time to time, in the expanded Villages Fire District. The County will pay to the District all special assessment funds as provided in the County Interlocal. As provided in the County Interlocal, the County shall pay to the District only the net amount of special assessments collected after applicable discounts. The County shall not be responsible to pay over any assessments that the County does not actually receive. The County's payment of the funds shall discharge the corresponding Town and City payment obligation in the Town Interlocal and the City Interlocal. Through Fiscal year 2028/2029, the Methodology Report provides for a residential special assessment of $320.71 per home.

b. The County agrees that the assessments in the Villages Fire District will be consistent with the Methodology Report.

Section 6. Methodology.

a. The District represents that the Methodology Report (1) has been prepared by a qualified consultant with substantial experience in matters relating to local government special assessments, (2) has determined that the property assessed derives a special benefit from the fire service provided using the proceeds of the assessment, and (3) has determined that the methodology of assessment described there in fairly and reasonably apportions the cost of the fire service among properties according to the benefits received. The Methodology Report is incorporated herein by reference.

b. Special assessments collected by the County pursuant to this Agreement will be used by the District only for fire protection services and such first-response medical aid provided by firefighters as part of their normal duties, and shall not be used to fund emergency medical services (EMS) or medical transport or any other programs not directly associated with the provision of fire protection services. The District will use revenues from sources other than special assessments to cover costs of EMS, medical transport, and service outside the Villages Fire District.

Section 7. Effect on Interlocals. The Interlocals are modified by this Agreement only to the extent necessary to give effect hereto. All remaining provisions of the Interlocals not expressly amended by this Agreement shall remain in full force and effect. Provisions in the

Interlocals that relate to use, application, refund, repayment or otherwise affect treatment of special assessment revenues shall be effective with respect to funds attributable to properties within the applicable jurisdiction.

Section 8. Miscellaneous.

a. Acknowledgment and Limited Indemnification. The County, Town and City enter into this Agreement at public meetings, after review and consideration of the Methodology Report, and after the reasonable opportunity of members of the public to be heard in connection with the proposition in accordance with Section 286.0114, F.S. By approving the adoption of this Agreement, the parties have each made a finding that the Methodology Report establishes a fair and reasonable apportionment of the cost of a service that provides a special benefit to the properties intended to be subject to special assessments. Notwithstanding the foregoing, the parties acknowledge that the County, and not the Town or City, will be the entity imposing assessments in the expanded Villages Fire District. To the extent allowed by law, the District agrees to indemnify and hold the County harmless for any liability the County may incur by reason of the expenditure by the District of County assessment funds for any purpose not allowed by law. Should any claim covered by the foregoing indemnity be asserted against the County, the County will notify the District promptly and give the District an opportunity to defend the same, and the County will extend reasonable cooperation to the District in connection with such defense. In the event the District fails to defend the same within a reasonable time as determined by the County, the County will be entitled to assume the defense thereof, and the District will be liable to repay the County for all of its expenses reasonably incurred in connection with the defense (including reasonable attorney's fees and settlement payments). In the event a judgment is entered against the County requiring a refund or repayment of any fire assessments that are the subject of this indemnity, the District shall be responsible to pay said refunds.

b. Governing Law, Venue. This Agreement shall be governed by the laws of the State of Florida. For any legal proceeding arising out of or relating to this Agreement, venue shall lie exclusively in the court of appropriate jurisdiction in and for Lake County, Florida.

c. Notices. All notices, demands, or other writings to be given or made or sent in this Agreement, or which may be given or made or sent, by either party to the other, shall be deemed to have been fully given or made or sent hen in writing and addressed as follows:

d.

COUNTY:

County Manager
315 W. Main Street
Tavares, FL 32778

With a copy to:

County Attorney
315 W. Main Street
Tavares, FL 32778

DISTRICT:

District Manager
Village Center CDD
3571 Kiessel Road
The Villages, FL 32163

With a copy to:

District Counsel
Stone & Gerken, P.A.
4850 N. Hwy 19A
Mount Dora, FL 32736

CITY

City Manager
City of Fruitland Park
506 W. Berckman Street
Fruitland Park, FL 34731

With a copy to:

City Attorney
Anita Geraci

TOWN

Town Manager
Town of Lady Lake
409 Fennell Blvd.
Lady Lake, FL 32159

With a copy to:

Town Attorney
Derek Schroth

e. Joinder. The parties agree that additional municipalities in Lake County may participate in this arrangement in order to pay their proportionate share of the VPSD cost by executing a joinder in a form reasonably acceptable to each party.

f. Third-Party Beneficiaries. This agreement has no third-party beneficiaries.

g. Time. Time is of the essence of this Agreement.

[SIGNATURE PAGE FOLLOWS]

IN WITNESS WHEREOF, the parties hereto have made and executed this Agreement on the respective dates under each signature; County, through its Board of County Commissioners, signing by and through its Chair; Town, through its Town Commission signing by and through its Mayor; City, through its City Commission signing by and through its Mayor; and District, signing by and through its Chair, each representative duly authorized to execute the same,

DISTRICT:

ATTEST:

By:____________________
, Chair

____

COUNTY:

ATTEST:

____

By:____________________
, Chair

TOWN

ATTEST:

____

By:____________________
, Mayor

CITY

ATTEST:

____
Gwen Johns, City Clerk

By:____________________
Chris Cheshire, Mayor

EXHIBIT "A"

COPY OF METHODOLOGY REPORT

VILLAGES PUBLIC SAFETY DEPARTMENT DEPENDENT DISTRICT (VPSDDD)

Fire/Rescue Service
Special Assessment Report

Prepared for:
The Board of The Villages Public Safety Department Dependent District

Prepared on March 6, 2024

PFM Financial Advisors LLC
3501 Quadrangle Blvd., Suite 270
Orlando, FL 32817

VPSDDD Fire/Rescue Assessment Schedule

- The proposed Villages Public Safety Department Dependent District ("VPSDDD") Fire/Rescue Special Assessment ("Fire Assessment") is fair and reasonable based on the proportionate allocation of costs, by property use category.

- The benefits received are proportionate to the costs.

- Fire Assessments are levied by the VPSDDD on Sumter County parcels within the boundaries of the VPSDDD. Map 1 provides the boundaries of the VPSDDD.

- Fire Assessments are composed of two tiers: Readiness/Availability ("Readiness), allocated per parcel and Demand for Service ("Demand"), allocated per Equivalent Residential Unit (ERU), guided by broad categories identified in calls for service.

- Readiness costs are characterized by administrative costs, readiness labor/salaries, (ready) capital equipment and building costs.

- Demand costs are characterized by operational mobilization including response salaries (and overhead expenses), response costs, operational (capital) equipment and supplies.

- For Demand purposes, an ERU is defined as the average size of a single-family home within the VPSDDD (1,714 square feet). Non-residential ERUs are determined by dividing building space by the average ERU size. Vacant lands are defined as 1 ERU per acre (or fraction thereof / i.e., not rounded to the nearest acre).

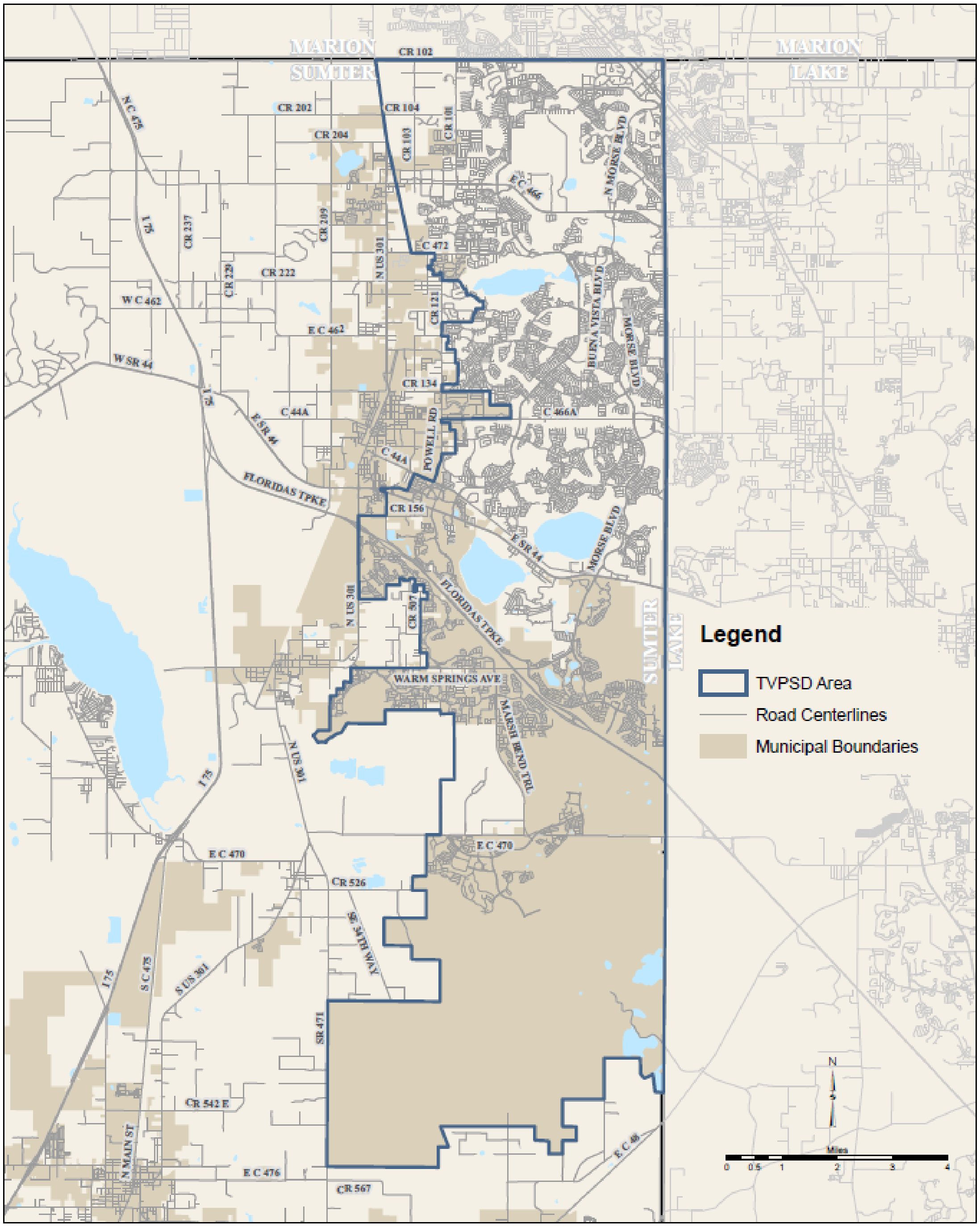
- The Fire Assessments include annual funding amounts for capital equipment, based on a blended cost of capital improvements to be paid for over the next five (5) years. Vehicle equipment needs are based on projections submitted by the Villages Public Safety Department ("VPSD") as reviewed by the VPSD staff and VPSD Fire Chief. The Fire Assessment calculations assume that new vehicle equipment will be financed over a 10-year period.

- Capital costs account for approximately fifteen (15) percent of the total assessment. These funds should be identified/managed to a separate capital account or fund for Fire capital needs only, to assure long term viability of the capital program.

- Operating costs are reflective of planned salary, equipment cost increases and other budget line items.

- Table 1 presents the proposed VPSDDD Fire Assessment schedule for the 5-year average rate. Adopting the 5-year average rate smooths the annual rate variability as a result of examining budget operating and financed capital costs for fiscal years 2024-25, 2025-26, 2026-27, 2027-28 and 2028-29, with the expectation rates will need to be revised/updated for fiscal year 2029-2030.

Map 1. VPSDDD Fire/Rescue Service Boundary Map



Source: Sumter County, VPSDDD

Table 1. VPSDDD Fire/Rescue Service Assessment Rates

Land Use Code	Land Use	Readiness Parcels	Readiness Allocation	Readiness Fee (per parcel)	Demand ERUs	Demand Fee Per ERU	Exempt
0	Vacant Residential	1,025	$254,898	$248.68	1,375	$1.27	N
100	SF Residential	65,092	$16,187,155	$248.68	65,110	$84.58	N
200	Mobile Homes (MH)	1,634	$406,345	$248.68	1,633	$84.58	N
250	MH with Tags	17	$4,228	$248.68	1	$84.58	N
300	Multi-Family	4	$995	$248.68	628	$84.58	N
400	Condominium	509	$126,579	$248.68	509	$84.58	N
700	Vacant Misc Bldg	35	$8,704	$248.68	445	$84.58	N
800	Multi-Family <10 Units	1	$249	$248.68	8	$84.58	N
900	Common Area	41	$10,196	$248.68	27	$1.27	N
1000 & 1070	Vacant Commercial (misc)	114	$28,350	$248.68	411	$1.27	N
1100-1600	Commercial Retail	85	$21,138	$248.68	1,519	$131.75	N
1700-1910	Office	172	$42,773	$248.68	1,170	$131.75	N
2000	Air - Bus - Marina	1	$249	$248.68	1	$131.75	N
2100-2200-3300	Restaurant	35	$8,704	$248.68	107	$131.75	N
2300 & 2400	Office (Fin - Ins)	30	$7,460	$248.68	89	$131.75	N
2500-2700	Retail Service	29	$7,212	$248.68	141	$131.75	N
2800	RV MH Park	11	$2,735	$248.68	109	$131.75	N
3100-3200	Theatre - Drive In	3	$746	$248.68	34	$131.75	N
3500	Tourist Attraction	3	$746	$248.68	31	$131.75	N
3800	Golf Course	30	$7,460	$248.68	51	$131.75	N
3900	Hotel	4	$995	$248.68	92	$131.75	N
4000	Vacant Industrial	1	$249	$248.68	2	$1.27	N
4800	Warehouse-Dist	12	$2,984	$248.68	342	$131.75	N
4900	Open Storage	2	$497	$248.68	9	$131.75	N
5000	Agriculture Improved with Homestead	73	$18,154	$248.68	80	$84.58	N
5200	Agriculture Improved w/o Homestead	53	$13,180	$248.68	51	$84.58	N
5300	Agriculture Miscellaneous Improved	13	$3,233	$248.68	1,997	$1.27	Y
6000	Agriculture	161	$40,038	$248.68	15,463	$1.27	Y
6900	Agriculture - Ornamentals Misc	2	$497	$248.68	15	$1.27	Y
7100	Churches	21	$5,222	$248.68	68	$528.17	Y
7200	Private Schools - Colleges	4	$995	$248.68	98	$528.17	Y
7300	Private Hospitals	3	$746	$248.68	147	$719.81	N
7400*	Nursing Home	18	$4,476	$248.68	1,108	$719.81	N
7500	Non Profit Orphanage	1	$249	$248.68	5	$131.75	Y
7600 & 9999	Mortuary - Cemetery	4	$995	$248.68	8	$131.75	N
7700	Club-Lodge-Hall	40	$9,947	$248.68	187	$154.88	N

8500*	Hospital	4	$995	$248.68	116	$719.81	N
8600	County (includes CDD-owned property)	580	$144,235	$248.68	162	$131.75	Y
8700-8800-8900	State - Federal - Municipal	162	$40,286	$248.68	268	$131.75	Y
9100	Utility	40	$9,947	$248.68	19	$131.75	N
9200	Mining - Pet - Gas	1	$249	$248.68	486	$1.27	N
9400	ROW	13	$3,233	$248.68	63	$1.27	N
9600	Sewage - Wasteland	5	$1,243	$248.68	64	$1.27	N
9900-9907	Acreage (not Ag)	84	$20,889	$248.68	6,386	$1.27	N
	TOTAL	70,172	$17,450,455		100,635		
	Readiness Allocation	$17,450,455					
	Readiness Fee per Parcel	$248.68					

Source: PFM Financial Advisors LLC; At the discretion of the VPSDDD, note that certain parcels within LU Codes 7400 and 8500 have been deemed exempt from the Fire Assessment given current non-profit status or uses which provide a public benefit

1.0 Project Overview

The Villages Public Safety Department Dependent District ("VPSDDD") has entered into a professional services agreement with PFM to provide services in the determination of a new Fire/Rescue Special Assessment ("Fire Assessment" or "Special Assessment" or "Fire/Rescue Assessment") for Sumter County parcels within the boundaries of the VPSDDD. Currently, fire/rescue protection services within the boundary of VPSDDD are [primarily] funded through a combination of a $125 fee per parcel and an ad valorem tax of approximately 1.31 mills at the Sumter County level. The VPSDDD covers the Sumter County portion of the larger territory served by the Villages Public Safety Department ("VPSD"). The VPSD provides fire/rescue services to areas inside and outside the borders of the VPSDDD as provided for via agreement with the general purpose local governments with jurisdiction over the areas served. The VPSDDD Fire Assessment will provide the primary funding for the Sumter County portion of the VPSD fire/rescue protection services, equipment and facilities.

The VPSDDD Fire Assessment will fund only the VPSD's costs to provide Fire/Rescue services within Sumter County. The Fire Assessment will be imposed on all non-exempt Sumter County real property in the VPSDDD. The Fire Assessments will be different from the Sumter County tax currently calculated via the application of a combined fire fee and millage rate.

Per Sumter County Ordinance 2023-18 (the "Ordinance"), the VPSDDD may levy and collect special assessments to construct, operate, and maintain facilities and services provided pursuant to the powers described in the Ordinance. The VPSDDD will establish these Fire Assessments to provide these Fire/Rescue protection services, but these Fire Assessments exclude EMS services (also referred to as ambulance services). EMS is excluded resulting from June 2000, litigation over the City of North Lauderdale fire rescue assessment program which resulted in a decision by the Fourth District Court of Appeals in the case of <u>SMM Properties, Inc. v. City of North Lauderdale</u>, (the "North Lauderdale" case). The Fourth District Court of Appeals concluded that Emergency Medical Services (EMS) did not provide a special benefit to property. The Court, however, reaffirmed that fire suppression, fire prevention, fire/building inspections and first response medical rescue services do provide a special benefit to property. In 2002, the Florida Supreme Court upheld the decision of the Fourth District Court of Appeals. As such, the VPSDDD Fire Assessment represents only fire related, and first response medical rescue services, and does not include Emergency Medical Services (EMS), which are funded through other mechanisms.

The objective of this Fire/Rescue Service Special Assessment Report ("Report") is to provide the Fire Assessment Schedule in accordance with provision of Fire/Rescue protection services within the boundaries of the VPSDDD; to include capital expenditures in the future budgeting and update the fee schedule. The new Fire Assessment will be collected on the tax bill beginning in November, 2024 to fund costs for Fiscal Year 2024-25. Fire Assessments will be collected from taxable properties located within the boundaries of the VPSDDD.

The methodology contained within this Report for calculating the Fire Assessments for each property use category included the following steps:

- The full costs to provide fire protection/rescue services for the VPSDDD were analyzed and identified. This includes operating and capital budget analysis, and administrative costs for the VPSD.
- The percentage of Fire/Rescue calls for service allocated to property use categories that conform to the Sumter County Property Appraiser's database were used to prepare the assessment schedule.
- The percentage of Fire/Rescue service calls by specific property use category was calculated and used to apportion the cost calculations to the appropriate category for fire/rescue readiness and service demand categories.
- A parcel apportionment methodology was determined for each category and the special assessment rates were calculated for each property use category.

The goals of this study are as follows:

- To use the VPSD's budget staff to develop a five-year budget to identify and project the assessable costs for the average of the subsequent five fiscal years for Fire/Rescue services in the VPSDDD.
- To include budget costs identified for future capital equipment expenditures.
- To include budget costs for administrative and collection costs for the Fire Assessment
- To provide the methodology that apportions the costs for Fire/Rescue services among properties in proportion to the benefits received by such properties and calculate Fire Assessments that are capable of collection as a special assessment, using the collection process provided in the Uniform Method.
- To apply the assessment methodology and develop Fire Assessment rates within the identified property use categories.

Purpose
In order to achieve the study goals, a number of objectives were accomplished as follows:

- Updated the inventory of the VPSD's existing and proposed Fire/Rescue services and resources.
- Updated the full costs of providing Fire/Rescue services within the VPSDDD.
- Updated the capital costs such that the burden is spread between current and future residents (via the assumption of long-term leases for elements of the capital plan)
- Conformed the analyses to the VPSDDD service area boundary.
- Reviewed such final cost determinations with the VPSD staff to determine which elements provide the requisite benefit to the identified classifications of property.
- Determined the relative benefit derived by categories of property use within the VPSDDD anticipated from the projected delivery of Fire/Rescue services through future Fiscal Year 2028-29.
- Determined the fair and reasonable apportionment of costs among benefited parcels within each property use category.
- Determined the parcel classifications and calculated preliminary Fire Assessment rates based on a five-year average rate to be applicable and used through fiscal year 2028-29.
- Determined the preliminary Fire Assessment rates and parcel classifications recommended are capable of collection conforming to the statutory requirements of the Uniform Method.

Methodology

PFM performed the following tasks solely and/or in cooperation with VPSD staff in accomplishing the project objectives:

- Undertook data collection and a detailed research process to identify and update the operations and funding of Fire/Rescue operations within the boundaries of the VPSDDD for Fire/Rescue services.
- Conducted interviews with VPSD staff to identify and update all services and costs in the VPSD associated with Fire/Rescue costs, including but not limited to salaries, personnel costs, insurance, buildings/facilities, capital equipment and fire suppression and rescue equipment.
- Analyzed historical public safety department budget data and future fiscal year cost calculations for the provision of Fire/Rescue protection services, within the VPSDDD.
- Determined portions of the budgets which represent readiness/availability and service demand to prepare a two-tier assessment reflective of the aspects and characteristics of Fire/Rescue protection and services provided.
- Analyzed four years of Fire/Rescue call incidence data (Years 2020-23) to guide allocation of the provision of Fire/Rescue services to property use categories within the VPSDDD.
- Distributed the funding requirement for the five-year Fire Assessment rates through Fiscal Year 2028-29 among identified property use categories based upon the recommended apportionment to determine preliminary Fire Assessment rates within the VPSDDD.

2.0 Special Benefits

The following assumptions support a finding that the fire services, facilities, and programs provided by the VPSDDD provide a special benefit to the assessed parcels.

- Fire services, facilities, and programs possess a logical relationship to the use and enjoyment of property by: (i) protecting the value and integrity of improvements, structures and land through the availability and provision of comprehensive fire protection services; (ii) protecting the life and safety of intended occupants in the use and enjoyment of property; (iii) lowering the cost of fire insurance by the presence of a professional and comprehensive fire protection program; and (iv) containing fire incidents occurring on land and within buildings with the potential to spread and endanger other property and property features.

- The availability and provision of comprehensive fire protection services enhance and strengthen the relationship of such services to the use and enjoyment of the parcels of property, the market perception of the area and, ultimately, the property and rental values within the assessable area.

This Report describes the assessment methodology used to develop the Fire Assessments. First, PFM identified relevant Florida Law regarding Special Non-ad Valorem Assessments, followed by sections discussing how Florida Law has been applied to the determination of benefit and the apportionment of the annual revenue requirements of the Fire Assessment to benefitting properties.

This section discusses relevant Florida Law regarding special non-ad valorem assessments as it relates to the VPSDDD's proposed Fire/Rescue Assessment program. The discussion covers how Florida law relates to special benefit and proportional benefit.

Special non-ad valorem assessments are a revenue source available to local governments in Florida to fund operations and maintenance expenses and capital improvements for essential services such as roads, drainage, fire/rescue services, utilities, etc. Florida case law has established two requirements for the imposition of a non-ad valorem special assessment. These two requirements have become known as the two-pronged test. They are 1) the property assessed must derive a special benefit from the service provided, and 2) the assessment must be fairly and reasonably apportioned among the properties that receive the special benefit.

In considering special benefit, the following question must be considered, "Can a special benefit be derived from Fire/Rescue Service by all properties within the VPSDDD to meet the first prong of the two-pronged test, even if all properties are not improved and/or do not receive calls for service?". The answer is yes based in part upon the Florida Supreme Court determination in Fire District No. 1 of Polk County v. Jenkins that a sufficient special benefit was derived by the availability of fire services to justify the imposition of the special assessment[1]. Also, in Meyer v, City of Oakland Park the Court upheld a sewer assessment on both improved and unimproved property, stating that the benefit need not be direct or immediate but must be substantial, certain and capable of being realized within a reasonable time[2]. In District of Hallandale v. Meekins, the Court indicated that the proper measure of benefits accruing to property from the assessed improvement was not limited to the existing use of the property but extended to any future use which could reasonably be made[3].

Proportional Benefit

Under Florida law, local governments are afforded great latitude regarding legislative determinations of special benefit and reasonable apportionment of costs. The Florida Supreme Court, in City of Boca Raton v. State of Florida, found the apportionment of benefits is a legislative function, and if reasonable persons may differ as to whether the land assessed was benefitted by the local improvement, the findings of the District officials must be sustained[4]. In City of Boca Raton v. State of Florida, the Florida Supreme Court also determined that the manner of the assessment is immaterial and may vary within the district, as long as the amount of the assessment for each tract is not in excess of the proportional benefits as compared to other assessments on other tracts[5].

[1] Fire District No. 1 of Polk County v. Jenkins, 221 So,2d 740 (Fla. 1969)
[2] Meyer v, City of Oakland Park, 219 So.2d 417 (Fla. 1969)
[3] City of Hallandale v. Meekins, 237 So.2d 318 (Fla. 4th DCA 1970), aff'd, 245 So.2d 253 (Fla 1971)
[4] City of Boca Raton v. State of Florida, 595 So.2d 25 (1992)
[5] City of Boca Raton v. State of Florida, 595 So.2d 25 (1992)

Special Benefit – The First Test of the Two-Pronged Test

Based upon discussions with VPSD staff about the extent and nature of the Fire/Rescue Services provided, PFM has concluded that all parcels within the VPSDDD receive a special benefit from the availability/readiness of Fire/Rescue Services provided by the VPSD, because the Fire/Rescue resources are maintained throughout the VPSDDD, at the same state of response readiness and availability, to all parcels.

In considering special benefit, it is important to consider that the VPSD maintains its Fire/Rescue resources at a level that provides a response readiness condition to respond to calls for service throughout the VPSDDD, at relatively equal levels of service. When needed, responses are made to calls for service without discrimination as to the property type or location within the VPSDDD or any other factors specific to the property requiring the service. Therefore, all properties receive a special benefit from the VPSD's Fire/Rescue Service by its availability/readiness. Improved parcels receive additional special benefit in the protection from the loss of structures on the property, afforded by the ability to obtain fire insurance at attractive rates and the availability/readiness of the fire protection services provided by the VPSD to suppress a fire and protect the structure(s) on the property from damage and/or loss. The special benefits provided to all parcels, improved and un-improved, by the availability of Fire/Rescue Service provided within the VPSDDD include:

1. Availability/readiness of immediate response to fire,
2. First responder medical aid to protect the life and safety of occupants,
3. Containment of liability for emergency incidents on the subject parcels and the spread of fires to other property,
4. Enhanced property value, and
5. Enhanced marketability of and/or ability to develop property.

In addition to the above special benefits that are conferred upon all parcels in the VPSDDD, the following additional benefits are conferred upon parcels:

- Protection from the loss of structures and loss of use on the property due to fire by virtue of the ability to 1) obtain fire insurance and 2) to obtain that insurance at attractive rates because of the availability of fire protection service, and
- Protection of loss of structures provided by the availability/readiness of fire suppression service provided by the VPSD. Protection of loss of use and enjoyment on vacant lands is provided by the availability/readiness of fire suppression service provided by the VPSD.

Therefore, the first prong of the two-pronged test (the property burdened by the assessment must derive a special benefit from the service provided by the assessment) is met because all properties in the VPSDDD receive a special benefit from the availability/readiness of the VPSDDD-wide Fire/Rescue service provided by the VPSD.

Fair Apportionment – The Second Test of the Two-Pronged Test

In considering the assessment methodology, the second test of the two-pronged test requires the costs of the assessment must be fairly and reasonably apportioned among the properties receiving the special benefit. In this Study PFM has developed an apportionment methodology based on two components of the fire/rescue services. First includes the readiness-to-serve, availability ("Readiness"), of fire protection service to all parcels, improved and un-improved, and an additional benefit that this availability of service provides to property by the protection from the loss of the structures on improved parcels and loss of use and enjoyment on vacant parcels through the ability to obtain insurance at attractive rates. The second component of the fire services is the ability of the VPSD to respond to demand for service ("Demand") through calls for service to suppress a fire or respond to a medical emergency.

Accordingly, the apportionment methodology recognizes two tiers of benefit:
1. Tier 1 - the Readiness of fire protection service which is available equally without discrimination to all parcels of all types within the VPSDDD by virtue of the continued state of readiness to provide fire/rescue service that is maintained by the VPSDDD, and
2. Tier 2 - the protection from the loss of structures, use and enjoyment of use on the property provided by the response to Demand for fire protection/rescue service by:
   a. The demand response provided by the VPSD such that, when actual calls for service are received the VPSD provides direct fire suppression/rescue service to protect property owners from the loss of structures on their property; protect occupants; preserve the use and enjoyment of use of the land and
   b. The ability to obtain fire insurance

Apportionment of Fire/Rescue Costs

In order to apportion costs to benefitting parcels, the first step is to apportion the costs to be recovered in the Fire/Rescue Assessment to the Tier 1 – Readiness portion of benefit and the Tier 2 – Demand for service to prevent loss of structures and use/enjoyment benefit as follows:

Tier 1 – Availability of Response/Readiness

The VPSD maintains the facilities, equipment and personnel necessary to provide fire protection services on a 24 hour a day, seven days a week, year-round basis to all parcels in the VPSDDD. This state of availability of response readiness is provided by the fixed costs of the system, capital and administrative costs as well as personnel costs associated with creating the state of readiness. These costs are incurred to maintain service availability, a constant state of readiness, to serve every parcel of real property in the VPSDDD and these costs will be incurred regardless of that parcel's character or use. The fixed, non-discretionary costs of the VPSD are management administrative costs that must be incurred independent of the number of calls for service plus lease payments and capital expenses. These costs represent approximately 70% of total Fire/Rescue costs in the VPSD.

Tier 2 – Demand for Fire Suppression - Protection from Loss of Structures or Loss of Use and Enjoyment

The costs associated with demand for fire suppression and rescue, including protection from loss of structures on property and loss of use and enjoyment and include all other costs that are not included in the Tier 1 - Response Availability Readiness Benefit. These costs include the portion of personnel costs involved in actually responding to calls for service, plus other costs that are incurred relative to operations which can be variable, such as fuel, equipment maintenance, and other operating costs. Based on data and research via the International Association of Fire Fighters ("IAFF") and a review by the VPSD staff, these costs represent approximately 30% of total Fire/Rescue costs in the VPSD.

2.1 Apportionment of Benefit to Properties

The next step is to apportion the costs in each component of benefit to benefitting properties as follows:

Tier 1 – Availability - Readiness Benefit

All parcels in the VPSDDD benefit from the availability of fire protection service that the VPSD provides without discrimination as to property class on a 24-hours a day, seven days a week, year around basis. This availability benefit is conferred upon all parcels whether or not a request for actual assistance to the parcel is ever received. The costs to maintain availability through the constant state of readiness to serve applies to every parcel of real property in the VPSDDD. Availability is not associated with responding to actual incidents and these costs will be incurred regardless of the character or land use of parcels. As stated earlier in this report, the special benefits provided to all parcels by the availability/readiness of Fire/Rescue Service provided by the VPSD include:

- Availability/readiness of immediate response to fire,
- Availability/readiness of first responder medical aid to protect the life and safety of occupants,
- Containment of liability for emergency incidents on the subject parcels and the spread of fires to other property,
- Enhanced property value, and
- Enhanced marketability of and/or ability to develop property.

Therefore, it is appropriate to apportion the costs in this cost pool to all parcels on a parcel-by-parcel basis.

Tier 2 – Response to Demand for Service - Protection from Loss of Structures and Use and Enjoyment

When responding to demand for service, properties benefit from the protection from loss of the structures on the parcels, protection of occupants, as well as protection from loss of use and enjoyment on unimproved parcels. The protection from the loss of the structures or use and enjoyment due to fire is represented by the protection from the loss of buildings and land use, on an equivalent unit basis. This protection from loss is conferred on such parcels by fire protection conferred by the VPSD either through the VPSD providing fire direct suppression services, and/or the ability to obtain fire insurance.

The structure and property characteristics are readily available in the Sumter County Property Appraiser's data base. These characteristics are the best data that is reasonably available, regularly updated to reflect changes in use or development and can be readily determined on an equivalent residential unit basis for each parcel in the VPSDDD. The equivalent residential unit basis is determined through calculation of the average size of a single-family residential unit in each district. The average unit size then is used to determine the number of Equivalent Residential Units (ERUs) on developed non-residential properties by dividing existing building square footages per parcel by the average single family residential unit size. For example, if the average residential unit size in the district is 1,500 square feet, a non-residential property with a building of 3,000 square feet would be determined to have two (2) equivalent residential units.

Using the Sumter County Property Appraiser data, the equivalent residential unit size is determined to be 1,714 square feet in the VPSDDD. Lands with residential use will be assigned 1 ERU per residential unit. This includes single family units, mobile homes, multifamily units, residential units on agricultural lands and residential units on religious lands (if applicable). For vacant and undeveloped parcels, the equivalent residential unit basis is 1 ERU per Acre. For example, a ¼ acre vacant residential lot will receive ¼ of an ERU in calculating the demand portion of the assessment and a 10-acre vacant parcel will receive 10 ERUs in calculating the demand portion of the assessment. It should be noted, according to Florida State Statute, agricultural lands are exempt from Fire Assessments. Therefore, agricultural tracts of land will not be assessed. However, residential units on agricultural lands will be assessed per residential ERU.

Parcels of 5 acres or 10 acres, for example, will still likely impose a more intense Demand for VPSD resources that are larger than would be faced with a smaller (¼ acre or 1 acre) vacant parcel; such as access; water availability and ability to move fire suppression equipment onto the site as well as a larger tract is likely to see increased frequency and or larger scale events. These issues all have operational demand cost consequences. For this reason, it is reasonable to equate 1 vacant acre with 1 ERU, where the resulting demand portion of the assessment reflects higher demand costs for larger parcels.

In addition to the special benefits that are conferred upon all parcels in the District by the Tier 1 Readiness benefit, the following additional benefits are conferred upon parcels through Tier 2 Demand for fire suppression/rescue:

Protection from the loss of structures on the property;
Protection from loss of use and enjoyment due to fire/emergency by virtue of:

- Fire protection service and fire suppression/rescue whether or not a request for service is ever received, and
- The protection of loss of use and enjoyment through fire suppression/rescue service provided by the VPSD to respond to a call and to suppress the fire or provide first response medical services, whether or not a request for service is ever received, and
- ability to obtain fire insurance at reasonable rates because of the service provided.

The larger the structure in which fire takes place, or the larger the area involved in a call for service on vacant lands, the greater the level of fire suppression response is required. As structure size increases or the land area involved in a fire increase, the resulting level of response to demand also increases with respect to the personnel and equipment needed. As the level of response and resulting cost of the response increases due to the property characteristics, through the use of the ERU mechanism, as the ERU count on a property increases, the resulting assessment will increase.

Because the greater the ERUs per property, the higher the cost for service due to increased response, it is appropriate to apportion the costs for the Demand component based on an Equivalent Residential Unit basis as calculable through information in the Property Appraiser's data base. It is important to note that ERU calculations are readily determined for all parcels on this basis described, resulting in a fair and reasonable allocation of costs on a comparative basis across all parcels in the VPSDDD, whereby, the greater the ERUs per property, the higher the cost for service, resulting in proportionate increases in the resulting Demand portion of the assessment. This meets the second test of the two-pronged test.

3.0 VPSDDD Fire Services

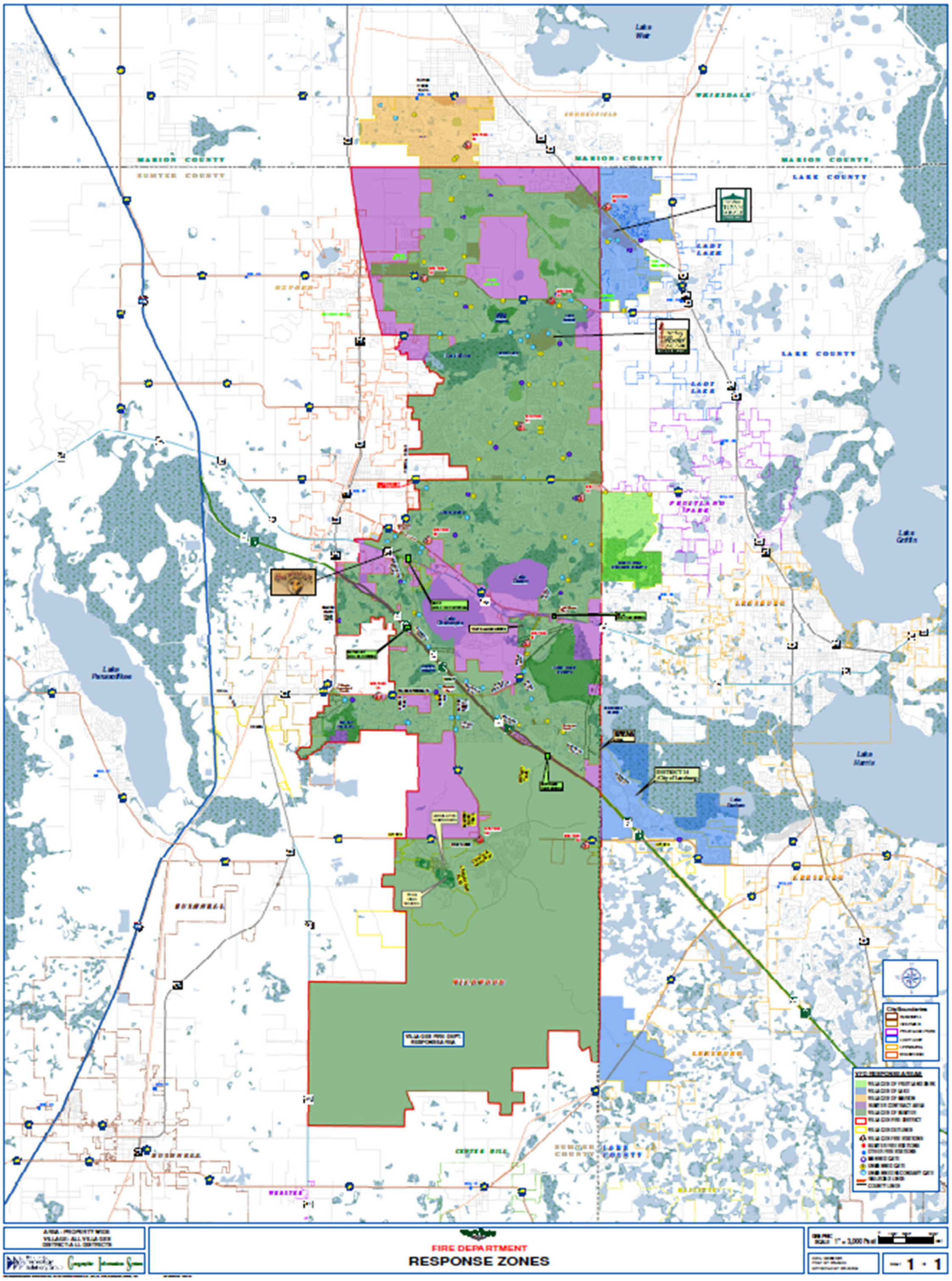
VPSD Fire/Rescue protection is currently provided by a dedicated staff of 150 full-time firefighters, six (6) battalion chiefs and sixteen (16) fire administrative personnel. The locations of the existing fire stations is provided in Table 2. The VPSDDD Fire/Rescue jurisdictional map is provided in Map 2, which details existing and future stations and estimated response time radii.

Table 2. VPSD Fire Station Locations (Existing)

Station 40 - 2455 Parr Drive
Station 41 – 8013 CR 466 (Under Renovation)
Station 42 – 17202 SE Belle Meade Circle
Station 43 – 1419 Paradise Drive
Station 44/Fire Admin. – 3035 S. Morse Blvd.
Station 45 – 3555 Buena Vista Blvd.
Station 46 – 4385 Warm Springs Ave. (under construction, operationalize October 2024)
Station 47 – 4856 S. Morse Blvd.
Station 48(1) – 7314 Marsh Bend Trail (under construction, operationalize October 2023)
Station 49 – Pending Construction, operationalize July 2025
Station 51 – 1231 Bonita Blvd.

(1) (Temporary facility established to ensure continuity of operations. Permanent Station under construction)
Source: VPSD

Map 2. VPSD Fire/Rescue Coverage Map



Source: VPSD

The fire department responds to fires (including structure and brush fires), medical emergencies, motor vehicle accidents, rescue calls, and incidents involving hazardous materials. Vehicles are equipped with modern equipment and staff trained to handle these types of emergencies. The department also provides fire and emergency preparedness information as well as investigation and inspection services.

The vehicles are kept on-site at the fire stations and are sent as needed on calls received. Additional staff and equipment may be dispatched to support the primary response vehicle on any call, based on need as determined by the responding crew.

The Sumter County parcels within the VPSDDD currently receive funding from Sumter County through a $125 fee per rate payer (per parcel) (in addition to) an estimated Sumter County tax millage rate of 1.31 mills levied by the County on the taxable value of real property.

3.1 VPSDDD Fire/Rescue Service Costs and Budget

Table 3 shows the total VPSD budget for the current fiscal year as well as the projected budgets through Fiscal Year 2028-29. Note that the total VPSD budget includes ambulance services which are removed as part of the calculation in estimating the VPSDDD budget for fire/rescue protection services.

Table 3. VPSD Total Budget less Ambulance Services

	Expenditures for FY24-25	Expenditures for FY25-26	Expenditures for FY26-27	Expenditures for FY27-28	Expenditures for FY28-29
Total VPSD Budget Request	$46,166,657	$54,343,138	$53,400,176	$61,986,181	$58,220,750
Direct Cost	$12,480,231	$14,148,431	$15,105,143	$16,108,538	$18,119,901
Indirect Cost (1)	$5,633,609	$6,869,920	$7,000,709	$7,077,650	$7,931,745
Capital (2)	$3,080,616	$1,716,000	$2,985,500	$1,830,000	$1,025,000
Less Ambulance transport/ALS	$21,194,456	$22,734,351	$25,091,352	$25,016,188	$27,076,646
Net Fire/Rescue	$24,972,201	$31,608,787	$28,308,824	$36,969,993	$31,144,104

Source: VPSD
(1) Source: VPSD budget analysis - 62% of call volume based on the FY22-23 numbers; excluding personnel from the Fire Stations 90.95 accounts. This includes administrative costs.
(2) Source: VPSD Ambulance/ALS Capital plan

VPSD staff conducted a detailed analysis of both its operational budget as it relates to the allocation of expenses associated with Readiness versus on-site Demand efforts. In addition, VPSD conducted a detailed budget analysis associated with future capital needs (Section 3.2). As the data shows in Table 4, the total Fire/Rescue budget incorporates all Fire/Rescue needs as provided for the VPSD which currently impacts both Lake County and Sumter County. For purposes of this analysis, the VPSD staff analyzed the budget specifically associated with the Sumter County component of the Fire/Rescue budget. Current estimates by the VPSD indicate that 85.43% of the Fire/Rescue budget is allocated to Sumter County with the balance to Lake County, with this figure increasing annually to account for planned development in The Villages over the next five (5) years occurring mostly in Sumter County. Note that the Lake County component of the budget is funded via inter-local agreements with the Lake County municipal entities that the VPSD provides service. Given that this analysis focuses on the VPSDDD parcels within Sumter County subject to the Fire Assessment, the specifics of those agreements are not consequential to the analysis.

Table 4. VPSDDD Budget Summary

	Expenditures for FY24-25	Expenditures for FY25-26	Expenditures for FY26-27	Expenditures for FY27-28	Expenditures for FY28-29
Total VPSD Budget Request	$46,166,657	$54,343,138	$53,400,176	$61,986,181	$58,220,750
Less Ambulance transport/ALS	$21,194,456	$22,734,351	$25,091,352	$25,016,188	$27,076,646
Net Fire/Rescue	$24,972,201	$31,608,787	$28,308,824	$36,969,993	$31,144,104

			Fire/Rescue		
	2024-25	2025-26	2026-27	2027-28	2028-29
Direct Cost (3)	$17,685,969	$18,947,817	$21,064,043	$21,895,195	$24,204,033
Indirect cost (4)	$3,452,857	$4,210,595	$4,290,756	$4,337,913	$4,861,391
Capital (w/ vehicles financed) (5)	$1,231,378	$5,912,459	$2,413,377	$7,099,633	$2,208,497
Total	$22,370,204	$29,070,871	$27,768,176	$33,332,741	$31,273,921

			Sumter Fire/BLS		
New Total	$22,370,204	$29,070,871	$27,768,176	$33,332,741	$31,273,921
Sumter % Allocation (est.) (6)	85.43%	86.06%	86.63%	87.16%	87.64%
	$19,110,866	$25,018,391	$24,055,571	$29,052,817	$27,408,464
Readiness (70%)	$13,377,606	$17,512,874	$16,838,900	$20,336,972	$19,185,925
Demand (30%)	$5,733,260	$7,505,517	$7,216,671	$8,715,845	$8,222,539
Total	$19,110,866	$25,018,391	$24,055,571	$29,052,817	$27,408,464

Source: VPSD

(3) Source: VPSD budget analysis - Fire Station personnel costs.
(4) Source: VPSD budget analysis - remaining 38% of call volume excluding the personnel from the Fire Stations. This includes Administrative costs.
(5) Source: VPSD capital plan forecast (assuming vehicle financing, see Table 6)
(6) Source: VPSD budget analysis - 85.43% used for Sumter County allocated portion based on the certified parcel count from November 2023 with future FY incorporating estimated annual growth

3.2 Capital Requirements – 15-Year Plan

As part of the assessment process, a 15-year capital requirements plan was developed and provided by the VPSD Fire Chief and staff; however, for purposes of analysis, only the first five (5) years of the plan are incorporated as part of the fire assessment calculations. The purpose of this plan is to identify and program the necessary capital expenditures to maintain the level of protection provided by Fire/Rescue.

The 5-year capital fire expenditure plan calls for $28.1 million in capital fire equipment (primarily vehicles) and fire station upgrades through year FY 2029 (Table 5).

Table 5. Capital Improvement Plan (5-Year)

	Capital Improvement Plan				
Fiscal Year	2024-25	2025-26	2026-27	2027-28	2028-29
Category					
Total Building	$22,500	$1,400,000	$1,300,000	$5,080,000	$0
Total Infrastructure	$395,200	$3,500,000	$0	$0	$46,000
Total Vehicles	$3,000,000	$3,385,000	$1,600,000	$5,415,000	$1,900,000
Total Equipment	$415,675	$165,375	$54,025	$241,885	$132,680
Overall Total	$3,833,375	$8,450,375	$2,954,025	$10,736,885	$2,078,680

Source: VPSD

It is anticipated that the vehicle component of the capital plan ($15.3 million) will be financed through a series of 10-year leases (assuming an interest rate of 5.5%) as vehicles are brought into service over the first five years. The use of lease spreads the cost between current and future residents and end-users. The adjusted capital plan has been incorporated into the annual budget for the purposes of setting Fire Assessment rates while providing adequate funds for the purchase of future capital equipment (Table 6).

Table 6. Capital Improvement Plan (with Vehicle Financing)

	Fire/BLS				
	2024-25	2025-26	2026-27	2027-28	2028-29
Direct Cost	$17,685,969	$18,947,817	$21,064,043	$21,895,195	$24,204,033
Indirect cost	$3,452,857	$4,210,595	$4,290,756	$4,337,913	$4,861,391
Capital (1)	$3,833,375	$8,450,375	$2,954,025	$10,736,885	$2,078,680
Total	$24,972,201	$31,608,787	$28,308,824	$36,969,993	$31,144,104
Capital (w/ vehicles financed) (1)	$1,231,378	$5,912,459	$2,413,377	$7,099,633	$2,208,497
New Total	$22,370,204	$29,070,871	$27,768,176	$33,332,741	$31,273,921

Source: VPSD

(1) Source: VPSD capital plan forecast

Under this approach, revenues will be collected each year to fund debt service to amortize the purchase of new and/or replacement capital equipment. The timing and scheduling of purchases may vary from the original plan. Purchases may be paid in cash rather than financed if sufficient capital reserves exist. It is important however, for budgeting purposes, the capital portion of the assessment be identified and managed for capital spending for fire/rescue services only. This will allow for orderly management of the capital funds received for these purposes, ensure capital funds will be available when needed and not excessively or overfund the operations portion of the VPSDDD fire services budget.

The capital portion of the VPSDDD assessment represents approximately 15 percent of the overall assessment. It is recommended that VPSD staff manage its capital spending as necessary to maintain service standard levels and adequate readiness and response.

3.3 Readiness/Availability and Demand – a Two-Tier Assessment

For the purposes of fairly and proportionately allocating Fire/Rescue service costs to owners of specially benefitted parcels, the assessment has been allocated according to a two-tier assessment. These components are represented by 1) Readiness/Availability and 2) Demand/Response.

Readiness is defined as the availability of fire protection/rescue which is provided equally to all parcels of land without discrimination. Readiness is provided as a result of the management/administrative costs, ready personnel, building or lease payments, insurance costs, fire stations and capital equipment expense (debt payments) in place to assure the capability to respond in the event of a call for service.

Demand/Response is defined as response to calls for fire suppression and emergency rescue. The Demand component of the fire/rescue service is characterized by labor costs, travel, costs for use of operational equipment and supplies such as fuel, tires, oil, breathing apparatus, fire control operating supplies, non-capital maintenance and repairs resulting from wear and tear occurring during response and similar operational budget items.

Table 7 summarizes the distribution of Fire/Rescue service protection costs (budget) between the two tiers of assessments, Availability/Readiness component and the Demand component. For Fire Assessment purposes, the five-year future average will be used to allocate budget costs between Readiness and Demand. In the VPSDDD, the Readiness portion of costs is 70% and the Demand portion of costs is 30%.

Table 7. VPSDDD Readiness and Demand Budget Allocation(s)

	FY 2025	FY 2026	FY 2027	FY 2028	FY 2029	AVG
Readiness/Availability	$13,377,606	$17,512,874	$16,838,900	$20,336,972	$19,185,925	$17,450,455
Service Demand	$5,733,260	$7,505,517	$7,216,671	$8,715,845	$8,222,539	$7,478,767
TOTAL	$19,110,866	$25,018,391	$24,055,571	$29,052,817	$27,408,464	$24,929,222
Readiness/Availability	0.7	0.7	0.7	0.7	0.7	0.7
Service Demand	0.3	0.3	0.3	0.3	0.3	0.3

Source: VPSD and PFM Financial Advisors LLC

3.4 Land Use Evaluations to Determine Parcels for Availability/Readiness and ERUs for Demand

With the understanding the VPSDDD Fire Assessment will be levied according to parcel for the Availability/Readiness tier and by ERU for the Demand tier, a land use analysis, by property type, is required to determine parcel counts and ERUs for VPSDDD Fire Assessments. The land use analysis was undertaken using the Sumter County Property Appraiser data (as of January 8, 2024), at the parcel level, according to the Florida Department of Revenue (DOR) land use codes. The DOR land use codes used are found in Appendix 1. The Sumter County VPSDDD parcels were identified according to GIS-based analysis provided by the Sumter County Property Appraiser as shown on Map 1. Table 8 describes the land use categories, parcel counts and ERUs for all properties within the VPSDDD. Unit and parcel growth rates have been applied for future years based on growth estimates provided by The Villages with respect to project growth of residential and non-residential development. For the purposes of rate adoption and maintaining stable rates, 5-year average costs and 5-year average land use have been prepared.

Table 8. VPSDDD Fire/Rescue Land Use*

Land Use Code	Land Use	Parcels	SQFT	Units	ERUs	Acres	Total (Acres + Units + ERUs)	Exempt
0	Vacant Residential	1,025	0	0	0	1,375	1,375	N
100	SF Residential	65,092	0	65,110	0	0	65,110	N
200	Mobile Homes (MH)	1,634	0	1,633	0	0	1,633	N
250	MH with Tags	17	0	1	0	0	1	N
300	Multi-Family	4	0	628	0	0	628	N
400	Condominium	509	0	509	0	0	509	N
700	Vacant Misc Bldg	35	0	0	0	445	445	N
800	Multi-Family <10 Units	1	0	8	0	0	8	N
900	Common Area	41	46,982	0	27	0	27	N
1000 & 1070	Vacant Commercial (misc)	114	0	0	0	411	411	N
1100-1600	Commercial Retail	85	2,604,235	0	1,519	0	1,519	N
1700-1910	Office	172	2,005,377	0	1,170	0	1,170	N
2000	Air - Bus - Marina	1	2,146	0	1	0	1	N
2100-2200-3300	Restaurant	35	183,310	0	107	0	107	N
2300 & 2400	Office (Fin - Ins)	30	152,981	0	89	0	89	N
2500-2700	Retail Service	29	241,508	0	141	0	141	N
2800	RV MH Park	11	49,001	0	109	0	109	N
3100-3200	Theatre - Drive In	3	57,578	0	34	0	34	N
3500	Tourist Attraction	3	53,517	0	31	0	31	N
3800	Golf Course	30	87,029	0	51	0	51	N
3900	Hotel	4	157,940	0	92	0	92	N
4000	Vacant Industrial	1	0	0	0	2	2	N
4800	Warehouse-Dist	12	586,589	0	342	0	342	N
4900	Open Storage	2	0	0	0	9	9	N
5000	Agriculture Improved with Homestead	73	0	80	0	0	80	N
5200	Agriculture Improved w/ Homestead	53	0	51	0	0	51	N
5300	Agriculture Miscellaneous Improved	13	0	0	0	1,997	1,997	Y
6000	Agriculture	161	0	0	0	15,463	15,463	Y

6900	Agriculture - Ornamentals Misc	2	0	0	0	15	15	Y
7100	Churches	21	115,902	0	68	0	68	Y
7200	Private Schools - Colleges	4	167,599	0	98	0	98	Y
7300	Private Hospitals	3	252,495	0	147	0	147	N
7400**	Nursing Home	18	1,898,737	0	1,108	0	1,108	N
7500	Non Profit Orphanage	1	7,884	0	5	0	5	Y
7600 & 9999	Mortuary - Cemetary	4	12,940	0	8	0	8	N
7700	Club-Lodge-Hall	40	320,398	0	187	0	187	N
8500**	Hospital	4	198,158	0	116	0	116	N
8600	County (includes CDD-owned property)	580	278,339	0	162	0	162	Y
8700-8800-8900	State - Federal - Municipal	162	458,699	0	268	0	268	Y
9100	Utility	40	32,214	0	19	0	19	N
9200	Mining - Pet - Gas	1	0	0	0	486	486	N
9400	ROW	13	0	0	0	63	63	N
9600	Sewage - Wasteland	5	0	0	0	64	64	N
9900-9907	Acreage (not Ag)	84	0	0	0	6,386	6,386	N
	TOTAL	70,172	9,971,558	68,020	5,899	26,717	100,635	

Source: Sumter County Property Appraiser; The Villages and PFM Financial Advisors LLC
* Note: Land use as of 2024 with 5-year average parcel and ERU growth included

**At the discretion of the VPSDD, note that specific parcels within LU Codes 7400 and 8500 have been deemed exempt from the Fire Assessment given current non-profit status

The parcel count is the sum of the number of real property parcels with a tax parcel identification number, according to land use and includes taxable portions of religious and agricultural parcels (as applicable). The Availability/Readiness portion of the Fire Assessment is allocated to all parcels of land, on a parcel-by-parcel basis since all lands and parcels receive the same level of equal protection through availability/readiness.

The Demand portion of Fire Assessments are distributed across ERUs by land use type. Further weighting to the allocation of costs for the Demand tier is made according to demand for service, as described in the calls for service incidence reports. The Demand portion of the Fire Assessment is allocated among parcels on the basis of Equivalent Residential Units (ERU) per property. The ERU is defined as 1,714 square feet, which is the average size of a single-family residential unit within the VPSDDD. The Demand response to a call for service is generally similar across all types of residential units. For Fire Assessment purposes, any residential unit is defined herein as 1 ERU. ERUs are residential unit counts for residential properties, including residential units located on agricultural lands and religious use properties. The residential assessment encompasses all residential units including single family, multi family, mobile home, and residential condominium units.

For non-residential properties, the Demand portion of the Fire Assessment is levied according to the number of ERUs attributable to the property. For Fire Assessment purposes, ERUs per non-residential property are calculated by dividing the non-residential building square footage on the parcel by the ERU size, which is 1,714 square feet. This applies to all non-residential lands with structures.

Section 125.0168, Florida Statutes, requires the County treat recreational vehicle ("RV") park property as commercial property for non-ad valorem special assessments. It is fair and reasonable to treat each space within recreational vehicle park property as a building of commercial property and assign the square footage of 224 square feet, the average size of a recreational vehicle, according to the Florida Association of RV Parks and Campgrounds.

As a consequence of the transient use and high vacancy due to seasonal use within recreational vehicle parks, as compared to other commercial property and the lack of demand for fire rescue services for unoccupied spaces, it is fair and reasonable to provide for a vacancy adjustment procedure for recreational vehicle park property. Therefore, a vacancy adjustment of 50% will be made to the ERUs used in the Demand portion of the assessment for RV sites (if and when applicable). The Readiness charge is not adjusted or discounted for RV sites.

Vacant lands are charged the demand portion of the Assessment on an ERU basis where 1 ERU is equivalent to 1 acre. Thus, a ¼ acre vacant residential parcel will have an assessment consisting of a Readiness/Availability fee per parcel, plus ¼ of an ERU for the Demand portion of the Assessment. Though agricultural lands are statutorily exempt from Fire Assessments, agricultural lands will have assessments calculated on this same basis of parcel and acre size. Fire Assessments associated with Agricultural lands are calculated under this method for the purposes of determining the millage rate necessary to make up for Fire Assessment revenue lost due to the exemption. Agricultural lands will not be charged a Fire Assessment. Similarly, Fire Assessments will be calculated to support the millage rate estimate for billing purposes for other exempt lands where the Fire Assessment is not levied, such as religious use, non-profit organizations, government special districts and government use exemption. Residential structures located on either agricultural lands or religious use lands will be assessed both components of the Fire Assessment for Availability/Readiness and Demand for the residential structures on those parcels only. Assessable structures in the form of residential units on agricultural lands are also assessed. The remaining portions of exempt lands are exempt from the Fire Assessment.

3.5 Calls for Service and Weighting Land Use ERU/Demand by Incidence

Calls for service from 2020-2023 were provided by the VPSD. The calls for service data have insufficient detail to use for direct allocation of the Demand portion of Fire Assessments across all types of land uses; however, based on the data available, there is sufficient detail to estimate the allocation to broader land use categories for purposes of allocation to land use categories provided in the Sumter County Property Appraiser data. Note that calls for service which include but are not limited to categories such as "Bridge, trestle" or "Highway or divided highway" or "Multi Modal Path" or "Street, other" were excluded from the analysis as there was no reasonable allocation to a Sumter County Property Appraiser land use category. Note that for purposes of the analysis, of the 31,664 calls for service analyzed, these "uncategorized" calls represented 1,958 calls (6.6% of the total). As a result, the sample size of categorized calls is sufficient for purposes of weighting land use/ERU demand by incidence. Through this weighting approach, the Demand portion of the Fire Assessment is allocated to land uses in a way that is both reflective of calls for service, as well as the reality of the types and concentrations of land uses found specifically in the VPSDDD. Table 9 illustrates the incidence of calls for service in the VPSDDD as categorized in the broader roll-up categories. Note that Appendix 2 contains a more detailed breakdown of the calls for service data with additional description data which allowed for allocation to broader land use categories as prescribed in the Sumter County Property Appraiser data. Table 10 illustrates the aggregated weighted calls for service percentages applied to land uses for the purposes of allocating the Demand portion of the Fire Assessment.

Table 9. VPSDDD Calls for Service 2020-2023

	Calls For Service				
Category	2020	2021	2022	2023	TOTAL
100 (Assembly)	121	156	183	206	666
200 (Educational)	18	20	23	27	88
300 (HealthCare-Detention)	1,153	1,127	999	856	4,135
400 (Residential)	4,896	5,092	5,689	6,662	22,339
500 (Mercantile-Business)	120	137	152	151	560
600 (Industrial, Utility)	9	13	10	5	37
800 (Storage)	41	46	51	48	186
900 (Outside, Special)	660	878	783	1,332	3,653
Total	7,018	7,469	7,890	9,287	31,664

Source: VPSD

To allocate the Demand portion of the Fire Assessment, calls for service data is used to weight Assessment Demand amounts allocated to land uses. The resulting incidence weighting is shown in Table 5. For example, in this case 77.4% of the Demand portion of the budget costs are allocated to residential uses and distributed across the residential ERUs.

Table 10. VPSDDD Weighted Incidence Calls for Allocation of Demand Across VPSDDD Land Uses

Category	Responses	%
Residential (All DUs)	23,002	77.4%
Commercial	2,190	7.4%
Healthcare (incl. Nursing Homes)	3,919	13.2%
Clubs-Halls-Lodges	115	0.4%
Institutional	347	1.2%
Vacant Land	133	0.4%
Total	29,706	100.0%
Uncategorized	1,958	excluded
Total (all calls for service)	31,664	

Source: PFM

3.6 VPSDDD Fire/Rescue Assessment Schedule

The VPSDDD Fire Assessment schedule is developed through budget analysis which apportions costs between Readiness/Availability and Demand. The budget analysis includes projected costs of operations and a 5-year capital improvement and acquisition program designed to modernize and stabilize the quality of fire/rescue protection services the VPSD provides to the VPSDDD.

Availability/Readiness and Demand portions of the costs were allocated to properties encumbered by the VPSDDD for Fire/Rescue protection services. The allocations for Availability/Readiness are assigned on a per parcel basis across all real property parcels for Sumter County parcels within the boundaries of the VPSDDD. The Fire Assessment portion for Demand is allocated on an Equivalent Residential Unit (ERU) basis, across all encumbered property in the VPSDDD, according to recent historic calls for service, weighted across land use categories.

Certain land uses and property types are exempt from assessments. These include agricultural lands, government owned lands, special districts and non-profit institutions and religious institutions. Nevertheless, certain portions of these lands may be assessed. In particular, residential units existing on religious or agricultural lands (e.g. agricultural lands with homestead exemption and agricultural lands without homestead exemption) may be assessed and are included in this analysis. Residential units associated with churches and agricultural lands were provided by the Sumter County Property Appraiser office and applied as applicable.

The resulting Fire Assessment schedule is the 5-year future average to be used and applicable through and including fiscal year 2028-29 is shown in Table 11. To determine the assessment for each property, the Availability/Readiness fee of $248.68 per parcel must be added together with the Demand portions of the Assessment per land use type to arrive at the total assessment. Availability/Readiness is allocated on a per parcel basis and Demand is allocated on a per ERU basis. A residential unit is equal to 1 ERU; non-residential ERUs are determined by dividing the average single family residential unit size within the VPSDDD of 1,714 square feet into the number of building square feet existing on the non-residential property; and for vacant lands 1 acre equals 1 ERU, or portion thereof.

Under this program the annual Assessment will be $333.26 per residential unit. This consists of the Readiness fee amount of $248.68 plus the Demand fee amount of $84.58, totaling $333.26 per year.

The assessment schedule considers increased costs for planned capital, operating and personnel costs and increased revenue generation due to projected population growth and non-residential ERU development.

Table 11. VPSDDD 5-Year Average Assessment Schedule (through Fiscal Year 2028-29)

Land Use Code	Land Use	Readiness Parcels	Readiness Allocation	Readiness Fee (per parcel)	Demand ERUs	Demand Fee Per ERU	Exempt
0	Vacant Residential	1,025	$254,898	$248.68	1,375	$1.27	N
100	SF Residential	65,092	$16,187,155	$248.68	65,110	$84.58	N
200	Mobile Homes (MH)	1,634	$406,345	$248.68	1,633	$84.58	N
250	MH with Tags	17	$4,228	$248.68	1	$84.58	N
300	Multi-Family	4	$995	$248.68	628	$84.58	N
400	Condominium	509	$126,579	$248.68	509	$84.58	N
700	Vacant Misc Bldg	35	$8,704	$248.68	445	$84.58	N
800	Multi-Family <10 Units	1	$249	$248.68	8	$84.58	N
900	Common Area	41	$10,196	$248.68	27	$1.27	N
1000 & 1070	Vacant Commercial (misc)	114	$28,350	$248.68	411	$1.27	N
1100-1600	Commercial Retail	85	$21,138	$248.68	1,519	$131.75	N
1700-1910	Office	172	$42,773	$248.68	1,170	$131.75	N
2000	Air - Bus - Marina	1	$249	$248.68	1	$131.75	N
2100-2200-3300	Restaurant	35	$8,704	$248.68	107	$131.75	N
2300 & 2400	Office (Fin - Ins)	30	$7,460	$248.68	89	$131.75	N
2500-2700	Retail Service	29	$7,212	$248.68	141	$131.75	N
2800	RV MH Park	11	$2,735	$248.68	109	$131.75	N
3100-3200	Theatre - Drive In	3	$746	$248.68	34	$131.75	N
3500	Tourist Attraction	3	$746	$248.68	31	$131.75	N
3800	Golf Course	30	$7,460	$248.68	51	$131.75	N
3900	Hotel	4	$995	$248.68	92	$131.75	N
4000	Vacant Industrial	1	$249	$248.68	2	$1.27	N
4800	Warehouse-Dist	12	$2,984	$248.68	342	$131.75	N
4900	Open Storage	2	$497	$248.68	9	$131.75	N
5000	Agriculture Improved with Homestead	73	$18,154	$248.68	80	$84.58	N
5200	Agriculture Improved w/o Homestead	53	$13,180	$248.68	51	$84.58	N
5300	Agriculture Miscellaneous Improved	13	$3,233	$248.68	1,997	$1.27	Y
6000	Agriculture	161	$40,038	$248.68	15,463	$1.27	Y
6900	Agriculture - Ornamentals Misc	2	$497	$248.68	15	$1.27	Y
7100	Churches	21	$5,222	$248.68	68	$528.17	Y
7200	Private Schools - Colleges	4	$995	$248.68	98	$528.17	Y
7300	Private Hospitals	3	$746	$248.68	147	$719.81	N
7400*	Nursing Home	18	$4,476	$248.68	1,108	$719.81	N
7500	Non Profit Orphanage	1	$249	$248.68	5	$131.75	Y
7600 & 9999	Mortuary - Cemetery	4	$995	$248.68	8	$131.75	N
7700	Club-Lodge-Hall	40	$9,947	$248.68	187	$154.88	N

8500*	Hospital	4	$995	$248.68	116	$719.81	N
8600	County (includes CDD-owned property)	580	$144,235	$248.68	162	$131.75	Y
8700-8800-8900	State - Federal - Municipal	162	$40,286	$248.68	268	$131.75	Y
9100	Utility	40	$9,947	$248.68	19	$131.75	N
9200	Mining - Pet - Gas	1	$249	$248.68	486	$1.27	N
9400	ROW	13	$3,233	$248.68	63	$1.27	N
9600	Sewage - Wasteland	5	$1,243	$248.68	64	$1.27	N
9900-9907	Acreage (not Ag)	84	$20,889	$248.68	6,386	$1.27	N
	TOTAL	70,172	$17,450,455		100,635		
	Readiness Allocation	$17,450,455					
	Readiness Fee per Parcel	$248.68					

Source: PFM; At the discretion of the VPSDD, note that specific parcels within LU Codes 7400 and 8500 have been deemed exempt from the Fire Assessment given current non-profit status

The rates recommended for adoption are the 5-year average rate estimates (see Table 11). Adopting the 5-year average rates smooths the annual rate variability as a result of examining the needs for the next five (5) fiscal years 2024-25, 2025-26, 2026-27, 2027-28 and 2028-29. These rates are applicable through fiscal year 2028-29. The Fire Assessment Rates will be required to be revisited and adjusted for Fiscal Year 2029-30 to reflect changes in the annual operating budget and updates to the capital improvement program. Table 12 provides examples of selected rates for the combined Readiness plus Demand components which comprises the total Fire Assessment rate per selected land use.

Table 12. VPSDDD Example Fire Assessments for Various Product Types

Category Example	Readiness	Demand	Total
Single Family / MH	$248.68	$84.58	$333.26
Retail / Commercial 10,000 sqft	$248.68	$773.75	$1,022.43
Industrial 25,000 sqft	$248.68	$1,934.37	$2,183.05
Nursing Home 10,000 sqft	$248.68	$4,199.58	$4,448.26
Private Hospital 20,000 sqft	$248.68	$8,399.16	$8,647.84
Vacant 1/4 acre parcel	$248.68	$0.32	$249.00
Vacant 10 acre parcel	$248.68	$12.74	$261.42

Source: PFM Financial Advisors LLC

5.0 EXEMPTIONS AND IMPACT OF EXEMPTIONS

Currently, Sumter County exempts non-profit and religious properties. Vacant agricultural lands and some governmental properties are exempt from special assessments per Florida statute. Residential structures located on religious lands and on agricultural lands will receive a Fire/Rescue assessment (as applicable). The creation of the VPSDDD's Fire/Rescue assessment program must meet the case law standards for a valid special assessment.

When crafting exemptions, it is important that costs cannot be shifted from exempt landowners to other non-exempt landowners via a direct increase in other benefitting parties' respective special assessments. In other words, the funding for the special assessment exemption must come from a legally available external revenue source, such as the application of a county millage. Funding for Fire/Rescue service special assessment exemptions cannot come from the proceeds derived directly from the imposition of special assessments for Fire/Rescue services and facilities. Because any exemption must be funded by an external funding source, the grant of any exemption will not have any impact upon the Fire Assessment to be imposed upon any other non-exempt parcels.

Whether or not the VPSDDD decides to fund exemptions for Fire/Rescue service special assessments on property owned by non-governmental entities would be based upon a determination that such exemptions constituted a valid public purpose. The importance of special assessments on non-governmental, tax-exempt parcels has been addressed by the Florida Supreme Court in Sarasota County v. Sarasota Church of Christ, 667 So.2d 180 (Fla. 1995) (In reciting the facts of the case on appeal, the Court stated that the party challenging the assessment consisted of religious organizations or entities owning developed real property in Sarasota County [the Churches] that are exempt from ad valorem taxes but not from special assessments.) The funding of exemptions for non-governmentally owned property wholly exempt from ad valorem taxes could be based on a finding that such properties generally provide facilities and uses to their occupants or membership, as well as the public in general, free of charge. Such a finding would be the basis for a determination that such properties served a legitimate public purpose or provided a public benefit that merited the VPSDDD's funding of an exemption from the Fire/Rescue services assessment.

Whether the VPSDDD decides to charge governmental entities or fund exemptions on governmentally–owned property requires different considerations. First, a forced sale of government property is not available as an enforcement mechanism, therefore, it is not appropriate for the VPSDDD to include governmental properties on the tax roll for special assessments. The charge to governmentally owned parcels would be more akin to a service fee for each government parcel's proportionate benefit from the availability and provision of Fire/Rescue services by the VPSDDD. However, some governments (such as the Federal government, State government and school districts) are exempt by statute or caselaw and may not be charged by any means.

For governmentally owned property exempted by statute, caselaw or choice by the VPSDDD from the Fire/Rescue services Fire Assessment, the VPSDDD would need to fund the lost Fire Assessment revenue for such properties. Table 13 summarizes the estimated total foregone VPSDDD Fire Assessment revenues which will not be collected as a result of exemptions granted to religious, non-profit organizations, agricultural and governmental tax-exempt property. These revenue deficits created by exemptions are expected to be funded from other sources, including, but not limited to, ad valorem taxes.

Table 13. Estimated Annual VPSDDD Assessments to be Offset by Millage

Land Use Code	Assessment Exemptions	Readiness	Demand	Total
5300	Agriculture Miscellaneous Improved	$3,233	$2,546	$5,779
6900	Agriculture - Ornamentals Misc	$497	$19	$517
7100	Churches	$5,222	$35,715	$40,937
7200	Private Schools - Colleges	$995	$51,645	$52,640
7400	Nursing Home (2 non-profits)	$497	$97,545	$98,043
7500	Non Profit Orphanage	$249	$606	$855
6000	Agriculture	$40,038	$19,715	$59,753
8500	Hospital (3 non-profits)	$746	$78,509	$79,256
8600	County (includes CDD-owned property)	$144,235	$21,395	$165,630
8700-8800-8900	State - Federal - Municipal	$40,286	$35,259	$75,546
	Total	**$235,998**	**$342,957**	**$578,956**

Source: PFM Financial Advisors LLC

As discussed, the estimated assessment exemptions will be collected via ad valorem millage to be applied to properties within the VPSDDD. The Sumter County Property Appraiser currently estimates the taxable value of all parcels within the VPSDDD at $16,870,504,364. At this value the estimated millage rate necessary to offset the exemption total is 0.34318 mils.

APPENDIX 1

PUS_CODE	PUS_DESC	PUS_CODE	PUS_DESC
0000	VACANT	5000	AG IMP w/ HX
0100	SINGLE FAMILY	5100	AGRICULTURAL
0200	MOBILE HOME	5200	AG/IMP w/out HX
0250	Mobilehome with tags	5250	AG/ MH W/TAGS
0300	MULTIFAMILY	5300	AG w/MISC IMP
0400	CONDOMINIUM	5400	AGRI/COMMERCIAL
0500	COOPERATIVE	5500	AGRI/INDUSTRIAL
0600	RETIREMENT	5600	AGRICULTURAL
0700	VACANT/MISC BLDG	5700	AGRICULTURAL
0800	MFR <10 UNITS	5800	AGRICULTURAL
0900	COMMON AREA	5900	AGRICULTURAL
1000	VACANT COMM	6000	AGRICULTURAL
1070	VACANT COMM/MISC	6100	AGRICULTURAL
1100	STORES	6200	AGRICULTURAL
1200	STORE/OFF/RES	6300	AGRICULTURAL
1300	DEPT STORE	6400	AGRICULTURAL
1400	SUPERMARKET	6500	AGRICULTURAL
1500	SH CTR REGIONAL	6600	ORCHARD GROVES
1600	SH CTR CMMITY	6700	POUL/BEES/FISH
1700	OFFICE 1 STORY	6800	DAIRIES/FEEDLTS
1800	OFF MULTISTORY	6900	COM/MISC AGRI
1900	PROF OFFICES	7000	VACANT INSTIT
1910	PROF OFFICE, MULTI-STORY	7100	CHURCHES
2000	AIRPORT, BUS TERMINAL, MARINA	7200	PRV SCHL/COLL
2100	RESTAURANT	7300	PRV HOSPITAL
2200	RESTAURANT W/ DRIVE-IN	7400	NURSING HOME
2300	FINANCIAL	7500	NON PROFIT, ORPHANAGE ....
2400	INSURANCE	7600	MORT/CEMETERY
2500	SERVICE SHOPS & SIGNS	7700	CLB/LDG/UN HALL
2600	SERV STATIONS	7800	SANI/ REST HOME
2700	SALES/REPAIRS	7900	CULTURAL
2800	R/V MH PARK (COMM)	8000	Vacant
2900	WHOLESALER	8100	MILITARY
3000	FLORIST	8200	FOREST/PK/REC
3100	DRV-IN THEATER	8300	PUB CTY SCHOOL
3200	THEATER	8400	COLLEGE
3300	NIGHT CLUBS	8500	HOSPITAL
3400	BOWLING ALLEY	8600	CTY INC NONMUNI
3500	TOURIST ATTRAC	8700	STATE
3600	CAMPS	8800	FEDERAL
3700	RACETRACK	8900	MUNICIPAL
3800	GOLF COURSE	9000	LEASEHOLD INT
3900	MOTEL	9100	UTILITY

4000	VACANT INDUS	9200	MING/PET/GASLND
4100	LIGHT MFG	9300	SUBSURF RIGHTS
4200	HEAVY MFG	9400	RIGHT-OF-WAY
4300	LUMBER YD/MILL	9500	RIVERS/LAKES
4400	PACKING	9600	SEWG/WASTE LAND
4500	BOTTLER	9700	OUTDR REC/PK LD
4600	FOOD PROCESSING	9800	CENTRALLY ASSD
4700	MIN PROCESSING	9900	ACRG NOT ZND AG
4800	WAREH/DIST TERM	9907	AC NON AG/MISC IMP
4900	OPEN STORAGE	9999	EXEMPT

APPENDIX 2

Category	Calls For Service 2020	2021	2022	2023	TOTAL
100 (Assembly)	**121**	**156**	**183**	**206**	**666**
Amusement center: indoor/outdoor	6	3	3	13	25
Assembly, other	3	8	10	21	42
Athletic/health club	7	6	11	7	31
Auditorium, concert hall	1	1	3	17	22
Ballroom, gymnasium	1	1	1	2	5
Bar or nightclub	3		1	3	7
Billiard center, pool hall		1			1
Bowling establishment	2	1	4	2	9
Bus station				1	1
Casino, gambling clubs		1	1		2
Church, mosque, synagogue, temple, chapel	14	13	19	23	69
Clubhouse	3	2	6	3	14
Clubs, other	6	11	7	7	31
Convention center, exhibition hall	1				1
Eating, drinking places, other	10	16	24	20	70
Fixed-use recreation places, other	55	63	84	70	272
Funeral parlor		1			1
Golf Starter Shack			1	14	15
Library	2	1			3
Places of worship, funeral parlors, other		1			1
Playground			2		2
Residential, other	1	16	2		19
Stadium, arena	1	1			2
Variable-use amusement, recreation places, other	5	9	4	3	21
200 (Educational)	**18**	**20**	**23**	**27**	**88**
Adult education center, college classroom		1		1	2
Day care, in commercial property		3	3		6
Educational, other	1				1
Elementary school, including kindergarten	4	4	6	8	22
High school/junior high school/middle school	11	12	12	17	52
Preschool	2		2	1	5
300 (HealthCare-Detention)	**1,153**	**1,127**	**999**	**856**	**4,135**
24-hour care Nursing homes, 4 or more persons	991	987	897	797	3,672
Alcohol or substance abuse recovery center	1		2		3
Asylum, mental institution	1				1
Clinic, clinic-type infirmary	6	11	1	1	19
Clinics, doctors offices, hemodialysis center, other				6	6
Clinics, doctors offices, hemodialysis cntr, other	48	23	27	5	103
Dentist or oral surgeon office				13	13

Doctor, dentist or oral surgeon office	58	51	50	25	184
Health care, detention, & correction, other	22	34	15	3	74
Hemodialysis unit	3	2	1		6
Hospices	7	6	4	3	20
Hospital - medical or psychiatric	7	3	1	3	14
Jail, prison (not juvenile)	8	9	1		18
Mental retardation/development disability facility	1				1
Police station		1			1
400 (Residential)	**4,896**	**5,092**	**5,689**	**6,662**	**22,339**
1 or 2 family dwelling	4,737	4,923	5,524	6,525	21,709
Boarding/rooming house, residential hotels	3	5	2	2	12
Dormitory-type residence, other	44	38	32	1	115
Hotel/motel, commercial	45	48	40	28	161
Multifamily dwelling	67	78	90	106	341
Sorority house, fraternity house			1		1
500 (Mercantile-Business)	**120**	**137**	**152**	**151**	**560**
Bank	8	7	6	21	42
Business office	2	9	10	17	38
Convenience store	11	12	13	7	43
Department or discount store	2	3		9	14
Food and beverage sales, grocery store	61	67	69	55	252
General retail, other	1	3	3	1	8
Household goods, sales, repairs	2	1	1		4
Laundry, dry cleaning				1	1
Mercantile, business, other	10	11	17	3	41
Motor vehicle or boat sales, services, repair	2	2		2	6
Office: veterinary or research	1				1
Parking garage, general vehicle	1		1	2	4
Personal service, including barber & beauty shops	1		1		2
Playground	1		3		4
Recreational, hobby, home repair sales, pet store	2	2	4	2	10
Service station, gas station	11	19	22	31	83
Specialty shop	4	1	2		7
600 (Industrial, Utility)	**9**	**13**	**10**	**5**	**37**
Electrical distribution	1				1
Forest, timberland, woodland				1	1
Gas distribution, gas pipeline	1	1			2
Graded and cared-for plots of land	4	6	6	1	17
Ind., utility, defense, agriculture, mining, other	2		1		3
Livestock, poultry storage				1	1
Pipeline, power line or other utility right-of-way	1		1		2
Sanitation utility		2			2
Utility or Distribution system, other		2	2	1	5
Water utility		2		1	3
800 (Storage)	**41**	**46**	**51**	**48**	**186**
Dock, marina, pier, wharf	1			1	2

Fire station	36	41	48	45	170
Residential or self-storage units	1	2			3
Storage, other	2		1		3
Vehicle storage, other	1	1	2	2	6
Warehouse		2			2
900 (Outside, Special)	**660**	**878**	**783**	**1,332**	**3,653**
Bridge, trestle	1	2	2		5
Construction site	1	4	4	4	13
Dump, sanitary landfill	2				2
Highway or divided highway	197	256	180	232	865
Lake, river, stream	2	4		4	10
Multi Modal Path				8	8
Open land or field	18	17	20	24	79
Outbuilding or shed	1	2	1	4	8
Outbuilding, protective shelter		2	1		3
Outside or special property, other	47	67	55	58	227
Residential street, road or residential driveway	117	132	138	418	805
Street or road in commercial area	76	83	96	288	543
Street, other	163	285	267	274	989
Vehicle parking area	34	24	19	12	89
Water area, other	1			6	7
Grand Total	**7,018**	**7,469**	**7,890**	**9,287**	**31,664**

Source: VPSD

THE VILLAGE CENTER
COMMUNITY DEVELOPMENT DISTRICT (VCCDD)
FIRE/RESCUE SERVICE
LAKE COUNTY ADDENDUM

Prepared for:
The Board of The Village Center Community Development District

Prepared on May 7, 2025

PFM Financial Advisors LLC
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VCCDD - Fire/Rescue Lake County Addendum

- Village Center Community Development District ("VCCDD") operates the Villages Public Safety Department ("VPSD") to provide primary Fire/Rescue services to parts of Sumter County, Florida and Lake County, Florida.

Sumter Service Area, Funding and Methodology

- The service area in Sumter County (the "Sumter Service Area") is coextensive with the Villages Public Safety Department Dependent District ("VPSDDD") which covers certain unincorporated areas and part of the City of Wildwood.

- Currently, the principal source of funding for the VPSD Fire/Rescue services in the Sumter Service Area is the Fire/Rescue Special Assessment (the "Fire Assessment") imposed on benefitted properties and collected by VPSDDD. The VPSDDD Fire Assessment allocates the cost of service among properties using consistent apportionment methodology throughout the Sumter Service Area.

- In April / May 2024, the VPSDDD adopted the Fire Assessment schedule using a methodology based on the Villages Public Safety Department Dependent District Fire/Rescue Service Special Assessment Report prepared by PFM Financial Advisors, LLC ("PFM") dated March 6, 2024 (the "VPSDDD PFM Report"). The VPSDDD PFM Report identified the respective portion of the total VPSD budget allocable to the Sumter Service Area and the Lake Service Area (using number of tax parcels and the associated non-residential square feet as a proxy),but provided a detailed benefit analysis only with respect to the Sumter Service Area.

Lake Service Area, Funding and Methodology

- The areas served in Lake County (the "Lake Service Area") include unincorporated areas and parts of three municipalities. The VPSD Fire/Rescue services provided to Lake County are provided via agreement with the general-purpose local governments with jurisdiction over the areas served. This includes Fire/Rescue services to development associated with The Villages in Lake County.

- Currently, the principal sources of funding for the VPSD Fire/Rescue services in the Lake Service Area are assessments variously imposed by the county and the three municipalities which are paid over to VCCDD. Each of the four local governments collects revenues using its own formula to allocate the cost of the special benefits among property owners throughout the Lake Service Area.

- PFM was asked by the Village Center Community Development District ("District") to review current fire assessments levied in Lady Lake, Fruitland Park, Leesburg and portions of unincorporated Lake County that are in the Lake Service Area and benefit from VPSD Fire/Rescue services. In addition, based on its findings, the District asked PFM to prepare an appropriate addendum to the VPSDDD PFM Report to add an analysis of the Lake Service Area, including a review of existing fire assessment levels currently being governed by the multiple interlocal agreements with Lake County, the City of Lady Lake, the City of Fruitland Park, and the City of Leesburg. One consideration was whether a reasonable apportionment of the assessment could result in a uniform methodology and assessment schedule throughout the Lake Service Area.

- Currently, the VPSD provides Fire/Rescue services to portions of residential and non-residential development in Lake County adjacent to the VPSDDD and within the following jurisdictions: Lady Lake, Fruitland Park, Leesburg and portions of unincorporated Lake County. Each of these jurisdictions currently has an interlocal agreement with VCCDD regarding annual payment for VPSD services. Table 1 summarizes the current fire/rescue assessment levels.

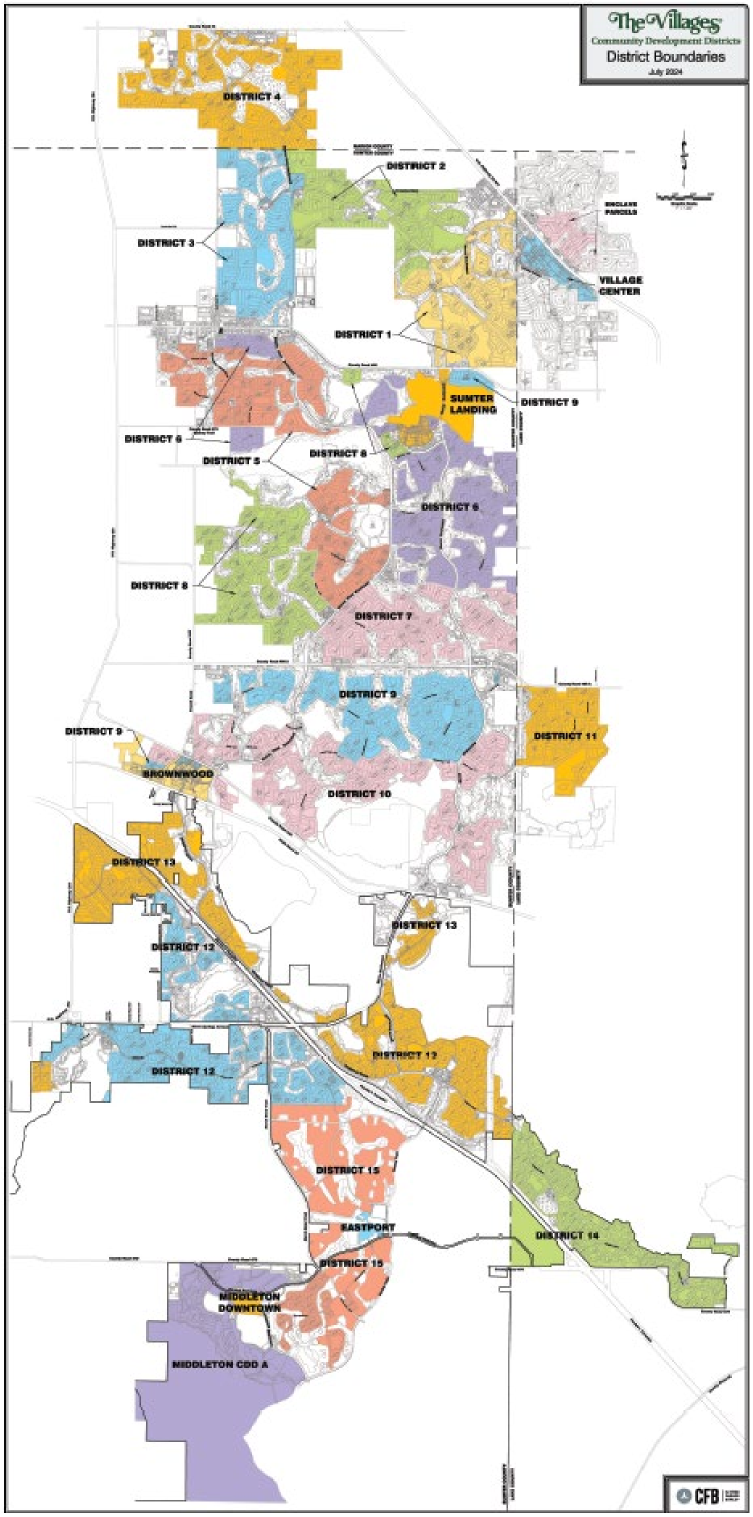
Table 1. Lake County and Lake County Municipality Fire/Rescue Assessment Levels

Lake County - Interlocal Rates Currently (per Residential Unit or per Commercial SQFT)				
	Lady Lake	Fruitland Park*	Leesburg*	Lake County
Residential	$124.00	$233.00	$165.00	$124.00
Commercial	$0.29			
Industrial	$0.04			

Source: Interlocal Agreements; *annual CPI adjustment per 2023 amendment to the interlocal agreement

- Map 1 details the location of The Villages development that is located within Lake County. Below is a summary of development currently built, under construction or planned for Lake County, which includes the following:
  - Town of Lady Lake and unincorporated Lake County "Enclave Parcels" (5,807 units)
  - VCDD 11, located in Fruitland Park (2,055 parcels / units)
  - VCDD 14, located in Leesburg (3,234 parcels / units)
  - Estimated total residential units 11,096

Map 1. The Villages Map (Detailing Lake County Development)



Source: The Villages

- The type and form of The Villages development in the Lake Service Area is similar to the development serviced within the Sumter Service Area.

- Analysis of the VPSD Lake County budget estimates over a five-year period from Fiscal Year 2024-2025 through Fiscal Year 2028-2029. The analysis applied the VPSDDD analysis (and associated VPSD Lake County budget allocation) to the current Lake County development volumes. Table 2 summarizes the analysis and Lake County results.

Table 2. Lake County Fire Assessment Estimates (using VPSDDD Land Use Allocation Assumptions)

Lake County Budget	**$3,685,045**
% residential + vacant land (1)	92.05%
	$3,392,204
% commercial (incl. industrial-warehouse) (1)	7.42%
	$273,287
% institutional (1)	0.53%
	$19,555

Equivalent Residential Unit ("ERU") Factor	1,714

Lake Category	Budget (2)	Units / SQFT	ERUs	$ per Unit or $/sqft
Residential	$3,392,204	11,096	11,096	$305.71
COM - IND	$273,287	1,667,686	972.98	$0.16
Institutional	$19,555	69,076	40.30	$0.28
TOTAL	**$3,685,045**			

Source: VPSD; Lake County Property Appraiser; PFM Financial Advisors LLC
(1) The % allocation represents the combined readiness and demand allocation via the VPSDDD analysis to the land uses described
(2) Includes application of gross collection fees for administration, early payment discount, tax collector and property appraiser

- The Table 2 results are compared to the VPSDDD results in Table 3. This comparison is important to identify how closely the VPSDDD Sumter County Fire Assessment levels correlate to Lake County Fire Assessment levels. As the data show, the residential assessment levels fall within less than 5% of the VPSDDD levels with the overall weighted average showing less than a 10% difference.

Table 3. VPSDDD to Lake County Est. Fire/Assessments Correlation Summary

	VPSDDD Assessment*		Lake County (est.)*		% Difference
Land Use	Per Unit / ERU	Per SQFT	per unit or per ERU	Per SQFT	
Residential	$320.71		$305.71		95.3%
Commercial	$366.12	$0.21	$280.88	$0.16	76.7%
Industrial	$366.12	$0.21	$280.88	$0.16	76.7%
Institutional	$745.81	$0.44	$485.21	$0.28	65.1%
Average					**78.5%**
Weighted Average					**92.6%**

Source: VPSD; Lake County Property Appraiser; PFM Financial Advisors LLC; *comparison assumes 1 ERU

- The data in Table 3 suggest high correlation between the Fire Assessment data sets for the VPSDDD in Sumter County and Lake County. While there is some comparative variation between land uses, that is to be expected given the sample sizes. Overall, the data suggests a less than 10% difference between Sumter County and Lake County Fire Assessment levels. This suggests highly correlated demand and associated benefit profiles by land uses for Fire/Rescue services. This indicates Lake County properties (and the associated land uses) receive similar benefits to Fire/Rescue Services to that of the properties within the Sumter Service Area.

- The VPSDDD Fire/Rescue Special Assessment Fire Assessment schedule adopted in April / May 2024 is fair and reasonable based on the proportionate allocation of costs, by property use category and applicable to parcels benefitting from VPSD Fire/Rescue services.

- The benefits received are proportionate to the costs.

- Fire Assessments are composed of two tiers: Readiness/Availability ("Readiness), allocated per parcel and Demand for Service ("Demand"), allocated per Equivalent Residential Unit (ERU), guided by broad categories identified in calls for service.

- Readiness costs are characterized by administrative costs, readiness labor/salaries, (ready) capital equipment and building costs.

- Demand costs are characterized by operational mobilization including response salaries (and overhead expenses), response costs, operational (capital) equipment and supplies.

- For Demand purposes for Lake County properties, and consistent with the Villages Public Safety Department Dependent District Fire/Rescue Service Special Assessment Report, dated April 10, 2024, an Equivalent Residential Unit ("ERU") is defined as the average size of a single-family home within the VPSDDD (1,714 square feet). Non-residential ERUs are determined by dividing building space by the average ERU size. Vacant lands are defined as 1 ERU per acre (or fraction thereof / i.e., not rounded to the nearest acre).

- The Fire Assessments include annual funding amounts for capital equipment, based on a blended cost of capital improvements to be paid for over the next five (5) years. Vehicle equipment needs are based on projections submitted by the VPSD as reviewed by the VPSD staff and VPSD Fire Chief. The Fire Assessment calculations assume that new vehicle equipment will be financed over a 10-year period.

- Operating costs are reflective of planned salary, equipment cost increases and other budget line items.

- Table 5 presents the VPSDDD Fire Assessment schedule for the 5-year average rate as provided in the Villages Public Safety Department Dependent District Fire/Rescue Service Special Assessment Report, dated April 10, 2024. Adopting the 5-year average rate smooths the annual rate variability as a result of examining budget operating and financed capital costs for fiscal years 2024-25, 2025-26, 2026-27, 2027-28 and 2028-29, with the expectation rates will need to be revised/updated for fiscal year 2029-2030.

- The type and form of development in Lake County (both existing, under construction and planned) is similar in character to development within the VPSDDD. As provided in Table 2 and Table 3, it is reasonable that the demand and the associated costs to provide Fire/Rescue services to Lake County and applicable municipality properties is similar to and consistent with the demand profile and the associated costs to provide for Fire/Rescue services in Sumter County. The benefit analysis provided is a preferred method of assessment rather than the application of various fire assessments established via separate interlocal agreements.

- Therefore, the adoption of consistent Fire Assessments via the application of the Fire Assessment schedule in Table 5 to properties within Lake County, receiving Fire/Rescue services via the VPSD is reasonable. Table 4 provides example calculations for various property types in Lake County.

Table 4. Example Fire Assessment Rates for Lake County Properties

Parcel Example	Category	SQFT or Units or Acres	ERUs*	Readiness Fee*	Demand Fee*	TOTAL	$/SQFT or $/Unit or $/Acre
Commercial – Retail	Commercial	45,000	26.3	$239.14	$3,333.76	$3,572.89	$0.08
Commercial – Office	Commercial	15,000	8.8	$239.14	$1,111.25	$1,350.39	$0.09
Industrial - Warehouse	Commercial	60,000	35.0	$239.14	$4,445.01	$4,684.15	$0.08
Hotel	Commercial	72,380	42.2	$239.14	$5,362.16	$5,601.30	$0.08
Vacant Parcel (acres)	Res or Com	5	5	$239.14	$6.93	$246.07	$49.21
Vacant Parcel (acres)	Res or Com	1	1	$239.14	$1.39	$240.52	$240.52
Residential Single Family	Residential	1	1	$239.14	$81.57	$320.71	$320.71
Residential Multi-Family	Residential	125	125	$239.14	$10,196.11	$10,435.25	$83.48

Source: PFM Financial Advisors LLC
*An ERU is 1,714 square feet. The Readiness fee is per parcel while Demand Fee is per ERU

Table 5. VPSDDD Fire/Rescue Service Assessment Rates

Landuse Code	Landuse	Readiness Parcels	Readiness Allocation	Readiness Fee (per parcel)	Demand ERUs	Demand Allocation	Demand Fee Per ERU	Exempt
0	Vacant Residential	1,008	$241,051	$239.14	1,346	$1,865	$1.39	N
100	SF Residential	65,037	$15,552,803	$239.14	65,055	$5,306,465	$81.57	N
200	Mobile Homes (MH)	1,619	$387,164	$239.14	1,618	$131,978	$81.57	N
250	MH with Tags	15	$3,587	$239.14	1	$82	$81.57	N
300	Multi-Family	4	$957	$239.14	628	$51,225	$81.57	N
400	Condominium	509	$121,721	$239.14	509	$41,519	$81.57	N
700	Vacant Misc Bldg	30	$7,174	$239.14	184	$15,004	$81.57	N
800	Multi-Family <10 Units	1	$239	$239.14	8	$653	$81.57	N
900	Common Area	38	$9,087	$239.14	27	$38	$1.39	N
1000 & 1070	Vacant Commercial (misc)	112	$26,783	$239.14	399	$553	$1.39	N
1100-1600	Commercial Retail	85	$20,327	$239.14	1,519	$192,931	$126.98	N
1700-1910	Office	172	$41,132	$239.14	1,170	$148,565	$126.98	N
2000	Air - Bus - Marina	1	$239	$239.14	1	$159	$126.98	N
2100-2200-3300	Restaurant	35	$8,370	$239.14	107	$13,580	$126.98	N
2300 & 2400	Office (Fin - Ins)	30	$7,174	$239.14	89	$11,333	$126.98	N
2500-2700	Retail Service	29	$6,935	$239.14	141	$17,892	$126.98	N
2800	RV MH Park	9	$2,152	$239.14	94	$11,877	$126.98	N
3100-3200	Theatre - Drive In	3	$717	$239.14	34	$4,266	$126.98	N
3500	Tourist Attraction	3	$717	$239.14	31	$3,965	$126.98	N
3800	Golf Course	29	$6,935	$239.14	47	$5,988	$126.98	N
3900	Hotel	4	$957	$239.14	92	$11,701	$126.98	N
4000	Vacant Industrial	1	$239	$239.14	2	$3	$1.39	N
4800	Warehouse-Dist	12	$2,870	$239.14	342	$43,457	$126.98	N
4900	Open Storage	2	$478	$239.14	9	$1,185	$126.98	N
5000	Agri Imp with Homestead	55	$13,153	$239.14	61	$4,976	$81.57	N
5200	Agri Imp w/o Homestead	42	$10,044	$239.14	41	$3,344	$81.57	N
5300	Agriculture Misc Improved	10	$2,391	$239.14	1,284	$1,779	$1.39	Y
6000	Agriculture	138	$33,001	$239.14	13,762	$19,070	$1.39	Y
6900	Ag - Ornamentals Misc	2	$478	$239.14	15	$21	$1.39	Y
7100	Churches	20	$4,783	$239.14	68	$34,261	$506.67	Y
7200	Private Schools - Colleges	4	$957	$239.14	98	$49,543	$506.67	Y
7300	Private Hospitals	3	$717	$239.14	147	$102,209	$693.82	N
7400	Nursing Home	18	$4,304	$239.14	1,108	$768,600	$693.82	N
7500	Non Profit Orphanage	1	$239	$239.14	5	$584	$126.98	Y
7600 & 9999	Mortuary - Cemetery	4	$957	$239.14	8	$959	$126.98	N
7700	Club-Lodge-Hall	40	$9,566	$239.14	187	$27,774	$148.58	N

8500	Hospital	3	$717	$239.14	109	$75,675	$693.82	N
8600	County (includes CDD-owned property)	578	$138,222	$239.14	162	$20,620	$126.98	Y
8700-8800-8900	State - Federal - Municipal	161	$38,501	$239.14	268	$33,982	$126.98	Y
9100	Utility	40	$9,566	$239.14	19	$2,387	$126.98	N
9200	Mining - Pet - Gas	0	$0	$0.00	0	$0	$0.00	N
9400	ROW	13	$3,109	$239.14	63	$88	$1.39	N
9600	Sewage - Wasteland	4	$957	$239.14	52	$72	$1.39	N
9900-9907	Acreage (not Ag)	78	$18,653	$239.14	6,257	$8,670	$1.39	N
	TOTAL	70,002	$16,740,122		97,167	$7,170,895		
	Readiness Allocation	$16,740,122						
	Readiness Fee per Parcel	$239.14						

Source: PFM Financial Advisors LLC, Villages Public Safety Department Dependent District Fire/Rescue Service Special Assessment Report, dated April 10, 2024 ; Note that certain parcels within LU Codes 7400 and 8500 have been deemed exempt from the Fire Assessment given current non-profit status or uses which provide a public benefit

CITY OF FRUITLAND PARK
AGENDA ITEM SUMMARY SHEET
Item Number: **6b**

ITEM TITLE:	**Resolution 2026-033 establishes the estimated assessment rate for fire services within The Villages of Fruitland Park Benefit Area in the City of Fruitland Park.**
MEETING DATE:	July 9, 2026
DATE SUBMITTED:	July 9, 2026
SUBMITTED BY:	city attorney/city manager/finance director

BRIEF NARRATIVE: **Resolution 2026-033** establishes an estimated assessment rate for fire services within The Villages of Fruitland Park Benefit Area in the City of Fruitland Park. Fire/EMS services within The Villages of Fruitland Park are provided by the Villages Public Safety Department. The "Lake Service Area" of the Villages Public Safety Department includes unincorporated areas within Lake County as well as parts of three municipalities, including Fruitland Park. The principal source of funding for the Villages Public Safety Department are assessments variously imposed by the county and the three municipalities. Each of the four local governments collects revenues using its own formula to allocate the cost of the special benefits among property owners throughout the Lake Service Area. The fire assessment is collected through the annual property tax bill and remitted by the tax collector to the City of Fruitland Park. The revenues collected are then paid to the Village Center Community Development District via an interlocal agreement to fund the Fire/EMS services provided within the Lake Service Area.

Pursuant to an interlocal agreement between Village Center Community Development District, Lake County, Florida, the Town of Lady Lake and the City of Fruitland Park, the Villages Benefit Area will be included within the County's Villages Fire District assessment area for the purpose of funding the City of Fruitland Park's proportionate share. Lake County will impose the fire assessment in accordance with the Methodology Report dated March 6, 2024 and supplemented with an addendum dated May 7, 2925. Therefore, the fire assessment rate established for Villages of Fruitland Park Benefit Area is set at $0.

FUNDS BUDGETED:	n/a
ATTACHMENTS:	Resolution 2026-033
RECOMMENDATION:	Consider Resolution 2026-033, Reports
ACTION TO BE TAKEN:	**Adopt or deny Resolution 2026-033**

RESOLUTION 2026-033

A RESOLUTION OF THE CITY OF FRUITLAND PARK, FLORIDA, RELATING TO THE PROVISION OF FIRE SERVICES WITHIN THE VILLAGES OF FRUITLAND PARK BENEFIT AREA IN THE CITY OF FRUITLAND PARK; ESTABLISHING THE ESTIMATED ASSESSMENT RATE FOR FIRE SERVICES ASSESSMENT FOR THE FISCAL YEAR BEGINNING OCTOBER 1, 2026; DIRECTING THE PREPARATION OF AN ASSESSMENT ROLL; AUTHORIZING A PUBLIC HEARING AND DIRECTING THE PROVISION OF NOTICE THEREOF; PROVIDING FOR CONFLICTS; PROVIDING FOR SEVERABILITY; AND PROVIDING AN EFFECTIVE DATE.

BE IT RESOLVED BY THE CITY COMMISSION OF THE CITY OF FRUITLAND PARK, FLORIDA:

SECTION 1. AUTHORITY. This Resolution is adopted pursuant to Ordinance No. 2016-007, Sec. 166.041 and Chapter 197, Florida Statutes, Resolution No. 2015-014 and other applicable provisions of law.

SECTION 2. PURPOSE. This Resolution constitutes the Tentative Rate Resolution as provided for in the Ordinance. All capitalized words and terms not defined herein shall have the meanings set forth in Ordinance 2016-007. Unless the context indicates otherwise, words imparting the singular number, include the plural number, and vice versa.

SECTION 3. PROVISION AND FUNDING OF FIRE SERVICES.

(A) Upon the imposition of Fire Service Assessment for fire services, facilities, or programs against Assessed Property located with the Villages of Fruitland Park benefit area of the City of Fruitland Park, as hereafter defined, the City shall provide fire services to such Assessed Property. A portion of the cost to provide such fire services, facilities, or programs shall be funded from proceeds of the Fire Assessment collected within the Villages of Fruitland Park benefit area of the City of Fruitland Park. The remaining cost, if any, required to provide fire services, facilities, and programs shall be funded by legally available City of Fruitland Park revenues other than Fire Assessment proceeds.

(B) It is hereby ascertained, determined, and declared that each parcel of Assessed Property located within the Village of Fruitland Park benefit area of the City of Fruitland Park will be specially benefitted by the City of Fruitland Park's provision of fire services, facilities, and programs in an amount not less than the Fire Service Assessment imposed against such parcel, computed in the manner set forth in this Tentative Rate Resolution.

SECTION 4. IMPOSITION AND COMPUTATION OF FIRE SERVICE ASSESSMENT. The Fire Service Assessment shall be imposed against all Tax Parcels within the Village of Fruitland Park benefit area of the City of Fruitland Park subject to the assessment as set forth in this Tentative Rate Resolution. The Fire Service Assessment shall be computed in the manner set forth in this Tentative Rate Resolution.

SECTION 5. LEGISLATIVE DETERMINATIONS OF SPECIAL BENEFIT AND FAIR APPORTIONMENT.

(A) The legislative determinations of special benefit embodied in Ordinance 2016-007 is affirmed and incorporated herein by reference.

(B) The City Commission has determined and declares that the fire services assessment being imposed by the City is being fairly and reasonably apportioned among the Parcels receiving the special benefit.

(C) The City Commission relies on and adopts the study prepared by Government Services Group, Inc. on behalf of the City of Fruitland Park entitled City of Fruitland Park, Florida, Fire Assessment Memorandum dated June, 2016.

(D) Institutional Property whose use is wholly exempt from ad valorem taxation under Florida law provides facilities and uses to their ownership, occupants, and memberships as well as the public in general that otherwise might be requested or required to be provided by the City and such property uses serve a legitimate public purpose and provide a public benefit. Therefore, it is fair and reasonable not to impose Fire Services Assessments upon buildings located upon such parcels of Institutional Property whose Building Use is wholly exempt from ad valorem taxation under Florida law. Accordingly, no Fire Services Assessments shall be imposed upon Institutional Buildings located upon a parcel of Institutional Property whose Building Use is wholly exempt from ad valorem taxation under Florida law.

(E) Government Property provides facilities and uses to the community, local constituents, and the public in general that serve a legitimate public purpose and provide a public benefit. Therefore, it is fair and reasonable not to impose Fire Services Assessments upon parcels of Government Property.

(F) Government Property that is owed by federal government entities, such as the VA and HUD, due to foreclosures or government-backed grant programs funding housing rehabilitation are neither serving a governmental purpose nor providing a public benefit but are instead being held by these federal government entities in a proprietary capacity. Accordingly, these properties shall not be exempted from the Fire Service Assessment.

SECTION 6. COST APPORTIONMENT AND PARCEL APPORTIONMENT METHODOLOGIES.

(A) The City proposes to create the Fire Services Assessment Benefit Area, consisting of two sub Assessment Areas. The City benefit area and the Villages of Fruitland Park benefit area. The Benefit areas are shown on the map attached hereto as Appendix D.

(B) Lake County, Florida will impose its fire assessment in the City Benefit Area.

(C) The Cost Apportionment and Parcel Apportionment methodology for the Villages Benefit Area as set forth herein are adopted.

a. The fire services in the Villages Benefit Area are provided through an interlocal agreement with the Villages Center Community Development District based on the number of single family residential parcels. Therefore, it is fair and reasonable to assess on a per dwelling unit basis for developed parcels.

b. Pursuant to an interlocal agreement between Village Center Community Development District, Lake County, Florida, the Town of Lady Lake and the City of Fruitland Park, the Villages Benefit Area will be included within the County's Villages Fire District assessment area for the purpose of funding the City of Fruitland Park's proportionate share (the "2026 Interlocal Agreement"). Lake County will impose the fire assessment in accordance with the Methodology Report – Fire/Rescue Service Special Assessment Report dated March 6, 2024, as supplemented by the Village Center Community

Development District Fire/Rescue Lake County Addendum dated May 7, 2025 prepared by PFM Financial Advisors LLC.

SECTION 7. DETERMINATION OF FIRE SERVICES COST; ESTABLISHMENT OF ANNUAL FIRE SERVICE ASSESSMENT RATES.

(A) Pursuant to the 2026 Interlocal Agreement, the Villages Benefit Area will be included within the County's Villages Fire District assessment area for the purpose of funding the City of Fruitland Park's proportionate share and Lake County will impose the fire assessment in accordance with the Methodology Report based on the number of single family residential parcels. Therefore, it is fair and reasonable to assess on a per dwelling unit basis for developed parcels. Therefore, the City of Fruitland Park will set its own Villages Benefit Area fire assessment at $0.00 for Fiscal Year commencing October 1, 2026. The Fire Services Cost to be assessed by the City of Fruitland Park and apportioned among benefited parcels in the Villages Benefit Area pursuant to the Cost Apportionment and the Parcel Apportionment for the Fiscal Year commencing October 1, 2026, is the amount determined in the Estimated Fire Service Assessment Rate Schedule, attached hereto as Appendix A. The approval of the Estimated Fire Service Assessment Rate Schedule by the adoption of this Tentative Rate Resolution determines the amount of the Fire Services Cost. The remainder of such Fiscal Year budget for fire services, facilities, and programs shall be funded from available City of Fruitland Park revenue other than Fire Service Assessment proceeds.

(B) The estimated Fire Service Assessment specified in the Estimated Fire Service Assessment Rate Schedule is hereby established to fund the specified Fire Services Cost determined to be assessed by the City of Fruitland Park in the Fiscal Year commencing October

1, 2026. No portion of such Fire Services Cost is attributable to impact fee revenue that funds capital improvements necessitated by new growth or development. Further, no portion of such Fire Services Cost is attributable to emergency medical services costs.

(C) The estimated Fire Service Assessment established in this Tentative Rate Resolution shall be the estimated assessment rates applied by the City Manager in the preparation of the updated Fire Assessment Roll for the Fiscal Year commencing October 1, 2026 as provided in Section 8 of this Tentative Rate Resolution.

SECTION 8. ANNUAL FIRE ASSESSMENT ROLL.

(A) The City Manager is hereby directed to prepare, or cause to be prepared, an updated Fire Assessment Roll for the Fiscal Year commencing October 1, 2026, in the manner provided in the Ordinance. The updated Fire Assessment Roll shall include all Tax Parcels subject to the Fire Services Assessment within the Villages Benefit Area of the City of Fruitland Park. The City Manager shall apportion the estimated Fire Services Cost to be recovered through Fire Services Assessment in the manner set forth in this Tentative Rate Resolution.

(B) A copy of this Tentative Rate Resolution, Ordinance 2016-007, documentation related to the estimated amount of the Fire Services Cost to be recovered through the imposition by the City of Fruitland Park of Fire Services Assessment, and the updated Fire Assessment Roll shall be maintained on file in the office of the City Clerk and open to public inspection. The foregoing shall not be construed to require that the updated Fire Assessment Roll proposed for the Fiscal Year beginning October 1, 2026 be in printed form if the amount of the Fire Services Assessment for each parcel of property can be determined by the use of a computer terminal available to the public.

(C) It is hereby ascertained, determined, and declared that the method of determining the Fire Services Assessment for fire services as set forth in this Tentative Rate Resolution is a fair and reasonable method of apportioning the Fire Services Cost among parcels of Assessed Property located within the Villages of Fruitland Park benefit area of the City of Fruitland Park.

SECTION 9. AUTHORIZATION OF PUBLIC HEARING. There is hereby established a public hearing to be held at 6:00 p.m., or as soon thereafter as the item can be heard, on September 10, 2026, in the Commission Chambers, 506 W. Berckman Street, Fruitland Park, Florida, at which time the City Commission will receive and consider any comments on the Fire Services Assessment from the public and affected property owners and consider imposing Fire Services Assessment and collecting such assessments on the same bill as ad valorem taxes.

SECTION 10. NOTICE BY PUBLICATION. The City Manager shall publish a notice of the public hearing authorized by Section 9 hereof in the manner and time provided in the Uniform Assessment Collection Act. The notice shall be published no later than August 21, 2026, in substantially the form attached hereto as Appendix B.

SECTION 11. NOTICE BY MAIL. The City Commission shall provide first class mailed notice of the public hearing authorized by Section 9 hereof. Such mailed notice shall be in the form required by the Uniform Assessment Collection Act and Ordinance 2016-007 for the purpose of imposing Fire Service Assessment for the Fiscal Year Beginning October 1, 2026. The notice shall be in substantially the form attached hereto as Appendix C. All first class mailed notices must be mailed no later than August 21, 2026.

If the City determines that the truth-in-millage ("TRIM") notice that is mailed by the Property Appraiser under section 200.069, Florida Statutes, also fulfills the requirements of this section, then the separate mailing requirement described in this section will be deemed fulfilled by the TRIM notice.

SECTION 12. APPLICATION OF ASSESSMENT PROCEEDS. Proceeds derived by the City of Fruitland Park from the Fire Services Assessment will be utilized for the provision of fire services, facilities, and programs within the Villages of Fruitland Park benefit area of the City of Fruitland Park. In the event there is any fund balance remaining at the end of the Fiscal Year, such balance shall be carried forward and used only to fund fire services, facilities, and programs within the Villages of Fruitland Park benefit area of the City of Fruitland Park.

SECTION 13. EFFECTIVE DATE. This Tentative Rate Resolution shall take effect immediately upon its passage and adoption.

DULY ADOPTED this 9th day of July 2026.

____
Chris Cheshire, Mayor
City of Fruitland Park

Attest:

____
Gwen Johns, City Clerk

Mayor Cheshire	______ (Yes), ______ (No), _______ (Abstained), _______ (Absent)
Vice Mayor DeGrave	______ (Yes), ______ (No), _______ (Abstained), _______ (Absent)
Commissioner Williams	______ (Yes), ______ (No), _______ (Abstained), _______ (Absent)
Commissioner Raysin	______ (Yes), ______ (No), _______ (Abstained), _______ (Absent)
VACANT	______ (Yes), ______ (No), _______ (Abstained), _______ (Absent)

First Reading __________________

Approved as to form and legality:

____
Anita Geraci-Carver, City Attorney

APPENDIX A

Estimated Fire Service Assessment Rate Schedule

1. **Determination of Fire Services Costs**. The estimated Fire Services Cost to be assessed by the City of Fruitland Park for the Fiscal Year commencing October 1, 2026, is $0.00
2. **Estimated Fire Services Assessment.** The estimated Fire Services Assessment to be assessed by the City of Fruitland Park and apportioned among benefitted parcels within the Villages of Fruitland Park benefit area pursuant to the Cost Apportionment and Parcel Apportionment to generate the estimated Fire Services Cost for the Fiscal Year commencing October 1, 2026, is hereby established as follows for the purpose of this Tentative Rate Resolution:

FY 2026-2027 Preliminary Fire Assessment Rates – Villages of Fruitland Park Benefit Area

Residential	$0.00 per Dwelling Unit
Total Estimated Gross Revenue	$0.00

A. No Fire Services Assessment shall be imposed upon institutional buildings whose use is wholly tax exempt or upon a parcel of Government Property; except Government Property that is owned by federal entities, such as the VA and HUD, and held in a proprietary capacity shall not be exempted from the Fire Services Assessment.

B. Any shortfall in the expected Fire Services Assessment proceeds due to any reduction or exemption from payment of the Fire Services Assessment required by law or authorized by the Commission shall be supplemented by any legally available funds, or combination of funds, and shall not be paid for by proceeds or funds derived from the Fire Services Assessment. It is the legislative determination of the Commission that in the event of a court of competent jurisdiction determining any exemption or reduction by the Commission is improper or otherwise adversely affects the validity of the Fire Services Assessment imposed for this Fiscal Year, the sole and exclusive remedy shall be the imposition of a Fire Services Assessment upon each affected Tax Parcel in the amount of the Fire Services Assessment that would have been otherwise imposed save and except for such reduction or exemption afforded to such Tax Parcel by the Commission.

APPENDIX B

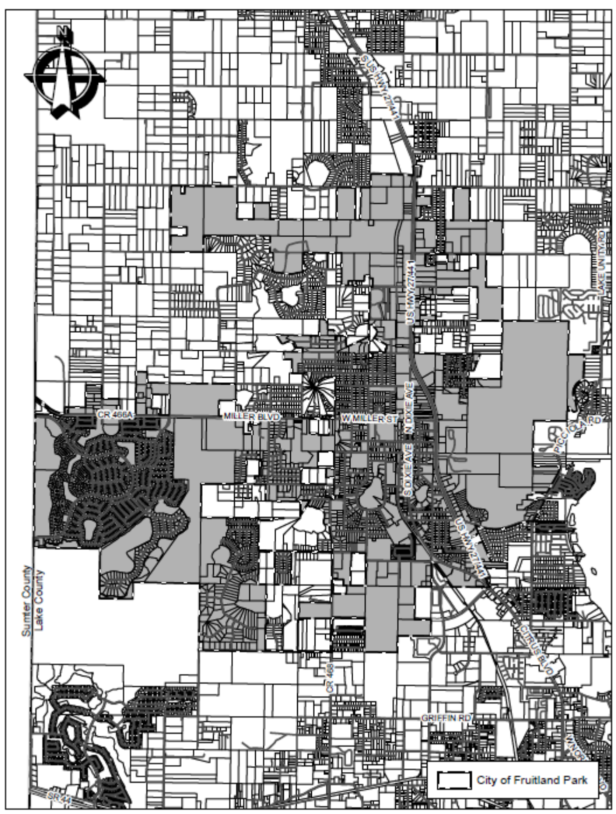
Notice of Public Hearing for Publication

<u>To Be Published on or before August 21, 2026</u>

NOTICE OF PUBLIC HEARING

Notice is hereby given that the City Commission of the City of Fruitland Park will conduct a public hearing to consider imposing fire services special assessments for the provision of fire protection services within the Villages Benefit Area of the City for the Fiscal Year beginning October 1, 2026.

On Thursday, September 10, 2026 at 6:00 p.m. or as soon thereafter as possible, the City Commission of the City of Fruitland Park will hold a public hearing at the Commission Chambers, 506 W. Berckman Street, Fruitland Park, Florida for the purpose of receiving public comment concerning Resolution 2026-033 setting the rate for the fire services assessment to be imposed on real property within the Villages of Fruitland Park and which provides for collection of fire services assessment by the Lake County Tax Collector. All affected property owners have the right to appear at the public hearing and the right to file written objections within 20 days of the publication of this Notice of Public Hearing.



The fire services assessment for each parcel of property will be based upon each parcel's classification category and the number of billing units within the specified category. The following table reflects the proposed Fire Assessment schedule.

VILLAGES OF FRUITLAND PARK BENEFIT AREA

Residential	$0.00 per Dwelling Unit

Persons with disabilities needing assistance to participate in this proceeding should contact the City Clerk at least 48 hours before the meetings at (352) 360-6727. All persons are advised that if he or she decides to appeal any decision made by the Commission with respect to any matter considered at the hearing, the person will need a record of the proceeding, and for such purposes, may need to ensure that a verbatim record of the proceeding is made which includes the testimony and evidence upon which the appeal is made.

Resolution 2015-014, the Fire Services Ordinance 2016-007, the Tentative Rate Resolution 2026-033, and the Fire Assessment Roll are available at the City Clerk's Office, at City Hall located at 506 W. Berckman Street, Fruitland Park, Florida, between the hours of 8:00 a.m. to 5:00 p.m. Monday to Friday.

The fire services assessment will be collected on the ad valorem tax bill to be mailed in November 2026, as authorized by section 197.3632, Florida Statutes. Failure to pay the assessments will cause a tax certificate to be issued against the property which may result in a loss of title.

If you have any questions, please contact the City Clerk at (352) 360-6727, Monday through Friday, from 8:00 a.m. to 5:00 p.m. Monday to Friday.

Gwen Johns, City Clerk
City of Fruitland Park

APPENDIX C

Form of Notice to be Mailed First class mail

******* NOTICE TO PROPERTY OWNER *******

CITY OF FRUITLAND PARK
506 W. Berckman Street,
Fruitland Park, Florida

[owner name]
[mailing address]
[city, state, zip code]

CITY OF FRUITLAND PARK, FLORIDA

NOTICE OF HEARING TO IMPOSE AND PROVIDE FOR COLLECTION OF FIRE SERVICES NON-AD VALOREM ASSESSMENTS

NOTICE DATE: August 21, 2026

Tax Parcel # [ ]

As required by Section 197.3632, Florida Statutes, notice is given by the City of Fruitland Park that an annual assessment for fire services using the tax bill collection method may be levied on your property. The purpose of this assessment is to fund fire protection services benefitting property located within the Villages Benefit Area of the City of Fruitland Park. The total annual Fire Services Assessment revenue to be collected within the Villages Benefit Area of the City of Fruitland Park is estimated to be $0.00 for fiscal year October 1, 2026 – September 30, 2027. The annual fire services assessment is based on the classification of each parcel of property and the number of billing units within the property categories.

The above parcel is classified as [ ].
The total number of billing units on the above parcel is [ ].
The type of billing units on the above parcel is [ ].
The annual Fire Services Assessment for the above parcel is $[ ].
The maximum annual fire services assessment that can be charged without further notice for Fiscal Year 2026-27 and for future fiscal years for the above parcel is $ ________.

A public hearing will be held at 6:00 p.m., or as soon thereafter as the matter may be heard on September 10, 2026, at the Commission Chambers, 506 W. Berckman Street, Fruitland Park, Florida, for the purpose of receiving public comment on the proposed assessment. You and all other affected property owners have a right to appear at the hearing and to file written objections with the City of Fruitland Park within 20 days of this notice. If you decide to appeal any decision made by the City Commission with respect to any matter considered at the hearing, you will need a record of the proceedings and may need to ensure that a verbatim record is made, including the testimony and evidence upon which the appeal is to be made. Persons with disabilities needing assistance to participate in this proceeding should contact the City Clerk at least 48 hours before the meetings at (352) 360-6727.

Unless proper steps are initiated in a court of competent jurisdiction to secure relief within 20 days from the date of City Commission's action at the above hearing, such action shall be the final adjudication of the issues presented.

Resolution 2015-014, the Fire Services Ordinance 2016-007, the Tentative Rate Resolution 2026-046, and the Fire Assessment Role are available at the City Clerk's Office, at City Hall located at 506 W. Berckman Street, Fruitland Park, Florida, between the hours of 8:00 a.m. to 5:00 p.m. Monday to Friday.

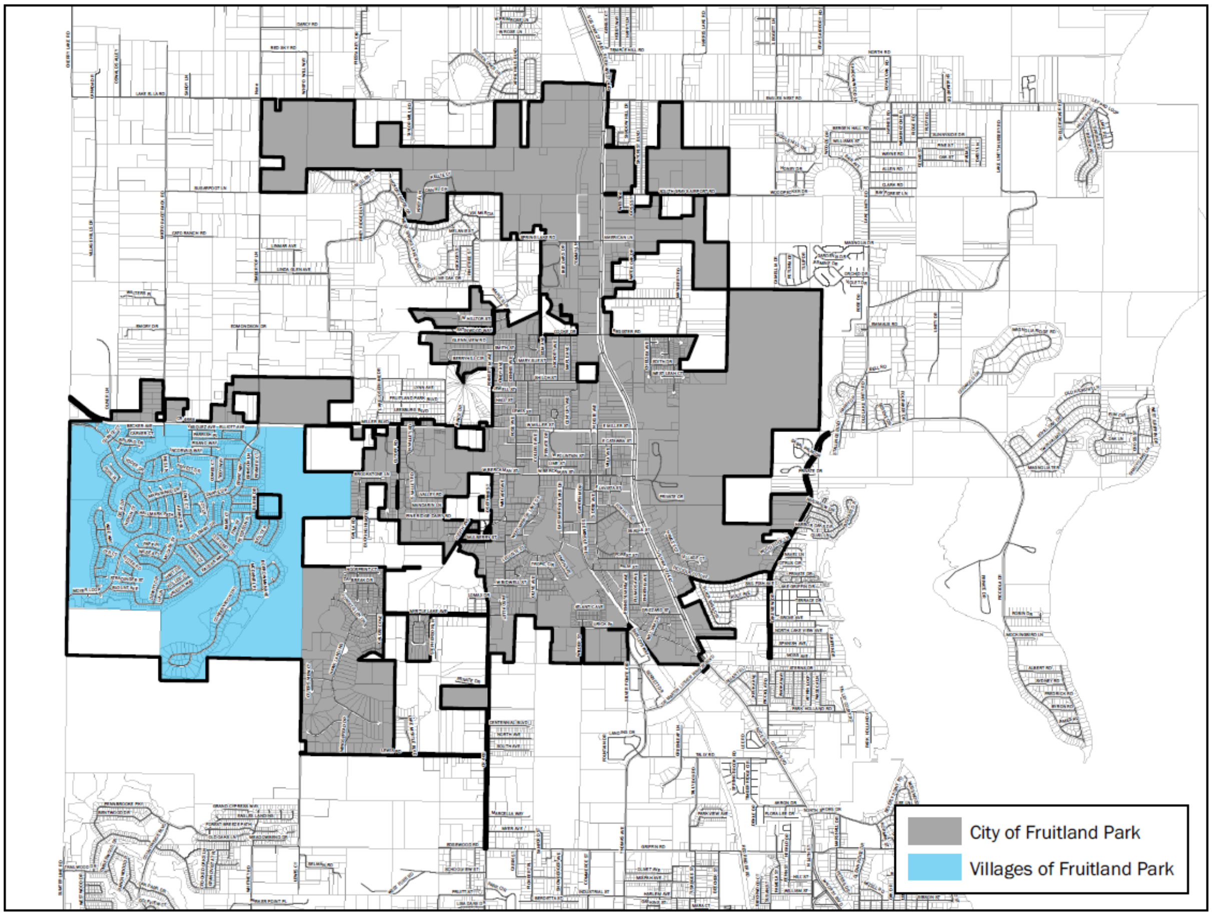
The fire services non-ad valorem assessment amount shown on this notice will be collected by the Lake County Tax Collector on the ad valorem tax bill mailed in November of each year that the assessment is imposed. Failure to pay the assessment will cause a tax certificate to be issued against the property which may result in a loss of title.

If there is a mistake on this notice, it will be corrected. If you have any questions, please contact the City at (352) 360-6727, Monday through Friday, from 8:00 a.m. to 5:00 p.m.

* * * THIS IS NOT A BILL * * *

APPENDIX D

MAP SHOWING HISTORICAL FRUITLAND PARK BENEFIT AREA AND VILLAGES OF FRUITLAND PARK BENEFIT AREA



VILLAGES PUBLIC SAFETY DEPARTMENT DEPENDENT DISTRICT (VPSDDD)

Fire/Rescue Service Special Assessment Report

Prepared for:
The Board of The Villages Public Safety Department Dependent District

Prepared on March 6, 2024

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VPSDDD Fire/Rescue Assessment Schedule

- The proposed Villages Public Safety Department Dependent District ("VPSDDD") Fire/Rescue Special Assessment ("Fire Assessment") is fair and reasonable based on the proportionate allocation of costs, by property use category.

- The benefits received are proportionate to the costs.

- Fire Assessments are levied by the VPSDDD on Sumter County parcels within the boundaries of the VPSDDD. Map 1 provides the boundaries of the VPSDDD.

- Fire Assessments are composed of two tiers: <u>Readiness/Availability ("Readiness),</u> allocated per parcel and <u>Demand for Service ("Demand"),</u> allocated per Equivalent Residential Unit (ERU), guided by broad categories identified in calls for service.

- Readiness costs are characterized by administrative costs, readiness labor/salaries, (ready) capital equipment and building costs.

- Demand costs are characterized by operational mobilization including response salaries (and overhead expenses), response costs, operational (capital) equipment and supplies.

- For Demand purposes, an ERU is defined as the average size of a single-family home within the VPSDDD (1,714 square feet). Non-residential ERUs are determined by dividing building space by the average ERU size. Vacant lands are defined as 1 ERU per acre (or fraction thereof / i.e., not rounded to the nearest acre).

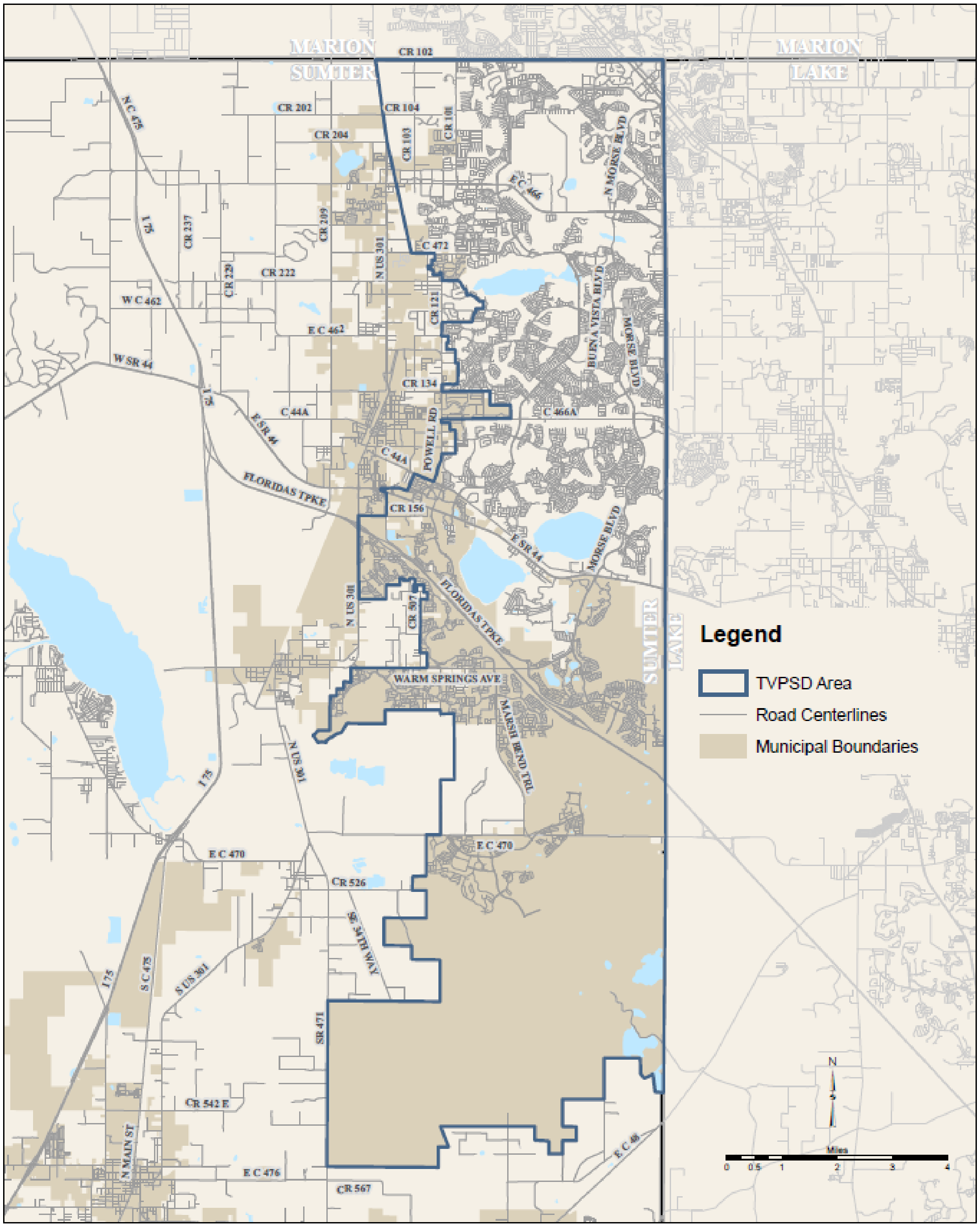
- The Fire Assessments include annual funding amounts for capital equipment, based on a blended cost of capital improvements to be paid for over the next five (5) years. Vehicle equipment needs are based on projections submitted by the Villages Public Safety Department ("VPSD") as reviewed by the VPSD staff and VPSD Fire Chief. The Fire Assessment calculations assume that new vehicle equipment will be financed over a 10-year period.

- Capital costs account for approximately fifteen (15) percent of the total assessment. These funds should be identified/managed to a separate capital account or fund for Fire capital needs only, to assure long term viability of the capital program.

- Operating costs are reflective of planned salary, equipment cost increases and other budget line items.

- Table 1 presents the proposed VPSDDD Fire Assessment schedule for the 5-year average rate. Adopting the 5-year average rate smooths the annual rate variability as a result of examining budget operating and financed capital costs for fiscal years 2024-25, 2025-26, 2026-27, 2027-28 and 2028-29, with the expectation rates will need to be revised/updated for fiscal year 2029-2030.

Map 1. VPSDDD Fire/Rescue Service Boundary Map



Source: Sumter County, VPSDDD

Table 1. VPSDDD Fire/Rescue Service Assessment Rates

Land Use Code	Land Use	Readiness Parcels	Readiness Allocation	Readiness Fee (per parcel)	Demand ERUs	Demand Fee Per ERU	Exempt
0	Vacant Residential	1,025	$254,898	$248.68	1,375	$1.27	N
100	SF Residential	65,092	$16,187,155	$248.68	65,110	$84.58	N
200	Mobile Homes (MH)	1,634	$406,345	$248.68	1,633	$84.58	N
250	MH with Tags	17	$4,228	$248.68	1	$84.58	N
300	Multi-Family	4	$995	$248.68	628	$84.58	N
400	Condominium	509	$126,579	$248.68	509	$84.58	N
700	Vacant Misc Bldg	35	$8,704	$248.68	445	$84.58	N
800	Multi-Family <10 Units	1	$249	$248.68	8	$84.58	N
900	Common Area	41	$10,196	$248.68	27	$1.27	N
1000 & 1070	Vacant Commercial (misc)	114	$28,350	$248.68	411	$1.27	N
1100-1600	Commercial Retail	85	$21,138	$248.68	1,519	$131.75	N
1700-1910	Office	172	$42,773	$248.68	1,170	$131.75	N
2000	Air - Bus - Marina	1	$249	$248.68	1	$131.75	N
2100-2200-3300	Restaurant	35	$8,704	$248.68	107	$131.75	N
2300 & 2400	Office (Fin - Ins)	30	$7,460	$248.68	89	$131.75	N
2500-2700	Retail Service	29	$7,212	$248.68	141	$131.75	N
2800	RV MH Park	11	$2,735	$248.68	109	$131.75	N
3100-3200	Theatre - Drive In	3	$746	$248.68	34	$131.75	N
3500	Tourist Attraction	3	$746	$248.68	31	$131.75	N
3800	Golf Course	30	$7,460	$248.68	51	$131.75	N
3900	Hotel	4	$995	$248.68	92	$131.75	N
4000	Vacant Industrial	1	$249	$248.68	2	$1.27	N
4800	Warehouse-Dist	12	$2,984	$248.68	342	$131.75	N
4900	Open Storage	2	$497	$248.68	9	$131.75	N
5000	Agriculture Improved with Homestead	73	$18,154	$248.68	80	$84.58	N
5200	Agriculture Improved w/o Homestead	53	$13,180	$248.68	51	$84.58	N
5300	Agriculture Miscellaneous Improved	13	$3,233	$248.68	1,997	$1.27	Y
6000	Agriculture	161	$40,038	$248.68	15,463	$1.27	Y
6900	Agriculture - Ornamentals Misc	2	$497	$248.68	15	$1.27	Y
7100	Churches	21	$5,222	$248.68	68	$528.17	Y
7200	Private Schools - Colleges	4	$995	$248.68	98	$528.17	Y
7300	Private Hospitals	3	$746	$248.68	147	$719.81	N
7400*	Nursing Home	18	$4,476	$248.68	1,108	$719.81	N
7500	Non Profit Orphanage	1	$249	$248.68	5	$131.75	Y
7600 & 9999	Mortuary - Cemetery	4	$995	$248.68	8	$131.75	N
7700	Club-Lodge-Hall	40	$9,947	$248.68	187	$154.88	N

8500*	Hospital	4	$995	$248.68	116	$719.81	N
8600	County (includes CDD-owned property)	580	$144,235	$248.68	162	$131.75	Y
8700-8800-8900	State - Federal - Municipal	162	$40,286	$248.68	268	$131.75	Y
9100	Utility	40	$9,947	$248.68	19	$131.75	N
9200	Mining - Pet - Gas	1	$249	$248.68	486	$1.27	N
9400	ROW	13	$3,233	$248.68	63	$1.27	N
9600	Sewage - Wasteland	5	$1,243	$248.68	64	$1.27	N
9900-9907	Acreage (not Ag)	84	$20,889	$248.68	6,386	$1.27	N
	TOTAL	70,172	$17,450,455		100,635		
	Readiness Allocation	$17,450,455					
	Readiness Fee per Parcel	$248.68					

Source: PFM Financial Advisors LLC; At the discretion of the VPSDDD, note that certain parcels within LU Codes 7400 and 8500 have been deemed exempt from the Fire Assessment given current non-profit status or uses which provide a public benefit

1.0 Project Overview

The Villages Public Safety Department Dependent District ("VPSDDD") has entered into a professional services agreement with PFM to provide services in the determination of a new Fire/Rescue Special Assessment ("Fire Assessment" or "Special Assessment" or "Fire/Rescue Assessment") for Sumter County parcels within the boundaries of the VPSDDD. Currently, fire/rescue protection services within the boundary of VPSDDD are [primarily] funded through a combination of a $125 fee per parcel and an ad valorem tax of approximately 1.31 mills at the Sumter County level. The VPSDDD covers the Sumter County portion of the larger territory served by the Villages Public Safety Department ("VPSD"). The VPSD provides fire/rescue services to areas inside and outside the borders of the VPSDDD as provided for via agreement with the general purpose local governments with jurisdiction over the areas served. The VPSDDD Fire Assessment will provide the primary funding for the Sumter County portion of the VPSD fire/rescue protection services, equipment and facilities.

The VPSDDD Fire Assessment will fund only the VPSD's costs to provide Fire/Rescue services within Sumter County. The Fire Assessment will be imposed on all non-exempt Sumter County real property in the VPSDDD. The Fire Assessments will be different from the Sumter County tax currently calculated via the application of a combined fire fee and millage rate.

Per Sumter County Ordinance 2023-18 (the "Ordinance"), the VPSDDD may levy and collect special assessments to construct, operate, and maintain facilities and services provided pursuant to the powers described in the Ordinance. The VPSDDD will establish these Fire Assessments to provide these Fire/Rescue protection services, but these Fire Assessments exclude EMS services (also referred to as ambulance services). EMS is excluded resulting from June 2000, litigation over the City of North Lauderdale fire rescue assessment program which resulted in a decision by the Fourth District Court of Appeals in the case of SMM Properties, Inc. v. City of North Lauderdale, (the "North Lauderdale" case). The Fourth District Court of Appeals concluded that Emergency Medical Services (EMS) did not provide a special benefit to property. The Court, however, reaffirmed that fire suppression, fire prevention, fire/building inspections and first response medical rescue services do provide a special benefit to property. In 2002, the Florida Supreme Court upheld the decision of the Fourth District Court of Appeals. As such, the VPSDDD Fire Assessment represents only fire related, and first response medical rescue services, and does not include Emergency Medical Services (EMS), which are funded through other mechanisms.

The objective of this Fire/Rescue Service Special Assessment Report ("Report") is to provide the Fire Assessment Schedule in accordance with provision of Fire/Rescue protection services within the boundaries of the VPSDDD; to include capital expenditures in the future budgeting and update the fee schedule. The new Fire Assessment will be collected on the tax bill beginning in November, 2024 to fund costs for Fiscal Year 2024-25. Fire Assessments will be collected from taxable properties located within the boundaries of the VPSDDD.

The methodology contained within this Report for calculating the Fire Assessments for each property use category included the following steps:

- The full costs to provide fire protection/rescue services for the VPSDDD were analyzed and identified. This includes operating and capital budget analysis, and administrative costs for the VPSD.
- The percentage of Fire/Rescue calls for service allocated to property use categories that conform to the Sumter County Property Appraiser's database were used to prepare the assessment schedule.
- The percentage of Fire/Rescue service calls by specific property use category was calculated and used to apportion the cost calculations to the appropriate category for fire/rescue readiness and service demand categories.
- A parcel apportionment methodology was determined for each category and the special assessment rates were calculated for each property use category.

The goals of this study are as follows:

- To use the VPSD's budget staff to develop a five-year budget to identify and project the assessable costs for the average of the subsequent five fiscal years for Fire/Rescue services in the VPSDDD.
- To include budget costs identified for future capital equipment expenditures.
- To include budget costs for administrative and collection costs for the Fire Assessment
- To provide the methodology that apportions the costs for Fire/Rescue services among properties in proportion to the benefits received by such properties and calculate Fire Assessments that are capable of collection as a special assessment, using the collection process provided in the Uniform Method.
- To apply the assessment methodology and develop Fire Assessment rates within the identified property use categories.

Purpose

In order to achieve the study goals, a number of objectives were accomplished as follows:

- Updated the inventory of the VPSD's existing and proposed Fire/Rescue services and resources.
- Updated the full costs of providing Fire/Rescue services within the VPSDDD.
- Updated the capital costs such that the burden is spread between current and future residents (via the assumption of long-term leases for elements of the capital plan)
- Conformed the analyses to the VPSDDD service area boundary.
- Reviewed such final cost determinations with the VPSD staff to determine which elements provide the requisite benefit to the identified classifications of property.
- Determined the relative benefit derived by categories of property use within the VPSDDD anticipated from the projected delivery of Fire/Rescue services through future Fiscal Year 2028-29.
- Determined the fair and reasonable apportionment of costs among benefited parcels within each property use category.
- Determined the parcel classifications and calculated preliminary Fire Assessment rates based on a five-year average rate to be applicable and used through fiscal year 2028-29.
- Determined the preliminary Fire Assessment rates and parcel classifications recommended are capable of collection conforming to the statutory requirements of the Uniform Method.

Methodology

PFM performed the following tasks solely and/or in cooperation with VPSD staff in accomplishing the project objectives:

- Undertook data collection and a detailed research process to identify and update the operations and funding of Fire/Rescue operations within the boundaries of the VPSDDD for Fire/Rescue services.
- Conducted interviews with VPSD staff to identify and update all services and costs in the VPSD associated with Fire/Rescue costs, including but not limited to salaries, personnel costs, insurance, buildings/facilities, capital equipment and fire suppression and rescue equipment.
- Analyzed historical public safety department budget data and future fiscal year cost calculations for the provision of Fire/Rescue protection services, within the VPSDDD.
- Determined portions of the budgets which represent readiness/availability and service demand to prepare a two-tier assessment reflective of the aspects and characteristics of Fire/Rescue protection and services provided.
- Analyzed four years of Fire/Rescue call incidence data (Years 2020-23) to guide allocation of the provision of Fire/Rescue services to property use categories within the VPSDDD.
- Distributed the funding requirement for the five-year Fire Assessment rates through Fiscal Year 2028-29 among identified property use categories based upon the recommended apportionment to determine preliminary Fire Assessment rates within the VPSDDD.

2.0 Special Benefits

The following assumptions support a finding that the fire services, facilities, and programs provided by the VPSDDD provide a special benefit to the assessed parcels.

- Fire services, facilities, and programs possess a logical relationship to the use and enjoyment of property by: (i) protecting the value and integrity of improvements, structures and land through the availability and provision of comprehensive fire protection services; (ii) protecting the life and safety of intended occupants in the use and enjoyment of property; (iii) lowering the cost of fire insurance by the presence of a professional and comprehensive fire protection program; and (iv) containing fire incidents occurring on land and within buildings with the potential to spread and endanger other property and property features.

- The availability and provision of comprehensive fire protection services enhance and strengthen the relationship of such services to the use and enjoyment of the parcels of property, the market perception of the area and, ultimately, the property and rental values within the assessable area.

This Report describes the assessment methodology used to develop the Fire Assessments. First, PFM identified relevant Florida Law regarding Special Non-ad Valorem Assessments, followed by sections discussing how Florida Law has been applied to the determination of benefit and the apportionment of the annual revenue requirements of the Fire Assessment to benefitting properties.

This section discusses relevant Florida Law regarding special non-ad valorem assessments as it relates to the VPSDDD's proposed Fire/Rescue Assessment program. The discussion covers how Florida law relates to special benefit and proportional benefit.

Special non-ad valorem assessments are a revenue source available to local governments in Florida to fund operations and maintenance expenses and capital improvements for essential services such as roads, drainage, fire/rescue services, utilities, etc. Florida case law has established two requirements for the imposition of a non-ad valorem special assessment. These two requirements have become known as the two-pronged test. They are 1) the property assessed must derive a special benefit from the service provided, and 2) the assessment must be fairly and reasonably apportioned among the properties that receive the special benefit.

In considering special benefit, the following question must be considered, "Can a special benefit be derived from Fire/Rescue Service by all properties within the VPSDDD to meet the first prong of the two-pronged test, even if all properties are not improved and/or do not receive calls for service?". The answer is yes based in part upon the Florida Supreme Court determination in Fire District No. 1 of Polk County v. Jenkins that a sufficient special benefit was derived by the availability of fire services to justify the imposition of the special assessment[1]. Also, in Meyer v, City of Oakland Park the Court upheld a sewer assessment on both improved and unimproved property, stating that the benefit need not be direct or immediate but must be substantial, certain and capable of being realized within a reasonable time[2]. In District of Hallandale v. Meekins, the Court indicated that the proper measure of benefits accruing to property from the assessed improvement was not limited to the existing use of the property but extended to any future use which could reasonably be made[3].

Proportional Benefit

Under Florida law, local governments are afforded great latitude regarding legislative determinations of special benefit and reasonable apportionment of costs. The Florida Supreme Court, in City of Boca Raton v. State of Florida, found the apportionment of benefits is a legislative function, and if reasonable persons may differ as to whether the land assessed was benefitted by the local improvement, the findings of the District officials must be sustained[4]. In City of Boca Raton v. State of Florida, the Florida Supreme Court also determined that the manner of the assessment is immaterial and may vary within the district, as long as the amount of the assessment for each tract is not in excess of the proportional benefits as compared to other assessments on other tracts[5].

[1] Fire District No. 1 of Polk County v. Jenkins, 221 So,2d 740 (Fla. 1969)
[2] Meyer v, City of Oakland Park, 219 So.2d 417 (Fla. 1969)
[3] City of Hallandale v. Meekins, 237 So.2d 318 (Fla. 4th DCA 1970), aff'd, 245 So.2d 253 (Fla 1971)
[4] City of Boca Raton v. State of Florida, 595 So.2d 25 (1992)
[5] City of Boca Raton v. State of Florida, 595 So.2d 25 (1992)

Special Benefit – The First Test of the Two-Pronged Test

Based upon discussions with VPSD staff about the extent and nature of the Fire/Rescue Services provided, PFM has concluded that all parcels within the VPSDDD receive a special benefit from the availability/readiness of Fire/Rescue Services provided by the VPSD, because the Fire/Rescue resources are maintained throughout the VPSDDD, at the same state of response readiness and availability, to all parcels.

In considering special benefit, it is important to consider that the VPSD maintains its Fire/Rescue resources at a level that provides a response readiness condition to respond to calls for service throughout the VPSDDD, at relatively equal levels of service. When needed, responses are made to calls for service without discrimination as to the property type or location within the VPSDDD or any other factors specific to the property requiring the service. Therefore, all properties receive a special benefit from the VPSD's Fire/Rescue Service by its availability/readiness. Improved parcels receive additional special benefit in the protection from the loss of structures on the property, afforded by the ability to obtain fire insurance at attractive rates and the availability/readiness of the fire protection services provided by the VPSD to suppress a fire and protect the structure(s) on the property from damage and/or loss. The special benefits provided to all parcels, improved and un-improved, by the availability of Fire/Rescue Service provided within the VPSDDD include:

1. Availability/readiness of immediate response to fire,
2. First responder medical aid to protect the life and safety of occupants,
3. Containment of liability for emergency incidents on the subject parcels and the spread of fires to other property,
4. Enhanced property value, and
5. Enhanced marketability of and/or ability to develop property.

In addition to the above special benefits that are conferred upon all parcels in the VPSDDD, the following additional benefits are conferred upon parcels:

- Protection from the loss of structures and loss of use on the property due to fire by virtue of the ability to 1) obtain fire insurance and 2) to obtain that insurance at attractive rates because of the availability of fire protection service, and
- Protection of loss of structures provided by the availability/readiness of fire suppression service provided by the VPSD. Protection of loss of use and enjoyment on vacant lands is provided by the availability/readiness of fire suppression service provided by the VPSD.

Therefore, the first prong of the two-pronged test (the property burdened by the assessment must derive a special benefit from the service provided by the assessment) is met because all properties in the VPSDDD receive a special benefit from the availability/readiness of the VPSDDD-wide Fire/Rescue service provided by the VPSD.

Fair Apportionment – The Second Test of the Two-Pronged Test

In considering the assessment methodology, the second test of the two-pronged test requires the costs of the assessment must be fairly and reasonably apportioned among the properties receiving the special benefit. In this Study PFM has developed an apportionment methodology based on two components of the fire/rescue services. First includes the readiness-to-serve, availability ("Readiness"), of fire protection service to all parcels, improved and un-improved, and an additional benefit that this availability of service provides to property by the protection from the loss of the structures on improved parcels and loss of use and enjoyment on vacant parcels through the ability to obtain insurance at attractive rates. The second component of the fire services is the ability of the VPSD to respond to demand for service ("Demand") through calls for service to suppress a fire or respond to a medical emergency.

Accordingly, the apportionment methodology recognizes two tiers of benefit:
1. Tier 1 - the Readiness of fire protection service which is available equally without discrimination to all parcels of all types within the VPSDDD by virtue of the continued state of readiness to provide fire/rescue service that is maintained by the VPSDDD, and
2. Tier 2 - the protection from the loss of structures, use and enjoyment of use on the property provided by the response to Demand for fire protection/rescue service by:
   a. The demand response provided by the VPSD such that, when actual calls for service are received the VPSD provides direct fire suppression/rescue service to protect property owners from the loss of structures on their property; protect occupants; preserve the use and enjoyment of use of the land and
   b. The ability to obtain fire insurance

Apportionment of Fire/Rescue Costs

In order to apportion costs to benefitting parcels, the first step is to apportion the costs to be recovered in the Fire/Rescue Assessment to the Tier 1 – Readiness portion of benefit and the Tier 2 – Demand for service to prevent loss of structures and use/enjoyment benefit as follows:

Tier 1 – Availability of Response/Readiness

The VPSD maintains the facilities, equipment and personnel necessary to provide fire protection services on a 24 hour a day, seven days a week, year-round basis to all parcels in the VPSDDD. This state of availability of response readiness is provided by the fixed costs of the system, capital and administrative costs as well as personnel costs associated with creating the state of readiness. These costs are incurred to maintain service availability, a constant state of readiness, to serve every parcel of real property in the VPSDDD and these costs will be incurred regardless of that parcel's character or use. The fixed, non-discretionary costs of the VPSD are management administrative costs that must be incurred independent of the number of calls for service plus lease payments and capital expenses. These costs represent approximately 70% of total Fire/Rescue costs in the VPSD.

Tier 2 – Demand for Fire Suppression - Protection from Loss of Structures or Loss of Use and Enjoyment

The costs associated with demand for fire suppression and rescue, including protection from loss of structures on property and loss of use and enjoyment and include all other costs that are not included in the Tier 1 - Response Availability Readiness Benefit. These costs include the portion of personnel costs involved in actually responding to calls for service, plus other costs that are incurred relative to operations which can be variable, such as fuel, equipment maintenance, and other operating costs. Based on data and research via the International Association of Fire Fighters ("IAFF") and a review by the VPSD staff, these costs represent approximately 30% of total Fire/Rescue costs in the VPSD.

2.1 Apportionment of Benefit to Properties

The next step is to apportion the costs in each component of benefit to benefitting properties as follows:

Tier 1 – Availability - Readiness Benefit

All parcels in the VPSDDD benefit from the availability of fire protection service that the VPSD provides without discrimination as to property class on a 24-hours a day, seven days a week, year around basis. This availability benefit is conferred upon all parcels whether or not a request for actual assistance to the parcel is ever received. The costs to maintain availability through the constant state of readiness to serve applies to every parcel of real property in the VPSDDD. Availability is not associated with responding to actual incidents and these costs will be incurred regardless of the character or land use of parcels. As stated earlier in this report, the special benefits provided to all parcels by the availability/readiness of Fire/Rescue Service provided by the VPSD include:

- Availability/readiness of immediate response to fire,
- Availability/readiness of first responder medical aid to protect the life and safety of occupants,
- Containment of liability for emergency incidents on the subject parcels and the spread of fires to other property,
- Enhanced property value, and
- Enhanced marketability of and/or ability to develop property.

Therefore, it is appropriate to apportion the costs in this cost pool to all parcels on a parcel-by-parcel basis.

Tier 2 – Response to Demand for Service - Protection from Loss of Structures and Use and Enjoyment

When responding to demand for service, properties benefit from the protection from loss of the structures on the parcels, protection of occupants, as well as protection from loss of use and enjoyment on unimproved parcels. The protection from the loss of the structures or use and enjoyment due to fire is represented by the protection from the loss of buildings and land use, on an equivalent unit basis. This protection from loss is conferred on such parcels by fire protection conferred by the VPSD either through the VPSD providing fire direct suppression services, and/or the ability to obtain fire insurance.

The structure and property characteristics are readily available in the Sumter County Property Appraiser's data base. These characteristics are the best data that is reasonably available, regularly updated to reflect changes in use or development and can be readily determined on an equivalent residential unit basis for each parcel in the VPSDDD. The equivalent residential unit basis is determined through calculation of the average size of a single-family residential unit in each district. The average unit size then is used to determine the number of Equivalent Residential Units (ERUs) on developed non-residential properties by dividing existing building square footages per parcel by the average single family residential unit size. For example, if the average residential unit size in the district is 1,500 square feet, a non-residential property with a building of 3,000 square feet would be determined to have two (2) equivalent residential units.

Using the Sumter County Property Appraiser data, the equivalent residential unit size is determined to be 1,714 square feet in the VPSDDD. Lands with residential use will be assigned 1 ERU per residential unit. This includes single family units, mobile homes, multifamily units, residential units on agricultural lands and residential units on religious lands (if applicable). For vacant and undeveloped parcels, the equivalent residential unit basis is 1 ERU per Acre. For example, a ¼ acre vacant residential lot will receive ¼ of an ERU in calculating the demand portion of the assessment and a 10-acre vacant parcel will receive 10 ERUs in calculating the demand portion of the assessment. It should be noted, according to Florida State Statute, agricultural lands are exempt from Fire Assessments. Therefore, agricultural tracts of land will not be assessed. However, residential units on agricultural lands will be assessed per residential ERU.

Parcels of 5 acres or 10 acres, for example, will still likely impose a more intense Demand for VPSD resources that are larger than would be faced with a smaller (¼ acre or 1 acre) vacant parcel; such as access; water availability and ability to move fire suppression equipment onto the site as well as a larger tract is likely to see increased frequency and or larger scale events. These issues all have operational demand cost consequences. For this reason, it is reasonable to equate 1 vacant acre with 1 ERU, where the resulting demand portion of the assessment reflects higher demand costs for larger parcels.

In addition to the special benefits that are conferred upon all parcels in the District by the Tier 1 Readiness benefit, the following additional benefits are conferred upon parcels through Tier 2 Demand for fire suppression/rescue:

Protection from the loss of structures on the property;
Protection from loss of use and enjoyment due to fire/emergency by virtue of:

- Fire protection service and fire suppression/rescue whether or not a request for service is ever received, and
- The protection of loss of use and enjoyment through fire suppression/rescue service provided by the VPSD to respond to a call and to suppress the fire or provide first response medical services, whether or not a request for service is ever received, and
- ability to obtain fire insurance at reasonable rates because of the service provided.

The larger the structure in which fire takes place, or the larger the area involved in a call for service on vacant lands, the greater the level of fire suppression response is required. As structure size increases or the land area involved in a fire increase, the resulting level of response to demand also increases with respect to the personnel and equipment needed. As the level of response and resulting cost of the response increases due to the property characteristics, through the use of the ERU mechanism, as the ERU count on a property increases, the resulting assessment will increase.

Because the greater the ERUs per property, the higher the cost for service due to increased response, it is appropriate to apportion the costs for the Demand component based on an Equivalent Residential Unit basis as calculable through information in the Property Appraiser's data base. It is important to note that ERU calculations are readily determined for all parcels on this basis described, resulting in a fair and reasonable allocation of costs on a comparative basis across all parcels in the VPSDDD, whereby, the greater the ERUs per property, the higher the cost for service, resulting in proportionate increases in the resulting Demand portion of the assessment. This meets the second test of the two-pronged test.

3.0 VPSDDD Fire Services

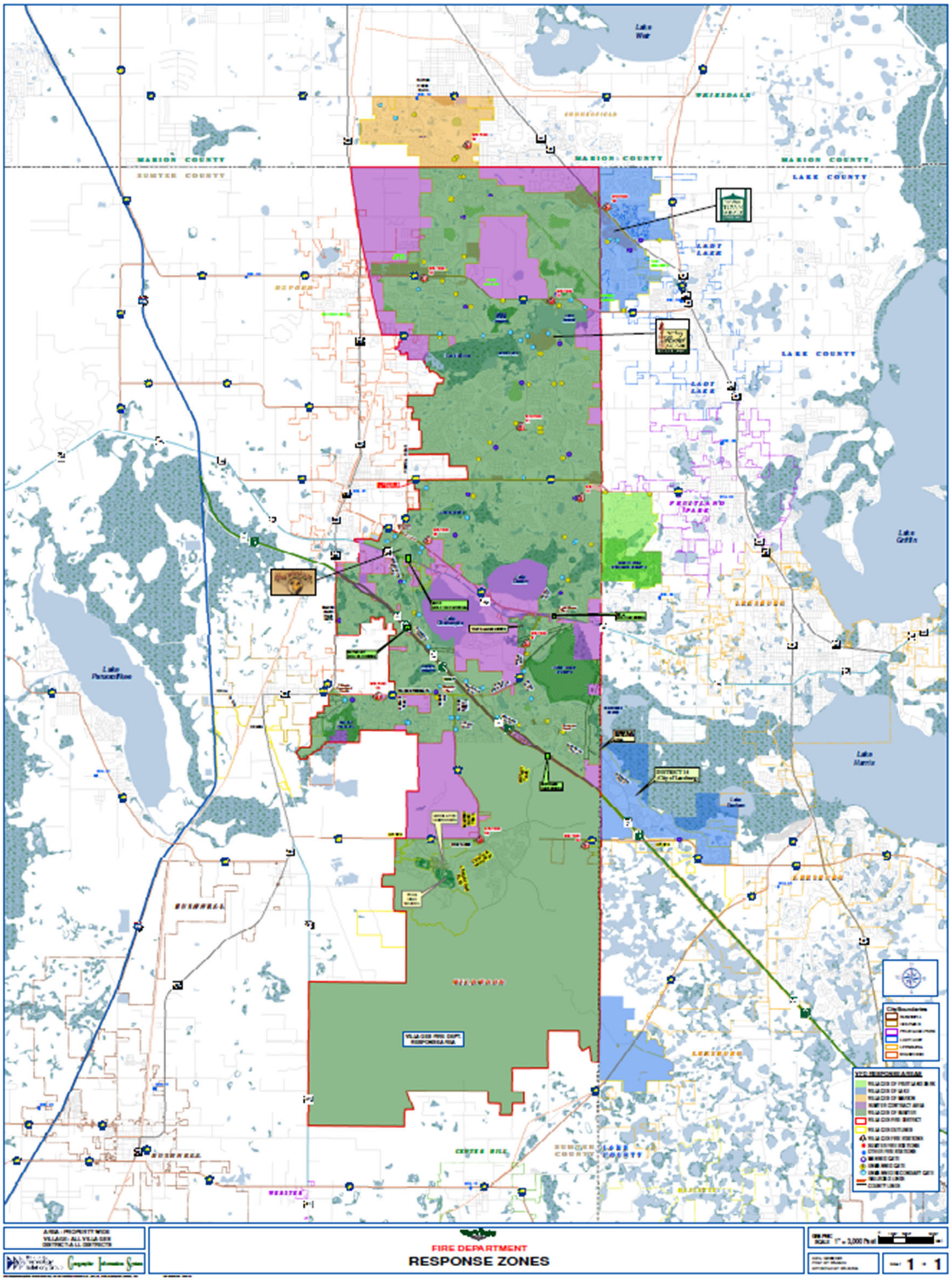
VPSD Fire/Rescue protection is currently provided by a dedicated staff of 150 full-time firefighters, six (6) battalion chiefs and sixteen (16) fire administrative personnel. The locations of the existing fire stations is provided in Table 2. The VPSDDD Fire/Rescue jurisdictional map is provided in Map 2, which details existing and future stations and estimated response time radii.

Table 2. VPSD Fire Station Locations (Existing)

Station 40 - 2455 Parr Drive
Station 41 – 8013 CR 466 (Under Renovation)
Station 42 – 17202 SE Belle Meade Circle
Station 43 – 1419 Paradise Drive
Station 44/Fire Admin. – 3035 S. Morse Blvd.
Station 45 – 3555 Buena Vista Blvd.
Station 46 – 4385 Warm Springs Ave. (under construction, operationalize October 2024)
Station 47 – 4856 S. Morse Blvd.
Station 48(1) – 7314 Marsh Bend Trail (under construction, operationalize October 2023)
Station 49 – Pending Construction, operationalize July 2025
Station 51 – 1231 Bonita Blvd.

(1) (Temporary facility established to ensure continuity of operations. Permanent Station under construction)
Source: VPSD

Map 2. VPSD Fire/Rescue Coverage Map



Source: VPSD

The fire department responds to fires (including structure and brush fires), medical emergencies, motor vehicle accidents, rescue calls, and incidents involving hazardous materials. Vehicles are equipped with modern equipment and staff trained to handle these types of emergencies. The department also provides fire and emergency preparedness information as well as investigation and inspection services.

The vehicles are kept on-site at the fire stations and are sent as needed on calls received. Additional staff and equipment may be dispatched to support the primary response vehicle on any call, based on need as determined by the responding crew.

The Sumter County parcels within the VPSDDD currently receive funding from Sumter County through a $125 fee per rate payer (per parcel) (in addition to) an estimated Sumter County tax millage rate of 1.31 mills levied by the County on the taxable value of real property.

3.1 VPSDDD Fire/Rescue Service Costs and Budget

Table 3 shows the total VPSD budget for the current fiscal year as well as the projected budgets through Fiscal Year 2028-29. Note that the total VPSD budget includes ambulance services which are removed as part of the calculation in estimating the VPSDDD budget for fire/rescue protection services.

Table 3. VPSD Total Budget less Ambulance Services

	Expenditures for FY24-25	Expenditures for FY25-26	Expenditures for FY26-27	Expenditures for FY27-28	Expenditures for FY28-29
Total VPSD Budget Request	$46,166,657	$54,343,138	$53,400,176	$61,986,181	$58,220,750
Direct Cost	$12,480,231	$14,148,431	$15,105,143	$16,108,538	$18,119,901
Indirect Cost (1)	$5,633,609	$6,869,920	$7,000,709	$7,077,650	$7,931,745
Capital (2)	$3,080,616	$1,716,000	$2,985,500	$1,830,000	$1,025,000
Less Ambulance transport/ALS	$21,194,456	$22,734,351	$25,091,352	$25,016,188	$27,076,646
Net Fire/Rescue	$24,972,201	$31,608,787	$28,308,824	$36,969,993	$31,144,104

Source: VPSD
(1) Source: VPSD budget analysis - 62% of call volume based on the FY22-23 numbers; excluding personnel from the Fire Stations 90.95 accounts. This includes administrative costs.
(2) Source: VPSD Ambulance/ALS Capital plan

VPSD staff conducted a detailed analysis of both its operational budget as it relates to the allocation of expenses associated with Readiness versus on-site Demand efforts. In addition, VPSD conducted a detailed budget analysis associated with future capital needs (Section 3.2). As the data shows in Table 4, the total Fire/Rescue budget incorporates all Fire/Rescue needs as provided for the VPSD which currently impacts both Lake County and Sumter County. For purposes of this analysis, the VPSD staff analyzed the budget specifically associated with the Sumter County component of the Fire/Rescue budget. Current estimates by the VPSD indicate that 85.43% of the Fire/Rescue budget is allocated to Sumter County with the balance to Lake County, with this figure increasing annually to account for planned development in The Villages over the next five (5) years occurring mostly in Sumter County. Note that the Lake County component of the budget is funded via inter-local agreements with the Lake County municipal entities that the VPSD provides service. Given that this analysis focuses on the VPSDDD parcels within Sumter County subject to the Fire Assessment, the specifics of those agreements are not consequential to the analysis.

Table 4. VPSDDD Budget Summary

	Expenditures for FY24-25	Expenditures for FY25-26	Expenditures for FY26-27	Expenditures for FY27-28	Expenditures for FY28-29
Total VPSD Budget Request	$46,166,657	$54,343,138	$53,400,176	$61,986,181	$58,220,750
Less Ambulance transport/ALS	$21,194,456	$22,734,351	$25,091,352	$25,016,188	$27,076,646
Net Fire/Rescue	$24,972,201	$31,608,787	$28,308,824	$36,969,993	$31,144,104

			Fire/Rescue		
	2024-25	2025-26	2026-27	2027-28	2028-29
Direct Cost (3)	$17,685,969	$18,947,817	$21,064,043	$21,895,195	$24,204,033
Indirect cost (4)	$3,452,857	$4,210,595	$4,290,756	$4,337,913	$4,861,391
Capital (w/ vehicles financed) (5)	$1,231,378	$5,912,459	$2,413,377	$7,099,633	$2,208,497
Total	$22,370,204	$29,070,871	$27,768,176	$33,332,741	$31,273,921

			Sumter Fire/BLS		
New Total	$22,370,204	$29,070,871	$27,768,176	$33,332,741	$31,273,921
Sumter % Allocation (est.) (6)	85.43%	86.06%	86.63%	87.16%	87.64%
	$19,110,866	$25,018,391	$24,055,571	$29,052,817	$27,408,464
Readiness (70%)	$13,377,606	$17,512,874	$16,838,900	$20,336,972	$19,185,925
Demand (30%)	$5,733,260	$7,505,517	$7,216,671	$8,715,845	$8,222,539
Total	$19,110,866	$25,018,391	$24,055,571	$29,052,817	$27,408,464

Source: VPSD

(3) Source: VPSD budget analysis - Fire Station personnel costs.
(4) Source: VPSD budget analysis - remaining 38% of call volume excluding the personnel from the Fire Stations. This includes Administrative costs.
(5) Source: VPSD capital plan forecast (assuming vehicle financing, see Table 6)
(6) Source: VPSD budget analysis - 85.43% used for Sumter County allocated portion based on the certified parcel count from November 2023 with future FY incorporating estimated annual growth

3.2 Capital Requirements – 15-Year Plan

As part of the assessment process, a 15-year capital requirements plan was developed and provided by the VPSD Fire Chief and staff; however, for purposes of analysis, only the first five (5) years of the plan are incorporated as part of the fire assessment calculations. The purpose of this plan is to identify and program the necessary capital expenditures to maintain the level of protection provided by Fire/Rescue.

The 5-year capital fire expenditure plan calls for $28.1 million in capital fire equipment (primarily vehicles) and fire station upgrades through year FY 2029 (Table 5).

Table 5. Capital Improvement Plan (5-Year)

	Capital Improvement Plan				
Fiscal Year	2024-25	2025-26	2026-27	2027-28	2028-29
Category					
Total Building	$22,500	$1,400,000	$1,300,000	$5,080,000	$0
Total Infrastructure	$395,200	$3,500,000	$0	$0	$46,000
Total Vehicles	$3,000,000	$3,385,000	$1,600,000	$5,415,000	$1,900,000
Total Equipment	$415,675	$165,375	$54,025	$241,885	$132,680
Overall Total	$3,833,375	$8,450,375	$2,954,025	$10,736,885	$2,078,680

Source: VPSD

It is anticipated that the vehicle component of the capital plan ($15.3 million) will be financed through a series of 10-year leases (assuming an interest rate of 5.5%) as vehicles are brought into service over the first five years. The use of lease spreads the cost between current and future residents and end-users. The adjusted capital plan has been incorporated into the annual budget for the purposes of setting Fire Assessment rates while providing adequate funds for the purchase of future capital equipment (Table 6).

Table 6. Capital Improvement Plan (with Vehicle Financing)

	Fire/BLS				
	2024-25	2025-26	2026-27	2027-28	2028-29
Direct Cost	$17,685,969	$18,947,817	$21,064,043	$21,895,195	$24,204,033
Indirect cost	$3,452,857	$4,210,595	$4,290,756	$4,337,913	$4,861,391
Capital (1)	$3,833,375	$8,450,375	$2,954,025	$10,736,885	$2,078,680
Total	$24,972,201	$31,608,787	$28,308,824	$36,969,993	$31,144,104
Capital (w/ vehicles financed) (1)	$1,231,378	$5,912,459	$2,413,377	$7,099,633	$2,208,497
New Total	$22,370,204	$29,070,871	$27,768,176	$33,332,741	$31,273,921

Source: VPSD

(1) Source: VPSD capital plan forecast

Under this approach, revenues will be collected each year to fund debt service to amortize the purchase of new and/or replacement capital equipment. The timing and scheduling of purchases may vary from the original plan. Purchases may be paid in cash rather than financed if sufficient capital reserves exist. It is important however, for budgeting purposes, the capital portion of the assessment be identified and managed for capital spending for fire/rescue services only. This will allow for orderly management of the capital funds received for these purposes, ensure capital funds will be available when needed and not excessively or overfund the operations portion of the VPSDDD fire services budget.

The capital portion of the VPSDDD assessment represents approximately 15 percent of the overall assessment. It is recommended that VPSD staff manage its capital spending as necessary to maintain service standard levels and adequate readiness and response.

3.3 Readiness/Availability and Demand – a Two-Tier Assessment

For the purposes of fairly and proportionately allocating Fire/Rescue service costs to owners of specially benefitted parcels, the assessment has been allocated according to a two-tier assessment. These components are represented by 1) Readiness/Availability and 2) Demand/Response.

Readiness is defined as the availability of fire protection/rescue which is provided equally to all parcels of land without discrimination. Readiness is provided as a result of the management/administrative costs, ready personnel, building or lease payments, insurance costs, fire stations and capital equipment expense (debt payments) in place to assure the capability to respond in the event of a call for service.

Demand/Response is defined as response to calls for fire suppression and emergency rescue. The Demand component of the fire/rescue service is characterized by labor costs, travel, costs for use of operational equipment and supplies such as fuel, tires, oil, breathing apparatus, fire control operating supplies, non-capital maintenance and repairs resulting from wear and tear occurring during response and similar operational budget items.

Table 7 summarizes the distribution of Fire/Rescue service protection costs (budget) between the two tiers of assessments, Availability/Readiness component and the Demand component. For Fire Assessment purposes, the five-year future average will be used to allocate budget costs between Readiness and Demand. In the VPSDDD, the Readiness portion of costs is 70% and the Demand portion of costs is 30%.

Table 7. VPSDDD Readiness and Demand Budget Allocation(s)

	FY 2025	FY 2026	FY 2027	FY 2028	FY 2029	AVG
Readiness/Availability	$13,377,606	$17,512,874	$16,838,900	$20,336,972	$19,185,925	$17,450,455
Service Demand	$5,733,260	$7,505,517	$7,216,671	$8,715,845	$8,222,539	$7,478,767
TOTAL	$19,110,866	$25,018,391	$24,055,571	$29,052,817	$27,408,464	$24,929,222
Readiness/Availability	0.7	0.7	0.7	0.7	0.7	0.7
Service Demand	0.3	0.3	0.3	0.3	0.3	0.3

Source: VPSD and PFM Financial Advisors LLC

3.4 Land Use Evaluations to Determine Parcels for Availability/Readiness and ERUs for Demand

With the understanding the VPSDDD Fire Assessment will be levied according to parcel for the Availability/Readiness tier and by ERU for the Demand tier, a land use analysis, by property type, is required to determine parcel counts and ERUs for VPSDDD Fire Assessments. The land use analysis was undertaken using the Sumter County Property Appraiser data (as of January 8, 2024), at the parcel level, according to the Florida Department of Revenue (DOR) land use codes. The DOR land use codes used are found in Appendix 1. The Sumter County VPSDDD parcels were identified according to GIS-based analysis provided by the Sumter County Property Appraiser as shown on Map 1. Table 8 describes the land use categories, parcel counts and ERUs for all properties within the VPSDDD. Unit and parcel growth rates have been applied for future years based on growth estimates provided by The Villages with respect to project growth of residential and non-residential development. For the purposes of rate adoption and maintaining stable rates, 5-year average costs and 5-year average land use have been prepared.

Table 8. VPSDDD Fire/Rescue Land Use*

Land Use Code	Land Use	Parcels	SQFT	Units	ERUs	Acres	Total (Acres + Units + ERUs)	Exempt
0	Vacant Residential	1,025	0	0	0	1,375	1,375	N
100	SF Residential	65,092	0	65,110	0	0	65,110	N
200	Mobile Homes (MH)	1,634	0	1,633	0	0	1,633	N
250	MH with Tags	17	0	1	0	0	1	N
300	Multi-Family	4	0	628	0	0	628	N
400	Condominium	509	0	509	0	0	509	N
700	Vacant Misc Bldg	35	0	0	0	445	445	N
800	Multi-Family <10 Units	1	0	8	0	0	8	N
900	Common Area	41	46,982	0	27	0	27	N
1000 & 1070	Vacant Commercial (misc)	114	0	0	0	411	411	N
1100-1600	Commercial Retail	85	2,604,235	0	1,519	0	1,519	N
1700-1910	Office	172	2,005,377	0	1,170	0	1,170	N
2000	Air - Bus - Marina	1	2,146	0	1	0	1	N
2100-2200-3300	Restaurant	35	183,310	0	107	0	107	N
2300 & 2400	Office (Fin - Ins)	30	152,981	0	89	0	89	N
2500-2700	Retail Service	29	241,508	0	141	0	141	N
2800	RV MH Park	11	49,001	0	109	0	109	N
3100-3200	Theatre - Drive In	3	57,578	0	34	0	34	N
3500	Tourist Attraction	3	53,517	0	31	0	31	N
3800	Golf Course	30	87,029	0	51	0	51	N
3900	Hotel	4	157,940	0	92	0	92	N
4000	Vacant Industrial	1	0	0	0	2	2	N
4800	Warehouse-Dist	12	586,589	0	342	0	342	N
4900	Open Storage	2	0	0	0	9	9	N
5000	Agriculture Improved with Homestead	73	0	80	0	0	80	N
5200	Agriculture Improved w/ Homestead	53	0	51	0	0	51	N
5300	Agriculture Miscellaneous Improved	13	0	0	0	1,997	1,997	Y
6000	Agriculture	161	0	0	0	15,463	15,463	Y

6900	Agriculture - Ornamentals Misc	2	0	0	0	15	15	Y
7100	Churches	21	115,902	0	68	0	68	Y
7200	Private Schools - Colleges	4	167,599	0	98	0	98	Y
7300	Private Hospitals	3	252,495	0	147	0	147	N
7400**	Nursing Home	18	1,898,737	0	1,108	0	1,108	N
7500	Non Profit Orphanage	1	7,884	0	5	0	5	Y
7600 & 9999	Mortuary - Cemetary	4	12,940	0	8	0	8	N
7700	Club-Lodge-Hall	40	320,398	0	187	0	187	N
8500**	Hospital	4	198,158	0	116	0	116	N
8600	County (includes CDD-owned property)	580	278,339	0	162	0	162	Y
8700-8800-8900	State - Federal - Municipal	162	458,699	0	268	0	268	Y
9100	Utility	40	32,214	0	19	0	19	N
9200	Mining - Pet - Gas	1	0	0	0	486	486	N
9400	ROW	13	0	0	0	63	63	N
9600	Sewage - Wasteland	5	0	0	0	64	64	N
9900-9907	Acreage (not Ag)	84	0	0	0	6,386	6,386	N
	TOTAL	70,172	9,971,558	68,020	5,899	26,717	100,635	

Source: Sumter County Property Appraiser; The Villages and PFM Financial Advisors LLC
* Note: Land use as of 2024 with 5-year average parcel and ERU growth included

**At the discretion of the VPSDD, note that specific parcels within LU Codes 7400 and 8500 have been deemed exempt from the Fire Assessment given current non-profit status

The parcel count is the sum of the number of real property parcels with a tax parcel identification number, according to land use and includes taxable portions of religious and agricultural parcels (as applicable). The Availability/Readiness portion of the Fire Assessment is allocated to all parcels of land, on a parcel-by-parcel basis since all lands and parcels receive the same level of equal protection through availability/readiness.

The Demand portion of Fire Assessments are distributed across ERUs by land use type. Further weighting to the allocation of costs for the Demand tier is made according to demand for service, as described in the calls for service incidence reports. The Demand portion of the Fire Assessment is allocated among parcels on the basis of Equivalent Residential Units (ERU) per property. The ERU is defined as 1,714 square feet, which is the average size of a single-family residential unit within the VPSDDD. The Demand response to a call for service is generally similar across all types of residential units. For Fire Assessment purposes, any residential unit is defined herein as 1 ERU. ERUs are residential unit counts for residential properties, including residential units located on agricultural lands and religious use properties. The residential assessment encompasses all residential units including single family, multi family, mobile home, and residential condominium units.

For non-residential properties, the Demand portion of the Fire Assessment is levied according to the number of ERUs attributable to the property. For Fire Assessment purposes, ERUs per non-residential property are calculated by dividing the non-residential building square footage on the parcel by the ERU size, which is 1,714 square feet. This applies to all non-residential lands with structures.

Section 125.0168, Florida Statutes, requires the County treat recreational vehicle ("RV") park property as commercial property for non-ad valorem special assessments. It is fair and reasonable to treat each space within recreational vehicle park property as a building of commercial property and assign the square footage of 224 square feet, the average size of a recreational vehicle, according to the Florida Association of RV Parks and Campgrounds.

As a consequence of the transient use and high vacancy due to seasonal use within recreational vehicle parks, as compared to other commercial property and the lack of demand for fire rescue services for unoccupied spaces, it is fair and reasonable to provide for a vacancy adjustment procedure for recreational vehicle park property. Therefore, a vacancy adjustment of 50% will be made to the ERUs used in the Demand portion of the assessment for RV sites (if and when applicable). The Readiness charge is not adjusted or discounted for RV sites.

Vacant lands are charged the demand portion of the Assessment on an ERU basis where 1 ERU is equivalent to 1 acre. Thus, a ¼ acre vacant residential parcel will have an assessment consisting of a Readiness/Availability fee per parcel, plus ¼ of an ERU for the Demand portion of the Assessment. Though agricultural lands are statutorily exempt from Fire Assessments, agricultural lands will have assessments calculated on this same basis of parcel and acre size. Fire Assessments associated with Agricultural lands are calculated under this method for the purposes of determining the millage rate necessary to make up for Fire Assessment revenue lost due to the exemption. Agricultural lands will not be charged a Fire Assessment. Similarly, Fire Assessments will be calculated to support the millage rate estimate for billing purposes for other exempt lands where the Fire Assessment is not levied, such as religious use, non-profit organizations, government special districts and government use exemption. Residential structures located on either agricultural lands or religious use lands will be assessed both components of the Fire Assessment for Availability/Readiness and Demand for the residential structures on those parcels only. Assessable structures in the form of residential units on agricultural lands are also assessed. The remaining portions of exempt lands are exempt from the Fire Assessment.

3.5 Calls for Service and Weighting Land Use ERU/Demand by Incidence

Calls for service from 2020-2023 were provided by the VPSD. The calls for service data have insufficient detail to use for direct allocation of the Demand portion of Fire Assessments across all types of land uses; however, based on the data available, there is sufficient detail to estimate the allocation to broader land use categories for purposes of allocation to land use categories provided in the Sumter County Property Appraiser data. Note that calls for service which include but are not limited to categories such as "Bridge, trestle" or "Highway or divided highway" or "Multi Modal Path" or "Street, other" were excluded from the analysis as there was no reasonable allocation to a Sumter County Property Appraiser land use category. Note that for purposes of the analysis, of the 31,664 calls for service analyzed, these "uncategorized" calls represented 1,958 calls (6.6% of the total). As a result, the sample size of categorized calls is sufficient for purposes of weighting land use/ERU demand by incidence. Through this weighting approach, the Demand portion of the Fire Assessment is allocated to land uses in a way that is both reflective of calls for service, as well as the reality of the types and concentrations of land uses found specifically in the VPSDDD. Table 9 illustrates the incidence of calls for service in the VPSDDD as categorized in the broader roll-up categories. Note that Appendix 2 contains a more detailed breakdown of the calls for service data with additional description data which allowed for allocation to broader land use categories as prescribed in the Sumter County Property Appraiser data. Table 10 illustrates the aggregated weighted calls for service percentages applied to land uses for the purposes of allocating the Demand portion of the Fire Assessment.

Table 9. VPSDDD Calls for Service 2020-2023

	Calls For Service				
Category	2020	2021	2022	2023	TOTAL
100 (Assembly)	121	156	183	206	666
200 (Educational)	18	20	23	27	88
300 (HealthCare-Detention)	1,153	1,127	999	856	4,135
400 (Residential)	4,896	5,092	5,689	6,662	22,339
500 (Mercantile-Business)	120	137	152	151	560
600 (Industrial, Utility)	9	13	10	5	37
800 (Storage)	41	46	51	48	186
900 (Outside, Special)	660	878	783	1,332	3,653
Total	7,018	7,469	7,890	9,287	31,664

Source: VPSD

To allocate the Demand portion of the Fire Assessment, calls for service data is used to weight Assessment Demand amounts allocated to land uses. The resulting incidence weighting is shown in Table 5. For example, in this case 77.4% of the Demand portion of the budget costs are allocated to residential uses and distributed across the residential ERUs.

Table 10. VPSDDD Weighted Incidence Calls for Allocation of Demand Across VPSDDD Land Uses

Category	Responses	%
Residential (All DUs)	23,002	77.4%
Commercial	2,190	7.4%
Healthcare (incl. Nursing Homes)	3,919	13.2%
Clubs-Halls-Lodges	115	0.4%
Institutional	347	1.2%
Vacant Land	133	0.4%
Total	29,706	100.0%
Uncategorized	1,958	excluded
Total (all calls for service)	31,664	

Source: PFM

3.6 VPSDDD Fire/Rescue Assessment Schedule

The VPSDDD Fire Assessment schedule is developed through budget analysis which apportions costs between Readiness/Availability and Demand. The budget analysis includes projected costs of operations and a 5-year capital improvement and acquisition program designed to modernize and stabilize the quality of fire/rescue protection services the VPSD provides to the VPSDDD.

Availability/Readiness and Demand portions of the costs were allocated to properties encumbered by the VPSDDD for Fire/Rescue protection services. The allocations for Availability/Readiness are assigned on a per parcel basis across all real property parcels for Sumter County parcels within the boundaries of the VPSDDD. The Fire Assessment portion for Demand is allocated on an Equivalent Residential Unit (ERU) basis, across all encumbered property in the VPSDDD, according to recent historic calls for service, weighted across land use categories.

Certain land uses and property types are exempt from assessments. These include agricultural lands, government owned lands, special districts and non-profit institutions and religious institutions. Nevertheless, certain portions of these lands may be assessed. In particular, residential units existing on religious or agricultural lands (e.g. agricultural lands with homestead exemption and agricultural lands without homestead exemption) may be assessed and are included in this analysis. Residential units associated with churches and agricultural lands were provided by the Sumter County Property Appraiser office and applied as applicable.

The resulting Fire Assessment schedule is the 5-year future average to be used and applicable through and including fiscal year 2028-29 is shown in Table 11. To determine the assessment for each property, the Availability/Readiness fee of $248.68 per parcel must be added together with the Demand portions of the Assessment per land use type to arrive at the total assessment. Availability/Readiness is allocated on a per parcel basis and Demand is allocated on a per ERU basis. A residential unit is equal to 1 ERU; non-residential ERUs are determined by dividing the average single family residential unit size within the VPSDDD of 1,714 square feet into the number of building square feet existing on the non-residential property; and for vacant lands 1 acre equals 1 ERU, or portion thereof.

Under this program the annual Assessment will be $333.26 per residential unit. This consists of the Readiness fee amount of $248.68 plus the Demand fee amount of $84.58, totaling $333.26 per year.

The assessment schedule considers increased costs for planned capital, operating and personnel costs and increased revenue generation due to projected population growth and non-residential ERU development.

Table 11. VPSDDD 5-Year Average Assessment Schedule (through Fiscal Year 2028-29)

Land Use Code	Land Use	Readiness Parcels	Readiness Allocation	Readiness Fee (per parcel)	Demand ERUs	Demand Fee Per ERU	Exempt
0	Vacant Residential	1,025	$254,898	$248.68	1,375	$1.27	N
100	SF Residential	65,092	$16,187,155	$248.68	65,110	$84.58	N
200	Mobile Homes (MH)	1,634	$406,345	$248.68	1,633	$84.58	N
250	MH with Tags	17	$4,228	$248.68	1	$84.58	N
300	Multi-Family	4	$995	$248.68	628	$84.58	N
400	Condominium	509	$126,579	$248.68	509	$84.58	N
700	Vacant Misc Bldg	35	$8,704	$248.68	445	$84.58	N
800	Multi-Family <10 Units	1	$249	$248.68	8	$84.58	N
900	Common Area	41	$10,196	$248.68	27	$1.27	N
1000 & 1070	Vacant Commercial (misc)	114	$28,350	$248.68	411	$1.27	N
1100-1600	Commercial Retail	85	$21,138	$248.68	1,519	$131.75	N
1700-1910	Office	172	$42,773	$248.68	1,170	$131.75	N
2000	Air - Bus - Marina	1	$249	$248.68	1	$131.75	N
2100-2200-3300	Restaurant	35	$8,704	$248.68	107	$131.75	N
2300 & 2400	Office (Fin - Ins)	30	$7,460	$248.68	89	$131.75	N
2500-2700	Retail Service	29	$7,212	$248.68	141	$131.75	N
2800	RV MH Park	11	$2,735	$248.68	109	$131.75	N
3100-3200	Theatre - Drive In	3	$746	$248.68	34	$131.75	N
3500	Tourist Attraction	3	$746	$248.68	31	$131.75	N
3800	Golf Course	30	$7,460	$248.68	51	$131.75	N
3900	Hotel	4	$995	$248.68	92	$131.75	N
4000	Vacant Industrial	1	$249	$248.68	2	$1.27	N
4800	Warehouse-Dist	12	$2,984	$248.68	342	$131.75	N
4900	Open Storage	2	$497	$248.68	9	$131.75	N
5000	Agriculture Improved with Homestead	73	$18,154	$248.68	80	$84.58	N
5200	Agriculture Improved w/o Homestead	53	$13,180	$248.68	51	$84.58	N
5300	Agriculture Miscellaneous Improved	13	$3,233	$248.68	1,997	$1.27	Y
6000	Agriculture	161	$40,038	$248.68	15,463	$1.27	Y
6900	Agriculture - Ornamentals Misc	2	$497	$248.68	15	$1.27	Y
7100	Churches	21	$5,222	$248.68	68	$528.17	Y
7200	Private Schools - Colleges	4	$995	$248.68	98	$528.17	Y
7300	Private Hospitals	3	$746	$248.68	147	$719.81	N
7400*	Nursing Home	18	$4,476	$248.68	1,108	$719.81	N
7500	Non Profit Orphanage	1	$249	$248.68	5	$131.75	Y
7600 & 9999	Mortuary - Cemetery	4	$995	$248.68	8	$131.75	N
7700	Club-Lodge-Hall	40	$9,947	$248.68	187	$154.88	N

8500*	Hospital	4	$995	$248.68	116	$719.81	N
8600	County (includes CDD-owned property)	580	$144,235	$248.68	162	$131.75	Y
8700-8800-8900	State - Federal - Municipal	162	$40,286	$248.68	268	$131.75	Y
9100	Utility	40	$9,947	$248.68	19	$131.75	N
9200	Mining - Pet - Gas	1	$249	$248.68	486	$1.27	N
9400	ROW	13	$3,233	$248.68	63	$1.27	N
9600	Sewage - Wasteland	5	$1,243	$248.68	64	$1.27	N
9900-9907	Acreage (not Ag)	84	$20,889	$248.68	6,386	$1.27	N
	TOTAL	70,172	$17,450,455		100,635		
	Readiness Allocation	$17,450,455					
	Readiness Fee per Parcel	$248.68					

Source: PFM; At the discretion of the VPSDD, note that specific parcels within LU Codes 7400 and 8500 have been deemed exempt from the Fire Assessment given current non-profit status

The rates recommended for adoption are the 5-year average rate estimates (see Table 11). Adopting the 5-year average rates smooths the annual rate variability as a result of examining the needs for the next five (5) fiscal years 2024-25, 2025-26, 2026-27, 2027-28 and 2028-29. These rates are applicable through fiscal year 2028-29. The Fire Assessment Rates will be required to be revisited and adjusted for Fiscal Year 2029-30 to reflect changes in the annual operating budget and updates to the capital improvement program. Table 12 provides examples of selected rates for the combined Readiness plus Demand components which comprises the total Fire Assessment rate per selected land use.

Table 12. VPSDDD Example Fire Assessments for Various Product Types

Category Example	Readiness	Demand	Total
Single Family / MH	$248.68	$84.58	$333.26
Retail / Commercial 10,000 sqft	$248.68	$773.75	$1,022.43
Industrial 25,000 sqft	$248.68	$1,934.37	$2,183.05
Nursing Home 10,000 sqft	$248.68	$4,199.58	$4,448.26
Private Hospital 20,000 sqft	$248.68	$8,399.16	$8,647.84
Vacant 1/4 acre parcel	$248.68	$0.32	$249.00
Vacant 10 acre parcel	$248.68	$12.74	$261.42

Source: PFM Financial Advisors LLC

5.0 EXEMPTIONS AND IMPACT OF EXEMPTIONS

Currently, Sumter County exempts non-profit and religious properties. Vacant agricultural lands and some governmental properties are exempt from special assessments per Florida statute. Residential structures located on religious lands and on agricultural lands will receive a Fire/Rescue assessment (as applicable). The creation of the VPSDDD's Fire/Rescue assessment program must meet the case law standards for a valid special assessment.

When crafting exemptions, it is important that costs cannot be shifted from exempt landowners to other non-exempt landowners via a direct increase in other benefitting parties' respective special assessments. In other words, the funding for the special assessment exemption must come from a legally available external revenue source, such as the application of a county millage. Funding for Fire/Rescue service special assessment exemptions cannot come from the proceeds derived directly from the imposition of special assessments for Fire/Rescue services and facilities. Because any exemption must be funded by an external funding source, the grant of any exemption will not have any impact upon the Fire Assessment to be imposed upon any other non-exempt parcels.

Whether or not the VPSDDD decides to fund exemptions for Fire/Rescue service special assessments on property owned by non-governmental entities would be based upon a determination that such exemptions constituted a valid public purpose. The importance of special assessments on non-governmental, tax-exempt parcels has been addressed by the Florida Supreme Court in Sarasota County v. Sarasota Church of Christ, 667 So.2d 180 (Fla. 1995) (In reciting the facts of the case on appeal, the Court stated that the party challenging the assessment consisted of religious organizations or entities owning developed real property in Sarasota County [the Churches] that are exempt from ad valorem taxes but not from special assessments.) The funding of exemptions for non-governmentally owned property wholly exempt from ad valorem taxes could be based on a finding that such properties generally provide facilities and uses to their occupants or membership, as well as the public in general, free of charge. Such a finding would be the basis for a determination that such properties served a legitimate public purpose or provided a public benefit that merited the VPSDDD's funding of an exemption from the Fire/Rescue services assessment.

Whether the VPSDDD decides to charge governmental entities or fund exemptions on governmentally–owned property requires different considerations. First, a forced sale of government property is not available as an enforcement mechanism, therefore, it is not appropriate for the VPSDDD to include governmental properties on the tax roll for special assessments. The charge to governmentally owned parcels would be more akin to a service fee for each government parcel's proportionate benefit from the availability and provision of Fire/Rescue services by the VPSDDD. However, some governments (such as the Federal government, State government and school districts) are exempt by statute or caselaw and may not be charged by any means.

For governmentally owned property exempted by statute, caselaw or choice by the VPSDDD from the Fire/Rescue services Fire Assessment, the VPSDDD would need to fund the lost Fire Assessment revenue for such properties. Table 13 summarizes the estimated total foregone VPSDDD Fire Assessment revenues which will not be collected as a result of exemptions granted to religious, non-profit organizations, agricultural and governmental tax-exempt property. These revenue deficits created by exemptions are expected to be funded from other sources, including, but not limited to, ad valorem taxes.

Table 13. Estimated Annual VPSDDD Assessments to be Offset by Millage

Land Use Code	Assessment Exemptions	Readiness	Demand	Total
5300	Agriculture Miscellaneous Improved	$3,233	$2,546	$5,779
6900	Agriculture - Ornamentals Misc	$497	$19	$517
7100	Churches	$5,222	$35,715	$40,937
7200	Private Schools - Colleges	$995	$51,645	$52,640
7400	Nursing Home (2 non-profits)	$497	$97,545	$98,043
7500	Non Profit Orphanage	$249	$606	$855
6000	Agriculture	$40,038	$19,715	$59,753
8500	Hospital (3 non-profits)	$746	$78,509	$79,256
8600	County (includes CDD-owned property)	$144,235	$21,395	$165,630
8700-8800-8900	State - Federal - Municipal	$40,286	$35,259	$75,546
	Total	**$235,998**	**$342,957**	**$578,956**

Source: PFM Financial Advisors LLC

As discussed, the estimated assessment exemptions will be collected via ad valorem millage to be applied to properties within the VPSDDD. The Sumter County Property Appraiser currently estimates the taxable value of all parcels within the VPSDDD at $16,870,504,364. At this value the estimated millage rate necessary to offset the exemption total is 0.34318 mils.

APPENDIX 1

PUS_CODE	PUS_DESC	PUS_CODE	PUS_DESC
0000	VACANT	5000	AG IMP w/ HX
0100	SINGLE FAMILY	5100	AGRICULTURAL
0200	MOBILE HOME	5200	AG/IMP w/out HX
0250	Mobilehome with tags	5250	AG/ MH W/TAGS
0300	MULTIFAMILY	5300	AG w/MISC IMP
0400	CONDOMINIUM	5400	AGRI/COMMERCIAL
0500	COOPERATIVE	5500	AGRI/INDUSTRIAL
0600	RETIREMENT	5600	AGRICULTURAL
0700	VACANT/MISC BLDG	5700	AGRICULTURAL
0800	MFR <10 UNITS	5800	AGRICULTURAL
0900	COMMON AREA	5900	AGRICULTURAL
1000	VACANT COMM	6000	AGRICULTURAL
1070	VACANT COMM/MISC	6100	AGRICULTURAL
1100	STORES	6200	AGRICULTURAL
1200	STORE/OFF/RES	6300	AGRICULTURAL
1300	DEPT STORE	6400	AGRICULTURAL
1400	SUPERMARKET	6500	AGRICULTURAL
1500	SH CTR REGIONAL	6600	ORCHARD GROVES
1600	SH CTR CMMITY	6700	POUL/BEES/FISH
1700	OFFICE 1 STORY	6800	DAIRIES/FEEDLTS
1800	OFF MULTISTORY	6900	COM/MISC AGRI
1900	PROF OFFICES	7000	VACANT INSTIT
1910	PROF OFFICE, MULTI-STORY	7100	CHURCHES
2000	AIRPORT, BUS TERMINAL, MARINA	7200	PRV SCHL/COLL
2100	RESTAURANT	7300	PRV HOSPITAL
2200	RESTAURANT W/ DRIVE-IN	7400	NURSING HOME
2300	FINANCIAL	7500	NON PROFIT, ORPHANAGE ....
2400	INSURANCE	7600	MORT/CEMETERY
2500	SERVICE SHOPS & SIGNS	7700	CLB/LDG/UN HALL
2600	SERV STATIONS	7800	SANI/ REST HOME
2700	SALES/REPAIRS	7900	CULTURAL
2800	R/V MH PARK (COMM)	8000	Vacant
2900	WHOLESALER	8100	MILITARY
3000	FLORIST	8200	FOREST/PK/REC
3100	DRV-IN THEATER	8300	PUB CTY SCHOOL
3200	THEATER	8400	COLLEGE
3300	NIGHT CLUBS	8500	HOSPITAL
3400	BOWLING ALLEY	8600	CTY INC NONMUNI
3500	TOURIST ATTRAC	8700	STATE
3600	CAMPS	8800	FEDERAL
3700	RACETRACK	8900	MUNICIPAL
3800	GOLF COURSE	9000	LEASEHOLD INT
3900	MOTEL	9100	UTILITY

4000	VACANT INDUS	9200	MING/PET/GASLND
4100	LIGHT MFG	9300	SUBSURF RIGHTS
4200	HEAVY MFG	9400	RIGHT-OF-WAY
4300	LUMBER YD/MILL	9500	RIVERS/LAKES
4400	PACKING	9600	SEWG/WASTE LAND
4500	BOTTLER	9700	OUTDR REC/PK LD
4600	FOOD PROCESSING	9800	CENTRALLY ASSD
4700	MIN PROCESSING	9900	ACRG NOT ZND AG
4800	WAREH/DIST TERM	9907	AC NON AG/MISC IMP
4900	OPEN STORAGE	9999	EXEMPT

APPENDIX 2

Category	Calls For Service 2020	2021	2022	2023	TOTAL
100 (Assembly)	**121**	**156**	**183**	**206**	**666**
Amusement center: indoor/outdoor	6	3	3	13	25
Assembly, other	3	8	10	21	42
Athletic/health club	7	6	11	7	31
Auditorium, concert hall	1	1	3	17	22
Ballroom, gymnasium	1	1	1	2	5
Bar or nightclub	3		1	3	7
Billiard center, pool hall		1			1
Bowling establishment	2	1	4	2	9
Bus station				1	1
Casino, gambling clubs		1	1		2
Church, mosque, synagogue, temple, chapel	14	13	19	23	69
Clubhouse	3	2	6	3	14
Clubs, other	6	11	7	7	31
Convention center, exhibition hall	1				1
Eating, drinking places, other	10	16	24	20	70
Fixed-use recreation places, other	55	63	84	70	272
Funeral parlor		1			1
Golf Starter Shack			1	14	15
Library	2	1			3
Places of worship, funeral parlors, other		1			1
Playground			2		2
Residential, other	1	16	2		19
Stadium, arena	1	1			2
Variable-use amusement, recreation places, other	5	9	4	3	21
200 (Educational)	**18**	**20**	**23**	**27**	**88**
Adult education center, college classroom		1		1	2
Day care, in commercial property		3	3		6
Educational, other	1				1
Elementary school, including kindergarten	4	4	6	8	22
High school/junior high school/middle school	11	12	12	17	52
Preschool	2		2	1	5
300 (HealthCare-Detention)	**1,153**	**1,127**	**999**	**856**	**4,135**
24-hour care Nursing homes, 4 or more persons	991	987	897	797	3,672
Alcohol or substance abuse recovery center	1		2		3
Asylum, mental institution	1				1
Clinic, clinic-type infirmary	6	11	1	1	19
Clinics, doctors offices, hemodialysis center, other				6	6
Clinics, doctors offices, hemodialysis cntr, other	48	23	27	5	103
Dentist or oral surgeon office				13	13

Doctor, dentist or oral surgeon office	58	51	50	25	184
Health care, detention, & correction, other	22	34	15	3	74
Hemodialysis unit	3	2	1		6
Hospices	7	6	4	3	20
Hospital - medical or psychiatric	7	3	1	3	14
Jail, prison (not juvenile)	8	9	1		18
Mental retardation/development disability facility	1				1
Police station		1			1
400 (Residential)	**4,896**	**5,092**	**5,689**	**6,662**	**22,339**
1 or 2 family dwelling	4,737	4,923	5,524	6,525	21,709
Boarding/rooming house, residential hotels	3	5	2	2	12
Dormitory-type residence, other	44	38	32	1	115
Hotel/motel, commercial	45	48	40	28	161
Multifamily dwelling	67	78	90	106	341
Sorority house, fraternity house			1		1
500 (Mercantile-Business)	**120**	**137**	**152**	**151**	**560**
Bank	8	7	6	21	42
Business office	2	9	10	17	38
Convenience store	11	12	13	7	43
Department or discount store	2	3		9	14
Food and beverage sales, grocery store	61	67	69	55	252
General retail, other	1	3	3	1	8
Household goods, sales, repairs	2	1	1		4
Laundry, dry cleaning				1	1
Mercantile, business, other	10	11	17	3	41
Motor vehicle or boat sales, services, repair	2	2		2	6
Office: veterinary or research	1				1
Parking garage, general vehicle	1		1	2	4
Personal service, including barber & beauty shops	1		1		2
Playground	1		3		4
Recreational, hobby, home repair sales, pet store	2	2	4	2	10
Service station, gas station	11	19	22	31	83
Specialty shop	4	1	2		7
600 (Industrial, Utility)	**9**	**13**	**10**	**5**	**37**
Electrical distribution	1				1
Forest, timberland, woodland				1	1
Gas distribution, gas pipeline	1	1			2
Graded and cared-for plots of land	4	6	6	1	17
Ind., utility, defense, agriculture, mining, other	2		1		3
Livestock, poultry storage				1	1
Pipeline, power line or other utility right-of-way	1		1		2
Sanitation utility		2			2
Utility or Distribution system, other		2	2	1	5
Water utility		2		1	3
800 (Storage)	**41**	**46**	**51**	**48**	**186**
Dock, marina, pier, wharf	1			1	2

Fire station	36	41	48	45	170
Residential or self-storage units	1	2			3
Storage, other	2		1		3
Vehicle storage, other	1	1	2	2	6
Warehouse		2			2
900 (Outside, Special)	**660**	**878**	**783**	**1,332**	**3,653**
Bridge, trestle	1	2	2		5
Construction site	1	4	4	4	13
Dump, sanitary landfill	2				2
Highway or divided highway	197	256	180	232	865
Lake, river, stream	2	4		4	10
Multi Modal Path				8	8
Open land or field	18	17	20	24	79
Outbuilding or shed	1	2	1	4	8
Outbuilding, protective shelter		2	1		3
Outside or special property, other	47	67	55	58	227
Residential street, road or residential driveway	117	132	138	418	805
Street or road in commercial area	76	83	96	288	543
Street, other	163	285	267	274	989
Vehicle parking area	34	24	19	12	89
Water area, other	1			6	7
Grand Total	**7,018**	**7,469**	**7,890**	**9,287**	**31,664**

Source: VPSD

THE VILLAGE CENTER
COMMUNITY DEVELOPMENT DISTRICT (VCCDD)
FIRE/RESCUE SERVICE
LAKE COUNTY ADDENDUM

Prepared for:
The Board of The Village Center Community Development District

Prepared on May 7, 2025

PFM Financial Advisors LLC
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VCCDD - Fire/Rescue Lake County Addendum

- Village Center Community Development District ("VCCDD") operates the Villages Public Safety Department ("VPSD") to provide primary Fire/Rescue services to parts of Sumter County, Florida and Lake County, Florida.

Sumter Service Area, Funding and Methodology

- The service area in Sumter County (the "Sumter Service Area") is coextensive with the Villages Public Safety Department Dependent District ("VPSDDD") which covers certain unincorporated areas and part of the City of Wildwood.

- Currently, the principal source of funding for the VPSD Fire/Rescue services in the Sumter Service Area is the Fire/Rescue Special Assessment (the "Fire Assessment") imposed on benefitted properties and collected by VPSDDD. The VPSDDD Fire Assessment allocates the cost of service among properties using consistent apportionment methodology throughout the Sumter Service Area.

- In April / May 2024, the VPSDDD adopted the Fire Assessment schedule using a methodology based on the Villages Public Safety Department Dependent District Fire/Rescue Service Special Assessment Report prepared by PFM Financial Advisors, LLC ("PFM") dated March 6, 2024 (the "VPSDDD PFM Report"). The VPSDDD PFM Report identified the respective portion of the total VPSD budget allocable to the Sumter Service Area and the Lake Service Area (using number of tax parcels and the associated non-residential square feet as a proxy),but provided a detailed benefit analysis only with respect to the Sumter Service Area.

Lake Service Area, Funding and Methodology

- The areas served in Lake County (the "Lake Service Area") include unincorporated areas and parts of three municipalities. The VPSD Fire/Rescue services provided to Lake County are provided via agreement with the general-purpose local governments with jurisdiction over the areas served. This includes Fire/Rescue services to development associated with The Villages in Lake County.

- Currently, the principal sources of funding for the VPSD Fire/Rescue services in the Lake Service Area are assessments variously imposed by the county and the three municipalities which are paid over to VCCDD. Each of the four local governments collects revenues using its own formula to allocate the cost of the special benefits among property owners throughout the Lake Service Area.

- PFM was asked by the Village Center Community Development District ("District") to review current fire assessments levied in Lady Lake, Fruitland Park, Leesburg and portions of unincorporated Lake County that are in the Lake Service Area and benefit from VPSD Fire/Rescue services. In addition, based on its findings, the District asked PFM to prepare an appropriate addendum to the VPSDDD PFM Report to add an analysis of the Lake Service Area, including a review of existing fire assessment levels currently being governed by the multiple interlocal agreements with Lake County, the City of Lady Lake, the City of Fruitland Park, and the City of Leesburg. One consideration was whether a reasonable apportionment of the assessment could result in a uniform methodology and assessment schedule throughout the Lake Service Area.

- Currently, the VPSD provides Fire/Rescue services to portions of residential and non-residential development in Lake County adjacent to the VPSDDD and within the following jurisdictions: Lady Lake, Fruitland Park, Leesburg and portions of unincorporated Lake County. Each of these jurisdictions currently has an interlocal agreement with VCCDD regarding annual payment for VPSD services. Table 1 summarizes the current fire/rescue assessment levels.

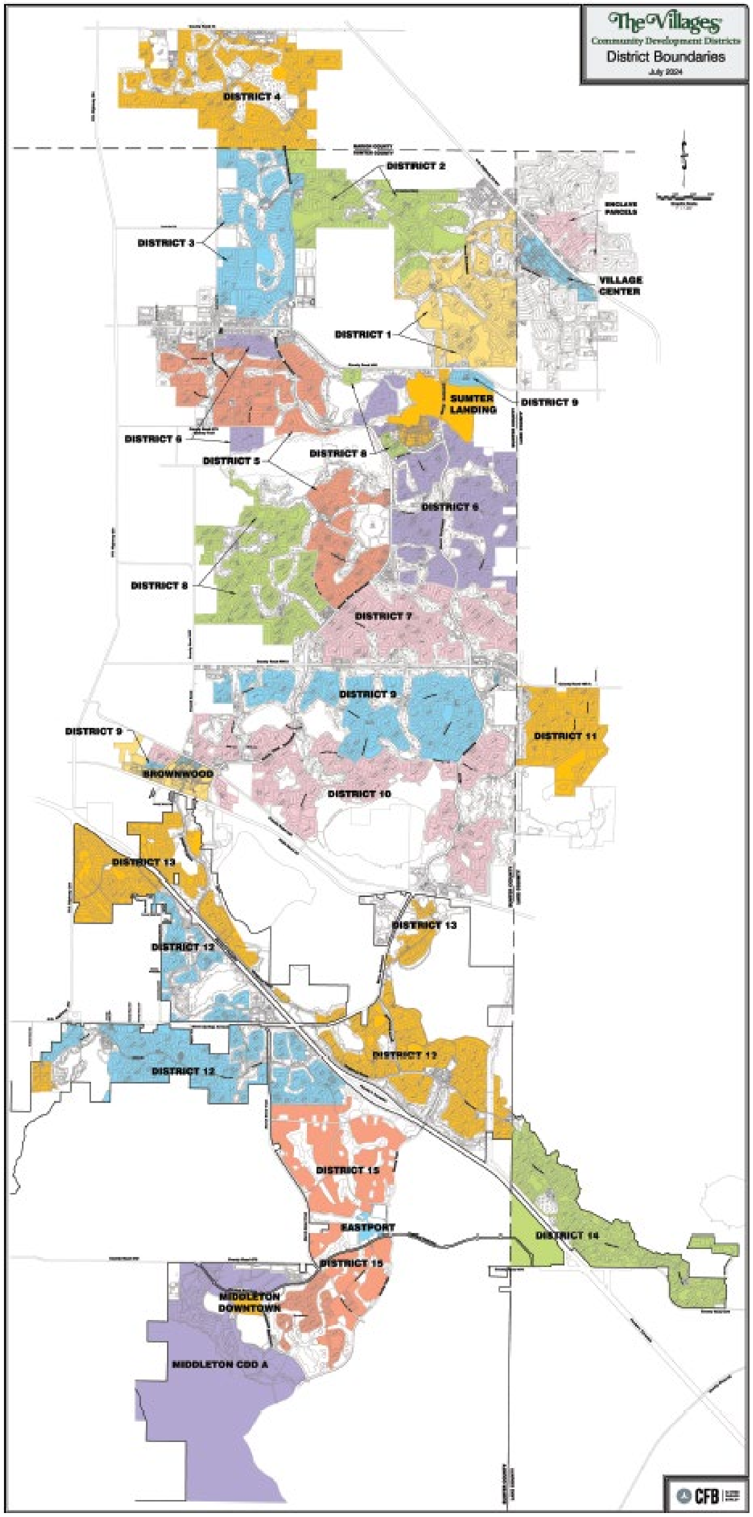
Table 1. Lake County and Lake County Municipality Fire/Rescue Assessment Levels

Lake County - Interlocal Rates Currently (per Residential Unit or per Commercial SQFT)				
	Lady Lake	Fruitland Park*	Leesburg*	Lake County
Residential	$124.00	$233.00	$165.00	$124.00
Commercial	$0.29			
Industrial	$0.04			

Source: Interlocal Agreements; *annual CPI adjustment per 2023 amendment to the interlocal agreement

- Map 1 details the location of The Villages development that is located within Lake County. Below is a summary of development currently built, under construction or planned for Lake County, which includes the following:
  - Town of Lady Lake and unincorporated Lake County "Enclave Parcels" (5,807 units)
  - VCDD 11, located in Fruitland Park (2,055 parcels / units)
  - VCDD 14, located in Leesburg (3,234 parcels / units)
  - Estimated total residential units 11,096

Map 1. The Villages Map (Detailing Lake County Development)



Source: The Villages

- The type and form of The Villages development in the Lake Service Area is similar to the development serviced within the Sumter Service Area.

- Analysis of the VPSD Lake County budget estimates over a five-year period from Fiscal Year 2024-2025 through Fiscal Year 2028-2029. The analysis applied the VPSDDD analysis (and associated VPSD Lake County budget allocation) to the current Lake County development volumes. Table 2 summarizes the analysis and Lake County results.

Table 2. Lake County Fire Assessment Estimates (using VPSDDD Land Use Allocation Assumptions)

Lake County Budget	**$3,685,045**
% residential + vacant land (1)	92.05%
	$3,392,204
% commercial (incl. industrial-warehouse) (1)	7.42%
	$273,287
% institutional (1)	0.53%
	$19,555

Equivalent Residential Unit ("ERU") Factor	1,714

Lake Category	Budget (2)	Units / SQFT	ERUs	$ per Unit or $/sqft
Residential	$3,392,204	11,096	11,096	$305.71
COM - IND	$273,287	1,667,686	972.98	$0.16
Institutional	$19,555	69,076	40.30	$0.28
TOTAL	**$3,685,045**			

Source: VPSD; Lake County Property Appraiser; PFM Financial Advisors LLC
(1) The % allocation represents the combined readiness and demand allocation via the VPSDDD analysis to the land uses described
(2) Includes application of gross collection fees for administration, early payment discount, tax collector and property appraiser

- The Table 2 results are compared to the VPSDDD results in Table 3. This comparison is important to identify how closely the VPSDDD Sumter County Fire Assessment levels correlate to Lake County Fire Assessment levels. As the data show, the residential assessment levels fall within less than 5% of the VPSDDD levels with the overall weighted average showing less than a 10% difference.

Table 3. VPSDDD to Lake County Est. Fire/Assessments Correlation Summary

	VPSDDD Assessment*		Lake County (est.)*		% Difference
Land Use	Per Unit / ERU	Per SQFT	per unit or per ERU	Per SQFT	
Residential	$320.71		$305.71		95.3%
Commercial	$366.12	$0.21	$280.88	$0.16	76.7%
Industrial	$366.12	$0.21	$280.88	$0.16	76.7%
Institutional	$745.81	$0.44	$485.21	$0.28	65.1%
Average					**78.5%**
Weighted Average					**92.6%**

Source: VPSD; Lake County Property Appraiser; PFM Financial Advisors LLC; *comparison assumes 1 ERU

- The data in Table 3 suggest high correlation between the Fire Assessment data sets for the VPSDDD in Sumter County and Lake County. While there is some comparative variation between land uses, that is to be expected given the sample sizes. Overall, the data suggests a less than 10% difference between Sumter County and Lake County Fire Assessment levels. This suggests highly correlated demand and associated benefit profiles by land uses for Fire/Rescue services. This indicates Lake County properties (and the associated land uses) receive similar benefits to Fire/Rescue Services to that of the properties within the Sumter Service Area.

- The VPSDDD Fire/Rescue Special Assessment Fire Assessment schedule adopted in April / May 2024 is fair and reasonable based on the proportionate allocation of costs, by property use category and applicable to parcels benefitting from VPSD Fire/Rescue services.

- The benefits received are proportionate to the costs.

- Fire Assessments are composed of two tiers: Readiness/Availability ("Readiness), allocated per parcel and Demand for Service ("Demand"), allocated per Equivalent Residential Unit (ERU), guided by broad categories identified in calls for service.

- Readiness costs are characterized by administrative costs, readiness labor/salaries, (ready) capital equipment and building costs.

- Demand costs are characterized by operational mobilization including response salaries (and overhead expenses), response costs, operational (capital) equipment and supplies.

- For Demand purposes for Lake County properties, and consistent with the Villages Public Safety Department Dependent District Fire/Rescue Service Special Assessment Report, dated April 10, 2024, an Equivalent Residential Unit ("ERU") is defined as the average size of a single-family home within the VPSDDD (1,714 square feet). Non-residential ERUs are determined by dividing building space by the average ERU size. Vacant lands are defined as 1 ERU per acre (or fraction thereof / i.e., not rounded to the nearest acre).

- The Fire Assessments include annual funding amounts for capital equipment, based on a blended cost of capital improvements to be paid for over the next five (5) years. Vehicle equipment needs are based on projections submitted by the VPSD as reviewed by the VPSD staff and VPSD Fire Chief. The Fire Assessment calculations assume that new vehicle equipment will be financed over a 10-year period.

- Operating costs are reflective of planned salary, equipment cost increases and other budget line items.

- Table 5 presents the VPSDDD Fire Assessment schedule for the 5-year average rate as provided in the Villages Public Safety Department Dependent District Fire/Rescue Service Special Assessment Report, dated April 10, 2024. Adopting the 5-year average rate smooths the annual rate variability as a result of examining budget operating and financed capital costs for fiscal years 2024-25, 2025-26, 2026-27, 2027-28 and 2028-29, with the expectation rates will need to be revised/updated for fiscal year 2029-2030.

- The type and form of development in Lake County (both existing, under construction and planned) is similar in character to development within the VPSDDD. As provided in Table 2 and Table 3, it is reasonable that the demand and the associated costs to provide Fire/Rescue services to Lake County and applicable municipality properties is similar to and consistent with the demand profile and the associated costs to provide for Fire/Rescue services in Sumter County. The benefit analysis provided is a preferred method of assessment rather than the application of various fire assessments established via separate interlocal agreements.

- Therefore, the adoption of consistent Fire Assessments via the application of the Fire Assessment schedule in Table 5 to properties within Lake County, receiving Fire/Rescue services via the VPSD is reasonable. Table 4 provides example calculations for various property types in Lake County.

Table 4. Example Fire Assessment Rates for Lake County Properties

Parcel Example	Category	SQFT or Units or Acres	ERUs*	Readiness Fee*	Demand Fee*	TOTAL	$/SQFT or $/Unit or $/Acre
Commercial – Retail	Commercial	45,000	26.3	$239.14	$3,333.76	$3,572.89	$0.08
Commercial – Office	Commercial	15,000	8.8	$239.14	$1,111.25	$1,350.39	$0.09
Industrial - Warehouse	Commercial	60,000	35.0	$239.14	$4,445.01	$4,684.15	$0.08
Hotel	Commercial	72,380	42.2	$239.14	$5,362.16	$5,601.30	$0.08
Vacant Parcel (acres)	Res or Com	5	5	$239.14	$6.93	$246.07	$49.21
Vacant Parcel (acres)	Res or Com	1	1	$239.14	$1.39	$240.52	$240.52
Residential Single Family	Residential	1	1	$239.14	$81.57	$320.71	$320.71
Residential Multi-Family	Residential	125	125	$239.14	$10,196.11	$10,435.25	$83.48

Source: PFM Financial Advisors LLC

*An ERU is 1,714 square feet. The Readiness fee is per parcel while Demand Fee is per ERU

Table 5. VPSDDD Fire/Rescue Service Assessment Rates

Landuse Code	Landuse	Readiness Parcels	Readiness Allocation	Readiness Fee (per parcel)	Demand ERUs	Demand Allocation	Demand Fee Per ERU	Exempt
0	Vacant Residential	1,008	$241,051	$239.14	1,346	$1,865	$1.39	N
100	SF Residential	65,037	$15,552,803	$239.14	65,055	$5,306,465	$81.57	N
200	Mobile Homes (MH)	1,619	$387,164	$239.14	1,618	$131,978	$81.57	N
250	MH with Tags	15	$3,587	$239.14	1	$82	$81.57	N
300	Multi-Family	4	$957	$239.14	628	$51,225	$81.57	N
400	Condominium	509	$121,721	$239.14	509	$41,519	$81.57	N
700	Vacant Misc Bldg	30	$7,174	$239.14	184	$15,004	$81.57	N
800	Multi-Family <10 Units	1	$239	$239.14	8	$653	$81.57	N
900	Common Area	38	$9,087	$239.14	27	$38	$1.39	N
1000 & 1070	Vacant Commercial (misc)	112	$26,783	$239.14	399	$553	$1.39	N
1100-1600	Commercial Retail	85	$20,327	$239.14	1,519	$192,931	$126.98	N
1700-1910	Office	172	$41,132	$239.14	1,170	$148,565	$126.98	N
2000	Air - Bus - Marina	1	$239	$239.14	1	$159	$126.98	N
2100-2200-3300	Restaurant	35	$8,370	$239.14	107	$13,580	$126.98	N
2300 & 2400	Office (Fin - Ins)	30	$7,174	$239.14	89	$11,333	$126.98	N
2500-2700	Retail Service	29	$6,935	$239.14	141	$17,892	$126.98	N
2800	RV MH Park	9	$2,152	$239.14	94	$11,877	$126.98	N
3100-3200	Theatre - Drive In	3	$717	$239.14	34	$4,266	$126.98	N
3500	Tourist Attraction	3	$717	$239.14	31	$3,965	$126.98	N
3800	Golf Course	29	$6,935	$239.14	47	$5,988	$126.98	N
3900	Hotel	4	$957	$239.14	92	$11,701	$126.98	N
4000	Vacant Industrial	1	$239	$239.14	2	$3	$1.39	N
4800	Warehouse-Dist	12	$2,870	$239.14	342	$43,457	$126.98	N
4900	Open Storage	2	$478	$239.14	9	$1,185	$126.98	N
5000	Agri Imp with Homestead	55	$13,153	$239.14	61	$4,976	$81.57	N
5200	Agri Imp w/o Homestead	42	$10,044	$239.14	41	$3,344	$81.57	N
5300	Agriculture Misc Improved	10	$2,391	$239.14	1,284	$1,779	$1.39	Y
6000	Agriculture	138	$33,001	$239.14	13,762	$19,070	$1.39	Y
6900	Ag - Ornamentals Misc	2	$478	$239.14	15	$21	$1.39	Y
7100	Churches	20	$4,783	$239.14	68	$34,261	$506.67	Y
7200	Private Schools - Colleges	4	$957	$239.14	98	$49,543	$506.67	Y
7300	Private Hospitals	3	$717	$239.14	147	$102,209	$693.82	N
7400	Nursing Home	18	$4,304	$239.14	1,108	$768,600	$693.82	N
7500	Non Profit Orphanage	1	$239	$239.14	5	$584	$126.98	Y
7600 & 9999	Mortuary - Cemetery	4	$957	$239.14	8	$959	$126.98	N
7700	Club-Lodge-Hall	40	$9,566	$239.14	187	$27,774	$148.58	N

8500	Hospital	3	$717	$239.14	109	$75,675	$693.82	N
8600	County (includes CDD-owned property)	578	$138,222	$239.14	162	$20,620	$126.98	Y
8700-8800-8900	State - Federal - Municipal	161	$38,501	$239.14	268	$33,982	$126.98	Y
9100	Utility	40	$9,566	$239.14	19	$2,387	$126.98	N
9200	Mining - Pet - Gas	0	$0	$0.00	0	$0	$0.00	N
9400	ROW	13	$3,109	$239.14	63	$88	$1.39	N
9600	Sewage - Wasteland	4	$957	$239.14	52	$72	$1.39	N
9900-9907	Acreage (not Ag)	78	$18,653	$239.14	6,257	$8,670	$1.39	N
	TOTAL	70,002	$16,740,122		97,167	$7,170,895		
	Readiness Allocation	$16,740,122						
	Readiness Fee per Parcel	$239.14						

Source: PFM Financial Advisors LLC, Villages Public Safety Department Dependent District Fire/Rescue Service Special Assessment Report, dated April 10, 2024 ; Note that certain parcels within LU Codes 7400 and 8500 have been deemed exempt from the Fire Assessment given current non-profit status or uses which provide a public benefit

CITY OF FRUITLAND PARK

AGENDA ITEM SUMMARY SHEET

Item Number: **6c**

ITEM TITLE: **Resolution 2026-034 Interlocal Agreement With Lake County Regarding Tax Increment Revenues**

MEETING DATE: July 9, 2026

DATE SUBMITTED: June 26, 2026

SUBMITTED BY: city attorney/city manager

BRIEF NARRATIVE: **Resolution 2026-034** approves interlocal agreement with Lake County to allow Lake County to retain 100% of Ambulance MSTU instead of contributing to the Fruitland Park Community Redevelopment Agency.

Lake County has requested that the City Commission consider a change to what the county contributes to the city's Community Redevelopment Agency (CRA). The CRA was established in 1995 with a boundary amendment in 2006. The boundaries of the CRA are, more or less, the historical, original part of the city.

Community Redevelopment Agencies (CRA) are created to improve and revitalize targeted geographic areas with the primary goal being to remove blight and encourage new public and private investment to boost the local economy and quality of life. CRAs are funded by capturing incremental value increases within their boundaries that can be used for specific improvements within the CRA. The city, county and ambulance district contribute tax revenues associated with the incremental value increases within the CRA boundaries. Prior to this year Lake County Water Authority also contributed to the CRA but stopped as they are not statutorily required to do so.

The county is asking the city to consider an interlocal agreement that would allow the county to retain 100% of the Ambulance MSTU revenues that are currently contributed to the CRA. This year the Ambulance MSTU contribution to the CRA totaled $69,531.

If the interlocal is approved, the CRA funding will decrease by $70,000 per year in perpetuity. Consideration needs to be given to the homestead exemption changes that are to take effect January 2027, if the Statewide referendum passes in November. The city will see decreased property tax revenues for the general operations as well as the CRA.

FUNDS BUDGETED: None

ATTACHMENTS: Resolution 2026-034, Interlocal Agreement

RECOMMENDATION: Denial due to the fiscal uncertainty associated with the November 2026 referendum proposing an increase in the homestead exemption to $150,000 the first year and $250,000 the second year. The measure could significantly reduce the city's ad valorem tax revenues, making it prudent to defer additional financial commitments until the referendum outcome and its fiscal impacts are known.

ACTION TO BE TAKEN: **Approve or Deny Resolution 2026-034**

RESOLUTION 2026-034

A RESOLUTION OF THE CITY COMMISSION OF THE CITY OF FRUITLAND PARK, FLORIDA, APPROVING THE INTERLOCAL AGREEMENT REGARDING TAX INCREMENT REVENUES BETWEEN LAKE COUNTY, THE CITY OF FRUITLAND PARK, AND THE CITY OF FRUITLAND PARK COMMUNITY REDEVELOPMENT AGENCY; AUTHORIZING THE MAYOR TO EXECUTE THE AGREEMENT; PROVIDING FOR AN EFFECTIVE DATE.

WHEREAS, the City Commission of the City of Fruitland Park created the City of Fruitland Park Community Redevelopment Agency (the "CRA") pursuant to Chapter 163, Part III, Florida Statutes, within its boundaries; and

WHEREAS, the CRA is a duly created and existing community redevelopment agency authorized to receive increment revenues as defined in §163.340(22), Florida Statutes, and calculated pursuant to §163.387(1), Florida Statutes; and

WHEREAS, Lake County Board of County Commissioners adopted Ordinance 2000-35 which established the countywide Lake County Municipal Services Taxing Unit (MSTU) for Ambulance and Emergency Medical Services (EMS), and a portion of the MSTU revenue has been paid to the CRA to fund the adopted CRA plan for redevelopment purposes rather than such funds being used for the special purpose of funding countywide ambulance and EMS services; and

WHEREAS, Lake County requests that the City of Fruitland Park agree, pursuant to interlocal agreement, that no incremental revenue payments from the MSTU will be due to the CRA and such funds will be used by the County for its intended purpose of providing countywide ambulance and Emergency Medical Services; and

WHEREAS, the City Commission of the City of Fruitland Park, Florida finds it is in the best interest of the City and its residents to approve the Interlocal Agreement Regarding Tax Increment Revenues.

NOW, THEREFORE, BE IT RESOLVED AS FOLLOWS:

Section 1. The Interlocal Agreement Regarding Tax Increment Revenues between Lake County, Florida, the City of Fruitland Park, Florida and the City of Fruitland Park Community Redevelopment Agency, **a copy of which is attached**, is approved.

Section 2. The Commission authorizes the Mayor to execute the Interlocal Agreement.

Section 3. This resolution shall take effect immediately upon its final adoption by the City Commission of the City of Fruitland Park, Florida.

PASSED AND RESOLVED this 9th day of July, 2026, by the City Commission of the City of Fruitland Park, Florida.

CITY COMMISSION OF THE CITY OF FRUITLAND PARK, FLORIDA

SEAL

____
CHRIS CHESHIRE, MAYOR/CHAIRMAN OF CRA

ATTEST:

____
GWEN JOHNS, CITY CLERK

Mayor Cheshire	____(Yes), ____(No), ____(Abstained), ____(Absent)
Vice Mayor DeGrave	____(Yes), ____(No), ____(Abstained), ____(Absent)
Commissioner Williams	____(Yes), ____(No), ____(Abstained), ____(Absent)
Commissioner Raysin	____(Yes), ____(No), ____(Abstained), ____(Absent)
VACANT	____(Yes), ____(No), ____(Abstained), ____ (Absent)

Approved as to form:

____
Anita Geraci-Carver, City Attorney

INTERLOCAL AGREEMENT
REGARDING TAX INCREMENT REVENUES

THIS INTERLOCAL AGREEMENT (the "Agreement") is made by and between **LAKE COUNTY**, a political subdivision existing under the Constitution and State Laws of Florida ("County"), the **CITY OF FRUITLAND PARK**, a municipal corporation existing under the State of Laws of Florida ("Fruitland Park"), and **THE CITY OF FRUITLAND PARK COMMUNITY REDEVELOPMENT AGENCY**, which is a dependent special district (the "Agency"); collectively referred to herein as the "Parties."

WHEREAS, Lake County is a non-chartered political subdivision of the State of Florida; and

WHEREAS, Fruitland Park is a municipal corporation existing under the laws of State of Florida; and

WHEREAS, Chapter 163, Part III, Florida Statutes, known as the "Community Redevelopment Act of 1969" (the "Redevelopment Act") governs the creation and operation of community redevelopment agencies; and

WHEREAS, pursuant to the Redevelopment Act, the City of Fruitland Park created The City of Fruitland Park Community Redevelopment Agency, and Amended Area, within its boundaries, which is a duly created and existing community redevelopment agency authorized to receive "increment revenues" ("Increment") as defined in Section 163.340(22), Florida Statutes, and calculated pursuant to Section 163.387(1), Florida Statutes; and

WHEREAS, the Agency oversees various the Trust Funds for the Redevelopment Area (the "Redevelopment Area"); and

WHEREAS, on June 27, 2000, the Board of County Commissioners adopted Ordinance 2000-35 which established the countywide Lake County Municipal Services Taxing Unit (MSTU) for Ambulance and Emergency Medical Services; and

WHEREAS, since the MSTU was established, a portion of the MSTU revenue has been paid to the Agency to fund the municipal plan for the Redevelopment Area rather than such funds being used for the special purpose of funding countywide ambulance and Emergency Medical Services; and

WHEREAS, Section 163.01, Florida Statutes, known as the "Florida Interlocal Cooperation Act of 1969," (the "Cooperation Act") permits local governmental units to make the most efficient use of their powers by enabling them to cooperate with other localities on a basis of mutual advantage, and thereby to provide services and facilities in a manner and pursuant to forms of governmental organization that will accord best with geographic, economic, population, and other factors influencing the needs and development of local communities; and

WHEREAS, the Parties find this Interlocal Agreement to be necessary, proper, and convenient to the exercise of their powers, duties, and purposes authorized by law; and

WHEREAS, this Interlocal Agreement is entered into pursuant to the powers and authority granted to the Parties under the Constitution and laws of the State of Florida, including, but not limited to the authority of Section 163.01, Florida Statutes; and

WHEREAS, Section 163.387(3)(b), Florida Statutes, provides that alternate provisions contained in an interlocal agreement between a taxing authority and the governing body that created the community redevelopment agency may supersede the provisions of this section with respect to that taxing authority; and

WHEREAS, the Parties wish to enter into this Agreement pursuant to provisions of Section 163.387(3)(b); and

WHEREAS, the Parties are in agreement that a portion of the Incremental Revenues paid from the MSTU as calculated pursuant to Section 163.387(1) paid by the Parties to the various Trust Funds of the Redevelopment Area is not necessary for redevelopment purposes, nor appropriate to be used for the Redevelopment Area; and

WHEREAS, the Parties are in agreement that no Incremental Revenue payments from the MSTU should be made which would allow the County to use the funds for its intended purpose of providing countywide ambulance and Emergency Medical Services.

NOW, THEREFORE, it is hereby agreed by the Parties as follows:

ARTICLE I
INTRODUCTION

Section 1. **Authority.** This Interlocal Agreement is entered into pursuant to the authority set forth in the Cooperation Act, the Redevelopment Act, and other applicable laws.

Section 2. **Recitals and Exhibits.** The recitals so stated are true and correct and by this reference are incorporated herein.

Section 3. **Authority to Contract.** The execution of this Interlocal Agreement has been duly authorized by the appropriate official bodies of the Parties, each Party has complied with all applicable requirements of law, and each Party has full power and authority to comply with the terms and provisions of this instrument.

Section 4. **Ambulance and Emergency Medical Services MSTU.** Commencing on January 1, 2026, and on each January 1 thereafter for the duration of the time period that Incremental Revenues are collected for the Redevelopment Area established by the City of Fruitland Park, Lake County shall retain **One Hundred Percent (100%)** of the portion of such Incremental Revenues accruable to and payable from Lake County's Ambulance and Emergency Services MSTU.

Section 5. **Limitations on Governmental Liability**. Nothing in this Interlocal Agreement shall be deemed a waiver of immunity limits of liability of any of the Parties beyond any statutory limited waiver of immunity or limits of liability contained in Section 768.28, Florida Statutes, as amended, or other statutes. Nothing in this Interlocal Agreement shall inure to the benefit of any third-party for the purpose of allowing any claim, which would otherwise be barred under the Doctrine of Sovereign Immunity or by operation of law.

Section 6. **Negotiation at Arm's Length.** This Interlocal Agreement has been negotiated fully between the Parties as an arm's length transaction and with the assistance of legal counsel. All Parties participated fully in the preparation of this Interlocal Agreement. In the case of a dispute concerning the interpretation of any provision of this Interlocal Agreement, the Parties are deemed to have drafted, chosen, and selected the language, and the language in question will not be interpreted or construed against any of the Parties.

Section 7. **Notices.** Any notices required or allowed to be delivered shall be in writing and be deemed to be delivered when: (i) hand delivered to the official hereinafter designated, or (ii) upon receipt of such notice when deposited in the United States mail, postage prepaid, certified mail, return receipt requested, addressed to a Party at the address set forth opposite the Party's name below, or at such other address as the Party shall have specified by written notice to the other Parties delivered in accordance herewith.

If to Lake County:	County Manager P.O. Box 7800 Tavares, Florida 32778
With a copy to:	Lake County Attorney P.O. Box 7800 Tavares, Florida 32778
If to Fruitland Park/Agency:	City Manager 506 West Berkman Street Fruitland Park, Florida 34731

Section 8. **Assignment or Transfer.** No Party may assign or transfer its rights or obligations under this Interlocal Agreement to another unit of local government, political subdivision, or agency of the State of Florida without the prior written consent of the other Parties. No Party may transfer its rights or obligations under this Interlocal Agreement to a private party or entity.

Section 9. **Binding Effect.** This Agreement shall be binding upon and shall inure to the benefit of the Lake County, Fruitland Park, the Agency, and their respective successors.

Section 10. **Filing.** The Fruitland Park City Clerk is hereby authorized and directed, after approval of this Interlocal Agreement by the respective governing bodies of the Parties and the execution thereof by the duly qualified and authorized officers of each of the Parties hereto, to cause this Interlocal Agreement to be filed with the Clerk of the Circuit Court in Lake County, Florida, in accordance with the requirements of Section 163.01(11) of the Cooperation Act.

Section 11. **Applicable Law and Venue.** This Interlocal Agreement and the provisions contained herein shall be governed by and construed in accordance with the laws of the State of Florida. Venue shall lie in Lake County, Florida for any action, in equity or law, with respect to the enforcement or interpretation of this Interlocal Agreement.

Section 12. **Severability.** If any part of this Interlocal Agreement is held by a court of competent jurisdiction to be invalid, illegal, or unenforceable, such invalid, illegal or unenforceable part shall be deemed severable and the remaining parts of this Interlocal Agreement shall continue in full force and effect provided that the rights and obligations of the Parties are not materially prejudiced and the intentions of the Parties can continue to be effected.

Section 13. **Joint Effort.** The preparation of this Interlocal Agreement has been a joint effort of the Parties hereto and the resulting document shall not, solely as a matter of judicial construction, be construed more severely against one of the Parties than the other.

Section 14. **No Third-Party Beneficiaries.** This Agreement is an administrative agreement generated solely for the benefit of the Parties hereto and no right or cause of action shall accrue by reason of or for the benefit of any third-party. Nothing in this Agreement, expressed or implied, is intended nor shall it be construed to confer upon or give any person or entity any right, remedy, or claim under or by reason of this Agreement or any provisions or conditions hereof, other than the Parties hereto and their respective representatives, heirs, successors, and assigns.

Section 15. **Mutual Cooperation.** The Parties agree to cooperate and deliver any further documents or perform any additional acts to accomplish the agreements set forth herein.

Section 16. **Construction.** This Interlocal Agreement is the result of the negotiations among and between the Parties and such that all Parties have contributed materially and substantially to its preparation and shall not be construed more strictly against one Party than the other.

Section 17. **Intent and Interpretation.** This Agreement shall not be construed as modifying or altering the governmental powers of the Parties as they now exist or may be modified in the future, except as are lawfully and expressly provided by the terms of this Agreement.

Section 18. **Entire Agreement.** This instrument constitutes the entire agreement between the Parties and supersede all previous discussions, understandings and agreements between the Parties relating to the subject matter of this Agreement. Amendments to and waivers of the provisions herein shall be made by the Parties in writing by formal amendment.

Section 19. **Effective Date.** This Interlocal Agreement shall become effective upon the filing of same pursuant to Section 10 above.

IN WITNESS WHEREOF, the Parties hereto, by and through the undersigned, have entered into this Interlocal Agreement on the date and year first above written.

COUNTY

ATTEST:

LAKE COUNTY, FLORIDA, through its
BOARD OF COUNTY COMMISSIONERS

____
Gary Cooney, Clerk
Board of County Commissioners
Of Lake County, Florida

____
Leslie Campione, Chairman

This ________ day of __________________, 2026.

Approved as to form and legality:

____
Melanie Marsh
County Attorney

CITY OF FRUITLAND PARK, FLORIDA

By:________________________________
Chris Cheshire, Mayor

This ___ day of _______________, 2026.

Attest:

By:___________________________
Gwen Johns, MMC, City Clerk

APPROVED AS TO FORM AND LEGALITY
AS TO CITY OF FRUITLAND PARK ONLY.

____
Anita Geraci-Carver, City Attorney

THE CITY OF FRUITLAND PARK COMMUNITY REDEVELOPMENT AGENCY

By:___________________________
Chair

This ___ day of ____________, 2026.

Attest:

By:___________________________
Clerk

APPROVED AS TO FORM AND LEGALITY
AS TO AGENCY ONLY.

____
CRA Attorney

CITY OF FRUITLAND PARK
AGENDA ITEM SUMMARY SHEET
Item Number: **6d**

ITEM TITLE: **Resolution 2026-035, Rejecting Requests for Proposal Received for City Hall Renovation Project**

MEETING DATE: July 9, 2026

DATE SUBMITTED: July 2, 2026

SUBMITTED BY: city manager/city attorney/human resources director

BRIEF NARRATIVE: The City issued a Request for Proposals (RFP) seeking a qualified contractor to manage the renovation of the vacated Police Department space at City Hall. The scope included renovating the former Police Department offices to accommodate the Building and Zoning Department and Code Enforcement Division, reconfiguring the existing Building and Zoning space, and making limited modifications within the Finance Department.

The RFP was advertised on April 20, 2026. Eight contractors attended the mandatory pre-proposal walkthrough of City Hall on May 20, 2026, and three proposals were received by the June 5, 2026, deadline.

A selection committee consisting of Robb Dicus-Public Works Director; Kelli Fielder, Certified Permit & Zoning Technician; and John Klein, Human Resources & Risk Management Director met in a publicly noticed meeting on June 18, 2026, to evaluate and score the proposals in accordance with the criteria established in the RFP.

During the evaluation process, the committee determined that the proposed general contractor fees, together with the anticipated construction costs, would significantly exceed the funding allocated for the renovation project in the City's budget. Accordingly, staff recommends that the City Commission reject all proposals received and consider alternative options for completing the project within the approved budget.

FUNDS BUDGETED: n/a

ATTACHMENTS:

RECOMMENDATION: Reject all proposal

ACTION: Approve or deny Resolution 2026-035

RESOLUTION 2026-035

A RESOLUTION OF THE CITY COMMISSION OF THE CITY OF FRUITLAND PARK, FLORIDA, REJECTING ALL PROPOSALS RECEIVED FOR REQUEST FOR PROPOSALS 2026-01 FOR CITY HALL INTERIOR RENOVATIONS; AUTHORIZING THE CITY MANAGER TO REDUCE THE SCOPE OF WORK; PROVIDING FOR AN EFFECTIVE DATE.

WHEREAS, the City of Fruitland Park issued Request for Qualifications 2026-01 seeking proposals from general contractors for interior renovations to City Hall utilizing a cost-plus fee structure; and

WHEREAS, three qualified proposals were received by the City in response to RFP 2026-01; and

WHEREAS, fees and estimated direct costs exceeded the funds budgeted by the City; and

WHEREAS, RFP 2026-01 provides that the City, in its sole discretion, reserves the right to reject any and all proposals in the best interest of the City; and

WHEREAS, has home rule authority to take any action in the furtherance of the interest of the City that is not in conflict with general law, and taking action authorized in this resolution is not in conflict.

NOW THEREFORE, BE IT RESOLVED BY THE CITY COMMISSION OF THE CITY OF FRUITLAND PARK, LAKE COUNTY, FLORIDA, AS FOLLOWS:

Section 1. The City Commission rejects all proposals received in response to RFP 2026-01 for City Hall Interior Renovations.

Section 2. The City Commission authorizes the city manager to reduce the scope of work for interior renovations and, if necessary, issue a request for proposals with the limited scope of work.

Section 3. This resolution shall take effect immediately upon its final adoption by the City Commission of the City of Fruitland Park, Florida.

PASSED AND RESOLVED this 9th day of July, 2026, by the City Commission of the City of Fruitland Park, Florida.

CITY COMMISSION OF THE CITY OF FRUITLAND PARK, FLORIDA

____
CHRIS CHESHIRE, MAYOR

SEAL

ATTEST:

____
GWEN JOHNS, CITY CLERK

Mayor Cheshire	____(Yes), ____(No), ____(Abstained), ____(Absent)
Vice Mayor DeGrave	____(Yes), ____(No), ____(Abstained), ____(Absent)
Commissioner Williams	____(Yes), ____(No), ____(Abstained), ____(Absent)
Commissioner Raysin	____(Yes), ____(No), ____(Abstained), ____(Absent)
VACANT	____(Yes), ____(No), ____(Abstained), ____(Absent)

Approved as to form:

____
Anita Geraci-Carver, City Attorney

CITY OF FRUITLAND PARK
AGENDA ITEM SUMMARY SHEET
Item Number: **6e**

ITEM TITLE:	**Resolution 2026-036 Appointing a Resident of District 3 to Fill the Commission Vacancy in District 3 to Serve Until the November 2026 General Election.**
MEETING DATE:	July 9, 2026
DATE SUBMITTED:	June 29, 2026
SUBMITTED BY:	city attorney/city manager/city clerk

BRIEF NARRATIVE: **Resolution 2026-036** appoints a resident of District 3 to fill the commission vacancy in District 3 to serve until the November 3, 2026 general election.

On Thursday, May 28, 2026, Commissioner Joseph Cosenza III announced that he would be leaving his seat immediately since he was no longer residing in District 3, and had not been successful finding a residence in the district.

Section 3.05 of the City Charter provides that the city commission can appoint an individual to fill a vacant city commission seat when a regular election is not scheduled within 60 days of the occurrence of the vacancy. This appointment would be until the next regularly scheduled election which is November 3, 2026. The city commission also has the option to hold a special election to fill the vacancy for the remainder of the unexpired term. The Lake County Supervisor of Elections agreed to extend the qualifying, and the City Commission held a special emergency meeting on June 8, 2026, where they adopted Resolution 2026-029, Calling for an Election to Fill a Vacancy on the City Commission for District 3, Setting an Election Date, and Setting a Qualifying Period.

Information about the vacancy was posted on the City's website and social media. The City Commission requested that door hangers be distributed, which was done during the week of June 22-26, 2026. The City Clerk has received applications from 7 individuals who have expressed their desire to be appointed to serve in the temporary role for District 3.

The applicants will be encouraged to attend the July 9th City Commission meeting to provide an introduction, background information, and respond to questions the Commission may have. It is anticipated that the Commission will appoint a new commissioner at this meeting.

FUNDS BUDGETED:	None
ATTACHMENTS:	Resolution 2026-036
RECOMMENDATION:	Appoint a resident to vacant District 3 seat
ACTION TO BE TAKEN:	**Approve Resolution 2026-036 naming a new city commissioner.**

RESOLUTION 2026-036

A RESOLUTION OF THE CITY COMMISSION OF THE CITY OF FRUITLAND PARK, FLORIDA, APPOINTING A RESIDENT OF DISTRICT 3 TO FILL THE COMMISSION VACANCY IN DISTRICT 3 TO SERVE UNTIL THE NEXT CITY ELECTION; AND PROVIDING FOR AN EFFECTIVE DATE.

WHEREAS, a vacancy in the city commission exists in District 3; and

WHEREAS, Sec. 3.05 of the City Charter provides that a vacancy in the city commission where a regular election is not scheduled within 60 days of the occurrence of the vacancy, then the city commission shall either appoint an individual to fill the vacancy until the next city election or hold a special election to fill the vacancy for the remainder of the unexpired term; and

WHEREAS, the City Commission finds that appointment is preferred over holding a special election due to the exorbitant costs associated with the supervisor of elections conducting a special election; and

WHEREAS, the next regular city election will be held in November 3 2026; and

WHEREAS, the City Commission desires to appoint a resident of District 3 to fill the vacancy in District 3 until the next city election is held.

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COMMISSION OF THE CITY OF FRUITLAND PARK, FLORIDA:

1. _______________________________________ is hereby appointed to the City Commission to fill the vacancy in District 3 until the next city election.

2. This resolution shall take effect upon its adoption by the City Commission of the City of Fruitland Park, Florida.

PASSED AND RESOLVED this 9th day of July, 2026, by the City Commission of the City of Fruitland Park, Florida.

____
Chris Cheshire, Mayor
City of Fruitland Park

Attest:

____
Gwen Johns, City Clerk

Mayor Cheshire	____ (Yes), ________ (No), _______ (Abstained), _______ (Absent)
Vice Mayor DeGrave	____ (Yes), ________ (No), _______ (Abstained), _______ (Absent)
Commissioner Williams	____ (Yes), ________ (No), _______ (Abstained), _______ (Absent)
Commissioner Raysin	____ (Yes), ________ (No), _______ (Abstained), _______ (Absent)
Vacant District 3	____ (Yes), ________ (No), _______ (Abstained), _______ (Absent)

Approved as to form and legality:

____
Anita Geraci-Carver, City Attorney

CITY OF FRUITLAND PARK
AGENDA ITEM SUMMARY SHEET
Item Number: **8b**

ITEM TITLE: **CITY ATTORNEY REPORT**

MEETING DATE: **July 9, 2026**

DATE SUBMITTED: June 30, 2026

SUBMITTED BY: City Attorney

2026 Legislation:

Chapter 2026-161: Revises the definition of 'extraordinary circumstances' as it relates to adoption of impact fees and specifies that a plan-based methodology must be used in preparing a new or updated impact fee study. Plan-based methodology is defined in the legislation. Prohibits use of data that is more than 4 years old to demonstrate extraordinary circumstances, prohibits any deduction authorized by a previous or existing impact fee, prohibits increasing an impact fee rate beyond the phase-in limitations by more than 100 percent divided equally over a 4-year period. If an impact fee payor submits a written request to the city manager for a refund or credit from alleged overpayment of an impact fee, the city must provide a written approval or denial within 30 days after receipt of the written request. If approved the payor must elect either a credit or refund within 30 days of a decision, and the City must provide the refund or credit within 30 days of a payor's election.

Increased the time period for the City to post the tentative budget on its website from 2 days before the budget hearing to 5 days before the budget hearing. Increases the time period for final adopted budgets to remain posted on the City's website from 2 years to 5 years. Requires the City to hold a budget workshop at which the City Commission must perform a budget reduction exercise, identifying strategies to potentially reduce the ensuing fiscal year budget by 10% in comparison to the current year budget without compromising essential public services, such as law enforcement or fire services or legal obligations. The exercise must be posted on the City's website in specific format as outlined in the legislation, or a link to a recording of the budget workshop must be provided. The budget reduction exercise must occur at least 14 days before final budget adoption.

Requires each tentative budget, adopted tentative budget, or final budget be posted on the City's official website in a specific format as outlined in the legislation. The posted budgets must include specific information for the proposed fiscal year, the current fiscal year, and the preceding 4 fiscal years, including:

(a) Budget overview and summary, including a narrative analysis that also utilizes graphical illustrations to highlight major points of emphasis and trends.
(b) An overall municipal summary of revenue and expenditures.
(c) A summary of revenue and expenditures by fund.

(d) A summary of expenses by department and division.
(e) A summary of expenses by program or function.
(f) A summary of expenses related to debt obligations.
(g) A summary of expenses related to capital projects,
(h) An organizational chart or staffing summary.
(i) A summary and analysis of municipal reserves and fund balances.

Requires proposed budget amendments to be posted on the City's website 5 days before adoption of the amendment. An adopted budget amendment must remain posted on the City's website for at least 5 years.

Quarterly the City must prepare a summary of compensation of all employees funded with appropriations from the City. The summary must include certain information including job titles, names and salaries for each employee. It must be posted on the City's website in a specific format.

The City must publish a budget development calendar for the ensuing fiscal year. The list of items to be included are detailed in the legislation. It must be published on the City's website on or before January 30 of each calendar year.

Effective January 1, 2027.

Chapter 2026-169: Mandates the City to accept payment by use of credit cards, charge cards, bank debit cards, and electronic funds transfers except when another form of payment is required by law, and the City is authorized to surcharge the person in an amount to pay the service fee charges by the financial institution. Payments must be accepted online. **Effective July 1, 2027**.

Chapter 2026-179: Multi-family and mixed-use residential must be allowable uses on property owned by a county, city or school district, and on property that is more than 3 acres in size and owned by a religious institution, as defined in s.170.201(2), which has contained a house of workshop for at least 10 years before the proposed development, regardless of the zoning, if at least 40% of the residential units in a proposed multi-family development are rentals that, for a period of at least 30 years, are affordable as defined in s. 420.0004. Use of the property for a house of worship must continue after development of the affordable housing. A municipality may not restrict height (below the height authorized under the statute) through other dimensional means, such as establishing setbacks or step backs by height, or require setbacks or step backs that are more restrictive than the minimum permitted in the proposed development. Previous legislation provided that a city may not restrict the height of a proposed affordable housing development below the highest currently allowed, or allowed on July 1, 2023, height for a commercial or residential building located in its jurisdiction within 1 mile of the proposed development or 3 stories, whichever is higher. Exceptions are detailed in the legislation. Applicants who submitted prior to July 1, 2026, must be allowed to provide notice by July 1, 2026 notice in writing of its intent to proceed under the new law. **Effective July 1, 2026**

FUNDS BUDGETED:	**N/A**
ATTACHMENT:	**None**
RECOMMENDATION:	**N/A**
ACTION:	**N/A**