

STATE OF FLORIDA AUDITOR GENERAL

Financial Audit

HILLSBOROUGH COLLEGE

For the Fiscal Year Ended
June 30, 2025



Sherrill F. Norman, CPA
Auditor General

Board of Trustees and President

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The team leader was Joseph Coverdill, CPA, and the audit was supervised by Anna McCormick, CPA.

Please address inquiries regarding this report to Jaime N. Hoelscher, CPA, Audit Manager, by e-mail at jaimehoelscher@aud.state.fl.us or by telephone at (850) 412-2868.

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SUMMARY

SUMMARY OF REPORT ON THE AUDIT OF THE FINANCIAL STATEMENTS

Our audit disclosed that the basic financial statements of Hillsborough College¹ (a component unit of the State of Florida) were presented fairly, in all material respects, in accordance with prescribed financial reporting standards.

SUMMARY OF REPORT ON INTERNAL CONTROL AND COMPLIANCE

Our audit did not identify any deficiencies in internal control over financial reporting that we consider to be material weaknesses. However, we did identify a certain deficiency in internal control that we consider to be a significant deficiency, as summarized below.

Significant Deficiency

Finding No. 2025-001: College procedures need improvement to ensure that transactions are properly recorded and reported for Deferred Maintenance appropriations.

The results of our tests disclosed no instances of noncompliance or other matters that are required to be reported under *Government Auditing Standards* issued by the Comptroller General of the United States.

AUDIT OBJECTIVES AND SCOPE

Our audit objectives were to obtain reasonable assurance about whether the financial statements as a whole were free from material misstatements, whether due to fraud or error, and to issue an auditor's report that included our opinions. In doing so we:

- Exercised professional judgment and maintained professional skepticism throughout the audit.
- Identified and assessed the risks of material misstatement of the financial statements, whether due to fraud or error, and designed and performed audit procedures responsive to those risks.
- Obtained an understanding of internal control relevant to the audit in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the College's internal control.
- Evaluated the appropriateness of accounting policies used and the reasonableness of significant accounting estimates made by management, as well as evaluated the overall presentation of the financial statements.
- Concluded whether, in our judgment, there are conditions or events, considered in the aggregate, that raise substantial doubt about the College's ability to continue as a going concern for a reasonable period of time.
- Examined various transactions to determine whether they were executed, in both manner and substance, in accordance with governing provisions of laws, rules, regulations, contracts, and grant agreements.

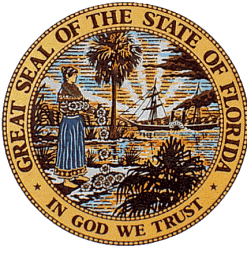
¹ Per Chapter 2025-110, Laws of Florida, the State Legislature amended Section 1000.21, Florida Statutes, to change the College's name from Hillsborough Community College to Hillsborough College effective July 1, 2025.

- Determined whether corrective action was taken for the finding included in our report No. 2025-194.

An examination of Federal awards administered by the College is included within the scope of our Statewide audit of Federal awards administered by the State of Florida.

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| AUDIT METHODOLOGY |
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We conducted our audit in accordance with auditing standards generally accepted in the United States of America and applicable standards contained in *Government Auditing Standards*, issued by the Comptroller General of the United States.



Sherrill F. Norman, CPA
Auditor General

AUDITOR GENERAL STATE OF FLORIDA

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The President of the Senate, the Speaker of the
House of Representatives, and the
Legislative Auditing Committee

INDEPENDENT AUDITOR'S REPORT

Report on the Audit of the Financial Statements

Opinions

We have audited the financial statements of Hillsborough College, a component unit of the State of Florida, and its discretely presented component unit as of and for the fiscal year ended June 30, 2025, and the related notes to the financial statements, which collectively comprise the College's basic financial statements as listed in the table of contents.

In our opinion, based on our audit and the report of the other auditors, the accompanying financial statements referred to above present fairly, in all material respects, the respective financial position of Hillsborough College and of its discretely presented component unit as of June 30, 2025, and the respective changes in financial position and, where applicable, cash flows thereof for the fiscal year then ended in accordance with accounting principles generally accepted in the United States of America.

We did not audit the financial statements of the discretely presented component unit, which represent 100 percent of the transactions and account balances of the discretely presented component unit columns as of June 30, 2025. Those statements were audited by other auditors whose report has been furnished to us, and our opinion, insofar as it relates to the amounts included for the discretely presented component unit, is based solely on the report of the other auditors.

Basis for Opinions

We conducted our audit in accordance with auditing standards generally accepted in the United States of America (GAAS) and the standards applicable to financial audits contained in *Government Auditing Standards*, issued by the Comptroller General of the United States (*Government Auditing Standards*). Our responsibilities under those standards are further described in the **Auditor's Responsibilities for the Audit of the Financial Statements** section of our report. We are required to be independent of the College and to meet our other ethical responsibilities, in accordance with the relevant ethical

requirements relating to our audit. We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our audit opinions.

Responsibilities of Management for the Financial Statements

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

In preparing the financial statements, management is required to evaluate whether there are conditions or events, considered in the aggregate, that raise substantial doubt about the College's ability to continue as a going concern for 12 months beyond the financial statement date, including any currently known information that may raise substantial doubt shortly thereafter.

Auditor's Responsibilities for the Audit of the Financial Statements

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

In performing an audit in accordance with GAAS and *Government Auditing Standards*, we:

- Exercise professional judgment and maintain professional skepticism throughout the audit.
- Identify and assess the risks of material misstatement of the financial statements, whether due to fraud or error, and design and perform audit procedures responsive to those risks. Such procedures include examining, on a test basis, evidence regarding the amounts and disclosures in the financial statements.
- Obtain an understanding of internal control relevant to the audit in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the College's internal control. Accordingly, no such opinion is expressed.
- Evaluate the appropriateness of accounting policies used and the reasonableness of significant accounting estimates made by management, as well as evaluate the overall presentation of the financial statements.
- Conclude whether, in our judgment, there are conditions or events, considered in the aggregate, that raise substantial doubt about the College's ability to continue as a going concern for a reasonable period of time.

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

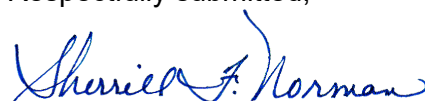
Required Supplementary Information

Accounting principles generally accepted in the United States of America require that **MANAGEMENT'S DISCUSSION AND ANALYSIS**, the **Schedule of Changes in the College's Total Other Postemployment Benefits Liability and Related Ratios**, **Schedule of the College's Proportionate Share of the Net Pension Liability – Florida Retirement System Pension Plan**, **Schedule of College Contributions – Florida Retirement System Pension Plan**, **Schedule of the College's Proportionate Share of the Net Pension Liability – Health Insurance Subsidy Pension Plan**, **Schedule of College Contributions – Health Insurance Subsidy Pension Plan**, and **Notes to Required Supplementary Information** be presented to supplement the basic financial statements. Such information is the responsibility of management and, although not a part of the basic financial statements, is required by the Governmental Accounting Standards Board who considers it to be an essential part of financial reporting for placing the basic financial statements in an appropriate operational, economic, or historical context. We and other auditors have applied certain limited procedures to the required supplementary information in accordance with GAAS, which consisted of inquiries of management about the methods of preparing the information and comparing the information for consistency with management's responses to our inquiries, the basic financial statements, and other knowledge we obtained during our audit of the basic financial statements. We do not express an opinion or provide any assurance on the information because the limited procedures do not provide us with sufficient evidence to express an opinion or provide any assurance.

Other Reporting Required by Government Auditing Standards

In accordance with *Government Auditing Standards*, we have also issued our report dated March 25, 2026, on our consideration of the Hillsborough College's internal control over financial reporting and on our tests of its compliance with certain provisions of laws, rules, regulations, contracts, and grant agreements and other matters included under the heading **INDEPENDENT AUDITOR'S REPORT ON INTERNAL CONTROL OVER FINANCIAL REPORTING AND ON COMPLIANCE AND OTHER MATTERS BASED ON AN AUDIT OF FINANCIAL STATEMENTS PERFORMED IN ACCORDANCE WITH GOVERNMENT AUDITING STANDARDS**. The purpose of that report is solely to describe the scope of our testing of internal control over financial reporting and compliance and the results of that testing, and not to provide an opinion on the effectiveness of the College's internal control over financial reporting or on compliance. That report is an integral part of an audit performed in accordance with *Government Auditing Standards* in considering the College's internal control over financial reporting and compliance.

Respectfully submitted,



Sherrill F. Norman, CPA
Tallahassee, Florida
March 25, 2026

MANAGEMENT'S DISCUSSION AND ANALYSIS

Management's discussion and analysis (MD&A) provides an overview of the financial position and activities of the College for the fiscal year ended June 30, 2025, and should be read in conjunction with the financial statements and notes thereto. The MD&A, and financial statements and notes thereto, are the responsibility of College management. The MD&A contains financial activity of the College and its component unit, the Hillsborough College Foundation, Inc.² (Foundation) for the fiscal years ended June 30, 2025, and June 30, 2024.

College Name Change

Per Chapter 2025-110, Laws of Florida, the State Legislature amended Section 1000.21, Florida Statutes, to change the College's name from Hillsborough Community College to Hillsborough College effective July 1, 2025.

| |
|-----------------------------|
| FINANCIAL HIGHLIGHTS |
|-----------------------------|

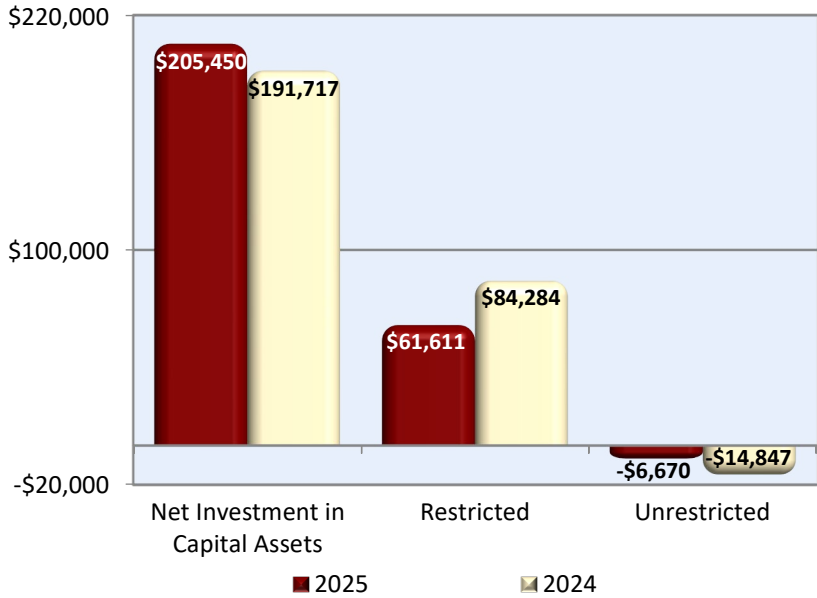
The College's assets and deferred outflows of resources totaled \$390.6 million at June 30, 2025. This balance reflects a \$12.6 million, or 3.3 percent, increase as compared to the 2023-24 fiscal year, resulting from a \$10.7 million increase in total assets, and a \$1.9 million increase in deferred outflows of resources. While assets and deferred outflows of resources grew, liabilities and deferred inflows of resources increased by \$13.4 million, or 11.4 percent, totaling \$130.2 million at June 30, 2025, resulting from a \$10.4 million increase in total liabilities and a \$3 million increase in deferred inflows of resources. As a result, the College's net position decreased by \$0.8 million, resulting in a year-end balance of \$260.4 million.

The College's operating revenues totaled \$56.8 million for the 2024-25 fiscal year, representing a 7.2 percent decrease compared to the 2023-24 fiscal year due mainly to a \$1.8 million decrease in State and local grants and contracts operating revenue. Operating expenses totaled \$229.1 million for the 2024-25 fiscal year, representing an increase of 2 percent as compared to the 2023-24 fiscal year due mainly to an \$11.2 million increase in scholarships and waivers expenses, offset by a \$5.8 million decrease in personnel services.

Net position represents the residual interest in the College's assets and deferred outflows of resources after deducting liabilities and deferred inflows of resources. The College's comparative total net position by category for the fiscal years ended June 30, 2025, and June 30, 2024, is shown in the following graph:

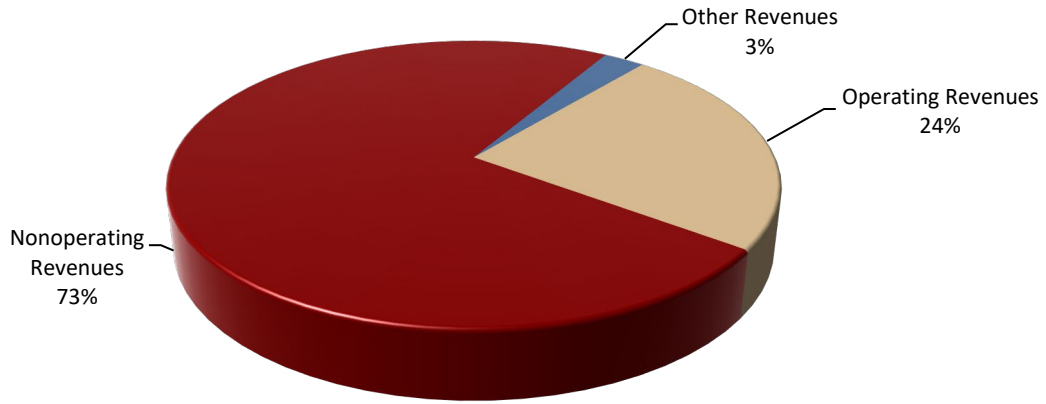
² The Foundation's Board voted on August 28, 2025, to change their name from The Hillsborough Community College Foundation, Inc., to the Hillsborough College Foundation, Inc., the articles of amendment were filed with the Florida Department of State (FDOS) on November 12, 2025, and the confirmation from FDOS was received on February 10, 2026.

**Net Position
(In Thousands)**



The following chart provides a graphical presentation of College revenues by category for the 2024-25 fiscal year:

**Total Revenues
2024-25 Fiscal Year**



OVERVIEW OF FINANCIAL STATEMENTS

Pursuant to the Governmental Accounting Standards Board (GASB) Statement No. 35, the College’s financial report consists of three basic financial statements: the statement of net position; the statement of revenues, expenses, and changes in net position; and the statement of cash flows. The financial statements, and notes thereto, encompass the College as a whole, present a long-term view of the College’s finances, and include activities for the following entities:

- Hillsborough College (Primary Institution) – Most of the programs and services generally associated with a college fall into this category, including instruction, public services, and support services.
- Hillsborough College Foundation, Inc. (Component Unit) – Although legally separate, this component unit is important because the College is financially accountable for it, as the College reports its financial activities to the State of Florida.

The Statement of Net Position

The statement of net position reflects the assets, deferred outflows of resources, liabilities, and deferred inflows of resources of the College, using the accrual basis of accounting, and presents the financial position of the College at a specified time. Assets, plus deferred outflows of resources, less liabilities, less deferred inflows of resources, equals net position, which is one indicator of the College's current financial condition. The changes in net position that occur over time indicate improvement or deterioration in the College's financial condition.

The following summarizes assets, deferred outflows of resources, liabilities, deferred inflows of resources, and net position of the College and its component unit at June 30:

Condensed Statement of Net Position at June 30

| | (In Thousands) | | | |
|---------------------------------------|-----------------------|-------------------|-----------------------|------------------|
| | College | | Component Unit | |
| | 2025 | 2024 | 2025 | 2024 |
| Assets | | | | |
| Current Assets | \$ 92,134 | \$ 95,312 | \$ 4,969 | \$ 3,800 |
| Capital Assets, Net | 218,265 | 207,308 | 7,339 | 8,114 |
| Other Noncurrent Assets | 56,150 | 53,199 | 22,453 | 20,245 |
| Total Assets | 366,549 | 355,819 | 34,761 | 32,159 |
| Deferred Outflows of Resources | 24,092 | 22,221 | - | - |
| Liabilities | | | | |
| Current Liabilities | 27,221 | 18,502 | 2,251 | 1,716 |
| Noncurrent Liabilities | 91,632 | 89,942 | 6,552 | 7,485 |
| Total Liabilities | 118,853 | 108,444 | 8,803 | 9,201 |
| Deferred Inflows of Resources | 11,397 | 8,442 | - | - |
| Net Position | | | | |
| Net Investment in Capital Assets | 205,450 | 191,717 | (149) | (290) |
| Restricted | 61,611 | 84,284 | 19,195 | 17,230 |
| Unrestricted | (6,670) | (14,847) | 6,912 | 6,018 |
| Total Net Position | \$ 260,391 | \$ 261,154 | \$ 25,958 | \$ 22,958 |

The increase in total assets is primarily due to the increase of \$11 million in capital assets, net, of which \$4.8 million was due to increases in construction in progress for ongoing projects and \$5.2 million was for increases in structures and improvements net of depreciation.

The increase in current liabilities is primarily due to an increase of \$8 million in unearned revenue primarily related to Public Education Capital Outlay (PECO) funding.

The Statement of Revenues, Expenses, and Changes in Net Position

The statement of revenues, expenses, and changes in net position presents the College's revenue and expense activity, categorized as operating and nonoperating. Revenues and expenses are recognized when earned or incurred, regardless of when cash is received or paid.

The following summarizes the activities of the College and its component unit for the 2024-25 and 2023-24 fiscal years:

Condensed Statement of Revenues, Expenses, and Changes in Net Position For the Fiscal Years

(In Thousands)

| | College | | Component Unit | |
|---|-------------------|-------------------|-----------------------|------------------|
| | 2024-25 | 2023-24 | 2024-25 | 2023-24 |
| Operating Revenues | \$ 56,794 | \$ 61,187 | \$ 8,372 | \$ 8,568 |
| Less, Operating Expenses | <u>229,125</u> | <u>224,580</u> | <u>10,287</u> | <u>9,255</u> |
| Operating Loss | (172,331) | (163,393) | (1,915) | (687) |
| Net Nonoperating Revenues | <u>173,855</u> | <u>164,883</u> | <u>4,915</u> | <u>4,577</u> |
| Income Before Other Revenues | 1,524 | 1,490 | 3,000 | 3,890 |
| Other Revenues | <u>6,116</u> | <u>5,441</u> | <u>-</u> | <u>-</u> |
| Net Increase In Net Position | <u>7,640</u> | <u>6,931</u> | <u>3,000</u> | <u>3,890</u> |
| Net Position, Beginning of Year | 261,154 | 254,223 | 22,958 | 19,068 |
| Adjustment to Beginning Net Position (1) | <u>(8,403)</u> | <u>-</u> | <u>-</u> | <u>-</u> |
| Net Position, Beginning of Year, as Restated | <u>252,751</u> | <u>254,223</u> | <u>22,958</u> | <u>19,068</u> |
| Net Position, End of Year | <u>\$ 260,391</u> | <u>\$ 261,154</u> | <u>\$ 25,958</u> | <u>\$ 22,958</u> |

(1) For the 2024-25 fiscal year, the College's beginning net position was decreased primarily due to the implementation of GASB Statement No. 101, *Compensated Absences*. Additional information can be found in Note 2. to the financial statements.

Operating Revenues

GASB Statement No. 35 categorizes revenues as either operating or nonoperating. Operating revenues generally result from exchange transactions where each of the parties to the transaction either gives or receives something of equal or similar value.

The following summarizes the operating revenues by source that were used to fund operating activities for the College and its component unit for the 2024-25 and 2023-24 fiscal years:

Operating Revenues For the Fiscal Years

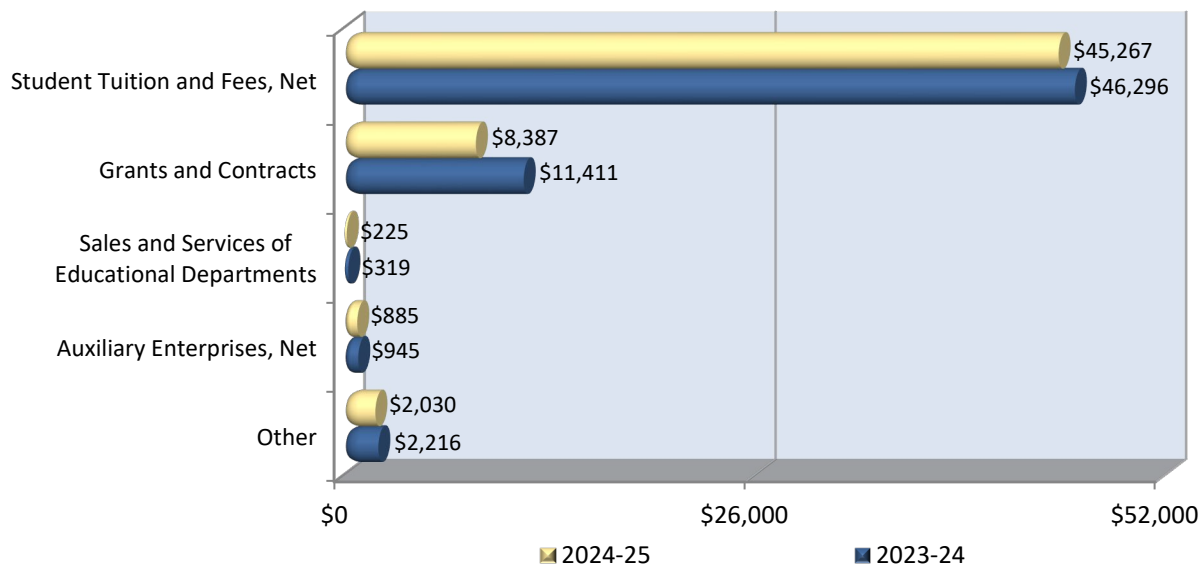
(In Thousands)

| | College | | Component Unit | |
|---|------------------|------------------|-----------------|-----------------|
| | 2024-25 | 2023-24 | 2024-25 | 2023-24 |
| Student Tuition and Fees, Net | \$ 45,267 | \$ 46,296 | \$ - | \$ - |
| Grants and Contracts | 8,387 | 11,411 | 3,726 | 3,651 |
| Sales and Services of Educational Departments | 225 | 319 | - | - |
| Auxiliary Enterprises, Net | 885 | 945 | - | - |
| Other | 2,030 | 2,216 | 4,646 | 4,917 |
| Total Operating Revenues | \$ 56,794 | \$ 61,187 | \$ 8,372 | \$ 8,568 |

The following chart presents the College's operating revenues for the 2024-25 and 2023-24 fiscal years:

Operating Revenues

(In Thousands)



College operating revenues decreased by \$4.4 million, or 7.2 percent, primarily due to a \$3 million decrease in grants and contracts, operating.

Operating Expenses

Expenses are categorized as operating or nonoperating. The majority of the College's expenses are operating expenses as defined by GASB Statement No. 35. GASB gives financial reporting entities the choice of reporting operating expenses in the functional or natural classifications. The College has chosen to report the expenses in their natural classification on the statement of revenues, expenses, and changes in net position and has displayed the functional classification in the notes to financial statements.

The following summarizes operating expenses by natural classification for the College and its component unit for the 2024-25 and 2023-24 fiscal years:

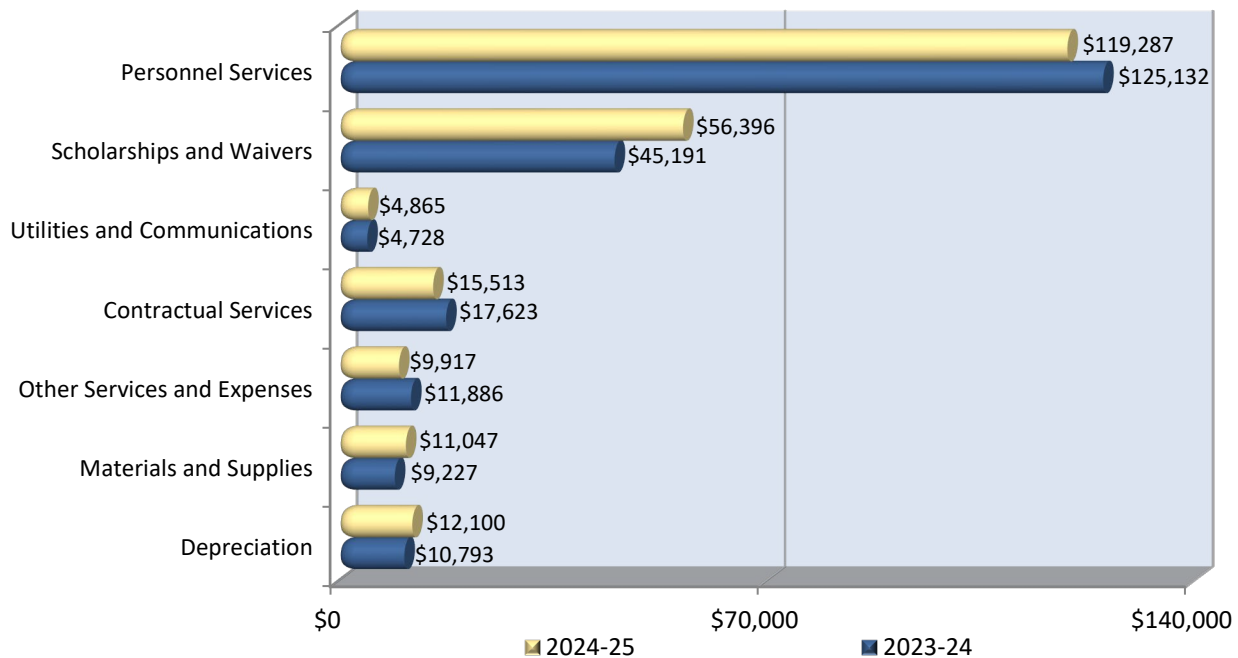
**Operating Expenses
For the Fiscal Years**

(In Thousands)

| | College | | Component Unit | |
|---------------------------------|-------------------|-------------------|------------------|-----------------|
| | 2024-25 | 2023-24 | 2024-25 | 2023-24 |
| Personnel Services | \$ 119,287 | \$ 125,132 | \$ 748 | \$ 591 |
| Scholarships and Waivers | 56,396 | 45,191 | 5,350 | 5,071 |
| Utilities and Communications | 4,865 | 4,728 | - | - |
| Contractual Services | 15,513 | 17,623 | - | - |
| Other Services and Expenses | 9,917 | 11,886 | 3,023 | 2,482 |
| Materials and Supplies | 11,047 | 9,227 | - | - |
| Depreciation | 12,100 | 10,793 | 1,166 | 1,111 |
| Total Operating Expenses | \$ 229,125 | \$ 224,580 | \$ 10,287 | \$ 9,255 |

The following chart presents the College’s operating expenses for the 2024-25 and 2023-24 fiscal years:

**Operating Expenses
(In Thousands)**



College operating expense changes were the result of the following factors:

- \$5.8 million decrease in personnel services primarily due to a decrease in pension expense.
- \$11.2 million increase in scholarships and waivers due to an increase in Federal financial aid.

Nonoperating Revenues and Expenses

Certain revenue sources that the College relies on to provide funding for operations, including State noncapital appropriations, Federal and State student financial aid, certain gifts and grants, and investment income, are defined by GASB as nonoperating. Nonoperating expenses include capital

financing costs and other costs related to capital assets. The following summarizes the College's nonoperating revenues and expenses for the 2024-25 and 2023-24 fiscal years:

**Nonoperating Revenues (Expenses)
For the Fiscal Years**

(In Thousands)

| | College | |
|---|-------------------|-------------------|
| | 2024-25 | 2023-24 |
| State Noncapital Appropriations | \$ 90,906 | \$ 89,040 |
| Federal and State Student Financial Aid | 76,822 | 62,734 |
| Gifts and Grants | 2,965 | 10,735 |
| Investment Income | 2,402 | 2,375 |
| Net Gain (Loss) on Investments | (6) | 136 |
| Other Nonoperating Revenues | 928 | - |
| Interest on Capital Asset-Related Debt | (162) | (137) |
| Net Nonoperating Revenues | \$ 173,855 | \$ 164,883 |

College net nonoperating revenue changes were mainly the result of the following factors:

- \$14.1 million increase in Federal and State Student Financial Aid due to increases in Pell and Federal Supplemental Educational Opportunity Grants (FSEOG).
- \$7.8 million decrease in gifts and grants due to a decrease in Higher Education Emergency Relief Fund (HEERF) – Institutional funds.

Other Revenues

This category is composed of State capital appropriations and capital grants, contracts, gifts, and fees. The following summarizes the College's other revenues for the 2024-25 and 2023-24 fiscal years:

**Other Revenues
For the Fiscal Years**

(In Thousands)

| | 2024-25 | 2023-24 |
|--|-----------------|-----------------|
| State Capital Appropriations | \$ 738 | \$ 693 |
| Capital Grants, Contracts, Gifts, and Fees | 5,378 | 4,748 |
| Total | \$ 6,116 | \$ 5,441 |

The Statement of Cash Flows

The statement of cash flows provides information about the College's financial results by reporting the major sources and uses of cash and cash equivalents. This statement will assist in evaluating the College's ability to generate net cash flows, its ability to meet its financial obligations as they come due, and its need for external financing. Cash flows from operating activities show the net cash used by the operating activities of the College. Cash flows from capital financing activities include all plant funds and related long-term debt activities. Cash flows from investing activities show the net source and use of cash related to purchasing or selling investments, and earning income on those investments. Cash flows from noncapital financing activities include those activities not covered in other sections.

The following summarizes the College's cash flows for the 2024-25 and 2023-24 fiscal years:

**Condensed Statement of Cash Flows
For the Fiscal Years**

(In Thousands)

| | 2024-25 | 2023-24 |
|---|------------------|-------------------|
| Cash Provided (Used) by: | | |
| Operating Activities | \$ (162,146) | \$ (145,385) |
| Noncapital Financing Activities | 171,621 | 166,063 |
| Capital and Related Financing Activities | (17,609) | (13,429) |
| Investing Activities | 1,121 | 2,270 |
| Net Increase (Decrease) in Cash and Cash Equivalents | (7,013) | 9,519 |
| Cash and Cash Equivalents, Beginning of Year | 102,420 | 92,901 |
| Cash and Cash Equivalents, End of Year | \$ 95,407 | \$ 102,420 |

Major sources of funds came from State noncapital appropriations (\$90.9 million), Federal and State student financial aid (\$76.8 million), and net student tuition and fees (\$41.8 million). Major uses of funds were for payments to employees and for employee benefits (\$115.4 million), payments for scholarships (\$56.4 million), payments to suppliers (\$36.9 million), and purchases of capital assets (\$21.4 million).

The net decrease in cash and cash equivalents were the result of an increase of \$16.8 million in cash used by operating activities, an increase of \$4.2 million in cash used in capital and related financing activities, and a \$1.2 million decrease in cash provided by investing activities, offset by a \$5.6 million increase in cash provided by noncapital financing activities.

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| CAPITAL ASSETS AND DEBT ADMINISTRATION |
|---|

Capital Assets

At June 30, 2025, the College had \$434.9 million in capital assets, less accumulated depreciation of \$216.6 million, for net capital assets of \$218.3 million. Depreciation charges for the current fiscal year totaled \$12.1 million. The following table summarizes the College's capital assets, net of accumulated depreciation, at June 30:

Capital Assets, Net at June 30

(In Thousands)

| | <u>2025</u> | <u>2024</u> |
|-------------------------------------|-------------------|-------------------|
| Land | \$ 29,186 | \$ 29,186 |
| Construction in Progress | 9,153 | 4,317 |
| SBITA in Progress | 3,255 | 464 |
| Buildings | 146,967 | 146,188 |
| Other Structures and Improvements | 9,505 | 4,308 |
| Furniture, Machinery, and Equipment | 2,508 | 1,755 |
| Leasehold Improvements | 2,743 | 2,895 |
| Lease Assets | 1,628 | 2,826 |
| Subscription-Based Information | | |
| Technology Arrangements | 13,320 | 15,369 |
| Capital Assets, Net | <u>\$ 218,265</u> | <u>\$ 207,308</u> |

Additional information about the College's capital assets is presented in the notes to financial statements.

Debt Administration

As of June 30, 2025, the College had \$12.8 million in outstanding leases payable and a subscription arrangement liability, representing a decrease of \$2.8 million, or 17.8 percent, from the prior fiscal year. Additional information about the College's long-term debt is presented in the notes to the financials.

ECONOMIC FACTORS THAT WILL AFFECT THE FUTURE

The College's financial condition is closely tied to that of the State of Florida. State funding for the 2025-26 fiscal year increased marginally due to competing demands for resources. The College will continue to monitor economic conditions, adjust expenditures as needed, and utilize reserves when appropriate.

REQUESTS FOR INFORMATION

Questions concerning information provided in the MD&A or other required supplementary information, and financial statements and notes thereto, or requests for additional financial information should be addressed to the Vice President for Administration/Chief Financial Officer, Hillsborough College, 4115 N. Lois Avenue, Tampa, Florida 33614.

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BASIC FINANCIAL STATEMENTS

HILLSBOROUGH COLLEGE A Component Unit of the State of Florida Statement of Net Position

June 30, 2025

| | College | Component Unit |
|---|--------------------|-------------------|
| ASSETS | | |
| Current Assets: | | |
| Cash and Cash Equivalents | \$ 41,750,862 | \$ 3,196,925 |
| Restricted Cash and Cash Equivalents | 3,008,388 | - |
| Investments | 5,509,103 | - |
| Accounts Receivable, Net | 12,353,178 | 954,793 |
| Pledges Receivable, Net | - | 786,410 |
| Leases Receivable | 50,345 | - |
| Due from Other Governmental Agencies | 25,557,968 | - |
| Due from Component Unit | 1,069,143 | - |
| Inventories | 57,215 | - |
| Prepaid Expenses | 2,777,354 | 30,843 |
| Total Current Assets | 92,133,556 | 4,968,971 |
| Noncurrent Assets: | | |
| Restricted Cash and Cash Equivalents | 50,648,262 | 1,610,937 |
| Investments | 4,622,564 | 19,790,314 |
| Pledges Receivable, Net | - | 1,051,311 |
| Leases Receivable | 741,834 | - |
| Depreciable Capital Assets, Net | 176,671,480 | 7,338,995 |
| Nondepreciable Capital Assets | 41,593,644 | - |
| Other Assets | 137,500 | - |
| Total Noncurrent Assets | 274,415,284 | 29,791,557 |
| TOTAL ASSETS | 366,548,840 | 34,760,528 |
| DEFERRED OUTFLOWS OF RESOURCES | | |
| Other Postemployment Benefits | 1,434,644 | - |
| Pensions | 22,656,983 | - |
| TOTAL DEFERRED OUTFLOWS OF RESOURCES | 24,091,627 | - |
| LIABILITIES | | |
| Current Liabilities: | | |
| Accounts Payable | 4,832,719 | 167,105 |
| Accrued Interest Payable | - | 12,979 |
| Salary and Payroll Taxes Payable | 6,968,753 | - |
| Due to Other Governmental Agencies | 522,922 | - |
| Due to College | - | 1,069,143 |
| Unearned Revenue | 8,040,005 | 64,961 |
| Deposits Held for Others | 1,689,313 | - |
| Long-Term Liabilities - Current Portion: | | |
| Notes Payable | - | 937,000 |
| Leases Payable | 1,266,961 | - |
| Subscription Arrangement Liability | 1,800,612 | - |
| Compensated Absences Payable | 1,568,459 | - |
| Other Postemployment Benefits Payable | 448,821 | - |
| Net Pension Liability | 82,063 | - |
| Total Current Liabilities | 27,220,628 | 2,251,188 |

| | <u>College</u> | <u>Component Unit</u> |
|--|-----------------------|---------------------------|
| LIABILITIES (Continued) | | |
| Noncurrent Liabilities: | | |
| Notes Payable | - | 6,551,427 |
| Leases Payable | 1,003,103 | - |
| Subscription Arrangement Liability | 8,744,199 | - |
| Compensated Absences Payable | 11,198,058 | - |
| Other Postemployment Benefits Payable | 771,242 | - |
| Net Pension Liability | 69,915,482 | - |
| Total Noncurrent Liabilities | <u>91,632,084</u> | <u>6,551,427</u> |
| TOTAL LIABILITIES | <u>118,852,712</u> | <u>8,802,615</u> |
| DEFERRED INFLOWS OF RESOURCES | | |
| Other Postemployment Benefits | 944,078 | - |
| Pensions | 9,660,640 | - |
| Leases Receivable | 792,178 | - |
| TOTAL DEFERRED INFLOWS OF RESOURCES | <u>11,396,896</u> | <u>-</u> |
| NET POSITION | | |
| Net Investment in Capital Assets | 205,450,246 | (149,432) |
| Restricted: | | |
| Nonexpendable: | | |
| Endowment | - | 8,244,326 |
| Expendable: | | |
| Grants and Loans | 1,664,990 | 1,916,574 |
| Scholarships | 1,009,039 | 6,333,657 |
| Capital Projects | 58,937,294 | - |
| Other | - | 2,701,180 |
| Unrestricted | <u>(6,670,710)</u> | <u>6,911,608</u> |
| TOTAL NET POSITION | <u>\$ 260,390,859</u> | <u>\$ 25,957,913</u> |

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

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HILLSBOROUGH COLLEGE
A Component Unit of the State of Florida
Statement of Revenues, Expenses, and Changes in Net Position
For the Fiscal Year Ended June 30, 2025

| | College | Component Unit |
|---|----------------|-----------------------|
| REVENUES | | |
| Operating Revenues: | | |
| Student Tuition and Fees, Net of Scholarship Allowances of \$26,054,094 | \$ 45,267,061 | \$ - |
| Federal Grants and Contracts | 4,458,965 | - |
| State and Local Grants and Contracts | 3,259,266 | - |
| Nongovernmental Grants and Contracts | 668,616 | 3,725,709 |
| Sales and Services of Educational Departments | 224,484 | - |
| Auxiliary Enterprises, Net of Scholarship Allowances of \$512,350 | 885,434 | - |
| Other Operating Revenues | 2,030,384 | 4,646,658 |
| Total Operating Revenues | 56,794,210 | 8,372,367 |
| EXPENSES | | |
| Operating Expenses: | | |
| Personnel Services | 119,287,491 | 747,502 |
| Scholarships and Waivers | 56,395,658 | 5,350,389 |
| Utilities and Communications | 4,865,463 | - |
| Contractual Services | 15,512,618 | - |
| Other Services and Expenses | 9,916,574 | 3,023,174 |
| Materials and Supplies | 11,046,970 | - |
| Depreciation | 12,099,868 | 1,166,036 |
| Total Operating Expenses | 229,124,642 | 10,287,101 |
| Operating Loss | (172,330,432) | (1,914,734) |
| NONOPERATING REVENUES (EXPENSES) | | |
| State Noncapital Appropriations | 90,905,823 | - |
| Federal and State Student Financial Aid | 76,821,800 | - |
| Gifts and Grants | 2,965,418 | 2,853,945 |
| Investment Income | 2,401,598 | 652,673 |
| Net Gain (Loss) on Investments | (6,020) | 1,353,572 |
| Other Nonoperating Revenues | 927,987 | 54,479 |
| Interest on Capital Asset-Related Debt | (161,718) | - |
| Net Nonoperating Revenues | 173,854,888 | 4,914,669 |
| Income Before Other Revenues | 1,524,456 | 2,999,935 |
| State Capital Appropriations | 737,539 | - |
| Capital Grants, Contracts, Gifts, and Fees | 5,378,236 | - |
| Total Other Revenues | 6,115,775 | - |
| Increase in Net Position | 7,640,231 | 2,999,935 |
| Net Position, Beginning of Year | 261,153,776 | 22,957,978 |
| Adjustment to Beginning Net Position | (8,403,148) | - |
| Net Position, Beginning of Year, as Restated | 252,750,628 | 22,957,978 |
| Net Position, End of Year | \$ 260,390,859 | \$ 25,957,913 |

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

HILLSBOROUGH COLLEGE
A Component Unit of the State of Florida
Statement of Cash Flows
For the Fiscal Year Ended June 30, 2025

| | College |
|--|----------------------|
| CASH FLOWS FROM OPERATING ACTIVITIES | |
| Student Tuition and Fees, Net | \$ 41,844,142 |
| Grants and Contracts | 6,232,291 |
| Payments to Suppliers | (36,921,090) |
| Payments for Utilities and Communications | (4,865,463) |
| Payments to Employees | (89,396,072) |
| Payments for Employee Benefits | (25,977,475) |
| Payments for Scholarships | (56,407,054) |
| Auxiliary Enterprises, Net | 1,075,987 |
| Sales and Services of Educational Departments | 224,484 |
| Other Receipts | 2,044,099 |
| | (162,146,151) |
| CASH FLOWS FROM NONCAPITAL FINANCING ACTIVITIES | |
| State Noncapital Appropriations | 90,905,823 |
| Federal and State Student Financial Aid | 76,821,800 |
| Federal Direct Loan Program Receipts | 30,055,593 |
| Federal Direct Loan Program Disbursements | (30,055,593) |
| Gifts and Grants Received for Other Than Capital or Endowment Purposes | 2,965,418 |
| Other Nonoperating Receipts | 927,987 |
| | 171,621,028 |
| CASH FLOWS FROM CAPITAL AND RELATED FINANCING ACTIVITIES | |
| State Capital Appropriations | 1,988,085 |
| Capital Grants and Gifts | 5,378,236 |
| Purchases of Capital Assets | (21,394,296) |
| Principal Paid on Capital Debt and Leases | (3,419,304) |
| Interest Paid on Capital Debt and Leases | (161,718) |
| | (17,608,997) |
| CASH FLOWS FROM INVESTING ACTIVITIES | |
| Investment Income | 1,121,195 |
| | 1,121,195 |
| Net Decrease in Cash and Cash Equivalents | (7,012,925) |
| Cash and Cash Equivalents, Beginning of Year | 102,420,437 |
| Cash and Cash Equivalents, End of Year | \$ 95,407,512 |

| | <u>College</u> |
|--|-------------------------|
| RECONCILIATION OF OPERATING LOSS TO NET CASH USED BY OPERATING ACTIVITIES | |
| Operating Loss | \$ (172,330,432) |
| Adjustments to Reconcile Operating Loss to Net Cash Used by Operating Activities: | |
| Depreciation Expense | 12,099,868 |
| Changes in Assets, and Liabilities: | |
| Receivables, Net | (3,435,873) |
| Due from Other Governmental Agencies | (1,276,746) |
| Due from Component Unit | (555,103) |
| Due to Other Governmental Agencies | 203,750 |
| Inventories | 2,697 |
| Prepaid Expenses | (1,356,467) |
| Leases Receivable | (3,494) |
| Other Assets | 19,196 |
| Accounts Payable | 971,547 |
| Salaries and Payroll Taxes Payable | (686,686) |
| Unearned Revenue | 8,033,205 |
| Estimated Insurance Claims Payable | (1,933,202) |
| Deposits Held for Others | (209,231) |
| Compensated Absences Payable | 143,905 |
| Other Postemployment Benefits Payable | 212,970 |
| Net Pension Liability | (3,130,610) |
| Deferred Outflows of Resources Related to Other Postemployment Benefits | (68,317) |
| Deferred Inflows of Resources Related to Other Postemployment Benefits | (126,461) |
| Deferred Outflows of Resources Related to Pensions | (1,801,836) |
| Deferred Inflows of Resources Related to Pensions | 3,077,676 |
| Deferred Inflows of Resources Related to Leases | 3,493 |
| NET CASH USED BY OPERATING ACTIVITIES | <u>\$ (162,146,151)</u> |

SUPPLEMENTAL DISCLOSURE OF NONCASH INVESTING ACTIVITIES

Unrealized losses on investments were recognized on the state of revenues, expense, and changes in net assets but are cash transactions for the statement of cash flows. \$ (6,020)

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

NOTES TO FINANCIAL STATEMENTS

1. Summary of Significant Accounting Policies

Reporting Entity. The governing body of Hillsborough College,³ a component unit of the State of Florida, is the College Board of Trustees. The Board of Trustees constitutes a corporation and is composed of five members appointed by the Governor and confirmed by the Senate. The Board of Trustees is under the general direction and control of the Florida Department of Education, Division of Florida Colleges, and is governed by State law and State Board of Education (SBE) rules. However, the Board of Trustees is directly responsible for the day-to-day operations and control of the College within the framework of applicable State laws and SBE rules. The College serves Hillsborough County.

Criteria for defining the reporting entity are identified and described in the Governmental Accounting Standards Board's (GASB) *Codification of Governmental Accounting and Financial Reporting Standards*, Sections 2100 and 2600. These criteria were used to evaluate potential component units for which the Board of Trustees is financially accountable and other organizations for which the nature and significance of their relationship with the Board of Trustees are such that exclusion would cause the College's financial statements to be misleading. Based on the application of these criteria, the College is a component unit of the State of Florida, and its financial balances and activities are reported in the State's Annual Comprehensive Financial Report by discrete presentation.

Discretely Presented Component Unit. Based on the application of the criteria for determining component units, the Hillsborough College Foundation, Inc. (Foundation),⁴ a legally separate entity, is included within the College's reporting entity as a discretely presented component unit and is governed by a separate board.

The Foundation is also a direct-support organization, as defined in Section 1004.70, Florida Statutes, and although legally separate from the College, is financially accountable to the College. The Foundation is managed independently, outside the College's budgeting process, and its powers generally are vested in a governing board pursuant to various State statutes. The Foundation receives, holds, invests, and administers property, and makes expenditures to or for the benefit of the College.

The Foundation is audited by other auditors pursuant to Section 1004.70(6), Florida Statutes. The Foundation's audited financial statements are available to the public and can be obtained from the Vice President of Administrative Services/Chief Financial Officer, Hillsborough College, 4115 N. Lois Avenue, Tampa, Florida 33614. The financial data reported on the accompanying financial statements was derived from the Foundation's audited financial statements for the fiscal year ended June 30, 2025.

Basis of Presentation. The College's accounting policies conform with accounting principles generally accepted in the United States of America applicable to public colleges and universities as prescribed by GASB. The National Association of College and University Business Officers (NACUBO) also provides

³ Per Chapter 2025-110, Laws of Florida, the State Legislature amended Section 1000.21, Florida Statutes, to change the College's name from Hillsborough Community College to Hillsborough College effective July 1, 2025.

⁴ The Foundation's Board voted on August 28, 2025, to change their name from The Hillsborough Community College Foundation, Inc., to the Hillsborough College Foundation, Inc., the articles of amendment were filed with the Florida Department of State (FDOS) on November 12, 2025, and the confirmation from FDOS was received on February 10, 2026.

the College with recommendations prescribed in accordance with generally accepted accounting principles promulgated by GASB and the Financial Accounting Standards Board (FASB). GASB allows public colleges various reporting options. The College has elected to report as an entity engaged in only business-type activities. This election requires the adoption of the accrual basis of accounting and entitywide reporting including the following components:

- Management's Discussion and Analysis
- Basic Financial Statements:
 - Statement of Net Position
 - Statement of Revenues, Expenses, and Changes in Net Position
 - Statement of Cash Flows
 - Notes to Financial Statements
- Other Required Supplementary Information

Measurement Focus and Basis of Accounting. Basis of accounting refers to when revenues, expenses, assets, deferred outflows of resources, liabilities, and deferred inflows of resources are recognized in the accounts and reported in the financial statements. Specifically, it relates to the timing of the measurements made, regardless of the measurement focus applied. The College's financial statements are presented using the economic resources measurement focus and the accrual basis of accounting. Revenues, expenses, gains, losses, assets, deferred outflows of resources, liabilities, and deferred inflows of resources resulting from exchange and exchange-like transactions are recognized when the exchange takes place. Revenues, expenses, gains, losses, assets, deferred outflows of resources, liabilities, and deferred inflows of resources resulting from nonexchange activities are generally recognized when all applicable eligibility requirements, including time requirements, are met. The College follows GASB standards of accounting and financial reporting.

The College's component unit uses the economic resources measurement focus and the accrual basis of accounting, and follows FASB standards of accounting and financial reporting for not-for-profit organizations.

Significant interdepartmental sales between auxiliary service departments and other institutional departments have been accounted for as reductions of expenses and not revenues of those departments.

The College's principal operating activity is instruction. Operating revenues and expenses generally include all fiscal transactions directly related to instruction as well as administration, academic support, student services, physical plant operations, and depreciation of capital assets. Nonoperating revenues include State noncapital appropriations, Federal and State student financial aid, gifts and grants, and investment income. Interest on capital asset-related debt is a nonoperating expense. Other revenues generally include revenues for capital construction projects.

The statement of net position is presented in a classified format to distinguish between current and noncurrent assets and liabilities. When both restricted and unrestricted resources are available to fund certain programs, it is the College's policy to first apply the restricted resources to such programs followed by the use of the unrestricted resources.

The statement of revenues, expenses, and changes in net position is presented by major sources and is reported net of tuition scholarship allowances. Tuition scholarship allowances are the difference between the stated charge for goods and services provided by the College and the amount that is actually paid by the student or the third party making payment on behalf of the student. The College computes these amounts by allocating the cash payments to students, excluding payments for services, using a ratio of total aid not considered third-party aid.

The statement of cash flows is presented using the direct method in compliance with GASB Statement No. 9, *Reporting Cash Flows of Proprietary and Nonexpendable Trust Funds and Governmental Entities That Use Proprietary Fund Accounting*.

Cash and Cash Equivalents. Cash and cash equivalents consist of cash on hand, cash in demand accounts, money market funds and cash invested with the State Board of Administration (SBA) Florida PRIME investment pool. For reporting cash flows, the College considers all highly liquid investments with original maturities of 3 months or less, that are not held solely for income or profit, to be cash equivalents. Under this definition, the College considers amounts invested in the SBA Florida PRIME investment pool to be cash equivalents.

College cash deposits are held in banks qualified as public depositories under Florida law. All such deposits are insured by the Federal Deposit Insurance Corporation, up to specified limits, or collateralized with securities held in Florida's multiple financial institution collateral pool required by Chapter 280, Florida Statutes. Cash and cash equivalents that are externally restricted to make debt service payments, maintain sinking or reserve funds, or to purchase or construct capital or other restricted assets are classified as restricted.

At June 30, 2025, the College reported as cash equivalents \$39,883,981 in the Florida PRIME investment pool administered by the SBA pursuant to Section 218.405, Florida Statutes. The College's investments in the Florida PRIME investment pool, which the SBA indicates is a Securities and Exchange Commission Rule 2a7-like external investment pool, are similar to money market funds in which shares are owned in the fund rather than the underlying investments. The Florida PRIME investment pool carried a credit rating of AAAM by Standard & Poor's and had a weighted-average days to maturity (WAM) of 47 days as of June 30, 2025. A portfolio's WAM reflects the average maturity in days based on final maturity or reset date, in the case of floating-rate instruments. WAM measures the sensitivity of the Florida PRIME investment pool to interest rate changes. The investments in the Florida PRIME investment pool are reported at amortized cost.

Section 218.409(8)(a), Florida Statutes, provides that "the principal, and any part thereof, of each account constituting the trust fund is subject to payment at any time from the moneys in the trust fund. However, the executive director may, in good faith, on the occurrence of an event that has a material impact on liquidity or operations of the trust fund, for 48 hours limit contributions to or withdrawals from the trust fund to ensure that the Board [State Board of Administration] can invest moneys entrusted to it in exercising its fiduciary responsibility. Such action must be immediately disclosed to all participants, the trustees, the Joint Legislative Auditing Committee, and the Investment Advisory Council. The trustees shall convene an emergency meeting as soon as practicable from the time the executive director has instituted such measures and review the necessity of those measures. If the trustees are unable to

convene an emergency meeting before the expiration of the 48-hour moratorium on contributions and withdrawals, the moratorium may be extended by the executive director until the trustees are able to meet to review the necessity for the moratorium. If the trustees agree with such measures, the trustees shall vote to continue the measures for up to an additional 15 days. The trustees must convene and vote to continue any such measures before the expiration of the time limit set, but in no case may the time limit set by the trustees exceed 15 days.” As of June 30, 2025, there were no redemption fees or maximum transaction amounts, or any other requirements that serve to limit a participant’s daily access to 100 percent of their account value.

At June 30, 2025, the College had \$18,880 in money market funds that carried a credit rating of Aaa-mf by Moody’s and had a WAM of 37 days.

Capital Assets. College capital assets consist of land, construction in progress, subscription-based information technology arrangement in progress, buildings, other structures and improvements, furniture, machinery, and equipment, leasehold improvements, lease assets, and subscription-based information technology arrangements. These assets are capitalized and recorded at cost at the date of acquisition or at acquisition value at the date received in the case of gifts and purchases of State surplus property. Additions, improvements, and other outlays that significantly extend the useful life of an asset are capitalized. Other costs incurred for repairs and maintenance are expensed as incurred. The College has a capitalization threshold of \$5,000 for tangible personal property and \$25,000 for buildings and other structures and improvements. Depreciation is computed on the straight-line basis over the following estimated useful lives:

- Buildings – 40 years
- Other Structures and Improvements – 10 years
- Furniture, Machinery, and Equipment:
 - Computer Equipment – 3 years
 - Vehicles, Office Machines, and Educational Equipment – 5 years
 - Furniture – 7 years
 - Pianos – 10 years
- Leasehold Improvements - 40 years
- Lease Assets - 3 to 20 years
- Subscription-Based Information Technology Arrangements - 8 years

Noncurrent Liabilities. Noncurrent liabilities include leases payable, subscription arrangement liability, compensated absences payable, other postemployment benefits payable, and net pension liabilities that are not scheduled to be paid within the next fiscal year.

Pensions. For purposes of measuring the net pension liability, deferred outflows of resources and deferred inflows of resources related to pensions, and pension expense, information about the fiduciary net positions of the Florida Retirement System (FRS) defined benefit plan and the Health Insurance Subsidy (HIS) defined benefit plan and additions to/deductions from the FRS and HIS fiduciary net positions have been determined on the same basis as they are reported by the FRS and the HIS plans.

Benefit payments (including refunds of employee contributions) are recognized when due and payable in accordance with benefit terms. Investments are reported at fair value.

2. Accounting Change and Error Correction

Change in Accounting Principle. The College implemented GASB Statement No. 101, *Compensated Absences*, whose objective is to better meet the information needs of financial statement users by updating the recognition and measurement guidance for compensated absences. The objective was achieved by aligning the recognition and measurement guidance under a unified model and by amending previously required note disclosures. Due to the implementation on July 1, 2024, the beginning balance of the compensated absences liability was increased by \$8,357,830, which resulted in a decrease to the beginning net position by the same amount as shown in the table below.

Correction of an Error in Previously Issued Financial Statements. During the 2024-25 fiscal year, the College’s reconciliation of general ledger balances following the implementation of a new accounting system in the 2023-24 fiscal year identified certain funds that were out of balance which required correcting entries. As a result, net position in the 2023-24 fiscal year was overstated by \$45,318. The effect of correcting the error is shown in the table below.

| <u>Description</u> | <u>College</u> |
|---|-----------------------|
| Net Position, at June 30, 2024, as previously reported | \$ 261,153,776 |
| Change in accounting principle (Implementation of GASB Statement No. 101) | (8,357,830) |
| Error Correction | (45,318) |
| Net Position, Beginning of Year, as Restated | \$ 252,750,628 |

3. Deficit Net Position in Individual Funds

The College reported an unrestricted net position which included a deficit in the current funds - unrestricted, as shown below. This deficit can be attributed to the full recognition of long-term liabilities (i.e., compensated absences payable, other postemployment benefits payable, and net pension liabilities) in the current unrestricted funds.

| <u>Fund</u> | <u>Net Position</u> |
|------------------------------|-----------------------|
| Current Funds - Unrestricted | \$ (13,801,112) |
| Auxiliary Funds | 7,129,402 |
| Agency Funds | 1,000 |
| Total | \$ (6,670,710) |

4. Investments

The Board of Trustees has adopted a written investment policy providing that surplus funds of the College shall be invested in those institutions and instruments permitted under the provisions of Florida Statutes. Section 218.415(16), Florida Statutes, authorizes the College to invest in the Florida PRIME investment pool administered by the SBA; Securities and Exchange Commission registered money market funds with the highest credit quality rating from a nationally recognized rating agency; interest-bearing time deposits and savings accounts in qualified public depositories, as defined by Section 280.02,

Florida Statutes; direct obligations of the United States Treasury; obligations of Federal agencies and instrumentalities; securities of, or interests in, certain open-end or closed-end management type investment companies; and other investments approved by the Board of Trustees as authorized by law. SBE Rule 6A-14.0765(3), Florida Administrative Code, provides that College loan, endowment, annuity, and life income funds may also be invested pursuant to Section 215.47, Florida Statutes. Investments authorized by Section 215.47, Florida Statutes, include bonds, notes, commercial paper, and various other types of investments.

Investments set aside to make debt service payments, maintain sinking or reserve funds, or to purchase or construct capital assets are classified as restricted.

Fair Value Measurement. The College categorizes its fair value measurements within the fair value hierarchy established by generally accepted accounting principles. The hierarchy is based on the valuation inputs used to measure the fair value of the asset. Level 1 inputs are quoted prices in active markets for identical assets, Level 2 inputs are significant other observable inputs, and Level 3 inputs are significant unobservable inputs.

All of the College’s recurring fair value measurements as of June 30, 2025, are valued using quoted market prices (Level 1 inputs).

The College’s investments at June 30, 2025, are reported as follows:

| Investments by fair value level | Amount | Fair Value Measurements Using | | |
|--|----------------------|--|---|---|
| | | Quoted Prices in Active Markets for Identical Assets (Level 1) | Significant Other Observable Inputs (Level 2) | Significant Unobservable Inputs (Level 3) |
| United States Treasury Securities | \$ 7,217,124 | \$ 7,217,124 | \$ - | \$ - |
| Agency Bonds | 829,726 | 829,726 | - | - |
| Bonds and Notes | 878,319 | 878,319 | - | - |
| Certificates of Deposit | 1,206,498 | 1,206,498 | - | - |
| Total investments by fair value level | \$ 10,131,667 | \$ 10,131,667 | \$ - | \$ - |

Certificates of Deposit. The College reported investments totaling \$1,206,498 at June 30, 2025 in certificates of deposits (CDs) with 5 banks. The investment in CDs were fully insured by the Federal Deposit Insurance Corporation. The CDs carry original maturity dates ranging from 2.00 to 2.01 years and, at June 30, 2025, have a WAM of 491 days. The College’s investments in CDs are held in the name of a third-party custodial bank, not in the name of the College.

Corporate Bond. The College reported investments totaling \$878,319 at June 30, 2025, in a corporate bond. The corporate bond carries an original maturity of 2.21 years, at June 30, 2025, and has a WAM of 807 days. The College’s investment in the corporate bond has a rating of Aa3 by Moody’s. The College’s investments in the corporate bond is held in the name of a third-party custodial bank, not in the name of the College.

Agency Bonds. The College reported investments totaling \$829,726 at June 30, 2025, in agency bonds. The agency bonds carry original maturity dates ranging from 2.36 to 3.41 years, and at June 30, 2025,

have a WAM of 1004 days. The College's investments in agency bonds are rated Aa1 by Moody's. The College's investments in agency bonds are held in the name of a third-party custodial bank, not in the name of the College.

United States Treasury Notes. The College reported investments totaling \$7,217,124 at June 30, 2025, in United States Treasury notes. The Treasury notes carry original maturity dates ranging from 0.98 to 2.19 years, and at June 30, 2025, have a WAM of 347 days. The College's investments in United States Treasury notes are rated Aa1 by Moody's. The College's investments in United States Treasury notes are held in the name of a third-party custodial bank, not in the name of the College.

The following risks apply to these investments:

Interest Rate Risk: Interest rate is the risk that changes in interest rates will adversely affect the fair value of an investment. The College's investment policy, as a means of mitigating this risk, suggests that the investment portfolio shall be constructed in such a manner as to provide sufficient liquidity to pay obligations as they come due. To the extent possible, an attempt will be made to match investment maturities with known cash needs and anticipated cash-flow requirements. The intent of the investment policy is to buy and hold financial instruments until maturity whenever feasible.

Credit Risk: Credit risk is the risk that an issuer or other counter party to an investment will not fulfill its obligations. Credit risk is evaluated by independent investment rating organizations such as Standard & Poor's and Moody's Investors Services. The lower the rating, the greater the risk that the bond issuer may default or fail to meet its payment obligations. The College's investment policy allows investments in certain fixed income securities including Corporate Debt.

Custodial Credit Risk: Custodial credit risk for investments is the risk that, in the event of the failure of the counterparty to a transaction, the College will not be able to recover the value of investment or collateral securities that are in the possession of an outside party. The College's investment policy addresses custodial credit risk in that all securities purchased by the College shall be properly designated as an asset of the Board of Trustees of Hillsborough College and held in safe keeping by a third-party custodial bank or other third-party custodial institution. If a bank or trust company serves in the capacity of Investment Manager, said bank or trust company could also perform required custodial and reporting services.

Concentration of Credit Risk: Concentration of credit risk is the risk of loss attributed to the magnitude of investments in a single issuer. The College's investment policy does not limit the amount the College may invest in any one issuer; however, investments held shall be diversified to control the risk of loss resulting from overconcentration of assets in a specific maturity, issuer, instrument, dealer or bank through which financial instruments are bought and sold.

Component Unit Investments. The College's component unit reported investments totaling \$19,790,314 at June 30, 2025, of which \$19,394,329 is invested in mutual funds and \$395,985 is invested in other investments. The College's component unit recognizes its fair value measurements within the fair value hierarchy established by generally accepted accounting principles. The mutual funds are

valued using quoted market prices (Level 1 inputs) and other investments are valued using significant unobservable inputs (Level 3 inputs).

5. Accounts Receivable

Accounts receivable represent amounts for student fee deferments, various student services provided by the College, uncollected commissions for food service and vending machine sales, unused credit memos, and contract and grant reimbursements due from third parties. The accounts receivable are reported net of a \$3,461,605 allowance for doubtful accounts.

6. Leases Receivable

Leases receivable represent contracted arrangements for the use of the College’s assets including cell tower equipment and facility space. The terms of the lease arrangements are determined by evaluating the non-cancelable term length, the optional term length, and assessing the likelihood with reasonable certainty the option to extend the term or terminate the agreement may occur. The term lengths are from 25 to 40 years. Lease revenues and interest revenues totaling \$50,995 and \$5,576 respectively, were received during the 2024-25 fiscal year. Future minimum receipts discounted to present value based on the College’s incremental borrowing rates as of June 30, 2025, are as follows:

| <u>Fiscal Year Ending June 30</u> | <u>Total</u> | <u>Principal</u> | <u>Interest</u> |
|-----------------------------------|---------------------|-------------------|-------------------|
| 2026 | \$ 57,538 | \$ 50,345 | \$ 7,193 |
| 2027 | 57,538 | 48,859 | 8,679 |
| 2028 | 57,537 | 47,416 | 10,121 |
| 2029 | 57,538 | 46,017 | 11,521 |
| 2030-2034 | 278,688 | 204,320 | 74,368 |
| 2035-2039 | 227,688 | 143,415 | 84,273 |
| 2040-2044 | 227,688 | 123,461 | 104,227 |
| 2045-2049 | 227,688 | 106,284 | 121,404 |
| 2050-2051 | 52,081 | 22,062 | 30,019 |
| Total | \$ 1,243,984 | \$ 792,179 | \$ 451,805 |

7. Due From Other Governmental Agencies

The amount due from other governmental agencies primarily consists of \$7,373,077 of deferred maintenance funds from the State for maintenance projects of College facilities and \$7,968,428 due from the School District of Hillsborough County for dual enrollment at June 30, 2025.

8. Due From Component Unit

The \$1,069,143 reported as due from component unit consists of amounts owed to the College by the Foundation at June 30, 2025, for private grants awarded to the College, but not paid by the Foundation.

9. Capital Assets

Capital assets activity for the fiscal year ended June 30, 2025, is shown in the following table:

| Description | Beginning Balance | Additions | Reductions | Ending Balance |
|---|--------------------------|----------------------|---------------------|-----------------------|
| Nondepreciable Capital Assets: | | | | |
| Land | \$ 29,185,926 | \$ - | \$ - | \$ 29,185,926 |
| Construction in Progress | 4,316,927 | 14,479,865 | 9,643,509 | 9,153,283 |
| Subscription-Based Information Technology Arrangement in Progress | 463,605 | 2,790,830 | - | 3,254,435 |
| Total Nondepreciable Capital Assets | \$ 33,966,458 | \$ 17,270,695 | \$ 9,643,509 | \$ 41,593,644 |
| Depreciable Capital Assets: | | | | |
| Buildings | \$ 313,700,732 | \$ 7,082,518 | \$ - | \$ 320,783,250 |
| Other Structures and Improvements | 15,873,421 | 6,129,113 | - | 22,002,534 |
| Furniture, Machinery, and Equipment | 18,545,371 | 1,587,698 | 360,234 | 19,772,835 |
| Leasehold Improvements | 6,376,319 | - | - | 6,376,319 |
| Lease Assets | 7,285,428 | 643,837 | 1,588 | 7,927,677 |
| Subscription-Based Information Technology Arrangements | 16,394,236 | - | - | 16,394,236 |
| Total Depreciable Capital Assets | 378,175,507 | 15,443,166 | 361,822 | 393,256,851 |
| Less, Accumulated Depreciation: | | | | |
| Buildings | 167,512,627 | 6,304,206 | - | 173,816,833 |
| Other Structures and Improvements | 11,565,628 | 931,564 | - | 12,497,192 |
| Furniture, Machinery, and Equipment | 16,790,237 | 823,184 | 348,634 | 17,264,787 |
| Leasehold Improvements | 3,481,640 | 151,521 | - | 3,633,161 |
| Lease Assets | 4,459,365 | 1,840,113 | - | 6,299,478 |
| Subscription-Based Information Technology Arrangements | 1,024,640 | 2,049,280 | - | 3,073,920 |
| Total Accumulated Depreciation | 204,834,137 | 12,099,868 | 348,634 | 216,585,371 |
| Total Depreciable Capital Assets, Net | \$ 173,341,370 | \$ 3,343,298 | \$ 13,188 | \$ 176,671,480 |

10. Unearned Revenue

Unearned revenue at June 30, 2025, includes \$7,305,571 of Public Education Capital Outlay appropriations for which the College has not yet received from the Florida Department of Education approval to spend the funds. The remainder primarily includes student tuition and fees received prior to fiscal year end related to subsequent accounting periods. As of June 30, 2025, the College reported \$8,040,005 as unearned revenue.

11. Long-Term Liabilities

Long-term liabilities activity for the fiscal year ended June 30, 2025, is shown in the following table:

| <u>Description</u> | <u>Beginning Balance</u> | <u>Additions</u> | <u>Reductions</u> | <u>Ending Balance</u> | <u>Current Portion</u> |
|---|--------------------------|----------------------|----------------------|-----------------------|------------------------|
| Leases Payable | 3,227,268 | 643,837 | 1,601,041 | 2,270,064 | 1,266,961 |
| Subscription Arrangement Liability | 12,363,074 | - | 1,818,263 | 10,544,811 | 1,800,612 |
| Compensated Absences Payable ⁽¹⁾ | 4,264,782 | 8,501,735 | - | 12,766,517 | 1,568,459 |
| Other Postemployment Benefits Payable | 1,007,093 | 492,191 | 279,221 | 1,220,063 | 448,821 |
| Net Pension Liability | 73,128,155 | 27,160,801 | 30,291,411 | 69,997,545 | 82,063 |
| Total Long-Term Liabilities | \$ 93,990,372 | \$ 36,798,564 | \$ 33,989,936 | \$ 96,799,000 | \$ 5,166,916 |

(1) The change in compensated absences payable is presented as a net change.

Revenue Note Payable – Component Unit. On December 15, 2016, the Foundation refinanced the Student Housing Revenue Bonds, Series 2006, with a revenue note payable in the amount of \$14,734,000 at a fixed interest rate equal to 2.07 percent. The proceeds raised from the issuance of the bonds were used to construct a 420-bed student housing facility. The note payable matures on December 1, 2032. The future scheduled maturities for the revenue note payable are as follows:

| <u>Fiscal Year Ending June 30</u> | <u>Amount</u> |
|------------------------------------|---------------------|
| 2026 | \$ 937,000 |
| 2027 | 957,000 |
| 2028 | 977,000 |
| 2029 | 998,000 |
| 2030 | 1,019,000 |
| 2031-2033 | 2,636,000 |
| Total Minimum Payments | \$ 7,524,000 |
| Less, Unamortized Loan Costs | (35,573) |
| Total Revenue Notes Payable | \$ 7,488,427 |

Leases Payable. Vehicles, information technology equipment, and electronic transformers in the amount of \$7,927,677 are being acquired under lease agreements. The imputed interest rates range from 1.9 to 16.2 percent. Future minimum payments under the lease agreements and the present value of the minimum payments as of June 30, 2025, are as follows:

| <u>Fiscal Year Ending June 30</u> | <u>Total</u> | <u>Principal</u> | <u>Interest</u> |
|-------------------------------------|---------------------|---------------------|-------------------|
| 2026 | \$ 1,476,285 | \$ 1,266,961 | \$ 209,324 |
| 2027 | 720,251 | 576,600 | 143,651 |
| 2028 | 458,159 | 349,347 | 108,812 |
| 2029 | 78,380 | 41,956 | 36,424 |
| 2030 | 36,735 | 6,820 | 29,915 |
| 2031-2035 | 180,218 | 24,114 | 156,104 |
| 2036-2039 | 51,929 | 4,266 | 47,663 |
| Total Minimum Lease Payments | \$ 3,001,957 | \$ 2,270,064 | \$ 731,893 |

Subscription Arrangement Liability. The College has an 8-year subscription-based information technology arrangement (SBITA) for the right to use Workday ERP System HCM/FIN totaling

\$10,544,811. The College implemented the ERP System on January 1, 2024. The College has discounted the future minimum payments using its incremental borrowing rate of 3 percent. Future minimum payments under SBITA and present value of the minimum payments as of June 30, 2025, are as follows:

| <u>Fiscal Year Ending June 30</u> | <u>Total</u> | <u>Principal</u> | <u>Interest</u> |
|-----------------------------------|----------------------|----------------------|---------------------|
| 2026 | \$ 1,910,269 | \$ 1,800,612 | \$ 109,657 |
| 2027 | 1,948,473 | 1,783,129 | 165,344 |
| 2028 | 1,987,444 | 1,765,818 | 221,626 |
| 2029 | 2,027,192 | 1,748,674 | 278,518 |
| 2030 | 2,067,734 | 1,731,695 | 336,039 |
| 2031 | 2,109,090 | 1,714,883 | 394,207 |
| Total | \$ 12,050,202 | \$ 10,544,811 | \$ 1,505,391 |

Compensated Absences Payable. College employees may accrue annual and sick leave based on length of service, subject to certain limitations regarding the amount that will be paid upon termination. Compensated absences are estimated and accrued as liabilities to the extent that it is more likely than not that the leave will be used for time off or otherwise paid in cash or settled through noncash means. The College reports a liability for the accrued leave; however, State noncapital appropriations fund only the portion of accrued leave that is used or paid in the current fiscal year. Although the College expects the liability to be funded primarily from future appropriations, generally accepted accounting principles do not permit the recording of a receivable in anticipation of future appropriations. At June 30, 2025, the estimated liability for compensated absences, which includes the College’s share of the Florida Retirement System and FICA contributions, totaled \$12,766,517. The current portion of the compensated absences liability, \$1,568,459, is the amount expected to be paid in the coming fiscal year and represents a historical percentage of leave used applied to total accrued leave liability.

Other Postemployment Benefits Payable. The College follows GASB Statement No. 75, *Accounting and Financial Reporting for Postemployment Benefits Other Than Pensions*, for certain other postemployment benefits administered by the College and life insurance benefits through purchased commercial insurance.

General Information about the OPEB Plan

Plan Description. The Other Postemployment Benefits Plan (OPEB Plan) is a single-employer defined benefit plan administered by the College. Pursuant to the provisions of Section 112.0801, Florida Statutes, former employees who retire from the College are eligible to participate in the College’s health and hospitalization plan for medical, prescription drug, dental, vision, and life insurance coverage. The College subsidizes the premium rates paid by retirees by allowing them to participate in the OPEB Plan at reduced or blended group (implicitly subsidized) premium rates for both active and retired employees. These rates provide an implicit subsidy for retirees because, on an actuarial basis, their current and future claims are expected to result in higher costs to the OPEB Plan on average than those of active employees. The College does not offer any explicit subsidies for retiree coverage. Retirees are required to enroll in the Federal Medicare (Medicare) program for their primary coverage as soon as they are eligible. The OPEB Plan contribution requirements and benefit terms of the College and the OPEB

Plan members are established and may be amended by action from the Board. No assets are accumulated in a trust that meets the criteria in paragraph 4 of GASB Statement No. 75.

Benefits Provided. The OPEB Plan provides healthcare benefits for retirees and their dependents. The OPEB Plan only provides an implicit subsidy as described above.

Employees Covered by Benefit Terms. At June 30, 2023, the following employees were covered by the benefit terms:

| | |
|--|--------------|
| Inactive Employees or Beneficiaries Currently Receiving Benefits | 5 |
| Inactive Employees Entitled to But Not Yet Receiving Benefits | 3 |
| Active Employees | 1,249 |
| Total | <u>1,257</u> |

Total OPEB Liability

The College’s total OPEB liability of \$1,220,063 was measured as of June 30, 2024, and was determined by an actuarial valuation as of June 30, 2023.

Actuarial Assumptions and Other Inputs. The total OPEB liability in the June 30, 2023, actuarial valuation was determined using the following actuarial assumptions and other inputs, applied to all periods included in the measurement, unless otherwise specified:

| | |
|--|--|
| Inflation | 2.40 percent |
| Real Wage Growth | 0.85 percent |
| Wage Inflation | 3.25 percent |
| Salary increases, including wage inflation | |
| Regular Employees | 3.65 – 6.35 percent |
| Senior Management | 4.20 – 9.30 percent |
| Discount rate | |
| Prior Measurement Date | 3.65 percent |
| Measurement Rate | 3.93 percent |
| Healthcare cost trend rates | |
| Pre-Medicare | 7.00 percent for 2023, decreasing to an ultimate rate of 4.40 percent by 2034 |
| Medicare | 5.125 percent for 2023, decreasing to an ultimate rate of 4.40 percent by 2027 |

The discount rate was based on the Bond Buyer General Obligation 20-year Municipal Bond Index.

Mortality rates were based on the PUB-2010 mortality tables, with adjustments for FRS experience and generational mortality improvements using Scale MP-2021.

The demographic actuarial assumptions for retirement, disability incidence, withdrawal, and salary increases used in the June 30, 2023, valuation were based on the results of an actuarial experience study for the period July 1, 2018, through June 30, 2023, adopted by the FRS.

The remaining actuarial assumptions (e.g., initial per capita costs, health care cost trends, rate of plan participation, rates of plan election, etc.) used in the June 30, 2023, valuation were based on a review of recent plan experience done concurrently with the June 30, 2023, valuation.

Changes in the Total OPEB Liability

| | Amount |
|--|----------------------------|
| Balance at 6/30/24 | <u>\$ 1,007,093</u> |
| Changes for the year: | |
| Service Cost | 78,690 |
| Interest | 34,581 |
| Differences Between Expected and Actual Experience | 264,916 |
| Changes in Assumptions or Other Inputs | 114,004 |
| Benefit Payments | <u>(279,221)</u> |
| Net Changes | <u>212,970</u> |
| Balance at 6/30/25 | <u><u>\$ 1,220,063</u></u> |

Changes in assumptions or other inputs since prior measurement date:

- Change in mortality, retirement, disability, and termination rates.
- Change in DROP entry assumptions.
- Change in salary increases.
- Change in discount rate from 3.65 percent in 2023 to 3.93 percent in 2024.

Sensitivity of the Total OPEB Liability to Changes in the Discount Rate. The following table presents the total OPEB liability of the College, as well as what the College’s total OPEB liability would be if it were calculated using a discount rate that is 1 percentage point lower (2.93 percent) or 1 percentage point higher (4.93 percent) than the current rate:

| | <u>1% Decrease (2.93%)</u> | <u>Current Discount Rate (3.93%)</u> | <u>1% Increase (4.93%)</u> |
|----------------------|------------------------------------|--|------------------------------------|
| Total OPEB liability | \$1,352,451 | \$1,220,063 | \$1,106,281 |

Sensitivity of the Total OPEB Liability to Changes in the Healthcare Cost Trend Rates. The following table presents the total OPEB liability of the College, as well as what the College’s total OPEB liability would be if it were calculated using healthcare cost trend rates that are 1 percentage point lower or 1 percentage point higher than the current healthcare cost trend rates:

| | <u>1% Decrease</u> | <u>Healthcare Cost Trend Rates</u> | <u>1% Increase</u> |
|----------------------|--------------------|--|--------------------|
| Total OPEB liability | \$1,023,026 | \$1,220,063 | \$1,470,270 |

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

For the fiscal year ended June 30, 2025, the College recognized OPEB expense of \$188,223. At June 30, 2025, the College reported deferred outflows of resources and deferred inflows of resources related to OPEB from the following sources:

| <u>Description</u> | <u>Deferred Outflows of Resources</u> | <u>Deferred Inflows of Resources</u> |
|--|---|--|
| Differences between expected and actual experience | \$ 1,160,221 | \$ 212,077 |
| Change of assumptions or other inputs | 104,392 | 732,001 |
| Transactions subsequent to the measurement date | 170,031 | - |
| Total | <u>\$ 1,434,644</u> | <u>\$ 944,078</u> |

Of the total amount reported as deferred outflows of resources related to OPEB, \$170,031 resulting from benefits paid subsequent to the measurement date and before the end of the fiscal year will be included as a reduction of the total OPEB liability in the fiscal year ending June 30, 2026. Other amounts reported as deferred outflows of resources and deferred inflows of resources related to OPEB will be recognized in OPEB expense as follows:

| <u>Fiscal Year Ending June 30</u> | <u>Amount</u> |
|-----------------------------------|-------------------|
| 2026 | \$ 74,952 |
| 2027 | 73,402 |
| 2028 | 41,625 |
| 2029 | (5,348) |
| 2030 | (19,152) |
| Thereafter | 155,056 |
| Total | <u>\$ 320,535</u> |

Net Pension Liability. As a participating employer in the Florida Retirement System (FRS), the College recognizes its proportionate share of the collective net pension liabilities of the FRS cost-sharing multiple-employer defined benefit plans. As of June 30, 2025, the College's proportionate share of the net pension liabilities totaled \$69,997,545. Note 12. includes a complete discussion of defined benefit pension plans.

12. Retirement Plans – Defined Benefit Pension Plans

General Information about the Florida Retirement System (FRS)

The FRS was created in Chapter 121, Florida Statutes, to provide a defined benefit pension plan for participating public employees. The FRS was amended in 1998 to add the Deferred Retirement Option Program (DROP) under the defined benefit plan and amended in 2000 to provide a defined contribution plan alternative to the defined benefit plan for FRS members effective July 1, 2002. This integrated defined contribution pension plan is the FRS Investment Plan. Chapter 121, Florida Statutes, also provides for nonintegrated, optional retirement programs in lieu of the FRS to certain members of the

Senior Management Service Class employed by the State and faculty and specified employees of State colleges. Chapter 112, Florida Statutes, established the HIS Program, a cost-sharing multiple-employer defined benefit pension plan to assist retired members of any State-administered retirement system in paying the costs of health insurance.

Essentially all regular employees of the College are eligible to enroll as members of the State-administered FRS. Provisions relating to the FRS are established by Chapters 121 and 122, Florida Statutes; Chapter 112, Part IV, Florida Statutes; Chapter 238, Florida Statutes; and FRS Rules, Chapter 60S, Florida Administrative Code; wherein eligibility, contributions, and benefits are defined and described in detail. Such provisions may be amended at any time by further action from the Florida Legislature. The FRS is a single retirement system administered by the Florida Department of Management Services, Division of Retirement, and consists of two cost-sharing multiple-employer defined benefit plans and other nonintegrated programs. An annual comprehensive financial report of the FRS, which includes its financial statements, required supplementary information, actuarial report, and other relevant information, is available from the Florida Department of Management Services Web site (www.dms.myflorida.com).

The College's FRS and HIS pension expense totaled \$7,467,786 for the fiscal year ended June 30, 2025.

FRS Pension Plan

Plan Description. The FRS Pension Plan (Plan) is a cost-sharing multiple-employer defined benefit pension plan, with a DROP for eligible employees. The general classes of membership are as follows:

- *Regular Class* – Members of the FRS who do not qualify for membership in the other classes.
- *Senior Management Service Class* – Members in senior management level positions.

Employees enrolled in the Plan prior to July 1, 2011, vest at 6 years of creditable service and employees enrolled in the Plan on or after July 1, 2011, vest at 8 years of creditable service. All vested members, enrolled prior to July 1, 2011, are eligible for normal retirement benefits at age 62 or at any age after 30 years of creditable service. All members enrolled in the Plan on or after July 1, 2011, once vested, are eligible for normal retirement benefits at age 65 or any time after 33 years of creditable service. Employees enrolled in the Plan may include up to 4 years of credit for military service toward creditable service. The Plan also includes an early retirement provision; however, there is a benefit reduction for each year a member retires before his or her normal retirement date. The Plan provides retirement, disability, death benefits, and annual cost-of-living adjustments to eligible participants.

The DROP, subject to provisions of Section 121.091, Florida Statutes, permits employees eligible for normal retirement under the Plan to defer receipt of monthly benefit payments while continuing employment with an FRS-participating employer. An employee may participate in DROP for a period not to exceed 96 months after electing to participate. During the period of DROP participation, deferred monthly benefits are held in the FRS Trust Fund and accrue interest. The net pension liability does not include amounts for DROP participants, as these members are considered retired and are not accruing additional pension benefits.

Benefits Provided. Benefits under the Plan are computed on the basis of age and/or years of service, average final compensation, and service credit. Credit for each year of service is expressed as a

percentage of the average final compensation. For members initially enrolled before July 1, 2011, the average final compensation is the average of the 5 highest fiscal years' earnings; for members initially enrolled on or after July 1, 2011, the average final compensation is the average of the 8 highest fiscal years' earnings. The total percentage value of the benefit received is determined by calculating the total value of all service, which is based on retirement plan and/or the class to which the member belonged when the service credit was earned. Members are eligible for in-line-of-duty or regular disability and survivors' benefits. The following table shows the percentage value for each year of service credit earned:

| <u>Class, Initial Enrollment, and Retirement Age/Years of Service</u> | <u>% Value</u> |
|--|-----------------------|
| Regular Class members initially enrolled before July 1, 2011 | |
| Retirement up to age 62 or up to 30 years of service | 1.60 |
| Retirement at age 63 or with 31 years of service | 1.63 |
| Retirement at age 64 or with 32 years of service | 1.65 |
| Retirement at age 65 or with 33 or more years of service | 1.68 |
| Regular Class members initially enrolled on or after July 1, 2011 | |
| Retirement up to age 65 or up to 33 years of service | 1.60 |
| Retirement at age 66 or with 34 years of service | 1.63 |
| Retirement at age 67 or with 35 years of service | 1.65 |
| Retirement at age 68 or with 36 or more years of service | 1.68 |
| Senior Management Service Class | 2.00 |

As provided in Section 121.101, Florida Statutes, if the member was initially enrolled in the Plan before July 1, 2011, and all service credit was accrued before July 1, 2011, the annual cost-of-living adjustment is 3 percent per year. If the member was initially enrolled before July 1, 2011, and has service credit on or after July 1, 2011, there is an individually calculated cost-of-living adjustment. The annual cost-of-living adjustment is a proportion of 3 percent determined by dividing the sum of the pre-July 2011 service credit by the total service credit at retirement multiplied by 3 percent. Plan members initially enrolled on or after July 1, 2011, will not have a cost-of-living adjustment after retirement.

Contributions. The Florida Legislature establishes contribution rates for participating employers and employees. Contribution rates during the 2024-25 fiscal year were:

| <u>Class</u> | <u>Percent of Gross Salary</u> | |
|--|---------------------------------------|----------------------------|
| | <u>Employee</u> | <u>Employer (1)</u> |
| FRS, Regular | 3.00 | 13.63 |
| FRS, Senior Management Service | 3.00 | 34.52 |
| Deferred Retirement Option Program (applicable to members from all of the above classes) | 0.00 | 21.13 |
| FRS, Reemployed Retiree | (2) | (2) |

(1) Employer rates include 2 percent for the postemployment health insurance subsidy. Also, employer rates, other than for DROP participants, include 0.06 percent for administrative costs of the Investment Plan.

(2) Contribution rates are dependent upon retirement class in which reemployed.

The College's contributions to the Plan totaled \$7,569,613 for the fiscal year ended June 30, 2025.

Pension Liabilities, Pension Expense, and Deferred Outflows of Resources and Deferred Inflows of Resources Related to Pensions. At June 30, 2025, the College reported a liability of \$46,510,062 for its proportionate share of the net pension liability. The net pension liability was measured as of June 30, 2024, and the total pension liability used to calculate the net pension liability was determined by an actuarial valuation as of July 1, 2024. The College's proportionate share of the net pension liability was based on the College's 2023-24 fiscal year contributions relative to the total 2023-24 fiscal year contributions of all participating members. At June 30, 2024, the College's proportionate share was 0.120228561 percent, which was a decrease of 0.001806756 from its proportionate share measured as of June 30, 2023.

For the fiscal year ended June 30, 2025, the College recognized pension expense of \$6,757,716. In addition, the College reported deferred outflows of resources and deferred inflows of resources related to pensions from the following sources:

| <u>Description</u> | <u>Deferred Outflows of Resources</u> | <u>Deferred Inflows of Resources</u> |
|--|---|--|
| Differences between expected and actual experience | \$ 4,698,765 | \$ - |
| Change of assumptions | 6,374,629 | - |
| Net difference between projected and actual earnings on FRS Plan investments | - | 3,091,301 |
| Changes in proportion and differences between College FRS contributions and proportionate share of contributions | 1,024,820 | 2,632,474 |
| College FRS contributions subsequent to the measurement date | <u>7,569,613</u> | <u>-</u> |
| Total | <u>\$ 19,667,827</u> | <u>\$ 5,723,775</u> |

The deferred outflows of resources totaling \$7,569,613, resulting from College contributions subsequent to the measurement date will be recognized as a reduction of the net pension liability in the fiscal year ending June 30, 2026. Other amounts reported as deferred outflows of resources and deferred inflows of resources related to pensions will be recognized in pension expense as follows:

| <u>Fiscal Year Ending June 30</u> | <u>Amount</u> |
|-----------------------------------|----------------------------|
| 2026 | (962,321) |
| 2027 | 7,338,444 |
| 2028 | (146,679) |
| 2029 | (244,092) |
| 2030 | <u>389,087</u> |
| Total | <u>\$ 6,374,439</u> |

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

| | |
|---------------------------|---|
| Inflation | 2.40 percent |
| Salary increases | 3.50 percent, average, including inflation |
| Investment rate of return | 6.70 percent, net of pension plan investment expense, including inflation |

Salary increases were changed from 3.25 percent in the previous valuation to 3.50 percent in the current valuation.

Mortality rates were based on the PUB-2010 base table, projected generationally with Scale MP-2021. This is a change from the previous valuation in which the mortality rates were based on the PUB-2010 base table, projected generationally with Scale MP-2018.

The actuarial assumptions used in the July 1, 2024, valuation were based on the results of an actuarial experience study for the period July 1, 2018, through June 30, 2023.

The long-term expected rate of return on pension plan investments was not based on historical returns, but instead is based on a forward-looking capital market economic model. The allocation policy's description of each asset class was used to map the target allocation to the asset classes shown below. Each asset class assumption is based on a consistent set of underlying assumptions, and includes an adjustment for the inflation assumption. The target allocation and best estimates of arithmetic and geometric real rates of return for each major asset class are summarized in the following table:

| <u>Asset Class</u> | <u>Target Allocation (1)</u> | <u>Annual Arithmetic Return</u> | <u>Compound Annual (Geometric) Return</u> | <u>Standard Deviation</u> |
|--------------------------|------------------------------|---------------------------------|---|---------------------------|
| Cash | 1.0% | 3.3% | 3.3% | 1.1% |
| Fixed Income | 29.0% | 5.7% | 5.6% | 3.9% |
| Global Equity | 45.0% | 8.6% | 7.0% | 18.2% |
| Real Estate (Property) | 12.0% | 8.1% | 6.8% | 16.6% |
| Private Equity | 11.0% | 12.4% | 8.8% | 28.4% |
| Strategic Investments | 2.0% | 6.6% | 6.2% | 8.7% |
| Total | <u>100.0%</u> | | | |
| Assumed inflation - Mean | | | 2.4% | 1.5% |

(1) As outlined in the Plan's investment policy.

Discount Rate. The discount rate used to measure the total pension liability was 6.70 percent. The Plan's fiduciary net position was projected to be available to make all projected future benefit payments of current active and inactive employees. Therefore, the discount rate for calculating the total pension liability is equal to the long-term expected rate of return. The discount rate used in the 2024 valuation was unchanged from the previous valuation.

Sensitivity of the College's Proportionate Share of the Net Pension Liability to Changes in the Discount Rate. The following presents the College's proportionate share of the net pension liability calculated using the discount rate of 6.70 percent, as well as what the College's proportionate share of the net pension liability would be if it were calculated using a discount rate that is 1 percentage point lower (5.70 percent) or 1 percentage point higher (7.70 percent) than the current rate:

| | <u>1% Decrease (5.70%)</u> | <u>Current Discount Rate (6.70%)</u> | <u>1% Increase (7.70%)</u> |
|--|------------------------------------|--|------------------------------------|
| College's proportionate share of the net pension liability | \$81,809,570 | \$46,510,062 | \$16,939,236 |

Pension Plan Fiduciary Net Position. Detailed information about the Plan's fiduciary net position is available in the separately issued FRS Pension Plan and Other State Administered Systems Annual Comprehensive Financial Report.

Payables to the Pension Plan. At June 30, 2025, the College reported a payable of \$634,208 for the outstanding amount of contributions to the Plan required for the fiscal year ended June 30, 2025.

HIS Pension Plan

Plan Description. The HIS Pension Plan (HIS Plan) is a cost-sharing multiple-employer defined benefit pension plan established under Section 112.363, Florida Statutes, and may be amended by the Florida Legislature at any time. The benefit is a monthly payment to assist retirees of State-administered retirement systems in paying their health insurance costs and is administered by the Florida Department of Management Services, Division of Retirement.

Benefits Provided. For the fiscal year ended June 30, 2025, eligible retirees and beneficiaries received a monthly HIS payment of \$7.50 for each year of creditable service completed at the time of retirement with a minimum HIS payment of \$45 and a maximum HIS payment of \$225 per month, pursuant to Section 112.363, Florida Statutes. To be eligible to receive a HIS benefit, a retiree under a State-administered retirement system must provide proof of health insurance coverage, which can include Medicare.

Contributions. The HIS Plan is funded by required contributions from FRS participating employers as set by the Florida Legislature. Employer contributions are a percentage of gross compensation for all active FRS members. For the fiscal year ended June 30, 2025, the contribution rate was 2 percent of payroll pursuant to Section 112.363, Florida Statutes. The College contributed 100 percent of its statutorily required contributions for the current and preceding 3 years. HIS Plan contributions are deposited in a separate trust fund from which HIS payments are authorized. HIS Plan benefits are not guaranteed and are subject to annual legislative appropriation. In the event the legislative appropriation or available funds fail to provide full subsidy benefits to all participants, benefits may be reduced or canceled.

The College's contributions to the HIS Plan totaled \$1,937,319 for the fiscal year ended June 30, 2025.

Pension Liabilities, Pension Expense, and Deferred Outflows of Resources and Deferred Inflows of Resources Related to Pensions. At June 30, 2025, the College reported a net pension liability of \$23,487,483 for its proportionate share of the net pension liability. The current portion of the net pension liability is the College's proportionate share of benefit payments expected to be paid within 1 year, net of the College's proportionate share of the HIS Plan's fiduciary net position available to pay that amount. The net pension liability was measured as of June 30, 2024, and the total pension liability used to calculate the net pension liability was determined by an actuarial valuation as of July 1, 2024. The College's proportionate share of the net pension liability was based on the College's 2023-24 fiscal year

contributions relative to the total 2023-24 fiscal year contributions of all participating members. At June 30, 2024, the College's proportionate share was 0.156573029 percent, which was an increase of 0.002297921 from its proportionate share measured as of June 30, 2023.

For the fiscal year ended June 30, 2025, the College recognized pension expense of \$710,070. In addition, the College reported deferred outflows of resources and deferred inflows of resources related to pensions from the following sources:

| <u>Description</u> | <u>Deferred Outflows of Resources</u> | <u>Deferred Inflows of Resources</u> |
|--|---|--|
| Differences between expected and actual experience | \$ 266,788 | \$ 45,099 |
| Change of assumptions | 415,672 | 2,780,617 |
| Net difference between projected and actual earnings on HIS Plan investments | - | 8,495 |
| Changes in proportion and differences between College HIS contributions and proportionate share of HIS contributions | 369,377 | 1,102,654 |
| College contributions subsequent to the measurement date | 1,937,319 | - |
| Total | <u>\$ 2,989,156</u> | <u>\$ 3,936,865</u> |

The deferred outflows of resources totaling \$1,937,319, resulting from College contributions subsequent to the measurement date will be recognized as a reduction of the net pension liability in the fiscal year ending June 30, 2026. Other amounts reported as deferred outflows of resources and deferred inflows of resources related to pensions will be recognized in pension expense as follows:

| <u>Fiscal Year Ending June 30</u> | <u>Amount</u> |
|-----------------------------------|-----------------------|
| 2026 | \$ (548,815) |
| 2027 | (653,128) |
| 2028 | (854,337) |
| 2029 | (589,275) |
| 2030 | (229,682) |
| Thereafter | (9,791) |
| Total | <u>\$ (2,885,028)</u> |

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

| | |
|---------------------|--|
| Inflation | 2.40 percent |
| Salary increases | 3.50 percent, average, including inflation |
| Municipal bond rate | 3.93 percent |

Salary increases were changed from 3.25 percent in the previous valuation to 3.50 percent in the current valuation.

Mortality rates were based on the PUB-2010 base table, projected generationally with Scale MP-2021. This is a change from the previous valuation in which the mortality rates were based on the PUB-2010 base table, projected generationally with Scale MP-2018.

While an experience study had not been completed for the HIS Plan, the actuarial assumptions that determined the total pension liability for the HIS Plan were based on certain results of the most recent experience study for the FRS Plan.

Discount Rate. The discount rate used to measure the total pension liability was 3.93 percent. In general, the discount rate for calculating the total pension liability is equal to the single rate equivalent to discounting at the long-term expected rate of return for benefit payments prior to the projected depletion date. Because the HIS benefit is essentially funded on a pay-as-you-go basis, the depletion date is considered to be immediate, and the single equivalent discount rate is equal to the municipal bond rate selected by the plan sponsor. The Bond Buyer General Obligation 20-Bond Municipal Bond Index was adopted as the applicable municipal bond index. The discount rate changed from 3.65 percent to 3.93 percent.

Sensitivity of the College’s Proportionate Share of the Net Pension Liability to Changes in the Discount Rate. The following presents the College’s proportionate share of the net pension liability calculated using the discount rate of 3.93 percent, as well as what the College’s proportionate share of the net pension liability would be if it were calculated using a discount rate that is 1 percentage point lower (2.93 percent) or 1 percentage point higher (4.93 percent) than the current rate:

| | 1% Decrease (2.93%) | Current Discount Rate (3.93%) | 1% Increase (4.93%) |
|---|------------------------------------|--|------------------------------------|
| College’s proportionate share of the net pension liability | \$26,737,482 | \$23,487,483 | \$20,789,460 |

Pension Plan Fiduciary Net Position. Detailed information about the HIS Plan’s fiduciary net position is available in the separately issued FRS Pension Plan and Other State Administered Systems Annual Comprehensive Financial Report.

Payables to the Pension Plan. At June 30, 2025, the College reported a payable of \$12,788 for the outstanding amount of contributions to the HIS Plan required for the fiscal year ended June 30, 2025.

13. Retirement Plans – Defined Contribution Pension Plans

FRS Investment Plan. The SBA administers the defined contribution plan officially titled the FRS Investment Plan (Investment Plan). The Investment Plan is reported in the SBA’s annual financial statements and in the State’s Annual Comprehensive Financial Report.

As provided in Section 121.4501, Florida Statutes, eligible FRS members may elect to participate in the Investment Plan in lieu of the FRS defined benefit plan. College employees already participating in the State College System Optional Retirement Program or DROP are not eligible to participate in the Investment Plan. Employer and employee contributions are defined by law, but the ultimate benefit depends in part on the performance of investment funds. Service retirement benefits are based upon the value of the member’s account upon retirement. Benefit terms, including contribution requirements,

are established and may be amended by the Florida Legislature. The Investment Plan is funded with the same employer and employee contributions rates, that are based on salary and membership class (Regular Class, Senior Management Service Class, etc.), as the FRS defined benefit plan. Contributions are directed to individual member accounts and the individual members allocate contributions and account balances among various approved investment choices. Costs of administering the Investment Plan, including the FRS Financial Guidance Program, are funded through an employer contribution of 0.06 percent of payroll and by forfeited benefits of Investment Plan members. Allocations to the Investment Plan member accounts during the 2024-25 fiscal year were as follows:

| <u>Class</u> | <u>Percent of Gross Compensation</u> |
|--------------------------------|--------------------------------------|
| FRS, Regular | 11.30 |
| FRS, Senior Management Service | 12.67 |

For all membership classes, employees are immediately vested in their own contributions and are vested after 1 year of service for employer contributions and investment earnings regardless of membership class. If an accumulated benefit obligation for service credit originally earned under the FRS Pension Plan is transferred to the Investment Plan, the member must have the years of service required for FRS Pension Plan vesting (including the service credit represented by the transferred funds) to be vested for these funds and the earnings on the funds. Nonvested employer contributions are placed in a suspense account for up to 5 years. If the employee returns to FRS-covered employment within the 5-year period, the employee will regain control over their account. If the employee does not return within the 5-year period, the employee will forfeit the accumulated account balance. For the fiscal year ended June 30, 2025, the information for the amount of forfeitures was unavailable from the SBA; however, management believes that these amounts, if any, would be immaterial to the College.

After termination and applying to receive benefits, the member may roll over vested funds to another qualified plan, structure a periodic payment under the Investment Plan, receive a lump-sum distribution, leave the funds invested for future distribution, or any combination of these options. Disability coverage is provided in which the member may either transfer the account balance to the FRS Pension Plan when approved for disability retirement to receive guaranteed lifetime monthly benefits under the FRS Pension Plan or remain in the Investment Plan and rely upon that account balance for retirement income.

The College’s Investment Plan pension expense totaled \$3,429,912 for the fiscal year ended June 30, 2025.

State College System Optional Retirement Program. Section 1012.875, Florida Statutes, provides for an Optional Retirement Program (Program) for eligible college instructors and administrators. The Program is designed to aid colleges in recruiting employees by offering more portability to employees not expected to remain in the FRS for 8 or more years.

The Program is a defined contribution plan, which provides full and immediate vesting of all contributions submitted to the participating companies on behalf of the participant. Employees in eligible positions can make an irrevocable election to participate in the Program, rather than the FRS, and purchase retirement and death benefits through contracts provided by certain insurance carriers. The employing college

contributes 5.15 percent of the participant's salary to the participant's account and 4.84 percent to cover the unfunded actuarial liability of the FRS pension plan, for a total of 9.99 percent, and employees contribute 3 percent of the employee's salary. Additionally, the employee may contribute, by payroll deduction, an amount not to exceed the percentage contributed by the college to the participant's annuity account. The contributions are invested in the company or companies selected by the participant to create a fund for the purchase of annuities at retirement.

The College's contributions to the Program totaled \$251,673 and employee contributions totaled \$146,608 for the 2024-25 fiscal year.

14. Risk Management Programs

The College is exposed to various risks of loss related to torts; theft of, damage to, and destruction of assets; errors and omissions; injuries to employees; and natural disasters. The College provided coverage for these risks primarily through the Florida College System Risk Management Consortium (Consortium), which was created under authority of Section 1001.64(27), Florida Statutes, by the boards of trustees of the Florida public colleges for the purpose of joining a cooperative effort to develop, implement, and participate in a coordinated Statewide college risk management program. The Consortium is self-sustaining through member assessments (premiums) and purchases excess insurance through commercial companies for claims in excess of specified amounts. Excess insurance from commercial companies provided coverage of up to \$100 million to February 28, 2025, and up to \$125 million from March 1, 2025, for property insurance. Insurance coverage obtained through the Consortium included fire and extended property, general and automobile liability, workers' compensation, and other liability coverage. Settled claims resulting from these risks have not exceeded commercial coverage in any of the past 3 fiscal years.

Life, dental, vision, and long-term disability coverage are provided through purchased commercial insurance.

Through December 2024, the Board had established an individual self-insured program to provide group health insurance for its employees, retirees, former employees, and their dependents. In accordance with House Bill 5101 signed into law in June 2024, Hillsborough College is required to participate in the State Group Insurance Program (SGIP) managed by the Division of State Group Insurance (DSGI) effective January 1, 2025. As a result, claims paid from the self-insurance program from January through June 2025, were for claims incurred in calendar year 2024, and the College had no estimated claims liability at June 30, 2025.

Beginning in January 2025, College employees may obtain healthcare services through participation in the State group health insurance plan or through membership in a health maintenance organization plan under contract with the State. The State's risk financing activities associated with State group health insurance, such as a risk of loss related to medical and prescription drug claims, are administered through the State Employees Group Health Insurance Trust Fund. It is the practice of the State not to purchase commercial coverage for the risk of loss covered by this Fund. Additional information on the State's group health insurance plan, including the actuarial report, is available from the Florida Department of Management Services, Division of State Group Insurance.

15. Litigation

The College is involved in several pending and threatened legal actions. The range of potential loss from all such claims and actions, as estimated by the College's legal counsel and management, should not materially affect the College's financial position.

16. Functional Distribution of Operating Expenses

The functional classification of an operating expense (instruction, academic support, etc.) is assigned to a department based on the nature of the activity, which represents the material portion of the activity attributable to the department. For example, activities of an academic department for which the primary departmental function is instruction may include some activities other than direct instruction such as public service. However, when the primary mission of the department consists of instructional program elements, all expenses of the department are reported under the instruction classification. The operating expenses on the statement of revenues, expenses, and changes in net position are presented by natural classifications. The following are those same expenses presented in functional classifications as recommended by NACUBO:

| <u>Functional Classification</u> | <u>Amount</u> |
|------------------------------------|------------------------------|
| Instruction | \$ 71,462,145 |
| Public Services | 4,084,168 |
| Academic Support | 9,874,095 |
| Student Services | 23,814,762 |
| Institutional Support | 28,023,360 |
| Operation and Maintenance of Plant | 21,349,893 |
| Scholarships and Waivers | 56,395,658 |
| Depreciation | 12,099,868 |
| Auxiliary Enterprises | <u>2,020,693</u> |
| Total Operating Expenses | <u>\$ 229,124,642</u> |

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OTHER REQUIRED SUPPLEMENTARY INFORMATION

Schedule of Changes in the College's Total Other Postemployment Benefits Liability and Related Ratios

| | 2024 | 2023 | 2022 | 2021 | 2020 |
|---|---------------------|---------------------|---------------------|-------------------|---------------------|
| Total OPEB Liability | | | | | |
| Service cost | \$ 78,690 | \$ 62,893 | \$ 77,648 | \$ 138,999 | \$ 123,525 |
| Interest | 34,581 | 27,700 | 19,566 | 35,607 | 59,382 |
| Difference between expected and actual experience | 264,916 | 656,206 | 24,369 | (330,553) | 65,738 |
| Changes of assumptions or other inputs | 114,004 | (373,760) | (120,797) | (321,047) | (133,456) |
| Benefit Payments | (279,221) | (169,600) | (50,362) | (282,366) | (150,101) |
| Net change in total OPEB liability | 212,970 | 203,439 | (49,576) | (759,360) | (34,912) |
| Total OPEB Liability - beginning | 1,007,093 | 803,654 | 853,230 | 1,612,590 | 1,647,502 |
| Total OPEB Liability - ending | <u>\$ 1,220,063</u> | <u>\$ 1,007,093</u> | <u>\$ 803,654</u> | <u>\$ 853,230</u> | <u>\$ 1,612,590</u> |
| Covered-Employee Payroll | \$ 68,517,447 | \$ 68,517,447 | \$ 62,399,932 | \$ 62,399,932 | \$ 47,816,832 |
| Total OPEB Liability as a percentage of covered-employee payroll | 1.78% | 1.47% | 1.29% | 1.37% | 3.37% |
| | 2019 | 2018 | 2017 | | |
| Total OPEB Liability | | | | | |
| Service cost | \$ 98,554 | \$ 99,936 | \$ 105,088 | | |
| Interest | 55,237 | 41,080 | 36,011 | | |
| Difference between expected and actual experience | 197,576 | 528,227 | 374,504 | | |
| Changes of assumptions or other inputs | (58,294) | (37,692) | (67,434) | | |
| Benefit Payments | (144,420) | (568,284) | (414,824) | | |
| Net change in total OPEB liability | 148,653 | 63,267 | 33,345 | | |
| Total OPEB Liability - beginning | 1,498,849 | 1,435,582 | 1,402,237 | | |
| Total OPEB Liability - ending | <u>\$ 1,647,502</u> | <u>\$ 1,498,849</u> | <u>\$ 1,435,582</u> | | |
| Covered-Employee Payroll | \$ 47,816,832 | \$ 61,045,347 | \$ 46,102,662 | | |
| Total OPEB Liability as a percentage of covered-employee payroll | 3.45% | 2.46% | 3.11% | | |

**Schedule of the College's Proportionate Share of the Net Pension Liability –
Florida Retirement System Pension Plan**

| | <u>2024 (1)</u> | <u>2023 (1)</u> | <u>2022 (1)</u> | <u>2021 (1)</u> |
|---|-----------------|-----------------|-----------------|-----------------|
| College's proportion of the FRS net pension liability | 0.120228561% | 0.122035317% | 0.132113496% | 0.134437919% |
| College's proportionate share of the FRS net pension liability | \$ 46,510,062 | \$ 48,627,211 | \$ 49,156,837 | \$ 10,155,257 |
| College's covered payroll (2) | \$ 71,727,832 | \$ 66,453,365 | \$ 64,731,619 | \$ 65,529,943 |
| College's proportionate share of the FRS net pension liability as a percentage of its covered payroll | 64.84% | 73.17% | 75.94% | 15.50% |
| FRS Plan fiduciary net position as a percentage of the FRS total pension liability | 83.70% | 82.38% | 82.89% | 96.40% |

(1) The amounts presented for each fiscal year were determined as of June 30.

(2) Covered payroll includes defined benefit plan actives, investment plan members, State college system optional retirement plan members, and members in DROP because total employer contributions are determined on a uniform basis (blended rate) as required by Part III of Chapter 121, Florida Statutes.

Schedule of College Contributions – Florida Retirement System Pension Plan

| | <u>2025 (1)</u> | <u>2024 (1)</u> | <u>2023 (1)</u> | <u>2022 (1)</u> |
|--|--------------------|--------------------|--------------------|--------------------|
| Contractually required FRS contribution | \$ 7,569,613 | \$ 7,028,769 | \$ 6,569,569 | \$ 5,758,321 |
| FRS contributions in relation to the contractually required contribution | <u>(7,569,613)</u> | <u>(7,028,769)</u> | <u>(6,569,569)</u> | <u>(5,758,321)</u> |
| FRS contribution deficiency (excess) | \$ _____ - | \$ _____ - | \$ _____ - | \$ _____ - |
| College's covered payroll (2) | \$ 76,135,971 | \$ 71,727,832 | \$ 66,453,365 | \$ 64,731,619 |
| FRS contributions as a percentage of covered payroll | 9.94% | 9.80% | 9.89% | 8.90% |

(1) The amounts presented for each fiscal year were determined as of June 30.

(2) Covered payroll includes defined benefit plan actives, investment plan members, State college system optional retirement plan members, and members in DROP because total employer contributions are determined on a uniform basis (blended rate) as required by Part III of Chapter 121, Florida Statutes.

| <u>2020 (1)</u> | <u>2019 (1)</u> | <u>2018 (1)</u> | <u>2017 (1)</u> | <u>2016 (1)</u> | <u>2015 (1)</u> |
|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|
| 0.123444288% | 0.125849552% | 0.125851136% | 0.128292281% | 0.132107447% | 0.137271167% |
| \$ 53,502,572 | \$ 43,340,833 | \$ 37,907,015 | \$ 37,947,996 | \$ 33,357,242 | \$ 17,730,412 |
| \$ 64,585,450 | \$ 62,966,512 | \$ 61,045,347 | \$ 61,034,920 | \$ 61,118,190 | \$ 58,914,361 |
| 82.84% | 68.83% | 62.10% | 62.17% | 54.58% | 30.10% |
| 78.85% | 82.61% | 84.26% | 83.89% | 84.88% | 92.00% |

| <u>2021 (1)</u> | <u>2020 (1)</u> | <u>2019 (1)</u> | <u>2018 (1)</u> | <u>2017 (1)</u> | <u>2016 (1)</u> |
|--------------------|--------------------|--------------------|--------------------|--------------------|--------------------|
| \$ 5,258,079 | \$ 4,101,507 | \$ 3,902,244 | \$ 3,586,656 | \$ 3,339,764 | \$ 3,235,617 |
| <u>(5,258,079)</u> | <u>(4,101,507)</u> | <u>(3,902,244)</u> | <u>(3,586,656)</u> | <u>(3,339,764)</u> | <u>(3,235,617)</u> |
| \$ - | \$ - | \$ - | \$ - | \$ - | \$ - |
| \$ 65,529,943 | \$ 64,585,450 | \$ 62,966,512 | \$ 61,045,347 | \$ 61,034,920 | \$ 61,118,190 |
| 8.02% | 6.35% | 6.20% | 5.88% | 5.47% | 5.29% |

**Schedule of the College's Proportionate Share of the Net Pension Liability –
Health Insurance Subsidy Pension Plan**

| | <u>2024 (1)</u> | <u>2023 (1)</u> | <u>2022 (1)</u> | <u>2021 (1)</u> |
|---|-----------------|-----------------|-----------------|-----------------|
| College's proportion of the HIS net pension liability | 0.156573029% | 0.154275108% | 0.162963396% | 0.169539239% |
| College's proportionate share of the HIS net pension liability | \$ 23,487,483 | \$ 24,500,944 | \$ 17,260,425 | \$ 20,796,536 |
| College's covered payroll (2) | \$ 66,465,002 | \$ 61,365,593 | \$ 59,484,067 | \$ 60,063,268 |
| College's proportionate share of the HIS net pension liability as a percentage of its covered payroll | 35.34% | 39.93% | 29.02% | 34.62% |
| HIS Plan fiduciary net position as a percentage of the HIS total pension liability | 4.80% | 4.12% | 4.81% | 3.56% |

(1) The amounts presented for each fiscal year were determined as of June 30.

(2) Covered payroll includes defined benefit plan actives, investment plan members, and members in DROP.

Schedule of College Contributions – Health Insurance Subsidy Pension Plan

| | <u>2025 (1)</u> | <u>2024 (1)</u> | <u>2023 (1)</u> | <u>2022 (1)</u> |
|--|--------------------|--------------------|--------------------|------------------|
| Contractually required HIS contribution | \$ 1,937,319 | \$ 1,329,300 | \$ 1,018,669 | \$ 987,436 |
| HIS contributions in relation to the contractually required HIS contribution | <u>(1,937,319)</u> | <u>(1,329,300)</u> | <u>(1,018,669)</u> | <u>(987,436)</u> |
| HIS contribution deficiency (excess) | <u>\$ -</u> | <u>\$ -</u> | <u>\$ -</u> | <u>\$ -</u> |
| College's covered payroll (2) | \$ 71,249,831 | \$ 66,465,002 | \$ 61,365,593 | \$ 59,484,067 |
| HIS contributions as a percentage of covered payroll | 2.72% | 2.00% | 1.66% | 1.66% |

(1) The amounts presented for each fiscal year were determined as of June 30.

(2) Covered payroll includes defined benefit plan actives, investment plan members, and members in DROP.

| <u>2020 (1)</u> | <u>2019 (1)</u> | <u>2018 (1)</u> | <u>2017 (1)</u> | <u>2016 (1)</u> | <u>2015 (1)</u> |
|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|
| 0.169723560% | 0.170163353% | 0.167401314% | 0.171197914% | 0.174999823% | 0.171417391% |
| \$ 20,722,970 | \$ 19,039,576 | \$ 17,717,943 | \$ 18,305,271 | \$ 20,395,504 | \$ 17,481,877 |
| \$ 58,954,721 | \$ 56,918,424 | \$ 54,676,192 | \$ 54,666,130 | \$ 54,225,234 | \$ 52,146,199 |
| 35.15% | 33.45% | 32.41% | 33.49% | 37.61% | 33.52% |
| 3.00% | 2.63% | 2.15% | 1.64% | 0.97% | 0.50% |

| <u>2021 (1)</u> | <u>2020 (1)</u> | <u>2019 (1)</u> | <u>2018 (1)</u> | <u>2017 (1)</u> | <u>2016 (1)</u> |
|------------------|------------------|------------------|------------------|------------------|------------------|
| \$ 997,050 | \$ 978,037 | \$ 944,901 | \$ 907,822 | \$ 906,029 | \$ 900,139 |
| <u>(997,050)</u> | <u>(978,037)</u> | <u>(944,901)</u> | <u>(907,822)</u> | <u>(906,029)</u> | <u>(900,139)</u> |
| \$ - | \$ - | \$ - | \$ - | \$ - | \$ - |
| \$ 60,063,268 | \$ 58,954,721 | \$ 56,918,424 | \$ 54,676,192 | \$ 54,666,130 | \$ 54,225,234 |
| 1.66% | 1.66% | 1.66% | 1.66% | 1.66% | 1.66% |

1. Schedule of Changes in the College's Total Other Postemployment Benefits Liability and Related Ratios

No assets are accumulated in a trust that meets the criteria in paragraph 4 of GASB Statement No. 75 to pay related benefits.

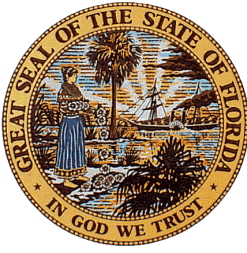
Changes of Assumptions. In 2024, amounts reported as changes of assumptions resulted primarily from adjustments to mortality, retirement, disability, termination rates, DROP entry assumptions, and salary increases. The municipal rate used to determine the OPEB liability increased from 3.65 percent to 3.93 percent.

2. Schedule of Net Pension Liability and Schedule of Contributions – Florida Retirement System Pension Plan

Changes of Assumptions. In 2024, salary increases including inflation increased from 3.25 percent to 3.5 percent and the mortality assumptions were updated.

3. Schedule of Net Pension Liability and Schedule of Contributions – Health Insurance Subsidy Pension Plan

Changes of Assumptions. In 2024, the municipal rate used to determine total pension liability increased from 3.65 percent to 3.93 percent and the demographic and coverage election assumptions were updated.



Sherrill F. Norman, CPA
Auditor General

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The President of the Senate, the Speaker of the
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Legislative Auditing Committee

INDEPENDENT AUDITOR'S REPORT ON INTERNAL CONTROL OVER FINANCIAL REPORTING AND ON COMPLIANCE AND OTHER MATTERS BASED ON AN AUDIT OF FINANCIAL STATEMENTS PERFORMED IN ACCORDANCE WITH *GOVERNMENT AUDITING STANDARDS*

We have audited, in accordance with the auditing standards generally accepted in the United States of America and the standards applicable to financial audits contained in *Government Auditing Standards* issued by the Comptroller General of the United States (*Government Auditing Standards*), the financial statements of the Hillsborough College, a component unit of the State of Florida, and its discretely presented component unit as of and for the fiscal year ended June 30, 2025, and the related notes to the financial statements, which collectively comprise the College's basic financial statements, and have issued our report thereon dated March 25, 2026, included under the heading **INDEPENDENT AUDITOR'S REPORT**. Our report includes a reference to other auditors who audited the financial statements of the discretely presented component unit, as described in our report on the College's financial statements. This report does not include the results of the other auditors' testing of internal control over financial reporting or compliance and other matters that are reported on separately by those auditors.

Report on Internal Control Over Financial Reporting

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

A *deficiency in internal control* exists when the design or operation of a control does not allow management or employees, in the normal course of performing their assigned functions, to prevent, or detect and correct, misstatements on a timely basis. A *material weakness* is a deficiency, or a combination of deficiencies, in internal control such that there is a reasonable possibility that a material

misstatement of the College's financial statements will not be prevented, or detected and corrected, on a timely basis. A *significant deficiency* is a deficiency, or a combination of deficiencies, in internal control that is less severe than a material weakness, yet important enough to merit attention by those charged with governance.

Our consideration of internal control was for the limited purpose described in the first paragraph of this section and was not designed to identify all deficiencies in internal control that might be material weaknesses or significant deficiencies and therefore, material weaknesses or significant deficiencies may exist that were not identified. Given these limitations, during our audit we did not identify any deficiencies in internal control that we consider to be material weaknesses. We did identify a certain deficiency in internal control, described in the accompanying **FINDING AND RECOMMENDATION** section of this report as Financial Statement Finding No. 2025-001 that we consider to be a significant deficiency.

Report on Compliance and Other Matters

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

College's Response to Finding

Government Auditing Standards requires the auditor to perform limited procedures on the College's response to the finding identified in our audit and included as College Response on pages 53 and 54 in Finding No. 2025-001. The College's response was not subjected to the other auditing procedures applied in the audit of the financial statements and, accordingly, we express no opinion on it.

Purpose of this Report

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

Respectfully submitted,



Sherrill F. Norman, CPA
Tallahassee, Florida
March 25, 2026

FINDING AND RECOMMENDATION

SIGNIFICANT DEFICIENCY

FINANCIAL RECORDING AND REPORTING

| | |
|-----------------------------------|---|
| Finding Number | 2025-001 |
| Opinion Unit | Hillsborough College |
| Financial Statements | Due from Other Governmental Agencies; State and Local Grants and Contracts |
| Account Title | |
| Adjustment Amounts | Adjustments to Decrease: State and Local Grants and Contracts Revenues (debit) - \$16,657,067 Due from Other Governmental Agencies (credit) – Same Amount |
| Statistically Valid Sample | Not Applicable |
| Prior Year Finding | Auditor General Report No. 2025-194, Finding No. 2024-001 |
| Finding | College procedures need improvement to ensure that transactions are properly recorded and reported for State Deferred Maintenance appropriations. |
| Criteria | <p>Pursuant to State Board of Education Rule 6A-14.072, Florida Administrative Code, and the Florida Department of Education (FDOE) 2024-25 fiscal year instructions, the College was responsible for submission of the annual financial report (AFR) for the 2024-25 fiscal year to FDOE.</p> <p>Generally accepted accounting principles and the <i>Accounting Manual for Florida's College System</i> require the College to appropriately record and report account balances and transactions, and to recognize revenue in the fiscal year in which the revenue is earned and measurable, even if cash is not received in that fiscal year. For nonexchange activities, such as legislatively authorized appropriations for State Deferred Maintenance, the College should record revenue when all applicable eligibility requirements, including time requirements, are met. In those instances before cash is received from legislative appropriations, a receivable should be debited and, subsequently when the cash is received, the receivable should be credited and eliminated.</p> <p>In addition, general ledger accounting entries are made as necessary to revise amounts for asset, liability, revenue, and expense accounts. Effective internal controls help ensure that individuals who prepare accounting entries and the AFR and those who document independent verification of that information are properly trained to perform those functions. Such controls provide reasonable assurance that transactions are appropriately recorded and reported, and that errors or fraud, should they occur, are promptly detected and resolved before submission of the AFR to the FDOE.</p> |
| Condition | <p>In the 2022-23 fiscal year, the Legislature appropriated \$17,154,907 to the College for State Deferred Maintenance funding. Since the College met the eligibility requirements for the funding in that year, the College correctly credited \$17,154,907 to revenues and debited \$497,840 to cash for funding received and \$16,657,067 to receivables for amounts that would be received. During the 2024-25 fiscal year, the College received \$9,283,990 from the legislative appropriation and debited cash by that amount; however, the College inadvertently debited the receivable by \$7,373,077 and credited \$16,657,067 to revenues.</p> <p>Because the receivable and revenues were erroneously inflated, College revenues and receivables were each overstated in the accounting records and on the AFR by \$16,657,067 for the 2024-25 fiscal year.</p> |

| | |
|-------------------------|--|
| Cause | College procedures included staff training and independent review and approval of accounting entries and the AFR; however, the training did not ensure that staff sufficiently understood financial recording and reporting requirements and the review procedures did not detect the financial record errors of financial statement misstatements before the AFR was submitted to the FDOE. |
| Effect | Recording and reporting errors may cause financial information users to misunderstand the College's most significant accounts, their related balances, and other financial activities, and incorrectly assess the College's financial position. Ultimately, the College accepted our recommended audit adjustments to properly report revenues and receivables; however, our audit procedures cannot substitute for management's responsibility for proper financial recording and reporting. |
| Recommendation | The College should enhance procedures to ensure that account balances and transactions are properly recorded and reported. Such enhancements should include appropriate training for College personnel responsible for accounting entry and AFR processes and effective review procedures to detect and correct accounting entry and financial statement reporting errors before the AFR is submitted to the FDOE. |
| College Response | Hillsborough Colleges acknowledges that prior procedures related to the recording and reporting of transactions for State Deferred Maintenance appropriations require improvement. In response, we are in the process of strengthening our internal controls, clarifying documentation requirements, enhancing review processes to ensure that all transactions are accurately recorded, properly classified, and reported in accordance with applicable State guidelines. Also, additional training in system requirements to meet all financial transaction needs are planned. These improvements are designed to promote consistency, transparency, and accountability in the management of Deferred Maintenance funds going forward. |

PRIOR AUDIT FOLLOW-UP

The College had not taken corrective action for the finding included in our report No. 2025-194.