



**City of Jacksonville, Florida
Downtown Investment Authority**

FINANCIAL STATEMENTS

September 30, 2022

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INDEPENDENT AUDITORS' REPORT

To the Honorable Mayor and Members of the City Council
City of Jacksonville, Florida

Report on the Audit of the Financial Statements

Opinions

We have audited the accompanying financial statements of the governmental activities and each major fund, of the City of Jacksonville, Florida Downtown Investment Authority (the "Agency"), a component unit of the City of Jacksonville, Florida, as of and for the year ended September 30, 2022, and the related notes to the financial statements, which collectively comprise the Agency's basic financial statements as listed in the table of contents.

In our opinion, the financial statements referred to above present fairly, in all material respects, the respective financial position of the governmental activities, and each major fund of the City of Jacksonville, Florida Downtown Investment Authority, as of September 30, 2022, and the respective changes in financial position for the year then ended in accordance with accounting principles generally accepted in the United States of America.

Basis for Opinions

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

Emphasis of Certain Matters

Change in Accounting Principle

As described in Note 4 to the financial statements, the Agency adopted new accounting guidance, GASB Statement No. 87, Leases. Our opinions are not modified with respect to this matter.

Restatements

As described in Note 6 to the financial statements, the Agency's financial statements have been restated for prior period errors. Our opinions are not modified with respect to this matter.

Responsibilities of Management for the Financial Statements

Management is responsible for the preparation and fair presentation of these 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 Agency's ability to continue as a going concern for twelve months beyond the financial statement date, including any currently known information that may raise substantial doubt shortly thereafter.

Auditors' Responsibilities for the Audit of the Financial Statements

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

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

- Exercise professional judgment and maintain professional skepticism throughout the audit.
- Identify and assess the risks of material misstatement of the financial statements, whether due to fraud or error, and design and perform audit procedures responsive to those risks. Such procedures include examining, on a test basis, evidence regarding the amounts and disclosures in the financial statements.
- Obtain an understanding of internal control relevant to the audit in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the Agency'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 Agency's ability to continue as a going concern for a reasonable period of time.

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

Required Supplementary Information

Accounting principles generally accepted in the United States of America require that the management's discussion and analysis and budgetary comparison information on pages 3-6 and 25-28 be presented to supplement the basic financial statements. Such information, although not a part of the basic financial statements, is required by the Governmental Accounting Standards Board, who considers it to be an essential part of financial reporting for placing the basic financial statements in an appropriate operational, economic, or historical context. We have applied certain limited procedures to the required supplementary information in accordance with auditing standards generally accepted in the United States of America, which consisted of inquiries of management about the methods of preparing the information and comparing the information for consistency with management's responses to our inquiries, the basic financial statements, and other knowledge we obtained during our audit of the basic financial statements. We do not express an opinion or provide any assurance on the information because the limited procedures do not provide us with sufficient evidence to express an opinion or provide any assurance.

Other Reporting Required by Government Auditing Standards

In accordance with *Government Auditing Standards*, we have also issued our report dated September 28, 2023, on our consideration of the Agency's internal control over financial reporting and on our tests of its compliance with certain provisions of laws, regulations, contracts, and grant agreements and other matters. The purpose of that report is solely to describe the scope of our testing of internal control over financial reporting and compliance and the results of that testing, and not to provide an opinion on the effectiveness of the Agency'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 Agency's internal control over financial reporting and compliance.

CARR, RIGGS & INGRAM, LLC

Carr, Riggs & Ingram, L.L.C.

Jacksonville, Florida
September 28, 2023

City of Jacksonville, Florida Downtown Investment Authority Management's Discussion and Analysis

As management of the City of Jacksonville, Florida Downtown Investment Authority (the "Agency"), we offer readers of the Agency's financial statements this narrative overview of the financial activities of the Agency for the fiscal year ended September 30, 2022.

FINANCIAL HIGHLIGHTS

- The assets and deferred inflows of resources of the Agency exceeded its liabilities and deferred inflows of resources at the close of the most recent fiscal year by \$25.8 million (net position).
- The Agency total net position increased \$8.2 million over the course of the year's operation primarily due to unspent project funds.
- The Agency's financial statements reported an ending fund balance of \$37.1 million, an increase of \$7.4 million compared to the prior year. This represents unspent funds which will be carried forward and used in subsequent years.

OVERVIEW OF THE FINANCIAL STATEMENTS

This annual report consists of two parts – management's discussion and analysis (this section) and the basic financial statements. The basic financial statements include two kinds of statements that present different views of the Agency:

Government-wide financial statements.

The government-wide financial statements are designed to provide readers with a broad overview of the Agency's finances, in a manner similar to a private-sector business. These statements are presented on an "economic resources" measurement focus and the accrual basis of accounting.

The statement of net position presents information on all of the Agency's assets, deferred outflows of resources, liabilities, and deferred inflows of resources, with the difference between the components (assets and deferred outflows of resources, less liabilities and deferred inflows of resource) presented as net position. Net position is reported as one of three categories: net investment in capital assets, restricted, or unrestricted. Restricted net position is further classified as either net position restricted by enabling legislation or net position that is otherwise restricted. Over time, increases or decrease in net position may serve as useful indicators of whether the City's financial position is improving or deteriorating.

Fund financial statements.

A fund is a group of related accounts that is used to maintain control over resources that have been segregated for specific activities or objectives. The Agency, like other state and local governments, uses fund accounting to ensure and demonstrate compliance with finance-related legal requirements. All of the Agency's funds are governmental funds. The Agency has no proprietary funds or fiduciary funds.

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

City of Jacksonville, Florida
Downtown Investment Authority
Management's Discussion and Analysis

Because the focus of governmental funds is narrower than that of the government-wide financial statements, it is useful to compare the information presented for governmental funds with similar information presented for governmental activities in the government-wide financial statements. By doing so, readers may better understand the long-term impact of the government's near-term financing decisions. Both the governmental fund balance sheet and the governmental fund statement of revenues, expenditures, and changes in fund balances provide a reconciliation to facilitate this comparison between governmental funds and governmental activities.

The Agency maintains two individual governmental funds. Information is presented separately for the Northbank Downtown Area and Southside Area, both of which are considered to be major funds.

Notes to the financial statements.

The notes provide additional information that is essential to a full understanding of the information provided in the government-wide and fund financial statements.

Other information.

In addition to the basic financial statements and accompanying notes, this report also presents certain required supplementary information which is a comparison between the Agency's adopted and final budget and actual financial results. The Agency adopts annual appropriated budgets for both major funds. Budgetary comparison schedules have been provided for these funds to demonstrate compliance with the budgets.

GOVERNMENT-WIDE FINANCIAL ANALYSIS

As noted earlier, over time, net position may serve as a useful indicator of a government's financial position. In the case of the Agency, assets exceeded liabilities by \$25.8 million at the close of the most recent fiscal year, which is an increase of \$8.2 million.

The following table reflects the condensed statement of net position:

	2022	2021
Current and other assets	\$ 38,234,841	\$ 31,576,734
Long-term receivables	1,842,645	1,714,500
Leases	528,912	-
Total assets	40,606,398	33,291,234
Deferred Outflows of Resources	71,122	81,102
Current and other liabilities	1,749,016	1,421,374
Long-term liabilities outstanding	42,881,921	12,673,292
Total liabilities	44,630,937	14,094,666
Deferred Inflows of Resources	2,287,667	1,714,500
Restricted Net Position	\$ (6,241,084)	\$ 17,563,170

The largest portion of the net position reflects the Agency's cash and cash equivalents and investments. This reflects funds available for future projects.

**City of Jacksonville, Florida
Downtown Investment Authority
Management's Discussion and Analysis**

The following tables shows condensed revenue and expense data:

	<u>2022</u>	<u>2021</u>
General revenues:		
Property taxes	\$ 15,282,622	\$ 15,055,331
Investment earnings	527,428	748,680
Miscellaneous	6,121,846	783,017
Transfers from (to) primary government, net	<u>27,477</u>	<u>1,105,039</u>
Total revenues	<u>21,959,373</u>	<u>17,692,067</u>
Program expenses:		
Economic environment	45,343,329	8,890,652
Interest and related costs on long-term debt	<u>420,298</u>	<u>460,122</u>
Total expenses	<u>45,763,627</u>	<u>9,350,774</u>
Change in net position	<u>(23,804,254)</u>	<u>8,341,293</u>
Net position - beginning restated	<u>17,563,170</u>	<u>9,221,877</u>
Net position - ending	<u>\$ (6,241,084)</u>	<u>\$ 17,563,170</u>

The Agency's net position decreased \$23.8 million primarily from issuance of debt, project expenses, and purchase of capital assets held by the City.

FINANCIAL ANALYSIS OF THE AGENCY'S FUNDS

Revenues (excluding transfers) for the Agency's activities increased \$4.2 million primarily from settlement received.

Budgetary highlights.

During the fiscal year, the budgets for the major funds were amended after adoption. The primary differences between the original budget and the final amended budget are summarized as follows:

- Northbank Downtown Area – increases in economic environment expenditures of approximately \$33,000,000, respectively.

CAPITAL ASSET AND DEBT ADMINISTRATION

Capital assets.

The Agency does not maintain the capital assets. Capital assets are transferred to funds maintained by the City of Jacksonville, Florida.

Long-term debt.

At the end of the current fiscal year, the Agency had long-term debt outstanding of \$43 million. This represents two bond payables, lease payable, as well as a loan to a fund maintained by the City of

City of Jacksonville, Florida
Downtown Investment Authority
Management's Discussion and Analysis

Jacksonville, Florida. Additional information regarding the Agency's long-term debt can be found in the notes to the financial statements.

ECONOMIC FACTORS AND NEXT YEAR'S BUDGET

The consolidated City of Jacksonville is the most populated city in Florida based on the 2010 Census. It is anticipated that the city's population will grow significantly over the next few years reflecting the general economic recovery, Jacksonville's pro-business economic development policies, moderate tax burden, all-year outdoor climate, and in-migration of businesses from less desirable areas of the country.

Assessed valuation has increased. The value of building permits has improved significantly indicating a recovery in housing and economic growth for the City. It is difficult to forecast the rate of economic improvement but we do anticipate continued improvement in assessed values in the near to mid-term future.

Unemployment continues to decline and MSA employment continues to increase; both very positive trends.

The Agency approved area budgets for FY 2022-2023. Tax increment revenue projections were based upon actual values from the Property Appraiser's Office. The Agency anticipates Tax Increment Financing (TIF) revenue growth in the coming years as perennial increases in property values continue and future redevelopment projects break ground.

REQUESTS FOR INFORMATION

This financial report is designed to provide a general overview of the City of Jacksonville, Florida Downtown Investment Authority's finances for all those with an interest in the Agency's finances. Questions concerning any of the information provided in this report or requests for additional financial information should be addressed to the City's Council Auditor's Office located at 117 West Duval Street, Suite 200, Jacksonville, Florida 32202.

City of Jacksonville, Florida
Downtown Investment Authority
Basic Financial Statements

City of Jacksonville, Florida
Downtown Investment Authority
Statement of Net Position

<i>September 30, 2022</i>	Governmental Activities
Assets	
Equity in cash and cash equivalents	\$ 890,457
Investments	36,803,254
Receivables	541,130
Non-current assets	
Loans receivable, net	1,842,645
Lease receivable	528,912
Total assets	40,606,398
Deferred Outflows of Resources	
Deferred outflows on refunding	71,122
Liabilities	
Accounts payable	695,889
Non-current liabilities	
Due within one year	
Bonds payable	207,000
Lease payable	300,000
Internal loans payable	546,127
Due in more than one year	
Bonds payable	31,499,710
Lease payable	3,235,326
Internal loans payable	7,916,290
Unamortized bond premiums	230,595
Total liabilities	44,630,937
Deferred Inflows of Resources	
Deferred inflow of leases	445,022
Deferred inflows of revenue	1,842,645
Total deferred inflows of resources	2,287,667
Net Position	
Restricted	(6,241,084)
Total net position	\$ (6,241,084)

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

**City of Jacksonville, Florida
Downtown Investment Authority
Statement of Activities**

Functions/Programs	Charges for			Program Revenues			Net (Expense) Revenue and Changes in Net Position
	Expenses	Services and Fines	Operating Grants and Contributions	Capital Grants and Contributions	Governmental Activities		
Governmental activities							
Economic environment	\$ 45,343,329	\$ -	\$ -	\$ -			\$ (45,343,329)
Interest and related costs on long-term debt	420,298	-	-	-			(420,298)
Total governmental activities	\$ 45,763,627	\$ -	\$ -	\$ -			\$ (45,763,627)
General revenues and transfers							
Taxes							
Property taxes							15,282,622
Investment earnings							527,428
Miscellaneous							6,121,846
Transfers from primary government, net							27,477
Total general revenues							21,959,373
Change in net position							(23,804,254)
Net position, beginning of year, as restated							17,563,170
Net position, end of year							\$ (6,241,084)

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

City of Jacksonville, Florida
Downtown Investment Authority
Balance Sheet – Governmental Funds

<i>September 30, 2022</i>	Northbank Downtown Area	Southside Area	Total Governmental Funds
Assets			
Equity in cash and cash equivalents	\$ 576,831	\$ 313,626	\$ 890,457
Investments	23,840,860	12,962,394	36,803,254
Receivables	541,130	-	541,130
Total assets	\$ 24,958,821	\$ 13,276,020	\$ 38,234,841
Liabilities			
Liabilities			
Accounts payable	578,396	117,493	695,889
Total liabilities	578,396	117,493	695,889
Deferred Inflow of Resources			
Leases	445,022	-	445,022
Total deferred inflow of resources	445,022	-	445,022
Fund balances			
Restricted	23,935,403	13,158,527	37,093,930
Total fund balances	23,935,403	13,158,527	37,093,930
Total liabilities and fund balances	\$ 24,958,821	\$ 13,276,020	\$ 38,234,841

The accompanying notes are an integral part of these financial statements.

**City of Jacksonville, Florida
Downtown Investment Authority
Reconciliation of the Balance Sheet of Governmental Funds
to the Statement of Net Position**

September 30, 2022

Total fund balances - governmental funds \$ 37,093,930

Amounts reported for governmental activities in the statement of net position are different because:

Long-term assets, including loans receivable, are not due and payable in the current period and, therefore, are not reported in the funds.

Loans receivable	1,842,645
Lease receivable	528,912

Deferred inflow of resources related to long term contracts are not recognized in the governmental funds; however, they are recorded in the statement of net position under full accrual accounting.

(1,842,645)

Long-term liabilities are not due and payable in the current period and, therefore, are not reported in the funds.

Bonds payable	(31,706,710)
Internal loans payable	(8,462,417)
Unamortized bond premiums	(230,595)

Certain assets, liabilities, deferred inflow of resources, and deferred outflow of resources reported in governmental activities are not financial resources and therefore are not reported in the funds:

Leases payable	(3,535,326)
Deferred loss on refunding	71,122

Net position of governmental activities \$ (6,241,084)

The accompanying notes are an integral part of these financial statements.

City of Jacksonville, Florida
Downtown Investment Authority
Statement of Revenues, Expenditures, and Changes in Fund Balances –
Governmental Funds

<i>For the year ended September 30, 2022</i>	Northbank Downtown Area	Southside Area	Total Governmental Funds
Revenues			
Taxes	\$ 9,513,666	\$ 5,768,956	\$ 15,282,622
Interest	461,162	66,266	527,428
Payment in lieu of taxes	332,683	-	332,683
Miscellaneous revenue	5,789,163	-	5,789,163
Total revenues	16,096,674	5,835,222	21,931,896
Expenditures			
Current			
Economic environment			
Public investment expenditures	38,083,113	4,658,746	42,741,859
Other expenditures	2,101,218	513,365	2,614,583
Debt service			
Principal	530,221	197,000	727,221
Interest	253,873	166,425	420,298
Total expenditures	40,968,425	5,535,536	46,503,961
Excess (deficiency) of revenues over (under) expenditures	(24,871,751)	299,686	(24,572,065)
Other Financing Sources (Uses)			
Long term debt issued	28,476,710	-	28,476,710
Leases	3,535,326	-	3,535,326
Transfers from primary government	-	29,977	29,977
Transfers to primary government	(2,500)	-	(2,500)
Net other financing sources (uses)	32,009,536	29,977	32,039,513
Net change in fund balances	7,137,785	329,663	7,467,448
Fund balances, beginning of year, as restated	16,797,618	12,828,864	29,626,482
Fund balances, end of year	\$ 23,935,403	\$ 13,158,527	\$ 37,093,930

The accompanying notes are an integral part of these financial statements.

City of Jacksonville, Florida
Downtown Investment Authority
Reconciliation of the Statement of Revenues, Expenditures, and Changes in
Fund Balances of Governmental Funds to the Statement of Activities

For the year ended September 30, 2022

Net change in fund balances - total governmental funds	\$ 7,467,448
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Amounts reported for governmental activities in the statement of activities are different because:

Governmental funds report certain bond transactions as sources or uses. However, in the statement of activities these transactions are reported over the life of the debt as expenses.

Amortization of bond premium	23,060
Amortization - loss on refunding	(9,947)

Repayment of note principal is an expenditure in the governmental funds, but the repayment reduces long-term liabilities in the statement of net position.

Long-term debt issued	(28,476,710)
Long-term debt principal payments	727,221
Long-term lease issued	(3,535,326)

Change in net position of governmental activities	\$ (23,804,254)
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The accompanying notes are an integral part of these financial statements.

City of Jacksonville, Florida
Downtown Investment Authority
Notes to Financial Statements

Note 1: SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES

Reporting Entity

The legal entity, Downtown Investment Authority, (formally Downtown East, Northside West and Southside) (the “Major Funds”) was created by ordinances of the City of Jacksonville (the “City”) to carry out community redevelopment within the City of Jacksonville under Chapter 163, Part 3, of the Florida Statutes. The Downtown Investment Authority Board sits as the board of the Northbank Downtown and Southside community redevelopment areas and approves the budgets. The Agency’s approved budgets are then submitted to the City of Jacksonville City Council so that they may be included in the City’s annual budget for adoption. The Agency is reported as a blended component unit of the City because of the existence of a financial benefit/burden relationship. Both Major Funds as well as three (3) other community redevelopment agencies are combined into the Tax Increment District Fund for financial reporting in the City’s annual comprehensive financial report. The Tax Increment District Fund receives a distribution of ad valorem tax revenue levied and collected in the City’s tax increment districts used to promote future commercial business development that expands property tax base values in the areas.

Government-Wide and Fund Financial Statements

The government-wide financial statements (i.e., the statement of net position and the statement of activities) report information on all of the nonfiduciary activities of the primary government. *Governmental activities* are those which normally are supported by taxes, intergovernmental revenues, and other nonexchange transactions.

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

Measurement Focus, Basis of Accounting and Financial Statement Presentation

The accounting and financial reporting treatment is determined by the applicable measurement focus and basis of accounting. Measurement focus indicates the type of resources being measured such as *current financial resources* or *economic resources*. The basis of accounting indicates the timing of transactions or events for recognition in the financial statements.

The government-wide financial statements are reported using the *economic resources measurement focus* and the *accrual basis of accounting*. Revenues are recorded when earned and expenses are recorded when a liability is incurred, regardless of the timing of related cash flows. Property taxes are recognized as revenues in the year for which they are levied. Grants and similar items are recognized as revenue as soon as all eligibility requirements imposed by the provider have been met.

City of Jacksonville, Florida
Downtown Investment Authority
Notes to Financial Statements

Note 1: SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)

The governmental fund financial statements are reported using the *current financial resources measurement focus* and the *modified accrual basis of accounting*. Revenues are recognized as soon as they are both measurable and available. Revenues are considered to be available when they are collectible within the current period or soon enough thereafter to pay liabilities of the current period. For this purpose, the government considers revenues to be available if they are collected within 60 days of the end of the current fiscal period. Expenditures generally are recorded when a liability is incurred, as under accrual accounting. However, debt service expenditures, as well as expenditures related to compensated absences, and claims and judgments, are recorded only when payment is due. General capital asset acquisitions are reported as expenditures in governmental funds. Issuance of long-term debt and acquisitions under capital leases are reported as other financing sources.

Property taxes, sales taxes, franchise taxes, licenses, and interest associated with the current fiscal period are all considered to be susceptible to accrual and so have been recognized as revenues of the current fiscal period. Entitlements are recorded as revenues when all eligibility requirements are met, including any time requirements, and the amount is received during the period or within the availability period for this revenue source (within 60 days of year end). Expenditure-driven grants are recognized as revenue when the qualifying expenditures have been incurred and all other eligibility requirements have been met, and the amount is received during the period or within the availability period for this revenue source (within 60 days of year end). All other revenue items are considered to be measurable and available only when cash is received by the Agency.

Government-Wide Financial Statements

While separate government-wide and fund financial statements are presented, they are interrelated. The governmental activities column incorporates data from governmental funds. Separate financial statements are provided for governmental funds.

As a general rule, the effect of interfund activity has been eliminated from the government-wide financial statements.

Fund Financial Statements

The fund financial statements provide information about the Agency's funds. The emphasis of fund financial statements is on major governmental funds. Major individual governmental funds are reported as separate columns in the fund financial statements.

The Agency reports the following major governmental funds:

The *Northbank Downtown Area Fund* is the operating fund for the Northwest USD1 B Tax Increment District and the Northeast USD1 C Tax Increment District. It accounts for all financial resources of these Tax Increment Districts.

The *Southside Area Fund* is the operating fund for the Southside USD1 A Tax Increment District. It accounts for all financial resources of this Tax Increment District.

Additionally, the Agency reports the following fund types:

Special revenue funds are used to account for the proceeds of specific revenue sources that are restricted to expenditures for specified purposes other than capital projects.

City of Jacksonville, Florida
Downtown Investment Authority
Notes to Financial Statements

Budgetary Information

The Agency has elected, as permitted by Section 2400: Budgetary Reporting of the GASB Codification, to disclose all budgetary information in the notes to the required supplementary information.

Assets, Deferred Outflows, Liabilities, Deferred Inflows, and Net Position or Equity

Cash and cash equivalents

The Agency's cash and cash equivalents are considered to be cash on hand, demand deposits, and short-term investments with original maturities of three months or less from the date of acquisition.

Deferred Outflows/Inflows of Resources

In addition to assets, the statement of financial position will sometimes report a separate section for deferred outflows of resources. This separate financial statement element, *deferred outflows of resources*, represents a consumption of net position that applies to a future period(s) and so will not be recognized as an outflow of resources (expense/ expenditure) until then.

In addition to liabilities, the statement of financial position will sometimes report a separate section for deferred inflows of resources. This separate financial statement element, *deferred inflows of resources*, represents an acquisition of net position that applies to a future period(s) and so will not be recognized as an inflow of resources (revenue) until that time.

Long-Term Obligations

In the government-wide financial statements, long-term debt and other long-term obligations are reported as liabilities in the applicable governmental activities statement of net position. Bond premiums and discounts are deferred and amortized over the life of the bonds and is recorded as an adjustment to interest expense. Bonds payable are reported net of the applicable bond premium or discount. In accordance with GASB Codification Section 130: *Interest Costs – Imputation*, bond issuance costs are expensed in the period incurred except for prepaid insurance costs.

In the fund financial statements, governmental fund types recognize bond premiums and discounts, as well as bond issuance costs, during the current period. The face amount of debt issued is reported as other financing sources. Premiums received on debt issuances are reported as other financing sources while discounts on debt issuances are reported as other financing uses.

City of Jacksonville, Florida
Downtown Investment Authority
Notes to Financial Statements

Note 1: SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)

Categories and Classification of Fund Equity

Net position flow assumption – Sometimes the Agency will fund outlays for a particular purpose from both restricted (e.g., restricted bond or grant proceeds) and unrestricted resources. In order to calculate the amounts to report as restricted – net position and unrestricted – net position in the government-wide and proprietary fund financial statements, a flow assumption must be made about the order in which the resources are considered to be applied. It is the Agency’s policy to consider restricted – net position to have been depleted before unrestricted – net position is applied.

Fund balance flow assumptions – Sometimes the Agency will fund outlays for a particular purpose from both restricted and unrestricted resources (the total of committed, assigned, and unassigned fund balance). In order to calculate the amounts to report as restricted, committed, assigned, and unassigned fund balance in the governmental fund financial statements a flow assumption must be made about the order in which the resources are considered to be applied. It is the Agency’s policy to consider restricted fund balance to have been depleted before using any of the components of unrestricted fund balance. Further, when the components of unrestricted fund balance can be used for the same purpose, committed fund balance is depleted first, followed by assigned fund balance. Unassigned fund balance is applied last.

Fund balance policies – Fund balance of governmental funds is reported in various categories based on the nature of any limitations requiring the use of resources for specific purposes. The Agency itself can establish limitations on the use of resources through either a commitment (committed fund balance) or an assignment (assigned fund balance).

The provisions of GASB Statement No. 54, *Fund Balance Reporting and Governmental Fund Type Definitions*, specifies the following classifications:

Nonspendable fund balance – Nonspendable fund balances are amounts that cannot be spent because they are either (a) not in spendable form or (b) legally or contractually required to be maintained intact.

Restricted fund balance – Restricted fund balances are restricted when constraints placed on the use of resources are either: (a) externally imposed by creditors, grantors, contributors, or laws or regulations of other governments; or (b) imposed by law through constitutional provisions or enabling legislation.

Committed fund balance – The committed fund balance classification includes amounts that can be used only for the specific purposes determined by a formal action of the Agency’s highest level of decision-making authority. The Agency’s Boards is the highest level of decision-making authority for the Agency that can, by adoption of an ordinance prior to the end of the fiscal year, commit fund balance. Once adopted, the limitation imposed by the ordinance remains in place until a similar action is taken (the adoption of another ordinance) to remove or revise the limitation.

Assigned fund balance – Amounts in the assigned fund balance classification are intended to be used by the Agency for specific purposes but do not meet the criteria to be classified as committed. Fund Balance may be assigned through the following: 1) The Director of Finance is authorized by Agency’s Boards to assign amounts for a specific purpose. 2) The Agency’s Boards have authorized the Director of Finance, in coordination with the Council Auditor, to recapture excess fund balance that isn’t restricted or committed and transfer the excess to the City’s General Fund. Excess fund balance that is not recaptured is classified as assigned by the Director of Finance to be used for the purpose of the subfund.

City of Jacksonville, Florida
Downtown Investment Authority
Notes to Financial Statements

Note 1: SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)

The Agency’s Boards may also assign fund balance as it does when appropriating fund balance to cover a gap between estimated revenue and appropriations in the subsequent year’s appropriated budget. Unlike commitments, assignments generally only exist temporarily. In other words, an additional action does not normally have to be taken for the removal of an assignment. Conversely, as discussed above, an additional action is essential to either remove or revise a commitment.

Unassigned fund balance – Unassigned fund balance is the residual classification for fund balance not meeting criteria to be reported as nonspendable, restricted, committed, or assigned.

Revenues, Expenditures/Expenses and Transfers

Program revenues – Amounts reported as *program revenues* include 1) charges to customers or applicants who purchase, use, or directly benefit from goods, services, or privileges provided by a given function or segment and 2) grants and contributions (including special assessments) that are restricted to meeting the operational or capital requirements of a particular function or segment. All taxes, including those dedicated for specific purposes, and other internally dedicated resources are reported as general revenues rather than as program revenues.

Tax increment revenues – The primary source of revenues is tax increment funds (“TIF”) received from the City of Jacksonville, Florida. The revenue is computed by multiplying the various operating tax millage rates of each taxing district by the increased value of the properties within the areas’ boundaries over the base property value. The TIF revenues received from the City are reported as property tax.

Transfers to the primary government are due to transactions to the City for debt service costs and amounts remaining at the end of the fiscal year that were not encumbered or allocated.

Use of Estimates

The preparation of financial statements in conformity with generally accepted accounting principles requires management to make various estimates. Actual results could differ from those estimates.

Subsequent Events

Management has evaluated subsequent events through the date that the financial statements were available to be issued, September 30, 2022 and determined there were no events that occurred that required disclosure. No subsequent events occurring after this date have been evaluated for inclusion in these consolidated financial statements.

Property Tax Calendar

The Tax Collector remits collected taxes at least monthly to the City, which is then allocated to the Agency. The Agency recognizes property tax revenue as it is received from the Tax Collector (City) since virtually all taxes levied will be collected through the tax collection process within the fiscal year levied. The calendar of events is as follows:

- | | |
|-----------|---|
| January 1 | Property taxes are based on assessed value at this date as determined by the Duval County Property Appraiser. |
| July 1 | Assessment roll approved by the state. |

City of Jacksonville, Florida
Downtown Investment Authority
Notes to Financial Statements

Note 1: SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)

September 30	Millage resolution approved by the City Council.
October 1	Beginning of fiscal year for which taxes have been levied.
November	30 Last day for 4% maximum discount.
April 1	Unpaid property taxes become delinquent.
May 31	Tax certificates are sold by the Duval County Tax Collector by this date. This is the first lien date on the properties.

Note 2: DETAILED NOTES ON ALL FUNDS

Deposits and Investments

A. Cash on Deposit

The Agency participates in the City's cash and investment pool. The "Equity in Cash and Investments" on the Government Wide Financial Statements, consists of cash and investments owned by each Major Fund and defined as resources that can be liquidated without delay or penalty. Cash and investments held separately where contractual arrangements and bond covenants require such arrangements, are classified as "restricted assets". Investment earnings are allocated to the individual funds monthly based on the funds' weighted average daily cash and investment balance.

Monies on deposit with financial institutions in the form of demand deposit accounts, time deposit accounts and certificates of deposit are defined as public deposits. All of the Agency's public deposits are held in qualified public depositories pursuant to State of Florida Statutes, Chapter 280, "Florida Security for Public Deposits Act", and covered by federal depository insurance. For amounts in excess of such federal depository insurance the Act provides that all qualified public depositories are required to pledge eligible collateral having a market value equal to or greater than the average daily or monthly balance of all public deposits, times the depository's collateral pledging level. The pledging level may range from 50% to 125% depending upon the depository's financial condition and establishment period. The Public Deposit Security Trust Fund has a procedure to allocate and recover losses in the event of a default or insolvency. When public deposits are made in accordance with Chapter 280, no public depositor is liable for any loss thereof. Any losses to public depositors are covered by applicable deposit insurance, sales of securities pledged as collateral and, if necessary, assessments against other qualified public depositories of the same type as the depository in default.

B. Investments and Investment Practices

The Agency is subject to the City's operating fund investment guidelines. The City's operating fund investment guidelines are defined by City Ordinance Code Section 110, Part 2 and a written Investment Policy (the "Policy") as approved by City Council. The Policy establishes a diversified investment strategy, both by type of investment and by manager, a minimum credit quality, and duration limitations. An internal Investment Committee has oversight, within Policy limits, of the implementation and direction of investment strategies. The Policy is reviewed annually for any adjustments due to changes or developments within the investment markets that may provide enhanced investment and/or risk management opportunities.

City of Jacksonville, Florida
Downtown Investment Authority
Notes to Financial Statements

Note 2: DETAILED NOTES ON ALL FUNDS (Continued)

Other than operating cash invested overnight through the City's zero balance sweep accounts, all invested cash is managed by third-party money managers. Performance benchmarks for the Portfolio are established in the Investment Policy and performance benchmarks for each of the specific third party managers are established by the Investment Committee. The Policy defines the Average Duration and Compliance Categories for investments. Compliance Category limits are stated as a percentage of the Fiscal Year 2020 Normal Portfolio Balance of \$1.37 billion, which is defined by Ordinance as the average total portfolio balance for the proceeding twelve months. Performance and compliance reports are prepared for the Investment Committee monthly. The City employs an independent investment custodian who takes direction from the money managers and independently settles all trades. The custodian provides performance and compliance reporting at both the portfolio level and by individual manager.

The following schedule reports portfolio compliance at year end, as well as the maximum exposure for each compliance category during the year. Certain compliance categories include assets also measured in another compliance category, i.e. "US Government" issued treasury bonds are also appropriately included in the "US Government plus Agency" category. As a result, the amounts reported as year-end compliance exposures exceed the portfolio balance at year end in aggregate.

City of Jacksonville, Florida
Downtown Investment Authority
Notes to Financial Statements

Compliance Guideline Characteristics
As of September 30, 2022

Compliance Guideline	Sector Guideline Exposures			
	Exposure to Specific Guideline	Year end Exposure %	% of Normal Portfolio Balance	
			During Year	Maximum By Policy
Duration ¹	2.72	NA	3.31	5.00
Liquidity Requirements	\$ 9,025,976	27.4%	54.1%	100.0%
USG + Agencies	\$ 11,605,693	35.2%	52.1%	100.0%
US Govt (USG)	7,810,408	23.7%	35.9%	100.0%
Constraints				
Agencies	\$ 3,795,285	11.5%	16.2%	45.0%
MBS	2,862,207	8.7%	12.5%	35.0%
Agency MBS	2,105,770	6.4%	9.2%	35.0%
Non-Agency MBS	756,436	2.3%	3.3%	15.0%
Asset Backed Securities	617,100	1.9%	2.6%	7.5%
Corporates	5,578,643	16.9%	25.4%	60.0%
Corporates > 1 Year	4,236,372	12.9%	20.3%	40.0%
Municipal Bonds	139,333	0.4%	0.8%	10.0%
Bond Funds	10,085,990	30.6%	41.8%	85.0%
Money Market Funds	9,767,244	29.6%	38.7%	40.0%
Certificates of Deposits	-	0.0%	0.0%	20.0%
Repurchase agreements	-	0.0%	0.0%	20.0%
Rule 144a Securities	896,737	2.7%	4.3%	10.0%
Specialty Risk				
High Yield	\$ 612,406	1.9%	3.8%	9.0%
International	728,270	2.2%	3.7%	7.5%
International (non-hedged)	-	0.0%	0.0%	5.0%
Emerging Markets	39,846	10.0%	0.4%	5.0%
Duration > 8.5	550,234	1.7%	2.7%	7.5%
Normal Portfolio Balance	\$ 32,964,738			

¹Commingled Funds and Cash are excluded

City of Jacksonville, Florida
Downtown Investment Authority
Notes to Financial Statements

Note 2: DETAILED NOTES ON ALL FUNDS (Continued)

C. Fair Value Measurements

The City 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 valued with the market approach valuation technique; Level 3 inputs are significant unobservable inputs.

Investment Type	Total Fair Value	Fair Value of Assets by Measurement Type		
		Quoted Prices in Active Markets For Identical Assets (Level 1)	Significant Observable Inputs (Level 2)	Significant Unobservable Inputs (Level 3)
Corporate Stock - Preferred	\$ 15,352	\$ -	\$ 15,352	\$ -
Registered Investment Companies	19,171,647	19,171,647	-	-
U. S. Government Securities	8,810,527	6,594,712	2,215,815	-
Corporate Debt Instruments	5,946,057	-	5,946,057	-
Common/Collective Trust	2,551,202	-	-	2,551,202
Other Investments	308,469	147,434	161,035	-
Total Investments	\$ 36,803,254	\$ 25,913,793	\$ 8,338,259	\$ 2,551,202

The City has the following recurring fair value measurements as of September 30, 2021:

- Corporate Stock (Preferred) – Valued using prevailing market bids and based upon calculations that reflect the expected price to an investor in an orderly transaction.
- Registered Investment Co. – Valued at the daily closing net asset value (NAV) as reported by the fund. Short term fixed income investment funds (security maturities that do not exceed one year) may be valued using book value.
- U.S. Government Securities – Short term US government fixed income securities (with maturities that do not exceed one year) are valued using book value. Securities with maturities greater than one year are valued using prevailing market bids and based upon calculations that reflect the expected price to an investor in an orderly transaction.
- Corporate Debt Instruments – Short term corporate debt securities (with maturities that do not exceed one year) are valued using book value. Securities with maturities greater than one year are valued using prevailing market bids or a measurable market close and are based upon calculations that reflect the expected price to an investor in an orderly transaction.
- Common/Collective Trusts – Valued based on an appraisal or calculated and assigned by a general or managing partner of the vehicle in which the investment is held.

City of Jacksonville, Florida
Downtown Investment Authority
Notes to Financial Statements

Note 2: DETAILED NOTES ON ALL FUNDS (Continued)

D. Interest Rate Risk

Interest rate risk is controlled primarily through duration, which is a measure that approximates the change in value of a bond, or bond portfolio, for a given change in interest rates. In general, shorter duration measures are less sensitive to interest rate shifts, while longer durations are more sensitive. To limit the portfolio volatility associated with changes in interest rates, the City’s Investment Policy Statement restricts the average duration of the overall portfolio to a range of 0.75 – 5.00 years, of which, no more than 7.5% of the individual securities in the portfolio can have a duration greater than 8.5 years. This guideline applies to all investment types underlying the portfolio including, but not limited to, government, agency, corporate, international, and mortgage backed securities, as referenced in Section 1.B.

E. Credit Quality

The Operating portfolios measure credit quality of the fixed income holdings contained therein using Moody’s rating schedule. Within the Operating Portfolio, the City’s Investment Policy Statement is designed to control credit risk by requiring both, minimum amounts that must be invested in the highest quality U.S. Government securities, as well as a maximum limit of 9.0% of the normal portfolio balance in noninvestment grade securities. This is reported and monitored monthly by the Investment Committee and staff. Credit Quality reports are provided on the overall portfolios to illustrate the credit risk at fiscal-year end.

<u>Quality Breakdown Portfolio (%)</u>	
Aaa	50.2%
Aa1-Aa3	6.3%
A1-A3	9.2%
Baa1-Baa3	10.9%
Ba1-Ba3	1.6%
Other	9.8%
Commingled	12.0%
	<u>100.00%</u>

Ratings definitions:

Treasury – United States Treasury Securities (Included in Aaa)

Agency – Government Agency Securities (Included in Aaa)

Aaa (AAA) – Highest Investment Grade Quality Rating

Aa1–Aa3 (AA+ to AA-) – Medium Investment Grade Quality Rating

A1-A3 (A+ to A-) – Medium Low Investment Grade Quality Rating

Baa1-Baa3 (BBB+ to BBB-) – Lowest Investment Grade Quality Rating

Ba1-Ba3 (BB+ to BB-) – Highest Non-investment Grade Quality Rating

Commingled – Securities that are not applicable to Quality Ratings - they predominantly represent mutual funds that are listed and valued as a whole, not individual holdings, as well as minor exposure to non-investment grade securities.

City of Jacksonville, Florida
Downtown Investment Authority
Notes to Financial Statements

Note 2: DETAILED NOTES ON ALL FUNDS (Continued)

F. Foreign Currency

The City has nominal exposure to foreign currencies due to investments in non-U.S. markets implemented through our money managers' portfolios. Foreign currencies will fluctuate relative to the U.S. dollar, but it is believed that the diversification benefits outweigh potential risks. Given the limited exposure, foreign currency risk is considered minor.

	Exposure	Percentage
U.S. Dollar	\$ 36,808,486	100.01%
Canadian Dollar	1,999	0.01%
Australian Dollar	406	0.00%
Euro Currency Unit	(4,146)	-0.01%
Polish Zloty	17	0.00%
British Pound	(3,508)	-0.01%
Total	\$ 36,803,254	100%

Long-Term Debt and Liabilities

Special Revenue Bonds

On October 30, 2014, the City issued \$100,160,000 in Special Revenue Revenue Bonds with an interest rate of 5.00% to refund all or a portion of the Excise Taxes Revenue Bonds, Series 2005A and Excise Taxes Revenue Refunding Bonds, Series 2006A. \$3,427,000 of the Special Revenue and Refunding Bonds, Series 2014 ("SRB 2014 Bonds") relates to the Agency. The outstanding balance of the SRB 2014 Bonds, is \$3,427,000 as of September 30, 2021.

The following is a summary of governmental notes payable for the year ended September 30, 2022:

<i>Year ending</i> <i>September 30,</i>	Governmental Activities			
	Special Revenue Bond, Series 2014		Special Revenue Bond, Series 2022B	
	Principal	Interest	Principal	Interest
2023	207,000	166,425	-	754,777
2024	217,000	156,325	833,600	782,957
2025	228,000	145,725	1,214,300	754,594
2026	240,000	134,600	1,247,900	720,492
2027	252,000	122,900	1,282,500	685,446
2028-2032	1,686,000	405,150	6,965,300	2,866,611
2033-2037	400,000	39,550	7,984,900	1,832,852
2038-2042	-	-	8,948,210	647,763
Total	3,230,000	1,170,675	28,476,710	9,045,492
Current portion	(207,000)	(166,425)	-	(754,777)
Payable after				
one year	\$ 3,023,000	\$ 1,004,250	\$ 28,476,710	\$ 8,290,715

City of Jacksonville, Florida
Downtown Investment Authority
Notes to Financial Statements

Note 2: DETAILED NOTES ON ALL FUNDS (Continued)

<i>Year ending September 30,</i>	Governmental Activities			
	Internal Loans Payable		Total	
	Principal	Interest	Principal	Interest
2023	546,127	253,873	\$ 753,127	\$ 420,298
2024	562,511	237,489	779,511	393,814
2025	579,387	220,613	807,387	366,338
2026	596,768	203,232	836,768	337,832
2027	614,671	166,889	866,671	289,789
2028–2032	3,361,275	638,725	5,047,275	1,043,875
2033-2037	2,201,678	131,435	2,601,678	170,985
2038-2042	-	-	-	-
Total	8,462,417	1,852,256	11,692,417	3,022,931
Current portion	(546,127)	(253,873)	(753,127)	(420,298)
Payable after one year	\$ 7,916,290	\$ 1,598,383	\$ 10,939,290	\$ 2,602,633

Changes In Long-Term Liabilities

Long-term liability activity for the year ended September 30, 2022, was as follows for governmental activities:

	Beginning Balance	Additions	Reductions	Ending Balance	Due Within One Year
Governmental activities					
Notes payable					
Special Revenue Bond, Series 2014	\$ 3,427,000	\$ -	\$ (197,000)	\$ 3,230,000	\$ 207,000
Special Revenue Bond, Series 2022B	-	28,476,710	-	28,476,710	-
Loans payable	8,992,638	-	(530,221)	8,462,417	546,127
Other debt related amounts					
Issuance premiums	253,655	-	(23,060)	230,595	-
Total notes from direct borrowings	12,673,293	28,476,710	(750,281)	40,399,722	753,127
Governmental activity long-term liabilities	\$ 12,673,293	\$ 28,476,710	\$ (750,281)	\$ 40,399,722	\$ 753,127

City of Jacksonville, Florida
Downtown Investment Authority
Notes to Financial Statements

Note 3: RISK MANAGEMENT

Litigation

During the ordinary course of its operation, the Agency is party to various claims, legal actions, and complaints. While the ultimate effect of such litigation cannot be ascertained at this time, in the opinion of counsel for the Agency, the liabilities which may arise from such actions would not result in losses which would exceed the liability insurance limits in effect at the time the claim arose or otherwise materially affect the financial condition of the Agency or results of activities.

Note 4: LEASES

The City financial statements reflect the adoption of GASB Statement No. 87, Leases. The primary objective of this statement is to enhance the relevance and consistency of information about governments' leasing activities. This statement establishes a single model for lease accounting based on the principle that leases are financings of the right to use an underlying asset. Under this Statement, a lessee is required to recognize a lease receivable and a deferred inflow of resources. For addition information, refer to the disclosures below.

Lessor Leases

The City is a Lessor for various noncancellable long-term leases of buildings, land, and infrastructures. Lease terms for the leases vary from 36 to 132 months. The discount rate used for the calculation of the lease receivable varies depending on the length of the respective leases and ranged from 0.276% to 0.936%.

As of September 30, 2022, the DIA lease receivable is valued at \$529 thousand and deferred inflow of resources associated with the leases that will be recognized as revenue over the term of the leases are \$445 thousand.

Future principal and interest related to the City's lease receivables are estimated as follows:

<i>Year ending September 30,</i>	Governmental Activities		
	Lease Receivable		
	Principal	Interest	Total
2023	\$ 79,542	\$ 6,783	\$ 86,325
2024	67,411	5,971	73,382
2025	59,077	5,185	64,262
2026	61,246	4,381	65,627
2027	63,481	3,550	67,031
2028–2032	198,155	6,083	204,238
Total	528,912	31,953	560,865
Current portion	(79,542)	(6,783)	(86,325)
Due beyond one year	\$ 449,370	\$ 25,170	\$ 474,540

City of Jacksonville, Florida
Downtown Investment Authority
Notes to Financial Statements

Note 4: LEASES (Continued)

Lessee Leases

The DIA is a Lessee for a leases for a land improvement. Lease terms for the lease are 356 months. The discount rate used for the calculation of the lease liability varies depending on the length of the respective lease and is 1.7510%.

As of September 30, 2022, the DIAs right-to-use capital assets are \$3.5 million included in governmental activities. Future principal and interest payment requirements related to the DIA’s lease liability recorded in Governmental Activities at September 30, 2022 are as follows:

<i>Year ending September 30,</i>	Governmental Activities		
	Lease Amortization		
	Principal	Interest	Total
2023	\$ 237,716	\$ 62,284	\$ 300,000
2024	92,259	57,741	150,000
2025	93,874	56,126	150,000
2026	95,518	54,482	150,000
2027	97,191	52,809	150,000
2028–2032	512,084	237,916	750,000
2033–2037	558,515	191,485	750,000
2038–2042	609,155	140,845	750,000
2043–2047	664,387	85,613	750,000
2048–2051	574,627	25,373	600,000
Total	3,535,326	964,674	4,500,000
Current portion	(237,716)	(62,284)	(300,000)
Payable after one year	\$ 3,297,610	\$ 902,390	\$ 4,200,000

NOTE 5: COMMITMENTS AND CONTINGENCIES

The City entered into agreements for a private developer to construct and operate three parking garages. Two of the garages are to support the sports complex and the other is to support a new courthouse site. The current agreement provides an operating subsidy to support debt service, operating deficits, required reserves, and percentage return of equity, totaling approximately \$4 million per year. Associated therewith, the City has options to buyout the current business arrangement, refinance the related non-city debt and assume operational control thereof.

Following City Council approval of a mediated settlement agreement to litigation filed in 2020, the DIA took over full operation control of the three Metropolitan Parking Solutions (MPS) garages on April 22, 2022. Related outcomes include:

City of Jacksonville, Florida
Downtown Investment Authority
Notes to Financial Statements

NOTE 5: COMMITMENTS AND CONTINGENCIES (Continued)

- The City borrowed \$28,476,710.46.
- The City paid off all outstanding MPS bonds.
- MPS executed Amended and Restated Loan Agreements totaling \$94,848,653.90 (the 2005 Master Note balance in the amount of \$12,895,000, plus the 2005A Master Note balance in the amount of \$14,860,000, plus all Subordinate Master Notes – the “Development Note” - totaling \$67,093,653.90) with an interest rate of 1.9% per annum.
- MPS and the DIA executed a lease agreement which requires the DIA to pay annual rent for all three garages in the total amount of \$150,000.00, contribute \$25,000.00 annually to the Capital Reserve Fund, and provide MPS with a \$2.5 million annual note offset to the Amended and Restated Loan Agreements (less any amount paid for annual rent and contributed to the Capital Reserve Fund). The note offset is applied in the following order: first, equally to the accrued but unpaid interest on the Master Notes; second, equally to the unpaid principal of the Master Notes; thirdly, equally to accrued but unpaid interest on the Development Note, and lastly, equally, to the unpaid principal of the Development Note.

NOTE 6: RESTATEMENTS

Correcting entries resulted in a restatement of beginning net position and fund balances of \$487,140.

**REQUIRED SUPPLEMENTARY INFORMATION OTHER THAN
MANAGEMENT'S DISCUSSION AND ANALYSIS**

City of Jacksonville, Florida
Downtown Investment Authority
Budgetary Comparison Schedule – Northbank Downtown Area

<i>For the year ended September 30, 2022</i>	Original Budget	Final Budget	Actual	Variance with Final Budget Positive (Negative)
Revenues				
Property taxes	\$ 9,490,724	\$ 9,490,724	\$ 9,513,666	\$ 22,942
Interest	76,584	76,584	461,162	384,578
Miscellaneous revenue	1,101,734	7,000,832	6,121,846	(878,986)
Total revenues	10,669,042	16,568,140	16,096,674	(471,466)
Expenditures				
Category				
Economic environment	10,117,448	60,102,716	40,438,204	19,664,512
Debt service	784,094	784,094	530,221	253,873
Total expenditures	10,901,542	60,886,810	40,968,425	19,918,385
Other Financing Sources (Uses)				
Long term debt issued	-	28,476,710	28,476,710	-
Leases	-	-	3,535,326	3,535,326
Transfers in	-	-	-	-
Transfers out	(2,500)	(40,000)	(2,500)	37,500
Total other financing sources (uses)	(2,500)	28,436,710	32,009,536	37,500
Net change in fund balance	(235,000)	(15,881,960)	7,137,785	(20,352,351)
Fund balance, beginning of the year	16,797,618	16,797,618	16,797,618	-
Fund balance, end of year	\$ 16,562,618	\$ 915,658	\$ 23,935,403	\$ (20,352,351)

Note that this schedule is prepared on a budgetary basis, but is not different from Generally Accepted Accounting Principles (GAAP) in the presentation.

The accompanying notes to required supplementary information are an integral part of this schedule.

**City of Jacksonville, Florida
Downtown Investment Authority
Budgetary Comparison Schedule – Southside Area**

<i>For the year ended September 30, 2022</i>	Original Budget	Final Budget	Actual	Variance with Final Budget Positive (Negative)
Revenues				
Property taxes	\$ 5,762,069	\$ 5,768,956	\$ 5,768,956	\$ -
Interest	69,520	69,520	66,266	(3,254)
Total revenues	5,831,589	5,838,476	5,835,222	(3,254)
Expenditures				
Category				
Economic environment	5,248,603	5,248,603	5,172,111	76,492
Debt service	363,425	363,425	363,425	-
Total expenditures	5,612,028	5,612,028	5,535,536	76,492
Other Financing Sources (Uses)				
Transfers in	-	-	29,977	29,977
Transfers out	-	-	-	-
Total other financing sources (uses)	-	-	29,977	29,977
Net change in fund balance	219,561	226,448	329,663	(49,769)
Fund balance, beginning of the year	12,828,864	12,828,864	12,828,864	-
Fund balance, end of year	\$ 13,048,425	\$ 13,055,312	\$ 13,158,527	\$ (49,769)

Note that this schedule is prepared on a budgetary basis, but is not different from Generally Accepted Accounting Principles (GAAP) in the presentation.

The accompanying notes to required supplementary information are an integral part of this schedule.

City of Jacksonville, Florida
Downtown Investment Authority
Budgetary Notes to Required Supplementary Information

Note 1: BUDGETARY INFORMATION

The Agency follows the City's budget development procedures in establishing the budgetary data reflected in the financial statements as follows:

- a) The City of Jacksonville, Florida ("City") adopts its budget in accordance with Chapters 129 and 200, Florida Statutes, the City Charter and Municipal Ordinance Code.
 - a. The City Mayor's Proposed Budget is presented to the City Council on the second Tuesday in July; the budget ordinance, millage levy ordinance and related resolutions are introduced.
 - b. During the first Council meeting in September, public hearings are held on both the budget and the millage rate. Following the public hearings, the Council adopts a tentative budget and tentative millage rate. A final budget and millage is adopted by full Council, and is effective on October 1.

The Agency presents a Budgetary Comparison Schedule as Required Supplementary Information for each major special revenue fund with a legally adopted budget. The Agency has opted to make this presentation in the format and classifications of the budget document. These schedules report actual expenditures using generally accepted accounting principles as well as expenditures on the budgetary basis, which include amounts encumbered for future spending.

- b) The Agency adopts annual budgets for each community redevelopment area. The Agency reports Budgetary Comparisons for its Major Special Revenue Funds in the Required Supplementary Information section of the report. None of these funds had an excess of expenditures over appropriations for the year ended September 30, 2022. Project or program budgets, which may not coincide with the Agency's fiscal year, or which may exceed a single annual period, are adopted by separate ordinance for most Special Revenue Funds
- c) Level of Budgetary Control – The Agency complies with the City's level of budgetary control as outlined below. Expenditures may not exceed appropriations and are controlled in the following manner:
 - a. The budget is adopted by ordinance which sets the legal level of control at the fund level by department.
 - b. The City adopted more stringent administrative policies that control expenditures at the major category (Personal Services, Operating Expense, Capital Outlay, Debt Service) level within divisions within individual funds.
 - c. The City, additionally, adopted a Municipal Ordinance Code Policy that provides transfer authority to the Mayor, without City Council approval, within an individual fund if the total transferred funds for a specific purpose, project or issue is under \$500,000 during the fiscal year. These transfers are reported to the Finance Committee on a quarterly basis.

City of Jacksonville, Florida
Downtown Investment Authority
Budgetary Notes to Required Supplementary Information

Note 1: BUDGETARY INFORMATION (Continued)

- d) Supplemental Appropriations - The Agency may, through passage of an ordinance, amend the budget in any manner permissible under state and local law, with one exception. Bond covenants, trust and agency agreements, and certain clauses of ordinances in effect may restrict certain budgetary items in terms of amount or use.

In certain instances, the Agency may supplement the appropriations in a fund due to unexpected high levels of receipts or under estimates of carry forward balances. Supplemental appropriations to the Fiscal Year 2022 Annual Budget Ordinance were made throughout the year, the effects of which were not material.

- e) All appropriations in annually budgeted funds, except for amounts corresponding to outstanding encumbrances, lapse at year-end or at the close of the authorizing project/program, unless specifically carried forward by ordinance.
- f) Formal budgetary integration is used as a management control device for all funds of the Agency.
- g) The Agency's Annual Financial Plan, or published budget document, may be obtained from the City's Budget Office located at 117 West Duval Street, Suite 325, Jacksonville, Florida 32202.

REPORTS ON INTERNAL CONTROL AND COMPLIANCE MATTERS

INDEPENDENT AUDITORS' 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

To the Honorable Mayor and Members of the City Council
City of Jacksonville, Florida

We have audited, in accordance with auditing standards generally accepted in the United States of America and the standards applicable to financial audits contained in *Government Auditing Standards* issued by the Comptroller General of the United States, the financial statements of the governmental activities and each major fund of the City of Jacksonville, Florida Downtown Investment Authority (the "Agency"), a component unit of the City of Jacksonville, Florida, as of and for the year ended September 30, 2022, and the related notes to the financial statements, which collectively comprise the Agency's basic financial statements, and have issued our report thereon dated September 28, 2023.

Internal Control over Financial Reporting

In planning and performing our audit of the financial statements, we considered the Agency'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 Agency's internal control. Accordingly, we do not express an opinion on the effectiveness of the Agency's internal control.

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

Our consideration of internal control was for the limited purpose described in the first paragraph of this section and was not designed to identify all deficiencies in internal control that might be material weaknesses or significant deficiencies and therefore, material weaknesses or significant deficiencies may exist that have not been identified. We did identify certain deficiencies in internal control, described below as items 2022-001 and 2022-002 that we consider to be material weaknesses.

Compliance and Other Matters

As part of obtaining reasonable assurance about whether the Agency's financial statements are free from material misstatement, we performed tests of its compliance with certain provisions of laws, regulations, contracts, and grant agreements, noncompliance with which could have a direct and material effect on the financial statements. However, providing an opinion on compliance with those provisions was not an objective of our audit, and accordingly, we do not express such an opinion. The results of our tests

disclosed no instances of noncompliance or other matters that are required to be reported under *Government Auditing Standards*.

Agency's Response to Findings

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

Purpose of this Report

The purpose of this report is solely to describe the scope of our testing of internal control and compliance and the results of that testing, and not to provide an opinion on the effectiveness of the Agency'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 Agency's internal control and compliance. Accordingly, this communication is not suitable for any other purpose.

Carr, Riggs & Ingram, L.L.C.

Jacksonville, Florida
September 28, 2023

City of Jacksonville, Florida
Downtown Investment Authority
Schedule of Findings

2022-001 ACCOUNTING SYSTEM IMPLEMENTATION

Condition: During the audit we found that financial records for most classes of transactions and account balances were not accurately completed on a timely basis. Financial reports were not in place to extract the financial information required and the financial information provided to us required material correcting entries to be made in the following areas:

- Equity in Pooled Cash and Investments
- Cash in Escrow and with Fiscal Agents
- Accounts Receivable and Due from Independent Agencies and Other Governments
- Revenues
- Capital Assets
- Accounts Payable and Accrued Liabilities
- Beginning Fund Balance

Criteria: Section 218.33, Florida Statutes, requires that local government entities follow uniform accounting practices and procedures including the use of proper accounting and fiscal management, which includes establishing and maintaining effective internal control to help ensure that appropriate goals and objectives are met and ensuring that management and financial information is reliable and properly reported.

Cause: The new accounting system was not designed and implemented effectively such that it was not functioning sufficiently to maintain up-to-date and accurate financial records for most classes of transactions and account balances.

Effect: Multiple material errors were found and the audit was not able to be completed by the state's initial deadline.

Recommendation: Continue to enhance the understanding and user abilities of the accounting system through further training and consultation with software providers. Also, bring monthly and annual close processes up to date and ensure that sub-ledgers reconcile accurately to the general ledger and that the fiscal year end cutoff procedures are fully implemented and documented.

Management Response: The City of Jacksonville has made and continues to make extensive improvements to our ability to maintain up-to-date and accurate financial records since the simultaneous impacts in March 2020 of our ERP system conversion and the COVID-19 pandemic shut down. This year, for the first time since going live with our new system, we are submitting both our ACFR and our Single Audit before the end of the following fiscal year. We are proud of the progress we have made in replacing a system that was multiple decades old, especially since it is not unusual for large organizations to struggle for years with major systems conversions even without a nationwide health crisis.

We appreciate the acknowledgement by our auditors that we have enhanced our understanding of and abilities within our ERP system. In the past year, the addition of our ERP Training Manager has resulted in increased collaboration citywide, addressing training needs and creating multimedia content on user roles and responsibilities. Monthly and annual close processes remain on time, with updated

City of Jacksonville, Florida
Downtown Investment Authority
Schedule of Findings

documentation of standard operating procedures (SOPs). We continue to work with both Oracle Consulting Services (OCS) and Oracle Managed Care Solutions (MCS) to address system issues promptly as they arise and to ensure all subledgers are used and configured properly to reconcile accurately to the general ledger.

2022-002 BANK RECONCILIATIONS

Condition: During the audit we found that the bank reconciliation was not accurately or timely completed and there were transactions which were not properly recorded in the general ledger or the bank reconciliation.

Criteria: Section 218.33, Florida Statutes, requires that local government entities follow uniform accounting practices and procedures including the use of proper accounting and fiscal management, which includes establishing and maintaining effective internal control to help ensure that appropriate goals and objectives are met and ensuring that management and financial information is reliable and properly reported.

Cause: The bank reconciliation was not able to be completed in a timely and accurate manner due to general weaknesses in the system implementation.

Effect: Material errors were identified between the bank reconciliation and related general ledger accounts.

Recommendation: The Treasury division, Accounting division, and finance managers throughout the City should collaborate better to ensure the bank balances are being reconciled accurately and in a timely manner to an amount that matches the general ledger to bank statements.

Management Response: We agree that weaknesses in the original system implementation continue to impact the bank reconciliation process. Weekly cash reconciliation meetings between Treasury and Accounting which commenced in May 2022 have continued, and monthly meetings with Treasury, Accounting and ITD were initiated to address other cash management issues. Marked improvements in the cash reconciliation process have occurred and we expect continued improvements as internal controls continue to strengthen around the subledgers and module integration. Additionally, we plan to implement a new control around reconciling the tax collector ledger to the general ledger to ensure the related cash balances are accurate.

These procedural and operational improvements made by the City since embarking on the challenging journey of converting to a new modern ERP system are efforts which will pay dividends for years to come in the areas of transparency, timeliness and quality of financial reporting.



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INDEPENDENT AUDITORS' MANAGEMENT LETTER

To the Honorable Mayor and Members of the City Council
City of Jacksonville, Florida

Report on the Financial Statements

We have audited the financial statements of the governmental activities and each major fund, of the City of Jacksonville, Florida Downtown Investment Authority (the "Agency") as of and for the fiscal year ended September 30, 2022, and have issued our report thereon dated September 28, 2023.

Auditors' Responsibility

We conducted our audit in accordance with auditing standards generally accepted in the United States of America; the standards applicable to financial audits contained in *Government Auditing Standards*, issued by the Comptroller General of the United States; and Chapter 10.550, Rules of the Auditor General.

Other Reporting Requirements

We have issued our Independent Auditors' Report on Internal Control over Financial Reporting and on Compliance and Other Matters Based on an Audit of the Financial Statements Performed in Accordance with *Government Auditing Standards* and Independent Accountants' Report on an examination conducted in accordance with *AICPA Professional Standards*, AT-C Section 315, regarding compliance requirements in accordance with Chapter 10.550, *Rules of the Auditor General*. Disclosures in those reports, which are dated September 28, 2023, should be considered in conjunction with this management letter.

Prior Audit Findings

Section 10.554(1)(i)1., Rules of the Auditor General, requires that we determine whether or not corrective actions have been taken to address findings and recommendations made in the preceding financial audit report.

Prior year findings 2021-001 and 2021-002 are repeated as 2022-001 and 2022-002, respectively, and both findings were also reported in the second preceding audit report as findings 2020-001, and 2020-002, respectively.

Official Title and Legal Authority

Section 10.554(1)(i)4., *Rules of the Auditor General*, requires that the name or official title and legal authority for the primary government and each component unit of the reporting entity be disclosed in this management letter, unless disclosed in the notes to the financial statements. The legal authority of the Agency is disclosed in the footnotes. The Agency has no component units.

Financial Condition and Management

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

Pursuant to Sections 10.554(1)(i)5.b. and 10.556(8), *Rules of the Auditor General*, we applied financial condition assessment procedures for the Agency as of September 30, 2022. It is management's responsibility to monitor the Agency's financial condition, and our financial condition assessment was based in part on representations made by management and the review of financial information provided by same.

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

Specific Information

As required by Section 218.39(3)(c), Florida Statutes, and Section 10.554(1)(i)6, *Rules of the Auditor General*, the Agency reported:

- a. The total number of district employees compensated in the last pay period of the district's fiscal year as 9.
- b. The total number of independent contractors to whom nonemployee compensation was paid in the last month of the district's fiscal year as 0.
- c. All compensation earned by or awarded to employees, whether paid or accrued, regardless of contingency as \$33,448.
- d. All compensation earned by or awarded to nonemployee independent contractors, whether paid or accrued, regardless of contingency as 0.
- e. Each construction project with a total cost of at least \$65,000 approved by the district that is scheduled to begin on or after October 1 of the fiscal year being reported, together with the total expenditures for such project as:
 - Forsyth and Adams Streets - \$772,830
 - Historic Shotgun Houses Rehabilitation - \$188,075
 - LaVilla Heritage Trail - \$0
 - Park Acquisition and Capital Improvements - \$0
 - Rivers Edge Riverwalk, Public Parks & Infrastructure - \$4,619,721
 - Shipyards West - \$0
 - Southbank Riverwalk and Boat Ramp Parking - \$0
 - Underground Storage Tank Relocation - \$58,363
- f. A budget variance based on the budget adopted under Section 189.016(4), Florida Statutes, before the beginning of the fiscal year being reported if the district amends a final adopted budget under Section 189.016(6), Florida Statutes, as shown on page 20 of this report - \$30,320,756 expenditures over the original adopted budget

Additional Matters

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

Purpose of this Letter

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

Carri Riggs & Ingram, L.L.C.

Jacksonville, Florida
September 28, 2023



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INDEPENDENT ACCOUNTANTS' REPORT ON COMPLIANCE WITH SECTION 218.415, FLORIDA STATUTES

To the Honorable Mayor and Members of the City Council
City of Jacksonville, Florida

We have examined the City of Jacksonville, Florida Downtown Investment Authority (the "Agency") compliance with Section 218.415, Florida Statutes, *Local Government Investment Policies*, during the year ended September 30, 2022. Management of the Agency is responsible for the Agency's compliance with the specified requirements. Our responsibility is to express an opinion on the Agency's compliance with the specified requirements based on our examination.

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

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

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

In our opinion, the Agency complied, in all material respects, with Section 218.415, Florida Statutes, *Local Government Investment Policies*, for the year ended September 30, 2022.

This report is intended solely for the information and use of management, the Agency's Board, and the State of Florida Auditor General and is not intended to be and should not be used by anyone other than these specified parties.

Carr, Riggs & Ingram, LLC

Jacksonville, Florida
September 28, 2023



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**INDEPENDENT ACCOUNTANTS' REPORT ON COMPLIANCE WITH SECTIONS 163.387(6) and 163.387(7),
FLORIDA STATUTES**

To the Honorable Mayor and Members of the City Council
City of Jacksonville, Florida

We have examined the City of Jacksonville, Florida Downtown Investment Authority's (the "Agency") compliance with Sections 163.387(6) and (7), Florida Statutes, *Redevelopment Trust Policies*, during the year ended September 30, 2022. Management of the Agency is responsible for Agency's compliance with the specified requirements. Our responsibility is to express an opinion on Agency's compliance with the specified requirements based on our examination.

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

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

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

In our opinion, the Agency complied, in all material respects, with Sections 163.387(6) and (7), Florida Statutes, *Redevelopment Trust Policies* during the year ended September 30, 2022.

This report is intended solely for the information and use of management, the Agency's Board, and the State of Florida Auditor General and is not intended to be and should not be used by anyone other than these specified parties.

Carr, Riggs & Ingram, LLC

Jacksonville, Florida
September 28, 2023