

# Annual Financial Report

## City of Jackson

Jackson, Minnesota

For the year ended December 31, 2023



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INTRODUCTORY SECTION

CITY OF JACKSON  
JACKSON, MINNESOTA

FOR THE YEAR ENDED  
DECEMBER 31, 2023

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City of Jackson, Minnesota  
Elected and Appointed Officials  
For the Year Ended December 31, 2023

**ELECTED**

<u>Name</u>	<u>Title</u>	<u>Term Expires</u>
Marcus Polz	Mayor	2026
Brandon Finck	Council	2024
Mark Titus	Council	2026
Chris Naumann	Council	2024
Nathan Peterson	Council	2026
Sara Mix	Council	2024
Joe Pell	Council	2026

**ADMINISTRATION**

Matt Skaret	City Administrator
Gloria Pell	Office Accountant

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FINANCIAL SECTION  
CITY OF JACKSON  
JACKSON, MINNESOTA

FOR THE YEAR ENDED  
DECEMBER 31, 2023

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## INDEPENDENT AUDITOR'S REPORT

Honorable Mayor and City Council  
City of Jackson, Minnesota

### Report on the Financial Statements

#### Opinions

We have audited the accompanying financial statements of the governmental activities, the business-type activities, each major fund and the aggregate remaining fund information of the City of Jackson, Minnesota, (the City) as of and for the year ended December 31, 2023, and the related notes to the financial statements, which collectively comprise the City's basic financial statements as listed in the table of contents.

#### Basis for Qualified Opinions

The City has not adopted GASB Statement No. 75, Accounting and Financial Reporting for Postemployment Benefits Other than Pensions and GASB Statement No. 68, Accounting and Financial Reporting for Pensions, for the Volunteer Firefighters' Relief Association, in the governmental activities, business-type activities and each major proprietary fund and aggregate remaining fund information and, accordingly, has not shown activity related to this standard. Accounting principles generally accepted in the United States of America require that other postemployment balances be shown, which would report deferred outflows of resources, deferred inflows of resources and liabilities or assets, while changing the net position in the applicable statements.

#### Qualified Opinions

In our opinion, except for the possible effects of the matter described in the "Basis for Qualified Opinions", the financial statements referred to above present fairly, in all material respects, the respective financial position of the governmental activities, business-type activities and each major proprietary fund and the aggregate remaining fund information of the City as of December 31, 2023, and the results of its operations for the year ended in conformity with accounting principles generally accepted in the United States of America.

#### Unmodified Opinions

In our opinion, the financial statements referred to above present fairly, in all material respects, the respective financial position of each major governmental fund and the aggregate remaining governmental fund information of the City as of December 31, 2023, and the budgetary comparison for the General fund for the year then ended in accordance with accounting principles generally accepted in the United States of America.

#### 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; this includes the design, implementation, and maintenance of internal control relevant to the preparation and fair presentation of the financial statements that are free from material misstatement, whether due to fraud or error.

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

## **Auditor's Responsibilities for the Audit of the Financial Statements**

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

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

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

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

### **Other Matters**

#### ***Required Supplementary Information***

Accounting principles generally accepted in the United States of America require that the Management's Discussion and Analysis starting on page 17 and the Schedules of Employer's Share of the Net Pension Liability and the Schedules of Employer's Contributions starting on page 82 be presented to supplement the basic financial statements. Such information is the responsibility of management, although not a part of the basic financial statements, is required by the Governmental Accounting Standards Board who considers it to be an essential part of financial reporting for placing the basic financial statements in an appropriate operational, economic, or historical context. We have applied certain limited procedures to the required supplementary information in accordance with auditing standards generally accepted in the United States of America, which consisted of inquiries of management about the methods of preparing the information and comparing the information for consistency with management's responses to our inquiries, the basic financial statements, and other knowledge we obtained during our audit of the basic financial statements. We do not express an opinion or provide any assurance on the information because the limited procedures do not provide us with sufficient evidence to express an opinion or provide any assurance.



## **Supplementary Information**

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

## **Other Information**

Management is responsible for the other information in the report. The other information comprises the introductory section but does not include the basic financial statements and our auditor's report thereon. Our opinions on the basic financial statement do not cover the other information, and we do not express an opinion or any form of assurance thereon.

In connection with our audit of the basic financial statements, our responsibility is to read the other information and consider whether a material inconsistency exists between the other information and the basic financial statements or the other information otherwise appears to be materially misstated. If, based on the work performed, we conclude that an uncorrected material misstatement of the other information exists, we are required to describe it in our report.

## **Other Reporting Required by Government Auditing Standards**

In accordance with *Government Auditing Standards*, we have also issued our report dated April 9, 2024, on our consideration of the City's internal control over financial reporting and on our tests of its compliance with certain provisions of laws, regulations, contracts, and grant agreements and other matters. The purpose of that report is solely to describe the scope of our testing of internal control over financial reporting and compliance and the results of that testing, and not to provide an opinion on the effectiveness of the City's internal control over financial reporting or on compliance. That report is an integral part of an audit performed in accordance with *Government Auditing Standards* in considering the City's internal control over financial reporting and compliance.



**Abdo**  
Mankato, Minnesota  
April 9, 2024



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## **Management's Discussion and Analysis**

As management of the City of Jackson, Minnesota, (the City), we offer readers of the City's financial statements this narrative overview and analysis of the financial activities of the City for the fiscal year ended December 31, 2023.

### **Financial Highlights**

- The assets and deferred outflows or resources of the City exceeded its liabilities and deferred inflows of resources at the close of the most recent fiscal year as shown in the summary of net position on the following pages. The unrestricted amount of net position may be used to meet the City's ongoing obligations to citizens and creditors.
- The City's total net position increased as shown in the summary of changes in net assets table on the following pages. The increase this year was due to an increase in capital grants and contributions, and charges for services in the business-type activities continuing to outweigh expenses.
- For the current fiscal year, the City's governmental funds fund balances are shown in the Financial Analysis of the City's Funds section of the MD&A. The total fund balance decreased in comparison with the prior year. This decrease was mainly due to an increase in project costs and debt payments. The total of unassigned as shown in the governmental fund balance table is available for spending at the City's discretion.
- Unassigned fund balance in the General fund as shown in the financial analysis of the city's funds section decreased from prior year.
- The City's total bonded debt increased during the fiscal year. The increase was a result of issuing new debt during the year.

### **Overview of the Financial Statements**

This discussion and analysis is intended to serve as an introduction to the City's basic financial statements. The City's basic financial statements comprise three components: 1) government-wide financial statements, 2) fund financial statements, and 3) notes to the financial statements. This report also contains other supplemental information in addition to the basic financial statements themselves.

The financial statements also include notes that explain some of the information in the financial statements and provide more detailed data. The statements are followed by a section of combining and individual fund financial statements and schedules that further explains and supports the information in the financial statements. Figure 1 show how the required parts of this annual report are arranged and relate to one another. In addition to these required elements, we have included a section with combining and individual fund financial statements and schedules that provide details about nonmajor governmental funds, which are added together and presented in single columns in the basic financial statements.

**Figure 1**  
**Required Components of the**  
**City's Annual Financial Report**

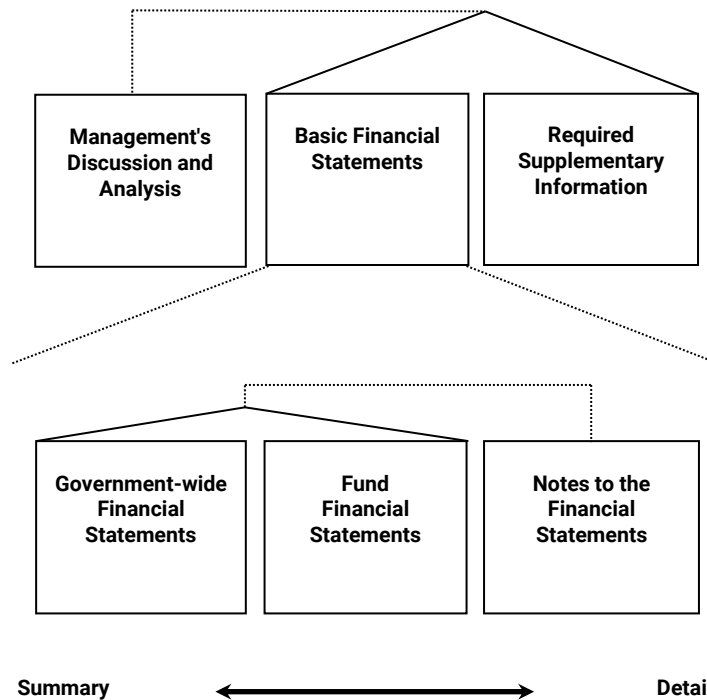


Figure 2 summarizes the major features of the City’s financial statements, including the portion of the City government they cover and the types of information they contain. The remainder of this overview section of management’s discussion and analysis explains the structure and contents of each of the statements.

**Figure 2**  
**Major Features of the Government-wide and Fund Financial Statements**

	<b>Fund Financial Statements</b>		
	<b>Government-wide Statements</b>	<b>Governmental Funds</b>	<b>Proprietary Funds</b>
Scope	Entire City government (except fiduciary funds) and the City’s component units	The activities of the City that are not proprietary or fiduciary, such as police, fire and parks	Activities the City operates similar to private businesses, such as the water and sewer system
Required financial statements	<ul style="list-style-type: none"> <li>• Statement of Net Position</li> <li>• Statement of Activities</li> </ul>	<ul style="list-style-type: none"> <li>• Balance Sheet</li> <li>• Statement of Revenues, Expenditures, and Changes in Fund Balances</li> </ul>	<ul style="list-style-type: none"> <li>• Statement of Net Position</li> <li>• Statement of Revenues, Expenses and Changes in Net Position</li> <li>• Statement of Cash Flows</li> </ul>
Accounting basis and measurement focus	Accrual accounting and economic resources focus	Modified accrual accounting and current financial resources focus	Accrual accounting and economic resources focus
Type of asset/liability information	All assets and liabilities, both financial and capital, and short-term and long-term	Only assets expected to be used up and liabilities that come due during the year or soon thereafter; no capital assets included	All assets and liabilities, both financial and capital, and short-term and long-term
Type of deferred outflows/inflows of resources information	All deferred outflows/inflows of resources, regardless of when cash is received or paid.	Only deferred outflows of resources expected to be used up and deferred inflows of resources that come due during the year or soon thereafter; no capital assets included	All deferred outflows/inflows of resources, regardless of when cash is received or paid
Type of inflow/outflow information	All revenues and expenses during year, regardless of when cash is received or paid	Revenues for which cash is received during or soon after the end of the year; expenditures when goods or services have been received and payment is due during the year or soon thereafter	All revenues and expenses during the year, regardless of when cash is received or paid

**Government-wide Financial Statements.** The *government-wide financial statements* are designed to provide readers with a broad overview of the City’s finances, in a manner similar to a private-sector business.

The *statement of net position* presents information on all of the City’s assets and deferred outflows of resources and liabilities and deferred inflows or resources, with the difference reported as *net position*. Over time, increases or decreases in net position may serve as a useful indicator of whether the financial position of the City is improving or deteriorating.

The *statement of activities* presents information showing how the City's net position changed during the most recent fiscal year. All changes in net position are reported as soon as the underlying event giving rise to the change occurs, *regardless of the timing of related cash flows*. Thus, revenues and expenses are reported in this statement for some items that will only result in cash flows in future fiscal periods (e.g., uncollected taxes and earned but unused vacation leave).

Both of the government-wide financial statements distinguish functions of the City that are principally supported by taxes and intergovernmental revenue (*governmental activities*) from other functions that are intended to recover all or a significant portion of their costs through user fees and charges (*business-type activities*). The governmental activities of the City include general government, public safety, public works, economic development, culture and recreation, interest on long-term debt and miscellaneous. The business-type activities of the City include electric utility, water utility, sewer utilities municipal liquor store, airport and ambulance.

The government-wide financial statements can be found starting on page 33 of this report.

**Fund Financial Statements.** A *fund* is a grouping of related accounts that is used to maintain control over resources that have been segregated for specific activities or objectives. The City, like other State and local governments, uses fund accounting to ensure and demonstrate compliance with finance-related legal requirements. All of the funds of the City can be divided into two categories: governmental funds and proprietary 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 *near-term inflows and outflows of spendable resources*, as well as on *balances of spendable resources* available at the end of the fiscal year. Such information may be useful in evaluating a government's near-term financing requirements.

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 by 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 City maintains 21 individual governmental funds, six of which are Debt Service funds, which are considered one fund for reporting purposes. Information is presented separately in the governmental fund balance sheet and in the governmental fund statement of revenues, expenditures and changes in fund balances for the General fund and the Debt Service fund, both of which are considered to be major funds. Data from the other nonmajor governmental funds are combined into a single, aggregated presentation. Individual fund data for each of these nonmajor governmental funds is provided in the form of *combining statements or schedules* elsewhere in this report.

The City adopts an annual appropriated budget for its General fund and EDA Revolving Loan fund. Budgetary comparison statements have been provided for the General fund and EDA Revolving Loan fund to demonstrate compliance with these budgets.

The basic governmental fund financial statements can be found starting on page 38 of this report.

**Proprietary Funds.** The City maintains one type of proprietary fund. *Enterprise funds* are used to report the same functions presented as *business-type activities* in the government-wide financial statements. The City uses enterprise funds to account for its electric utility, water utility, sewer utilities municipal liquor store, airport and ambulance.

Proprietary funds provide the same type of information as the government-wide financial statements, only in more detail. The proprietary fund financial statements provide separate information for each of the enterprise funds which are considered to be major funds of the City.

The basic proprietary fund financial statements can be found starting on page 44 of this report.

**Notes to the Financial Statements.** The notes provide additional information that is essential to a full understanding of the data provided in the government-wide and fund financial statements. The notes to the financial statements can be found starting on page 53 of this report.

**Supplementary Information.** In addition to the basic financial statements and accompanying notes, this report also presents certain required supplementary information concerning the City of Jackson’s share of net pension liabilities and schedules of contributions. Required supplementary information can be found starting on page 82 of this report.

**Other Information.** The combining statements referred to earlier in connection with nonmajor governmental funds are presented following the notes to financial statements. Combining and individual fund financial statements and schedules can be found starting on page 86 of this report.

**Government-wide Financial Analysis**

As noted earlier, net position may serve over time as a useful indicator of a government’s financial position. In the case of the City, assets and deferred outflows of resources exceeded liabilities and deferred inflows of resources as shown in the table below at the close of the most recent fiscal year.

A large portion of the City’s net position reflects its investment in capital assets (e.g., land, buildings, machinery and equipment); less any related debt used to acquire those assets that are still outstanding. The City uses these capital assets to provide services to citizens; consequently, these assets are not available for future spending. Although the City’s investment in its capital assets is reported net of related debt, it should be noted that the resources needed to repay this debt must be provided from other sources, since the capital assets themselves cannot be used to liquidate these liabilities.

**City of Jackson’ Summary of Net Position**

	Governmental Activities			Business-type Activities		
	2023	2022	Increase (Decrease)	2023	2022	Increase (Decrease)
Current and Other Assets	\$ 10,368,873	\$ 11,067,515	\$ (698,642)	\$ 11,105,457	\$ 12,925,287	\$ (1,819,830)
Capital Assets	22,010,190	18,128,541	3,881,649	40,563,242	32,348,567	8,214,675
Total Assets	<u>32,379,063</u>	<u>29,196,056</u>	<u>3,183,007</u>	<u>51,668,699</u>	<u>45,273,854</u>	<u>6,394,845</u>
Deferred Outflows of Resources	<u>151,655</u>	<u>263,773</u>	<u>(112,118)</u>	<u>190,394</u>	<u>189,723</u>	<u>671</u>
Long-term Liabilities						
Outstanding	6,545,162	5,958,399	586,763	15,279,843	15,048,373	231,470
Other Liabilities	2,041,596	498,893	1,542,703	1,078,698	798,658	280,040
Total Liabilities	<u>8,586,758</u>	<u>6,457,292</u>	<u>2,129,466</u>	<u>16,358,541</u>	<u>15,847,031</u>	<u>511,510</u>
Deferred Inflows of Resources	<u>141,276</u>	<u>10,159</u>	<u>131,117</u>	<u>209,108</u>	<u>31,556</u>	<u>177,552</u>
Net Position						
Net investment in capital assets	16,090,187	13,606,908	2,483,279	26,031,535	19,374,648	6,656,887
Restricted	3,127,388	3,074,069	53,319	93,494	46,742	46,752
Unrestricted	<u>4,585,109</u>	<u>6,311,401</u>	<u>(1,726,292)</u>	<u>9,166,415</u>	<u>10,163,600</u>	<u>(997,185)</u>
Total Net Position	<u>\$ 23,802,684</u>	<u>\$ 22,992,378</u>	<u>\$ 810,306</u>	<u>\$ 35,291,444</u>	<u>\$ 29,584,990</u>	<u>\$ 5,706,454</u>

An additional portion of the City’s net position represents resources that are subject to external restrictions on how they may be used. The remaining balance of *unrestricted net position* may be used to meet the City’s ongoing obligations to citizens and creditors. At the end of the current fiscal year, the City is able to report positive balances in all three categories of net position, both for the City as a whole, as well as for its separate business-type activities.

At the end of the current fiscal year, the City is able to report positive balances in net position as shown in the table above.

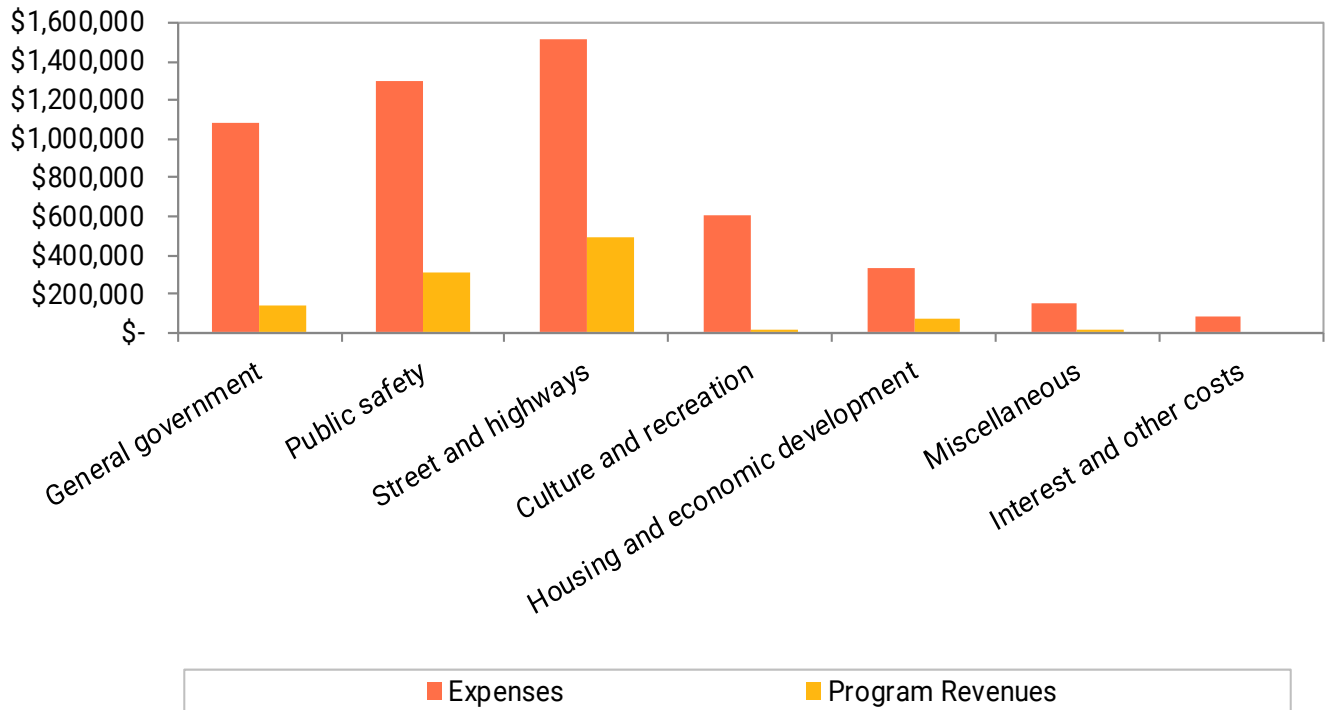
**Governmental Activities.** Governmental activities increased the City's net position, as shown below. This increase was mainly due to an increase in operating and capital grants and contributions. Key elements of this increase are as follows:

### City of Jackson' Changes in Net Position

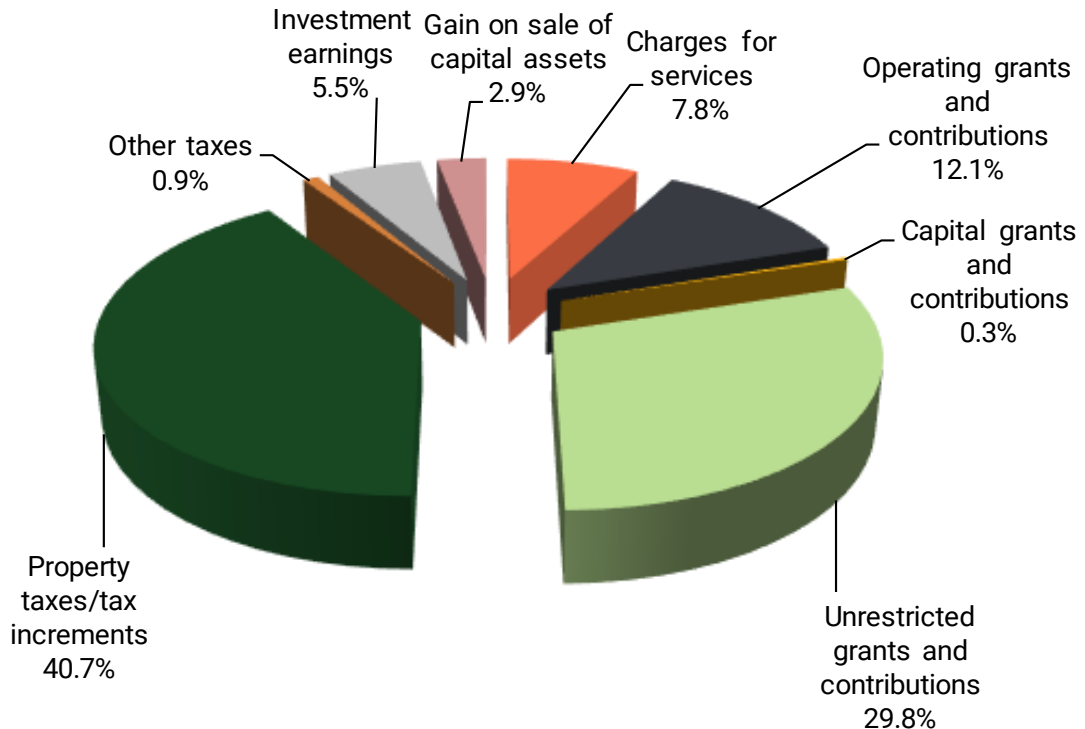
	Governmental Activities			Business-type Activities			Total	
	2023	2022	Increase (Decrease)	2023	2022	Increase (Decrease)	2023	2022
<b>Revenues</b>								
<b>Program Revenues</b>								
Charges for services	\$ 395,199	\$ 397,655	\$ (2,456)	\$ 9,867,232	\$ 9,738,310	\$ 128,922	\$ 10,262,431	\$ 10,135,965
Operating grants and contributions	610,051	158,315	451,736	24,237	58,549	(34,312)	634,288	216,864
Capital grants and contributions	13,941	5,541	8,400	5,301,073	2,167,690	3,133,383	5,315,014	2,173,231
<b>General Revenues</b>								
Property taxes/tax increments	2,060,340	2,024,801	35,539	-	-	-	2,060,340	2,024,801
Other taxes	46,481	47,194	(713)	-	-	-	46,481	47,194
Grants and contributions not restricted to specific programs	1,506,781	1,481,906	24,875	-	-	-	1,506,781	1,481,906
Unrestricted investment earnings	280,870	(214,763)	495,633	312,582	(371,108)	683,690	593,452	(585,871)
Other revenues	1,431	11,960	(10,529)	-	-	-	1,431	11,960
Gain on sale of capital assets	147,219	3,200	144,019	-	-	-	147,219	3,200
<b>Total Revenues</b>	<b>5,062,313</b>	<b>3,915,809</b>	<b>1,146,504</b>	<b>15,505,124</b>	<b>11,593,441</b>	<b>3,911,683</b>	<b>20,567,437</b>	<b>15,509,250</b>
<b>Expenses</b>								
General government	1,086,280	1,009,104	77,176	-	-	-	1,086,280	1,009,104
Public safety	1,298,508	1,180,875	117,633	-	-	-	1,298,508	1,180,875
Streets and highways	1,518,716	1,128,806	389,910	-	-	-	1,518,716	1,128,806
Culture and recreation	602,337	525,730	76,607	-	-	-	602,337	525,730
Economic development	334,103	358,199	(24,096)	-	-	-	334,103	358,199
Miscellaneous	157,446	238,719	(81,273)	-	-	-	157,446	238,719
Interest and other costs	87,626	120,374	(32,748)	-	-	-	87,626	120,374
Municipal liquor store	-	-	-	1,582,369	1,530,757	51,612	1,582,369	1,530,757
Sewer utility	-	-	-	746,408	667,957	78,451	746,408	667,957
Airport	-	-	-	256,378	275,643	(19,265)	256,378	275,643
Electric utility	-	-	-	4,717,610	4,391,808	325,802	4,717,610	4,391,808
Water utility	-	-	-	869,275	811,230	58,045	869,275	811,230
Ambulance	-	-	-	793,621	693,004	100,617	793,621	693,004
<b>Total Expenses</b>	<b>5,085,016</b>	<b>4,561,807</b>	<b>523,209</b>	<b>8,965,661</b>	<b>8,370,399</b>	<b>595,262</b>	<b>14,050,677</b>	<b>12,932,206</b>
<b>Increase (Decrease) in Net Position</b>								
Before Contributions and Transfers	(22,703)	(645,998)	623,295	6,539,463	3,223,042	3,316,421	6,516,760	2,577,044
Contribution of Capital Assets	-	850,537	(850,537)	-	(850,537)	850,537	-	-
Transfers	833,009	711,060	121,949	(833,009)	(711,060)	(121,949)	-	-
<b>Change in Net Position</b>	<b>810,306</b>	<b>915,599</b>	<b>(105,293)</b>	<b>5,706,454</b>	<b>1,661,445</b>	<b>4,045,009</b>	<b>6,516,760</b>	<b>2,577,044</b>
<b>Net Position January 1</b>	<b>22,992,378</b>	<b>22,321,779</b>	<b>670,599</b>	<b>29,584,990</b>	<b>27,923,545</b>	<b>1,661,445</b>	<b>52,577,368</b>	<b>50,245,324</b>
<b>Prior Period Adjustment (Note 6)</b>	<b>-</b>	<b>(245,000)</b>	<b>245,000</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>(245,000)</b>
<b>Net Position - December 31</b>	<b>\$ 23,802,684</b>	<b>\$ 22,992,378</b>	<b>\$ 810,306</b>	<b>\$ 35,291,444</b>	<b>\$ 29,584,990</b>	<b>\$ 5,706,454</b>	<b>\$ 59,094,128</b>	<b>\$ 52,577,368</b>

The following graphs depict various governmental activities and show the revenues and expenses directly related to those activities.

### Expenses and Program Revenues - Governmental Activities



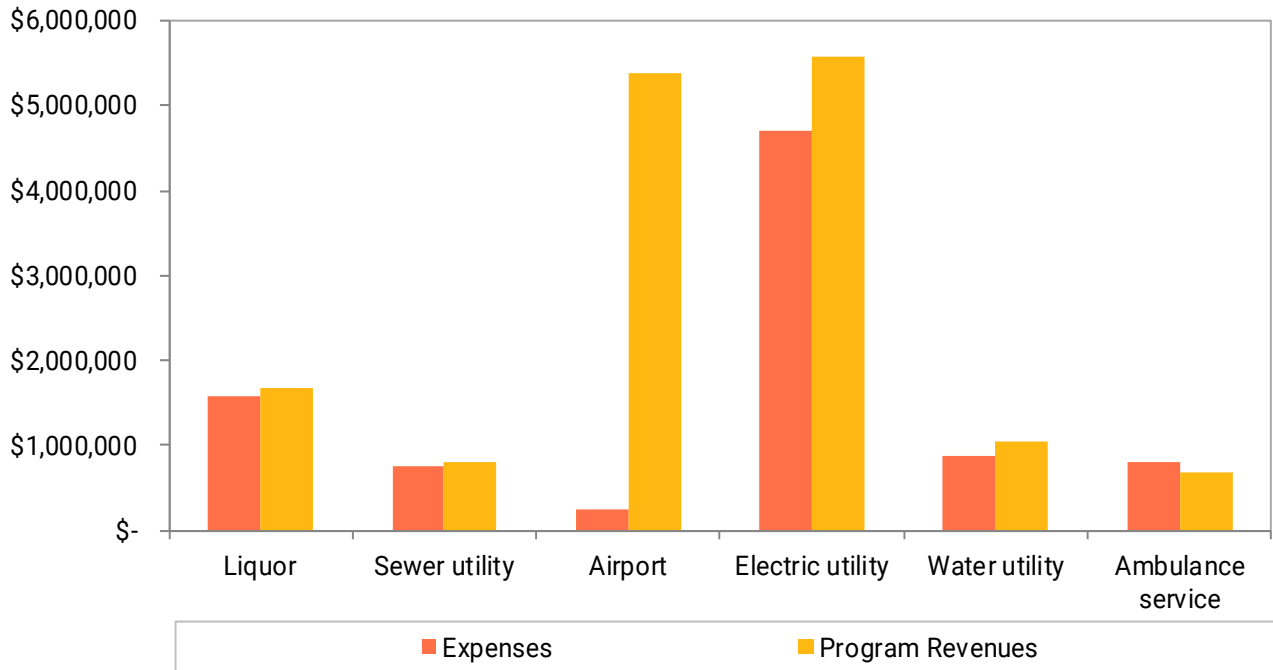
### Revenues by Source - Governmental Activities



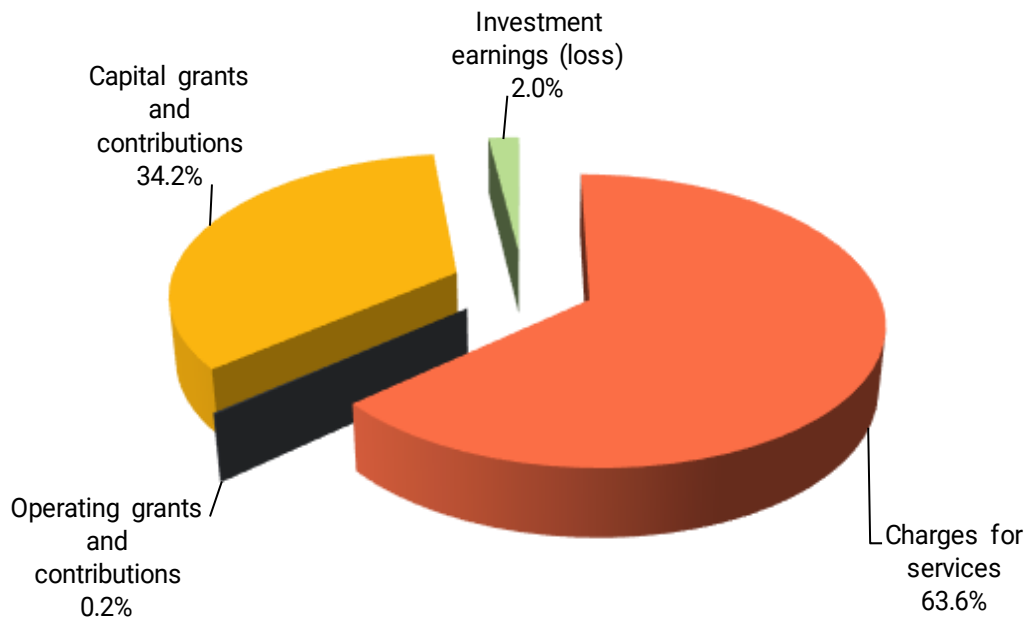
**Business-type Activities.** Business-type activities increased the City’s net position, as shown in the changes in net position table.

- Capital contributions from the State of Minnesota and Federal government increased/decreased due to airport capital funding.
- Water, Sewer, Electric and Municipal Liquor Store funds all had operating income from operations during the year.

**Expenses and Program Revenues - Business-type Activities**



**Revenues by Source - Business-type Activities**



## Financial Analysis of the City's Funds

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

**Governmental Funds.** The focus of the City's *governmental funds* is to provide information on near-term inflows, outflows and balances of *spendable* resources. Such information is useful in assessing the City's financing requirements. In particular, *unassigned fund balance* may serve as a useful measure of a government's net resources available for spending at the end of the fiscal year. The table below outlines the governmental fund balances for the year ending December 31, 2023.

	General Fund	Capital Reserve	DBS Housing Project	2022 Street Riverside/Emily Project	Other Governmental Funds	Total	Prior Year Total	Increase/ (Decrease)
Fund Balances								
Restricted for	\$ -	\$ 145,634	\$ 114,386	\$ -	\$ 2,902,880	\$ 3,162,900	\$ 3,113,002	\$ 49,898
Committed for	-	881,616	-	-	239,637	1,121,253	2,174,810	(1,053,557)
Unassigned	<u>4,297,257</u>	<u>-</u>	<u>-</u>	<u>(265,337)</u>	<u>-</u>	<u>4,031,920</u>	<u>5,279,132</u>	<u>(1,247,212)</u>
	<u>\$ 4,297,257</u>	<u>\$ 1,027,250</u>	<u>\$ 114,386</u>	<u>\$ (265,337)</u>	<u>\$ 3,142,517</u>	<u>\$ 8,316,073</u>	<u>\$ 10,566,944</u>	<u>\$ (2,250,871)</u>

As of the close of the current fiscal year, the City's governmental funds reported combined ending fund balances shown above. Additional information on the City's fund balances can be found in Note 1 starting on page 67 of this report.

The *General fund* is the chief operating fund of the City. At the end of the current year, the fund balance of the General fund is shown in the table above. As a measure of the General fund's liquidity, it may be useful to compare unassigned fund balance to total fund expenditures. The total unassigned fund balance as a percent of total fund expenditures is shown in the chart below along with total fund balance as a percent of total expenditures.

	Current Year Ending Balance	Prior Year Ending Balance	Increase/ (Decrease)
General Fund Fund Balances			
Unassigned	<u>\$ 4,297,257</u>	<u>\$ 5,279,132</u>	<u>\$ (981,875)</u>
General Fund expenditures	\$ 4,024,051	\$ 3,292,765	
Unassigned as a percent of expenditures	106.8%	160.3%	

The fund balance of the City's General fund decreased during the current fiscal year as shown in the table above. The decrease in fund balance was due to large transfers out during the year.

Other major government fund analysis is shown below.

	December 31, 2023	December 31, 2022	Increase (Decrease)
Capital Reserve Fund <i>The decrease in fund balance during the year was spending down on fixed asset items as was the intent of the fund.</i>	\$ 1,027,250	\$ 1,540,025	\$ (512,775)
DBS Housing Project <i>The DBS Housing Project total fund balance increased during the due to issuing bonds for project costs.</i>	\$ 114,386	\$ -	\$ 114,386
2022 Street Riverside/Emily Project <i>The 2022 Street Riverside/Emily Project decrease in fund balance during the year was due to expenditures greater than revenues.</i>	\$ (265,337)	\$ 472,195	\$ (737,532)

**Proprietary Funds.** The City's proprietary funds provide the same type of information found in the government-wide financial statements, but in more detail. Net position of the City's proprietary funds increased or (decreased) as follows:

	Ending Net Position 2023	Ending Net Position 2022	Increase/ (Decrease)
Water Utility <i>The increase primarily is attributed to the collection of charges for services and transfer in amounts during the year.</i>	\$ 2,638,701	\$ 2,251,764	\$ 386,937
Sewer Utility <i>The increase primarily is attributed to the collection of charges for services and transfer in amounts during the year.</i>	\$ 5,972,647	\$ 5,967,605	\$ 5,042
Electric Utility <i>The decrease primarily is attributed to transfers out during the year.</i>	\$ 14,505,429	\$ 14,532,014	\$ (26,585)
Municipal Liquor Store <i>The increase primarily is attributed to increased sales.</i>	\$ 816,723	\$ 765,496	\$ 51,227
Airport <i>The increase relates mainly to a capital contribution from other governments during the year.</i>	\$ 10,378,599	\$ 4,998,694	\$ 5,379,905
Ambulance <i>The decrease primarily is attributed to the collection of charges for services during the year being insufficient to cover expenses.</i>	\$ 979,345	\$ 1,069,417	\$ (90,072)

**General Fund Budgetary Highlights**

	Original Budgeted Amounts	Final Budgeted Amounts	Actual Amounts	Variance with Final Budget
Revenues	\$ 3,238,959	\$ 3,238,959	\$ 3,489,166	\$ 250,207
Expenditures	<u>3,662,672</u>	<u>3,662,672</u>	<u>4,024,051</u>	<u>(361,379)</u>
Excess of Revenues Over Expenditures	<u>(423,713)</u>	<u>(423,713)</u>	<u>(534,885)</u>	<u>(111,172)</u>
Other Financing Sources (Uses)				
Sale of capital assets		-	107,345	107,345
Transfers in	556,000	556,000	569,301	13,301
Transfers out	<u>(1,123,000)</u>	<u>(1,123,000)</u>	<u>(1,123,636)</u>	<u>(636)</u>
Total Other Financing Sources (Uses)	<u>(567,000)</u>	<u>(567,000)</u>	<u>(446,990)</u>	<u>120,010</u>
Net Change in Fund Balances	(990,713)	(990,713)	(981,875)	8,838
Fund Balances, January 1	<u>5,279,132</u>	<u>5,279,132</u>	<u>5,279,132</u>	
Fund Balances, December 31	<u><u>\$ 4,288,419</u></u>	<u><u>\$ 4,288,419</u></u>	<u><u>\$ 4,297,257</u></u>	<u><u>\$ 8,838</u></u>

The City's General fund budget was not amended during the year. Revenues were received over budget as shown above. The expenditures were under budget as shown above.

## Capital Asset and Debt Administration

**Capital Assets.** The City's investment in capital assets for its governmental and business type activities as of December 31, 2023, is shown below in capital asset table (net of accumulated depreciation). This investment in capital assets includes land, land improvements, construction in progress, structures, machinery and equipment, park facilities, roads, highways and bridges. The total increase in the City's investment in capital assets for the current fiscal year for governmental and business-type activities is due to a purchase of land and projects that were started during the year.

Major capital asset events during the current fiscal year included the following:

- 2015 Wheel Loader costing \$139,970
- Rosenbauer Aerial Fire Truck costing \$1,329,519
- The AMI Project was completed at a total cost of \$554,024
- 2023 Ambulance costing \$147,538
- Various ongoing projects include the 2022 Street and Utility Project, 2023 Street and Utility Project, Filter Media Pilot Project, Downtown Electric Project, Torgerson Lane Extension, 2024 Electric Project and various Airport Projects

Additional information on the City's capital assets can be found in Note 3C starting on page 65 of this report.

### City of Jackson Capital Assets (Net of Depreciation)

	Governmental Activities			Business-type Activities		
	2023	2022	Increase (Decrease)	2023	2022	Increase (Decrease)
Land	\$ 614,170	\$ 596,170	\$ 18,000	\$ 988,336	\$ 988,336	\$ -
Land Improvements	-	-	-	19,411,705	19,609,519	(197,814)
Infrastructure/Plant	12,170,985	12,550,305	(379,320)	-	-	-
Buildings	3,013,700	3,089,327	(75,627)	5,606,188	5,813,478	(207,290)
Machinery and Equipment	1,005,286	802,053	203,233	1,601,520	1,512,802	88,718
Vehicles	2,016,063	795,049	1,221,014	-	-	-
Construction in Progress	3,189,986	295,637	2,894,349	12,955,493	4,424,432	8,531,061
<b>Total</b>	<b>\$ 22,010,190</b>	<b>\$ 18,128,541</b>	<b>\$ 3,881,649</b>	<b>\$ 40,563,242</b>	<b>\$ 32,348,567</b>	<b>\$ 8,214,675</b>

**Long-term Debt.** At the end of the current fiscal year, the City had total bonded debt outstanding consisting of special assessment debt, revenue related debt and general obligation debt as noted in the table below. While all of the City's bonds have revenue streams, they are all backed by the full faith and credit of the City.

### City of Jackson Outstanding Debt

The City's total debt increased during the current fiscal year as shown in the table below. The increase was due to bonds issued for the Belmont Heights project.

The City's current bond rating from Moody is an "A2" rating for general obligation and revenue debt. This is an upgrade from the 2021 rating of A1. The Electric fund bond rating was A3 in 2022, and the 2023A Bonds received a rating of A+.

	Governmental Activities			Business-type Activities			Totals	
	2023	2022	Increase (Decrease)	2023	2022	Increase (Decrease)	2023	2022
General Obligation Bonds	\$ 295,000	\$ 435,000	\$ (140,000)	\$ -	\$ -	\$ -	\$ 295,000	\$ 435,000
G.O. Tax Increment bonds	1,400,000	-	1,400,000	-	-	-	1,400,000	-
General Obligation Improvement Bonds	4,210,950	4,590,950	(380,000)	-	-	-	4,210,950	4,590,950
General Obligation Revenue Bonds	-	-	-	14,641,050	14,426,050	215,000	14,641,050	14,426,050
Bond Premium	14,053	-	14,053	61,032	52,224	8,808	75,085	52,224
<b>Total</b>	<b>\$ 5,920,003</b>	<b>\$ 5,025,950</b>	<b>\$ 894,053</b>	<b>\$ 14,702,082</b>	<b>\$ 14,478,274</b>	<b>\$ 223,808</b>	<b>\$ 20,622,085</b>	<b>\$ 19,504,224</b>
Percent increase (decrease)			17.8%			1.5%		

Minnesota statutes limit the amount of net general obligation debt a City may issue to 3 percent of the market value of taxable property within the City. Net debt is debt payable solely from ad valorem taxes.

Taxable Market Value	3 percent	Net Debt Applicable to Limit	Over/ (Under) Limit
\$ 8,763,423,333	\$ 262,902,700	\$ 20,622,085	\$ 242,280,615

Additional information on the City's long-term debt can be found in Note 3E starting on page 68 of this report.

#### Economic Factors and Next Year's Budgets and Rates

- The unemployment rate for Jackson County is currently 2.4 percent, which is a decrease from a rate of 2.6 percent a year ago. This compares favorably to the State's average unemployment rate of 2.6 percent and favorably to the national average rate of 3.5 percent.
- Property valuations within the City remain strong and consistent.
- Inflationary trends in the region compare favorably to national indices.

All of these factors were considered in preparing the City's budget for the 2024 fiscal year.

Property taxes will increase in 2024 by approximately 12.45 percent.

#### Requests for Information

This financial report is designed to provide a general overview of the City's finances for all those with an interest in the City's finances. Questions concerning any of the information provided in this report or requests for additional financial information should be addressed to the Gloria Pell at City of Jackson, 80 W Ashley Street, Jackson, Minnesota 56143.

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GOVERNMENT-WIDE FINANCIAL STATEMENTS

CITY OF JACKSON  
JACKSON, MINNESOTA

FOR THE YEAR ENDED  
DECEMBER 31, 2023

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City of Jackson, Minnesota  
Statement of Net Position  
December 31, 2023

	Primary Government		
	Governmental Activities	Business-type Activities	Total
<b>Assets</b>			
Cash and temporary investments	\$ 7,393,840	\$ 9,089,140	\$ 16,482,980
Receivables			
Delinquent taxes	30,744	-	30,744
Accounts, net of allowance	34,659	1,092,815	1,127,474
Intergovernmental	14,922	558,652	573,574
Special assessments	22,698	189,374	212,072
Loans, net of allowance	1,947,434	-	1,947,434
Internal balances	406,801	(406,801)	-
Inventories	-	582,277	582,277
Land held for resale	517,775	-	517,775
Capital assets			
Capital assets not being depreciated	3,804,156	13,943,829	17,747,985
Capital assets (net of accumulated depreciation)	18,206,034	26,619,413	44,825,447
<b>Total Assets</b>	<b>32,379,063</b>	<b>51,668,699</b>	<b>84,047,762</b>
<b>Deferred Outflows of Resources</b>			
Deferred pension resources	151,655	190,394	342,049
<b>Liabilities</b>			
Accounts and contracts payable	1,979,970	859,978	2,839,948
Due to other governments	17,976	27,571	45,547
Accrued salaries payable	1,347	1,818	3,165
Accrued interest payable	42,238	115,339	157,577
Deposits payable	-	71,496	71,496
Unearned revenue	65	2,496	2,561
Noncurrent liabilities			
Due within one year			
Other longterm liabilities	593,572	982,550	1,576,122
Due in more than one year			
Other longterm liabilities	5,481,549	13,766,385	19,247,934
Net pension liability	470,041	530,908	1,000,949
<b>Total Liabilities</b>	<b>8,586,758</b>	<b>16,358,541</b>	<b>24,945,299</b>
<b>Deferred Inflows of Resources</b>			
Deferred pension resources	141,276	209,108	350,384
<b>Net Position</b>			
Net investment in capital assets	16,090,187	26,031,535	42,121,722
Restricted			
Restricted for sanitary sewer replacement	-	93,494	93,494
Debt service	1,147,486	-	1,147,486
Tax increment financing	295,304	-	295,304
Capital projects	114,386	-	114,386
Economic development loans	1,424,578	-	1,424,578
Public safety	145,634	-	145,634
Unrestricted	4,585,109	9,166,415	13,751,524
<b>Total Net Position</b>	<b>\$ 23,802,684</b>	<b>\$ 35,291,444</b>	<b>\$ 59,094,128</b>

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

City of Jackson, Minnesota  
Statement of Activities  
For the Year Ended December 31, 2023

Functions/Programs	Expenses	Program Revenues		
		Charges for Services	Operating Grants and Contributions	Capital Grants and Contributions
<b>Primary Government</b>				
Governmental activities				
General government	\$ 1,086,280	\$ 143,025	\$ 58	\$ -
Public safety	1,298,508	41,944	260,903	10,500
Public works	1,518,716	189,269	295,104	3,441
Culture and recreation	602,337	1,783	-	-
Economic development	334,103	19,158	53,986	-
Miscellaneous	157,446	20	-	-
Interest and other costs	87,626	-	-	-
Total Governmental Activities	<u>5,085,016</u>	<u>395,199</u>	<u>610,051</u>	<u>13,941</u>
Business-type Activities				
Water utility	869,275	1,044,479	-	-
Sewer utility	746,408	806,089	-	6,890
Electric utility	4,717,610	5,573,191	-	-
Municipal liquor store	1,582,369	1,684,633	-	-
Airport	256,378	68,963	23,137	5,294,183
Ambulance	793,621	689,877	1,100	-
Total Business-type Activities	<u>8,965,661</u>	<u>9,867,232</u>	<u>24,237</u>	<u>5,301,073</u>
Total Primary Government	<u>\$ 14,050,677</u>	<u>\$ 10,262,431</u>	<u>\$ 634,288</u>	<u>\$ 5,315,014</u>

General Revenues

- Property taxes, levied for general purposes
- Property taxes, levied for debt service
- Tax increments
- Franchise taxes
- Grants and contributions not restricted to specific programs
- Unrestricted investment earnings (loss)
- Gain on sale of capital assets
- Other revenues

Transfers

Total General Revenues, Contributions and Transfers

Change in Net Position

Net Position, January 1

Net Position, December 31

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

Net (Expense) Revenue and  
Changes in Net Position

Primary Government

<u>Governmental Activities</u>	<u>Business-type Activities</u>	<u>Total</u>
\$ (943,197)		\$ (943,197)
(985,161)		(985,161)
(1,030,902)		(1,030,902)
(600,554)		(600,554)
(260,959)		(260,959)
(157,426)		(157,426)
(87,626)		(87,626)
<u>(4,065,825)</u>		<u>(4,065,825)</u>
-	\$ 175,204	175,204
-	66,571	66,571
-	855,581	855,581
-	102,264	102,264
-	5,129,905	5,129,905
-	(102,644)	(102,644)
-	<u>6,226,881</u>	<u>6,226,881</u>
<u>(4,065,825)</u>	<u>6,226,881</u>	<u>2,161,056</u>
1,496,566	-	1,496,566
331,570	-	331,570
232,204	-	232,204
46,481	-	46,481
1,506,781	-	1,506,781
280,870	312,582	593,452
147,219	-	147,219
1,431	-	1,431
833,009	(833,009)	-
<u>4,876,131</u>	<u>(520,427)</u>	<u>4,355,704</u>
810,306	5,706,454	6,516,760
<u>22,992,378</u>	<u>29,584,990</u>	<u>52,577,368</u>
<u>\$ 23,802,684</u>	<u>\$ 35,291,444</u>	<u>\$ 59,094,128</u>

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

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FUND FINANCIAL STATEMENTS

CITY OF JACKSON  
JACKSON, MINNESOTA

FOR THE YEAR ENDED  
DECEMBER 31, 2023

City of Jackson, Minnesota

Balance Sheet  
Governmental Funds  
December 31, 2023

	General	Capital Reserve	DBS Housing Project	2022 Street Riverside/Emily Project	Other Governmental Funds	Total
<b>Assets</b>						
Cash and temporary investments	\$ 2,702,305	\$ 1,071,761	\$ 1,739,173	\$ (167,324)	\$ 2,047,925	\$ 7,393,840
Receivables						
Delinquent taxes	23,609	-	-	-	7,135	30,744
Accounts	34,659	-	-	-	-	34,659
Intergovernmental	9,437	741	-	-	4,744	14,922
Special assessments	22,698	-	-	-	-	22,698
Loans, net of allowance	-	-	-	-	1,947,434	1,947,434
Due from other funds	1,245,717	-	-	-	-	1,245,717
Land held for resale	473,625	-	-	-	44,150	517,775
<b>Total Assets</b>	<b>\$ 4,512,050</b>	<b>\$ 1,072,502</b>	<b>\$ 1,739,173</b>	<b>\$ (167,324)</b>	<b>\$ 4,051,388</b>	<b>\$ 11,207,789</b>
<b>Liabilities</b>						
Accounts and contracts payable	\$ 149,098	\$ 45,252	\$ 1,624,787	\$ 98,013	\$ 62,820	\$ 1,979,970
Due to other governments	17,976	-	-	-	-	17,976
Advances from other funds	-	-	-	-	838,916	838,916
Accrued salaries payable	1,347	-	-	-	-	1,347
Unearned revenue	65	-	-	-	-	65
<b>Total Liabilities</b>	<b>168,486</b>	<b>45,252</b>	<b>1,624,787</b>	<b>98,013</b>	<b>901,736</b>	<b>2,838,274</b>
<b>Deferred Inflows of Resources</b>						
Unavailable revenue						
Taxes	23,609	-	-	-	7,135	30,744
Assessments	22,698	-	-	-	-	22,698
<b>Total Deferred Inflows of Resources</b>	<b>46,307</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>7,135</b>	<b>53,442</b>
<b>Fund Balances</b>						
Restricted						
Debt service	-	-	-	-	1,182,998	1,182,998
Tax increment financing	-	-	-	-	295,304	295,304
Capital projects	-	-	114,386	-	-	114,386
Economic development loans	-	-	-	-	1,424,578	1,424,578
Public safety	-	145,634	-	-	-	145,634
Committed						
Economic development	-	-	-	-	239,637	239,637
Future capital improvements	-	881,616	-	-	-	881,616
Unassigned	4,297,257	-	-	(265,337)	-	4,031,920
<b>Total Fund Balances</b>	<b>4,297,257</b>	<b>1,027,250</b>	<b>114,386</b>	<b>(265,337)</b>	<b>3,142,517</b>	<b>8,316,073</b>
<b>Total Liabilities, Deferred Inflows of Resources and Fund Balances</b>	<b>\$ 4,512,050</b>	<b>\$ 1,072,502</b>	<b>\$ 1,739,173</b>	<b>\$ (167,324)</b>	<b>\$ 4,051,388</b>	<b>\$ 11,207,789</b>

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

City of Jackson, Minnesota  
 Reconciliation of the Balance Sheet  
 To the Statement of Net Position  
 Governmental Funds  
 December 31, 2023

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

Total Fund Balances - Governmental Funds	\$ 8,316,073
Net capital assets used in governmental activities are not financial resources and therefore are not reported as assets in the funds.	22,010,190
Long-term liabilities, including bonds payable, are not due and payable in the current period and therefore are not reported as liabilities in the funds. Long-term liabilities at year-end consist of	
Compensated absences payable	(155,118)
Net pension liability	(470,041)
Bonds payable	(5,905,950)
Bond premium, net of accumulated amortization	(14,053)
Long-term assets are not available to pay current-period expenditures and, therefore, are reported as unavailable revenue in the funds.	
Delinquent property taxes receivable	30,744
Special assessments receivable	22,698
Governmental funds do not report long-term amounts related to pensions.	
Deferred outflows of pension resources	151,655
Deferred inflows of pension resources	(141,276)
Governmental funds do not report a liability for accrued interest until due and payable.	(42,238)
Total Net Position - Governmental Activities	\$ 23,802,684

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

City of Jackson, Minnesota  
Statement of Revenues, Expenditures and Changes in Fund Balances  
Governmental Funds  
For the Year Ended December 31, 2023

	General	Capital Reserve	DBS Housing Project	2022 Street Riverside/Emily Project	Other Governmental Funds	Total
<b>Revenues</b>						
Taxes	\$ 1,275,912	\$ 124,527	\$ -	\$ -	\$ 651,720	\$ 2,052,159
Special assessments	3,441	-	-	-	-	3,441
Licenses and permits	61,403	-	-	-	-	61,403
Intergovernmental	1,621,446	145,634	-	-	349,694	2,116,774
Charges for services	277,677	-	-	-	-	277,677
Fines and forfeits	8,421	-	-	-	-	8,421
Investment earnings (loss)	164,434	27,266	18,151	-	71,019	280,870
Miscellaneous	76,432	10,520	-	-	19,158	106,110
<b>Total Revenues</b>	<b>3,489,166</b>	<b>307,947</b>	<b>18,151</b>	<b>-</b>	<b>1,091,591</b>	<b>4,906,855</b>
<b>Expenditures</b>						
<b>Current</b>						
General government	1,020,927	30,021	-	-	-	1,050,948
Public safety	1,095,503	-	-	-	-	1,095,503
Public works	1,075,194	-	-	-	-	1,075,194
Culture and recreation	387,376	-	-	-	-	387,376
Economic development	7,495	-	-	-	326,608	334,103
Miscellaneous	96,732	-	-	-	-	96,732
<b>Capital outlay</b>						
General government	49,415	-	-	-	-	49,415
Public safety	67,456	1,329,519	-	-	-	1,396,975
Public works	87,404	139,970	1,438,869	1,227,866	314,992	3,209,101
Culture and recreation	136,549	45,052	-	-	-	181,601
Miscellaneous	-	60,714	-	-	-	60,714
<b>Debt service</b>						
Principal	-	-	-	-	520,000	520,000
Interest and other costs	-	-	-	-	88,971	88,971
<b>Total Expenditures</b>	<b>4,024,051</b>	<b>1,605,276</b>	<b>1,438,869</b>	<b>1,227,866</b>	<b>1,250,571</b>	<b>9,546,633</b>
<b>Excess (Deficiency) of Revenues Over (Under) Expenditures</b>	<b>(534,885)</b>	<b>(1,297,329)</b>	<b>(1,420,718)</b>	<b>(1,227,866)</b>	<b>(158,980)</b>	<b>(4,639,778)</b>
<b>Other Financing Sources (Uses)</b>						
Sale of capital assets	107,345	32,500	-	-	2,000	141,845
Transfers in	569,301	1,123,636	240,673	490,334	273,035	2,696,979
Debt issued	-	-	1,280,378	-	119,622	1,400,000
Premiums on bonds issued	-	-	14,053	-	-	14,053
Transfers out	(1,123,636)	(371,582)	-	-	(368,752)	(1,863,970)
<b>Total Other Financing Sources (Uses)</b>	<b>(446,990)</b>	<b>784,554</b>	<b>1,535,104</b>	<b>490,334</b>	<b>25,905</b>	<b>2,388,907</b>
<b>Net Change in Fund Balances</b>	<b>(981,875)</b>	<b>(512,775)</b>	<b>114,386</b>	<b>(737,532)</b>	<b>(133,075)</b>	<b>(2,250,871)</b>
<b>Fund Balances, January 1</b>	<b>5,279,132</b>	<b>1,540,025</b>	<b>-</b>	<b>472,195</b>	<b>3,275,592</b>	<b>10,566,944</b>
<b>Fund Balances, December 31</b>	<b>\$ 4,297,257</b>	<b>\$ 1,027,250</b>	<b>\$ 114,386</b>	<b>\$ (265,337)</b>	<b>\$ 3,142,517</b>	<b>\$ 8,316,073</b>

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

City of Jackson, Minnesota  
 Reconciliation of the Statement of  
 Revenues, Expenditures and Changes in Fund Balances  
 to the Statement of Activities  
 Governmental Funds  
 For the Year Ended December 31, 2023

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

Net change in fund balances - governmental funds	\$ (2,250,871)
<p>Governmental funds report capital outlay as expenditures. However, in the statement of activities the cost of those assets is allocated over the estimated useful lives and reported as depreciation expense.</p>	
Capital outlay	4,561,149
Depreciation expense	(684,874)
<p>The net effect of various miscellaneous transactions involving capital assets (i.e., sales, trade-ins, and donations) is to decrease net position.</p>	
Book value of capital asset disposals	(5,626)
Trade in value of disposed assets	11,000
<p>The issuance of long-term debt provides current financial resources to governmental funds, while the repayment of principal of long-term debt consumes the current financial resources of governmental funds. Neither transaction, however, has any effect on net position. Also, governmental funds report the effect of premiums, discounts and similar items when debt is first issued, whereas these amounts are deferred and amortized in the statement of activities.</p>	
Debt issued or incurred	(1,400,000)
Principal repayments	520,000
Premium on bonds issued	(14,053)
<p>Interest on long-term debt in the statement of activities differs from the amount reported in the governmental fund because interest is recognized as an expenditure in the funds when it is due, and thus requires the use of current financial resources. In the statement of activities, however, interest expense is recognized as the interest accrues, regardless of when it is due.</p>	
	1,345
<p>Long-term pension activity is not reported in governmental funds.</p>	
Negative pension expense	49,779
Direct aid contributions	58
<p>Certain revenues are recognized as soon as they are earned. Under the modified accrual basis of accounting certain revenues cannot be recognized until they are available to liquidate liabilities of the current period.</p>	
Property taxes	8,181
<p>Some expenses reported in the statement of activities do not require the use of current financial resources and, therefore, are not reported as expenditures in governmental funds.</p>	
Compensated absences	14,218
Change in Net Position - Governmental Activities	\$ 810,306

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

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City of Jackson, Minnesota  
Statement of Revenues, Expenditures and Changes in Fund Balances  
Budget and Actual  
General Fund  
For the Year Ended December 31, 2023

	General			
	Budgeted Amounts		Actual Amounts	Variance with Final Budget
	Original	Final		
Revenues				
Taxes	\$ 1,248,712	\$ 1,248,712	\$ 1,275,912	\$ 27,200
Special assessments	2,500	2,500	3,441	941
Licenses and permits	40,800	40,800	61,403	20,603
Intergovernmental	1,569,793	1,569,793	1,621,446	51,653
Charges for services	233,654	233,654	277,677	44,023
Fines and forfeits	10,100	10,100	8,421	(1,679)
Investment earnings	66,030	66,030	164,434	98,404
Miscellaneous	67,370	67,370	76,432	9,062
Total Revenues	<u>3,238,959</u>	<u>3,238,959</u>	<u>3,489,166</u>	<u>250,207</u>
Expenditures				
Current				
General government	942,361	942,361	1,020,927	(78,566)
Public safety	1,113,265	1,113,265	1,095,503	17,762
Streets and highways	918,664	918,664	1,075,194	(156,530)
Culture and recreation	353,782	353,782	387,376	(33,594)
Economic development	9,000	9,000	7,495	1,505
Miscellaneous	94,100	94,100	96,732	(2,632)
Capital outlay				
General government	22,000	22,000	49,415	(27,415)
Public safety	78,000	78,000	67,456	10,544
Streets and highways	65,500	65,500	87,404	(21,904)
Culture and recreation	66,000	66,000	136,549	(70,549)
Total Expenditures	<u>3,662,672</u>	<u>3,662,672</u>	<u>4,024,051</u>	<u>(361,379)</u>
Excess (Deficiency) of Revenues Over (Under) Expenditures	<u>(423,713)</u>	<u>(423,713)</u>	<u>(534,885)</u>	<u>(111,172)</u>
Other Financing Sources (Uses)				
Sale of capital assets	-	-	107,345	107,345
Transfers in	556,000	556,000	569,301	13,301
Transfers out	(1,123,000)	(1,123,000)	(1,123,636)	(636)
Total Other Financing Sources (Uses)	<u>(567,000)</u>	<u>(567,000)</u>	<u>(446,990)</u>	<u>120,010</u>
Net Change in Fund Balances	(990,713)	(990,713)	(981,875)	8,838
Fund Balances, January 1	<u>5,279,132</u>	<u>5,279,132</u>	<u>5,279,132</u>	<u>-</u>
Fund Balances, December 31	<u>\$ 4,288,419</u>	<u>\$ 4,288,419</u>	<u>\$ 4,297,257</u>	<u>\$ 8,838</u>

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

City of Jackson, Minnesota  
Statement of Net Position  
Proprietary Funds  
December 31, 2023

	Business-type Activities - Enterprise Funds		
	601	602	604
	Water Utility	Sewer Utility	Electric Utility
<b>Assets</b>			
<b>Current Assets</b>			
Cash and temporary investments	\$ 1,549,257	\$ 1,815,495	\$ 4,992,597
Receivables			
Accounts, net of allowance	82,734	68,975	452,711
Intergovernmental	13,361	13,872	104,548
Special assessments	141	11,039	-
Advance to other funds - current portion	-	-	30,195
Inventories	-	-	321,446
<b>Total Current Assets</b>	<u>1,645,493</u>	<u>1,909,381</u>	<u>5,901,497</u>
<b>Noncurrent Assets</b>			
Special assessments	974	177,220	-
Advance to other funds - noncurrent portion	-	-	1,370,318
<b>Capital assets</b>			
Land	8,340	161,664	66,720
Buildings and structures	2,092,134	3,391,567	3,668,135
Infrastructure	6,806,878	10,625,951	10,037,199
Machinery and equipment	426,189	391,066	1,985,408
Construction in progress	1,361,163	873,877	1,143,717
Less accumulated depreciation	(4,016,225)	(5,391,517)	(5,719,564)
<b>Total Capital Assets (Net of Accumulated Depreciation)</b>	<u>6,678,479</u>	<u>10,052,608</u>	<u>11,181,615</u>
<b>Total Noncurrent Assets</b>	<u>6,679,453</u>	<u>10,229,828</u>	<u>12,551,933</u>
<b>Total Assets</b>	<u>8,324,946</u>	<u>12,139,209</u>	<u>18,453,430</u>
<b>Deferred Outflows of Resources</b>			
Deferred pension resources	42,273	22,008	-
<b>Liabilities</b>			
<b>Current Liabilities</b>			
Accounts and contracts payable	89,819	46,725	513,141
Due to other governments	2,441	32	23,066
Due to other funds	-	-	-
Accrued salaries payable	1,475	264	-
Accrued interest payable	56,464	47,177	11,698
Advance from other funds - current portion	-	-	-
Deposits payable	-	-	71,496
Unearned revenue	-	-	-
Compensated absences payable - current portion	12,589	3,275	-
Bonds payable - current portion	221,150	334,200	407,000
<b>Total Current Liabilities</b>	<u>383,938</u>	<u>431,673</u>	<u>1,026,401</u>
<b>Noncurrent Liabilities</b>			
Compensated absences payable - noncurrent portion	7,741	16,484	-
Advance from other funds - noncurrent portion	-	-	-
Bonds payable - noncurrent portion	5,166,435	5,651,697	2,921,600
Net pension liability	131,023	68,214	-
<b>Total Noncurrent Liabilities</b>	<u>5,305,199</u>	<u>5,736,395</u>	<u>2,921,600</u>
<b>Total Liabilities</b>	<u>5,689,137</u>	<u>6,168,068</u>	<u>3,948,001</u>
<b>Deferred Inflows of Resources</b>			
Deferred pension resources	39,381	20,502	-
<b>Net Position</b>			
Net investment in capital assets	1,662,999	4,396,383	7,853,015
Restricted for sanitary sewer replacement	-	93,494	-
Unrestricted	975,702	1,482,770	6,652,414
<b>Total Net Position</b>	<u>\$ 2,638,701</u>	<u>\$ 5,972,647</u>	<u>\$ 14,505,429</u>

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

Business-type Activities -  
Enterprise Funds

609	612	Nonmajor Enterprise 608	Total
Municipal Liquor Store	Airport	Ambulance	
\$ 260,985	\$ -	\$ 470,806	\$ 9,089,140
50	18,346	469,999	1,092,815
-	426,871	-	558,652
-	-	-	11,180
-	-	-	30,195
260,831	-	-	582,277
<u>521,866</u>	<u>445,217</u>	<u>940,805</u>	<u>11,364,259</u>
-	-	-	178,194
-	-	-	<u>1,370,318</u>
149,250	602,362	-	988,336
935,579	361,398	-	10,448,813
-	3,970,026	-	31,440,054
107,467	166,180	1,009,108	4,085,418
-	9,576,736	-	12,955,493
(127,743)	(3,372,186)	(727,637)	(19,354,872)
<u>1,064,553</u>	<u>11,304,516</u>	<u>281,471</u>	<u>40,563,242</u>
<u>1,064,553</u>	<u>11,304,516</u>	<u>281,471</u>	<u>42,111,754</u>
<u>1,586,419</u>	<u>11,749,733</u>	<u>1,222,276</u>	<u>53,476,013</u>
<u>43,690</u>	<u>-</u>	<u>82,423</u>	<u>190,394</u>
71,187	125,047	14,059	859,978
-	102	1,930	27,571
-	1,245,717	-	1,245,717
79	-	-	1,818
-	-	-	115,339
30,195	-	-	30,195
-	-	-	71,496
2,228	268	-	2,496
2,178	-	2,158	20,200
-	-	-	962,350
<u>105,867</u>	<u>1,371,134</u>	<u>18,147</u>	<u>3,337,160</u>
-	-	2,428	26,653
531,402	-	-	531,402
-	-	-	13,739,732
135,416	-	196,255	530,908
<u>666,818</u>	<u>-</u>	<u>198,683</u>	<u>14,828,695</u>
<u>772,685</u>	<u>1,371,134</u>	<u>216,830</u>	<u>18,165,855</u>
<u>40,701</u>	<u>-</u>	<u>108,524</u>	<u>209,108</u>
533,151	11,304,516	281,471	26,031,535
-	-	-	93,494
283,572	(925,917)	697,874	9,166,415
<u>\$ 816,723</u>	<u>\$ 10,378,599</u>	<u>\$ 979,345</u>	<u>\$ 35,291,444</u>

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

City of Jackson, Minnesota  
Statement of Revenues, Expenses and Changes in Net Position  
Proprietary Funds  
For the Year Ended December 31, 2023

	Business-type Activities - Enterprise Funds		
	601	602	604
	Water Utility	Sewer Utility	Electric Utility
Operating Revenues			
Charges for services	\$ 1,034,844	\$ 805,976	\$ 5,557,445
Other operating revenues	9,635	113	15,746
Sales	-	-	-
Cost of sales	-	-	-
Total Operating Revenues	<u>1,044,479</u>	<u>806,089</u>	<u>5,573,191</u>
Operating Expenses			
Purchased power	-	-	3,256,377
Personal services	282,850	124,668	-
Operating supplies and expenses	39,196	20,496	82,371
Professional services	-	-	-
Utilities	75,855	38,324	93,970
Repairs and maintenance	73,098	-	254,161
Other services and charges	72,741	105,635	513,890
Depreciation	190,927	336,756	431,277
Total Operating Expenses	<u>734,667</u>	<u>625,879</u>	<u>4,632,046</u>
Operating Income (Loss)	<u>309,812</u>	<u>180,210</u>	<u>941,145</u>
Nonoperating Revenues (Expenses)			
Investment income	35,622	41,462	217,963
Contributions and donations	-	-	-
Interest expense and other	(135,045)	(122,993)	(85,564)
Amortization of bond premiums	437	2,464	-
Total Nonoperating Revenues (Expenses)	<u>(98,986)</u>	<u>(79,067)</u>	<u>132,399</u>
Income (Loss) Before Contributions and Transfers	210,826	101,143	1,073,544
Capital Contributions			
Special Assessments	-	6,890	-
Capital Contributions from Other Governments	-	-	-
Transfers In	301,901	72,859	-
Transfers Out	<u>(125,790)</u>	<u>(175,850)</u>	<u>(1,100,129)</u>
Change in Net Position	386,937	5,042	(26,585)
Net Position, January 1	<u>2,251,764</u>	<u>5,967,605</u>	<u>14,532,014</u>
Net Position, December 31	<u>\$ 2,638,701</u>	<u>\$ 5,972,647</u>	<u>\$ 14,505,429</u>

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

Business-type Activities -  
Enterprise Funds

<b>609</b>	<b>612</b>	Nonmajor Enterprise <b>608</b>	Total
Municipal Liquor Store	Airport	Ambulance	
\$ -	\$ 68,963	\$ 666,781	\$ 8,134,009
19	23,137	23,096	71,746
1,684,614	-	-	1,684,614
(1,216,376)	-	-	(1,216,376)
<u>468,257</u>	<u>92,100</u>	<u>689,877</u>	<u>8,673,993</u>
-	-	-	3,256,377
253,712	-	584,289	1,245,519
7,811	2,284	21,849	174,007
-	-	109,107	109,107
12,673	23,083	-	243,905
1,728	7,155	5,425	341,567
60,876	71,041	4,445	828,628
29,193	152,815	68,506	1,209,474
<u>365,993</u>	<u>256,378</u>	<u>793,621</u>	<u>7,408,584</u>
<u>102,264</u>	<u>(164,278)</u>	<u>(103,744)</u>	<u>1,265,409</u>
4,963	-	12,572	312,582
-	-	1,100	1,100
-	-	-	(343,602)
-	-	-	2,901
<u>4,963</u>	<u>-</u>	<u>13,672</u>	<u>(27,019)</u>
107,227	(164,278)	(90,072)	1,238,390
-	-	-	6,890
-	5,294,183	-	5,294,183
-	250,000	-	624,760
(56,000)	-	-	(1,457,769)
51,227	5,379,905	(90,072)	5,706,454
<u>765,496</u>	<u>4,998,694</u>	<u>1,069,417</u>	<u>29,584,990</u>
<u>\$ 816,723</u>	<u>\$ 10,378,599</u>	<u>\$ 979,345</u>	<u>\$ 35,291,444</u>

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

City of Jackson, Minnesota  
Statement of Cash Flows  
Proprietary Funds  
For the Year Ended December 31, 2023

	Business-type Activities - Enterprise Funds		
	<b>601</b>	<b>602</b>	<b>604</b>
	Water Utility	Sewer Utility	Electric Utility
Cash Flows from Operating Activities			
Receipts from customers	\$ 1,034,746	\$ 800,639	\$ 5,584,457
Payments to suppliers and vendors	(194,790)	(136,498)	(4,105,608)
Payments to and on behalf of employees	(295,000)	(132,023)	-
Other receipts	-	-	-
Net Cash Provided (Used) by Operating Activities	<u>544,956</u>	<u>532,118</u>	<u>1,478,849</u>
Cash Flows from Noncapital Financing Activities			
Decrease (increase) in advance to (from) other funds	-	-	29,316
Transfer from other funds	301,901	72,859	-
Transfers to other funds	(125,790)	(175,850)	(1,100,129)
Increase (decrease) in due (from) to other funds	-	-	-
Net Cash Provided (Used) by Noncapital Financing Activities	<u>176,111</u>	<u>(102,991)</u>	<u>(1,070,813)</u>
Cash Flows from Capital and Related Financing Activities			
Acquisition of capital assets	(1,273,155)	(797,500)	(1,141,630)
Proceeds from the issuance of bonds	581,255	515,454	-
Special assessment collections	136	19,054	-
Proceeds from capital contributions from other governments	-	-	-
Principal paid on long-term debt	(168,400)	(299,800)	(401,800)
Interest paid on long-term debt	(135,330)	(123,712)	(88,048)
Net Cash Provided (Used) by Capital and Related Financing Activities	<u>(995,494)</u>	<u>(686,504)</u>	<u>(1,631,478)</u>
Cash Flows from Investing Activities			
Interest received (paid) on cash and investments	<u>35,622</u>	<u>41,462</u>	<u>217,963</u>
Net Increase (Decrease) In Cash and Cash Equivalents	(238,805)	(215,915)	(1,005,479)
Cash and Cash Equivalents, January 1	<u>1,788,062</u>	<u>2,031,410</u>	<u>5,998,076</u>
Cash and Cash Equivalents, December 31	<u><u>\$ 1,549,257</u></u>	<u><u>\$ 1,815,495</u></u>	<u><u>\$ 4,992,597</u></u>

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

Business-type Activities -  
Enterprise Funds

<b>609</b>	<b>612</b>	Nonmajor Enterprise <b>608</b>	Total
Municipal Liquor Store	Airport	Ambulance	
\$ 1,684,884	\$ 74,081	\$ 350,444	\$ 9,529,251
(1,326,524)	(101,066)	(130,721)	(5,995,207)
(225,481)	-	(407,225)	(1,059,729)
-	23,137	1,100	24,237
<u>132,879</u>	<u>(3,848)</u>	<u>(186,402)</u>	<u>2,498,552</u>
(29,316)	-	-	-
-	250,000	-	624,760
(56,000)	-	-	(1,457,769)
-	793,887	-	793,887
<u>(85,316)</u>	<u>1,043,887</u>	<u>-</u>	<u>(39,122)</u>
(7,975)	(6,025,189)	(153,227)	(9,398,676)
-	-	-	1,096,709
-	-	-	19,190
-	4,985,150	-	4,985,150
-	-	-	(870,000)
-	-	-	(347,090)
<u>(7,975)</u>	<u>(1,040,039)</u>	<u>(153,227)</u>	<u>(4,514,717)</u>
<u>4,963</u>	<u>-</u>	<u>15,125</u>	<u>315,135</u>
44,551	-	(324,504)	(1,740,152)
<u>216,434</u>	<u>-</u>	<u>795,310</u>	<u>10,829,292</u>
<u>\$ 260,985</u>	<u>\$ -</u>	<u>\$ 470,806</u>	<u>\$ 9,089,140</u>

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

City of Jackson, Minnesota  
Statement of Cash Flows (Continued)  
Proprietary Funds  
For the Year Ended December 31, 2023

	Business-type Activities - Enterprise Funds		
	601	602	604
	<u>Water Utility</u>	<u>Sewer Utility</u>	<u>Electric Utility</u>
Reconciliation of Operating Income (Loss) to Net Cash Provided (Used) by Operating Activities			
Operating income (loss)	\$ 309,812	\$ 180,210	\$ 941,145
Adjustments to reconcile operating income (loss) to net cash provided (used) by operating activities			
Depreciation	190,927	336,756	431,277
Other income related to operations	-	-	-
(Increase) decrease in assets			
Accounts, net	(8,539)	(3,745)	13,794
Due from other governments	(1,194)	(1,705)	(9,554)
Inventories	-	-	(44,948)
(Increase) decrease in deferred outflows of resources			
Deferred pension resources	33,744	17,030	-
Increase (decrease) in liabilities			
Accounts and contracts payable	71,406	30,285	154,841
Due to other governments	(5,306)	(2,328)	(14,732)
Accrued salaries payable	1,148	190	-
Deposits payable	-	-	7,026
Unearned revenue	-	-	-
Compensated absences payable	5,405	1,154	-
Net pension liability	(88,900)	(44,727)	-
Increase (decrease) in deferred inflows of resources			
Deferred pension resources	36,453	18,998	-
Net Cash Provided by Operating Activities	<u>\$ 544,956</u>	<u>\$ 532,118</u>	<u>\$ 1,478,849</u>
Schedule of Noncash Investing, Capital and Financing Activities			
Capital assets acquired on account	<u>\$ 11,553</u>	<u>\$ 3,150</u>	<u>\$ 28,740</u>
Amortization of bond (premium) discount	<u>\$ (437)</u>	<u>\$ (2,464)</u>	<u>\$ -</u>

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

Business-type Activities -  
Enterprise Funds

<b>609</b>	<b>612</b>	Nonmajor Enterprise <b>608</b>	Total
Municipal Liquor Store	Airport	Ambulance	
\$ 102,264	\$ (164,278)	\$ (103,744)	\$ 1,265,409
29,193	152,815	68,506	1,209,474
-	-	1,100	1,100
(50)	4,850	(339,433)	(333,123)
-	-	-	(12,453)
(29,505)	-	-	(74,453)
10,020	-	(61,465)	(671)
18,395	2,441	8,368	285,736
(15,950)	56	1,737	(36,523)
1	-	(92)	1,247
-	-	-	7,026
301	268	-	569
(450)	-	(1,503)	4,606
(19,972)	-	156,655	3,056
<u>38,632</u>	<u>-</u>	<u>83,469</u>	<u>177,552</u>
<u>\$ 132,879</u>	<u>\$ (3,848)</u>	<u>\$ (186,402)</u>	<u>\$ 2,498,552</u>
<u>\$ -</u>	<u>\$ 114,592</u>	<u>\$ -</u>	<u>\$ 158,035</u>
<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ (2,901)</u>

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

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## Note 1: Summary of Significant Accounting Policies

### A. Reporting Entity

The City of Jackson, Minnesota (the City) is a municipal corporation governed by a mayor and a six member council elected by eligible voters of the City. The City is the basic level of government which has oversight responsibility and control over all activities related to the government in the City's area. The City receives funding from local, state, and federal government sources and must comply with the requirements of these funding source entities. However, the City is not included in any other governmental "reporting entity" as defined by the GASB pronouncements, since the mayor and council members are elected by the public and have decision making authority, the authority to levy taxes, the power to designate management, the ability to significantly influence operations, and primary accountability for fiscal matters.

The City has considered all potential units for which it is financially accountable, and other organizations for which the nature and significance of their relationship with the City are such that exclusion would cause the City's financial statements to be misleading or incomplete. The Governmental Accounting Standards Board (GASB) has set forth criteria to be considered in determining financial accountability. These criteria include appointing a voting majority of an organization's governing body, and (1) the ability of the primary government to impose its will on that organization or (2) the potential for the organization to provide specific benefits to, or impose specific financial burdens on the primary government. The City has no activity that meets the definition of a component unit.

#### ***Housing and Redevelopment Authority (HRA)***

The Housing and Redevelopment Authority of Jackson, Minnesota (HRA) is an entity legally separate from the City. The HRA is responsible for administering affordable housing programs for eligible individuals and families in Jackson. The City's officials are responsible for appointing members to the HRA's board of commissioners, but the City's accountability for the HRA does not extend beyond making the appointments. Consequently, HRA is therefore not considered to be a part of the City's financial reporting entity. Audited financial statements are available upon request from the HRA offices located at 116 State Street, Jackson, MN 56143.

#### ***Economic Development Authority (EDA)***

The EDA was created pursuant to Minnesota statutes 469.090 through 469.108 to primarily carry out housing development within the City in accordance with policies established by the City Council. The governing board is appointed by the City Council which also approves the EDA's tax levy. The EDA is governed by seven board members, two of which must City Council members. The EDA is presented as a governmental fund within the City. Separate financial statements for the EDA are not prepared.

### B. 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 non-fiduciary activities of the primary government. For the most part, the effect of inter-fund activity has been removed from these statements. *Governmental activities*, which normally are supported by taxes and intergovernmental revenues, are reported separately from *business-type activities*, which rely to a significant extent on fees and charges for support. Likewise, the *primary government* is reported separately from certain legally separate *component units* for which the primary government is financially accountable.

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

## Note 1: Summary of Significant Accounting Policies (Continued)

Separate financial statements are provided for governmental funds and proprietary funds. Major individual governmental funds and major individual enterprise funds are reported as separate columns in the fund financial statements.

### C. Measurement Focus, Basis of Accounting and Financial Statement Presentation

The government-wide financial statements are reported using the *economic resources measurement focus* and the *accrual basis of accounting*, as are the proprietary fund financial statements. 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.

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.

Property taxes, special assessments, franchise taxes, intergovernmental revenues, charges for services 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. Only the portion of special assessments receivable due within the current fiscal period is considered to be susceptible to accrual as revenue of the current period. All other revenue items are considered to be measurable and available only when cash is received by the City.

Revenue resulting from exchange transactions, in which each party gives and receives essentially equal value, is recorded on the accrual basis when the exchange takes place. On a modified accrual basis, revenue is recorded in the year in which the resources are measurable and become available.

Non-exchange transactions, in which the City receives value without directly giving equal value in return, include property taxes, grants, entitlement and donations. On an accrual basis, revenue from property taxes is recognized in the year for which the tax is levied. Revenue from grants, entitlements and donations is recognized in the year in which all eligibility requirements have been satisfied. Eligibility requirements include timing requirements, which specify the year when the resources are required to be used or the year when use is first permitted, matching requirements, in which the City must provide local resources to be used for a specified purpose, and expenditure requirements, in which the resources are provided to the City on a reimbursement basis. On a modified accrual basis, revenue from non-exchange transactions must also be available before it can be recognized.

Unearned revenue arises when assets are recognized before revenue recognition criteria have been satisfied. Grants and entitlements received before eligibility requirements are met are also recorded as unearned revenue.

The preparation of financial statements in conformity with accounting principles generally accepted in the United States of America requires management to make estimates and assumptions that affect certain reported amounts and disclosures. Accordingly, actual results could differ from those estimates.

## Note 1: Summary of Significant Accounting Policies (Continued)

The City reports the following major governmental funds:

The *General fund* is the City's primary operating fund. It accounts for all financial resources of the general government, except those required to be accounted for in another fund.

The *Capital Reserve fund* accounts for capital projects.

The *DBS Housing Project fund* accounts for project costs associated with 2023 housing projects.

The *2022 Street Riverside/Emily fund* accounts for project costs associated with 2022 street projects.

The City reports the following major proprietary funds:

The *Water Utility fund* accounts for costs associated with the City's water system and to ensure that user charges are sufficient to pay for those costs.

The *Sewer Utility fund* accounts for the activities of the City's sewage system and to ensure that user charges are sufficient to pay for those costs.

The *Electric Utility fund* accounts for the costs associated with the City's electric system and to ensure that user charges are sufficient to pay for those costs.

The *Municipal Liquor fund* accounts for the operation of the municipal off-sale liquor store.

The *Airport fund* accounts for the costs associated with the City's airport.

As a general rule the effect of interfund activity has been eliminated from government-wide financial statements. Exceptions to this general rule are transactions that would be treated as revenues, expenditures or expenses if they involved external organizations, such as buying goods and services or payment in lieu of taxes, are similarly treated when they involve other funds of the City. Elimination of these charges would distort the direct costs and program revenues reported for the various functions concerned.

Proprietary funds distinguish *operating* revenues and expenses from *nonoperating* items. Operating revenues and expenses generally result from providing services and producing and delivering goods in connection with a proprietary fund's principal ongoing operations. The principal operating revenues of the City's enterprise funds are charges to customers for sales and services. The City also recognizes as operating revenue the portion of tap fees intended to recover the cost of connecting new customers to the system. All revenues and expenses not meeting this definition are reported as nonoperating revenues and expenses.

### D. Assets, Deferred Outflows of Resources, Liabilities, Deferred Inflows of Resources and Net Position/Fund Balance

#### *Deposits and Investments*

The City'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. The proprietary funds' portion in the government-wide cash and temporary investments pool is considered to be cash and cash equivalents for purposes of the statements of cash flows.

Cash balances from all funds are pooled and invested, to the extent available, in certificates of deposit and other authorized investments. Earnings from such investments are allocated on the basis of applicable participation by each of the funds.

City of Jackson, Minnesota  
Notes to the Financial Statements  
December 31, 2023

**Note 1: Summary of Significant Accounting Policies (Continued)**

The City may also invest idle funds as authorized by Minnesota statutes, as follows:

1. Direct obligations or obligations guaranteed by the United States or its agencies.
2. Shares of investment companies registered under the Federal Investment Company Act of 1940 and received the highest credit rating, rated in one of the two highest rating categories by a statistical rating agency, and have a final maturity of thirteen months or less.
3. General obligations of a state or local government with taxing powers rated "A" or better; revenue obligations rated "AA" or better.
4. General obligations of the Minnesota Housing Finance Agency rated "A" or better.
5. Obligation of a school district with an original maturity not exceeding 13 months and (i) rated in the highest category by a national bond rating service or (ii) enrolled in the credit enhancement program pursuant to statute section 126C.55.
6. Bankers' acceptances of United States banks eligible for purchase by the Federal Reserve System.
7. Commercial paper issued by United States banks corporations or their Canadian subsidiaries, of highest quality category by at least two nationally recognized rating agencies, and maturing in 270 days or less.
8. Repurchase or reverse repurchase agreements and securities lending agreements with financial institutions qualified as a "depository" by the government entity, with banks that are members of the Federal Reserve System with capitalization exceeding \$10,000,000, a primary reporting dealer in U.S. government securities to the Federal Reserve Bank of New York, or certain Minnesota securities broker-dealers.
9. Guaranteed investment contracts (GIC's) issued or guaranteed by a United States commercial bank, a domestic branch of a foreign bank, a United States insurance company, or its Canadian subsidiary, whose similar debt obligations were rated in one of the top two rating categories by a nationally recognized rating agency.

Broker money market funds operate in accordance with appropriate state laws and regulations. The reported value of the pool is the same as the fair value of the shares.

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; Level 3 inputs are significant unobservable inputs.

The City has the following recurring fair value measurements as of December 31, 2023:

- Negotiable certificates of deposits of \$10,842,486 are valued using a matrix pricing model (Level 2 inputs)

## Note 1: Summary of Significant Accounting Policies (Continued)

### **Investments**

The investments of the City are subject to the following risks:

- *Credit Risk.* Credit risk is the risk that an issuer or other counterparty to an investment will not fulfill its obligations. Ratings are provided by various credit rating agencies and where applicable, indicate associated credit risk. Minnesota statutes and the City's investment policy limit the City's investments to the list above.
- *Custodial Credit Risk.* Custodial credit risk for investments is the risk that, in the event of the failure of the counterparty to a transaction, a government will not be able to recover the value of investment or collateral securities that are in the possession of an outside party. The City's investment policy does not address custodial credit risk but typically limits its exposure by purchasing insured or registered investments.
- *Concentration of Credit Risk.* Concentration of credit risk is the risk of loss attributed to the magnitude of a government's investment in a single issuer. The City limits investments in any one institution, other than the U.S. Government or its agencies, to not more than \$2,000,000 or 30 percent of the total portfolio. The City has no concentrations greater than their own requirements in any one issuer.
- *Interest Rate Risk.* Interest rate risk is the risk that changes in interest rates will adversely affect the fair value of an investment. In accordance with its investment policy, the City requires at least 5 percent of the City's investment portfolio to be available on a daily basis without loss of principal. Also, no more than 30 percent of the portfolio should have maturities exceeding 3 years.

### **Property Taxes**

The Council annually adopts a tax levy and certifies it to the County in December for collection the following year. The County is responsible for collecting all property taxes for the City. These taxes attach an enforceable lien on taxable property within the City on January 1 and are payable by the property owners in two installments. The taxes are collected by the County Treasurer and tax settlement payments are made to the City during January, June and November each year.

Delinquent taxes receivable include the past six years' uncollected taxes. Delinquent taxes have been offset by a deferred inflow of resources for delinquent taxes not received within 60 days after year end in the governmental fund financial statements.

### **Accounts Receivable**

Accounts receivable include amounts billed for services provided before year end. Unbilled utility enterprise fund receivables are also included for services provided in 2023. All utility receivables are reported at their gross value, and if appropriate, reduced by the estimated portion that is expected to be uncollectible. Uncollectible utility accounts are periodically charged to operations on a direct write off method. The City has determined an allowance for uncollectible accounts of \$101,595 in the Ambulance fund for December 31, 2023

### **Special Assessments**

Special assessments represent the financing for public improvements paid for by benefiting property owners. These assessments are recorded as receivables upon certification to the County. Special assessments are recognized as revenue when they are annually certified to the County or received in cash or within 60 days after year end. All governmental special assessments receivable are offset by a deferred inflow of resources in the fund financial statements.

## **Note 1: Summary of Significant Accounting Policies (Continued)**

### ***Interfund Receivables and Payables***

Activity between funds that are representative of lending/borrowing arrangements outstanding at the end of the fiscal year are referred to as either "due to/from other funds" (i.e., the current portion of interfund loans) or "advances to/from other funds" (i.e., the non-current portion of interfund loans). All other outstanding balances between funds are reported as "due to/from other funds." Any residual balances outstanding between the governmental activities and business-type activities are reported in the government-wide financial statements as "internal balances."

Advances between funds, as reported in the fund financial statements, are offset by a fund balance nonspendable account in applicable governmental funds to indicate that they are not available for appropriation and are not expendable available financial resources.

### ***Inventories and Prepaid Items***

Inventories of materials and supplies are recorded at cost, which approximates market, using the first-in, first out (FIFO) method. Inventories consist of expendable supplies held for consumption. Inventories of governmental funds are recorded as expenditures when consumed rather than when purchased.

Certain payments to vendors reflect costs applicable to future accounting periods and are recorded as prepaid items and are recorded as prepaid items. The City uses the consumption method to account for all prepaid items

### ***Capital Assets***

Capital assets, which include property, plant, equipment, and infrastructure assets (e.g., roads, bridges, sidewalks, and similar items), are reported in the applicable governmental or business-type activities columns in the government-wide financial statements.

Capital assets are defined by the City as assets with an initial, individual cost of more than \$5,000 and an estimated useful life in excess of one year. Such purchased assets are recorded at historical cost or estimated historical cost if historical cost is not available. Assets acquired prior to 1986 are recorded at estimated historical cost. Donated capital assets are recorded at acquisition value at the date of donation. The City reports infrastructure assets on a network and subsystem basis. Accordingly, the amounts spent for the construction or acquisition of infrastructure assets are capitalized and reported in the government-wide financial statements.

The cost of normal maintenance and repairs that do not add to the value of the asset or materially extend assets lives are not capitalized. Major outlays for capital assets and improvement are capitalized as projects are constructed.

City of Jackson, Minnesota  
Notes to the Financial Statements  
December 31, 2023

**Note 1: Summary of Significant Accounting Policies (Continued)**

Property, plant and equipment of the primary government, as well as the component units, are depreciated using the straight-line method over the following estimated useful lives.

Assets	Years
System Infrastructure	30 - 50
Swimming Pool	50
Buildings	20 - 50
Storm Sewer	30 - 50
Street Lights	30
Curb and Gutter	30
Streets/Alleys Concrete Pavement Surface	30
Portable Structures	25
Sidewalks	20
Streets/Alleys Asphalt Pavement Surface	20
Land Improvements	20
Furniture and Fixtures	20
Outdoor Equipment	20
Grounds and Maintenance Equipment	15
Machinery and Tools	15
Police and Fire Equipment	10
Office Equipment	10
Traffic Signals	10
Science & Engineering Equipment	10
Vehicles	7
Computer Equipment & Software	5
Land	Not Depreciated

***Deferred Outflows of Resources***

In addition to assets, the statements of net 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. The City has only one item that qualifies for reporting in this category. Accordingly, the item, deferred pension resources, is reported only in the statements of net position. This item results from actuarial calculations and current year pension contributions made subsequent to the measurement date.

***Compensated Absences***

Vacation, sick leave and comp time are accrued as a liability and recorded as an expense of those funds as the benefits are earned by the employees. In accordance with the provisions of GASB Statement No. 16 Accounting for Compensated Absences an accrual for compensated absences should be made only to the extent it is probable that the benefits will result in termination payments. Upon termination, the City pays out all vacation and comp time to employees. The City also pays out unused sick leave to employees upon retirement. Sick leave payouts are prorated for years of service as follows: 50 percent after 10 years; 75 percent after 15 years; and 100 percent after 20 years. The General fund is typically used to liquidate governmental compensated absences.

City of Jackson, Minnesota  
Notes to the Financial Statements  
December 31, 2023

**Note 1: Summary of Significant Accounting Policies (Continued)**

***Long-term Obligations***

In the government-wide financial statements, and proprietary fund types in the fund financial statements, long-term debt and other long-term obligations are reported as liabilities in the applicable governmental activities, business-type activities, or proprietary fund type statement of net position. The recognition of bond premiums and discounts are amortized over the life of the bonds using the straight line method. Bonds payable are reported net of the applicable bond premium or discount. Bond issuance costs are reported as an expense in the period incurred.

In the fund financial statements, governmental fund types recognized 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. Issuance costs, whether or not withheld from the actual debt proceeds received, are reported as debt service expenditures.

***Pensions***

For purposes of measuring the net pension liability, deferred outflows/inflows of resources, and pension expense, information about the fiduciary net position of the Public Employees Retirement Association (PERA) and additions to/deductions from PERA's fiduciary net position have been determined on the same basis as they are reported by PERA except that PERA's fiscal year end is June 30. For this purpose, plan contributions are recognized as of employer payroll paid dates and benefit payments and refunds are recognized when due and payable in accordance with the benefit terms. Investments are reported at fair value. The General fund is typically used to liquidate the governmental net pension liability.

The City only participates in the GERP fund of PERA and the pension expense as follows:

	Public Employees Retirement Association of Minnesota (PERA) GERP
City's Proportionate Share	\$ 246,583
Proportionate Share of State's Contribution	124
Total pension expense	\$ 246,707

***Deferred Inflows of Resources***

In addition to liabilities, the statement of net 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. The government has one type of item, which arises only under a modified accrual basis of accounting that qualifies as needing to be reported in this category. Accordingly, the item, *unavailable* revenue, is reported only in the governmental funds balance sheet. The governmental funds report unavailable revenues from two sources: property taxes and special assessments. These amounts are deferred and recognized as an inflow of resources in the period that the amounts become available.

The City has an additional item which qualifies for reporting in this category. The item, deferred pension resources, is reported only in the statements of net position and results from actuarial calculations.

## Note 1: Summary of Significant Accounting Policies (Continued)

### ***Fund Balance***

In the fund financial statements, fund balance is divided into five classifications based primarily on the extent to which the City is bound to observe constraints imposed upon the use of resources reported in the governmental funds. These classifications are defined as follows:

*Nonspendable* - Amounts that cannot be spent because they are not in spendable form, such as prepaid items.

*Restricted* - Amounts related to externally imposed constraints established by creditors, grantors or contributors; or constraints imposed by state statutory provisions.

*Committed* - Amounts constrained for specific purposes that are internally imposed by formal action (resolution) of the City Council, which is the City's highest level of decision-making authority. Committed amounts cannot be used for any other purpose unless the City Council modifies or rescinds the commitment by resolution.

*Assigned* - Amounts constrained for specific purposes that are internally imposed. In governmental funds other than the General fund, assigned fund balance represents all remaining amounts that are not classified as nonspendable and are neither restricted nor committed. In the General fund, assigned amounts represent intended uses established by the City Council itself or by an official to which the governing body delegates the authority. The City Council has adopted a fund balance policy which delegates the authority to assign amounts for specific purposes to the Finance Director.

*Unassigned* - The residual classification for the General fund and also negative residual amounts in other funds.

The City considers restricted amounts to be spent first when both restricted and unrestricted fund balance is available. Additionally, the City would first use committed, then assigned, and lastly unassigned amounts of unrestricted fund balance when expenditures are made.

The City has adopted a policy to strive to maintain a minimum unassigned fund balance of six months of operating expenses. If resources from more than one fund balance classification could be spent, the City will strive to spend resources from fund balance classifications in the following order (first to last): restricted, committed, assigned, and unassigned.

### ***Net Position***

Net position represents the difference between assets and deferred outflows of resources and liabilities and deferred inflows of resources. Net position is displayed in three components:

- a. Net investment in capital assets - Consists of capital assets, net of accumulated depreciation reduced by any outstanding debt attributable to acquire capital assets.
- b. Restricted net position - Consists of net position balances restricted when there are limitations imposed on their use through external restrictions imposed by creditors, grantors, laws or regulations of other governments.
- c. Unrestricted net position - All other net position that do not meet the definition of "restricted" or "net investment in capital assets".

When both restricted and unrestricted resources are available for use, it is the City's policy to use restricted resources first, then unrestricted resources as they are needed.

City of Jackson, Minnesota  
Notes to the Financial Statements  
December 31, 2023

**Note 2: Stewardship, Compliance and Accountability**

**A. Budgetary Information**

Annual budgets are adopted on a basis consistent with accounting principles generally accepted in the United States of America for most governmental funds. All annual appropriations lapse at year end. The actual revenues, expenditures, and transfers for the year ended December 31, 2023, have been compared to the City's budget for the year where applicable. Variances which are in parentheses are unfavorable and indicate revenues are less than budgeted or expenditures are greater than budgeted. The budget is adopted through passage of a resolution. Administration can authorize transfer of budgeted amounts within any fund per state statutes. Any revisions that alter total expenditures of any fund must be approved by the City Council. There were no budget amendments in 2023.

By the end of the first week in August of each year, all agencies of the government submit requests for appropriation to the government's Administrator so that a budget may be prepared. The budget is prepared by fund, function, and activity and includes information on the past year, current year estimates, and requested appropriations for the next fiscal year.

**B. Excess of Expenditures over Appropriations**

For the year ended December 31, 2023, expenditures exceeded appropriations in the following fund:

Fund	Budget	Actual	Excess of Expenditures Over Appropriations
General	\$ 3,662,672	\$ 4,024,051	\$ 361,379

These excess expenditures will be covered by excess revenues and available fund balance.

**C. Deficit Fund Equity**

The following fund had a fund equity deficit at December 31, 2023:

Fund	Amount
2022 Street Riverside/Emily Project	\$ 265,337

The above deficit will be eliminated through future transfers in.

**Note 3: Detailed Notes on All Funds**

**A. Deposits and Investments**

**Deposits**

Custodial credit risk for deposits and investments is the risk that in the event of a bank failure, the City's deposits and investments may not be returned or the City will not be able to recover collateral securities in the possession of an outside party. In accordance with Minnesota statutes and as authorized by the Council, the City maintains deposits at those depository banks, all of which are members of the Federal Reserve System.

Minnesota statutes require that all City deposits be protected by insurance, surety bond, or collateral. The fair value of collateral pledged must equal 110 percent of the deposits not covered by insurance, bonds, or irrevocable standby letters of credit from Federal Home Loan Banks.

City of Jackson, Minnesota  
Notes to the Financial Statements  
December 31, 2023

**Note 3: Detailed Notes on All Funds (Continued)**

Authorized collateral in lieu of a corporate surety bond includes:

- United States government Treasury bills, Treasury notes, Treasury bonds;
- Issues of United States government agencies and instrumentalities as quoted by a recognized industry quotation service available to the government entity;
- General obligation securities of any state or local government with taxing powers which is rate "A" or better by a national bond rating service, or revenue obligation securities of any state or local government with taxing powers which is rated "AA" or better by a national bond rating service;
- General obligation securities of a local government with taxing powers may be pledged as collateral against funds deposited by that same local government entity;
- Irrevocable standby letters of credit issued by Federal Home Loan Banks to a municipality accompanied by written evidence that the bank's public debt is rated "AA" or better by Moody's Investors Service, Inc., or Standard & Poor's Corporation; and
- Time deposits that are fully insured by any federal agency.

Minnesota statutes require that all collateral shall be placed in safekeeping in a restricted account at a Federal Reserve Bank, or in an account at a trust department of a commercial bank or other financial institution that is not owned or controlled by the financial institution furnishing the collateral. The selection should be approved by the City.

At year end, the City's carrying amount of deposits was \$5,321,697 and the bank balance was \$5,507,815. Of the bank balance, \$5,415,036 was covered by federal depository insurance. The remaining balance was collateralized with securities held by the pledging financial institution's trust department in the City's name, apart from monies held at Leading Edge Credit Union, which did not have sufficient collateral coverage.

**Cash on Hand**

Cash in the possession of the City, consisting of petty cash and change funds, totals \$1,133.

**Investments**

As of December 31, 2023, the City had the following investments that are insured or registered, or securities held by the City's agent in the City's name:

Types of Investments	Credit Quality/ Ratings (1)	Segmented Time Distribution (2)	Amount	Fair Value Measurement Using Level 2
Pooled Investments at Amortized Costs				
Brokered Money Market Funds	N/A	Less than 1 year	\$ 317,394	
Non-pooled Investments at Fair Value				
Negotiable Certificates of Deposits	N/A	Less than 1 year	1,635,679	\$ 1,635,679
Negotiable Certificates of Deposits	N/A	1 to 5 years	<u>9,206,807</u>	<u>9,206,807</u>
Total Investments			<u>\$ 11,159,880</u>	<u>\$ 10,842,486</u>

(1) Ratings are provided by various credit rating agencies where applicable to indicate associated credit risk.

(2) Interest rate risk is disclosed using the segmented time distribution method.

There were no Level 1 or Level 3 investments in the current year and therefore was not necessary to include.

City of Jackson, Minnesota  
Notes to the Financial Statements  
December 31, 2023

**Note 3: Detailed Notes on All Funds (Continued)**

A reconciliation of cash and investments as shown on the statement of net position for the City follows:

	Primary Government
Deposits	\$ 5,321,967
Investments	11,159,880
Cash on Hand	1,133
Total	\$ 16,482,980

**B. Loans Receivable**

The City has made loans to local businesses and individuals that qualify for the Minnesota small cities development program. The businesses and individuals pay varying installments on the loans. The loan balances at year end totaled \$55,081, of which \$44,554 is offset with an allowance for forgivable portions.

The Economic Development Authority has loans receivable from businesses that made improvements that qualified for the industrial development loan program, Minnesota Investment fund, EDA Revolving fund and CARES. The businesses and individuals make monthly payments which carry an interest rate of zero to four percent. The balance at year end on the programs total \$1,896,460 of which several are secured by real estate. The loans include amounts loaned to the Jackson Economic Development Corporation that total \$838,922, which represents a significant concentration of credit risk if the Corporation is unable to repay the loans. The remaining amount of COVID loans is \$124,870. The remaining \$40,447 are other RLF loans.

The City also has a program to offer loans to businesses to improve the appearance of their buildings in order to stimulate private investment and revitalize Jackson businesses. The City pays up to \$10,000 in improvements forgivable between 2-5 years. The outstanding balance on these loans as of December 31, 2023 was \$67,057 all of which are offset with an allowance for forgivable portions.

City of Jackson, Minnesota  
Notes to the Financial Statements  
December 31, 2023

**Note 3: Detailed Notes on All Funds (Continued)**

**C. Capital Assets**

Capital asset activity for the City government for the year ended December 31, 2023 was as follows:

	Beginning Balance	Increases	Decreases	Ending Balance
<b>Governmental Activities</b>				
Capital Assets Not Being Depreciated				
Land	\$ 596,170	\$ 18,000	\$ -	\$ 614,170
Construction in progress	295,637	2,894,349	-	3,189,986
Total Capital Assets Not Being Depreciated	<u>891,807</u>	<u>2,912,349</u>	<u>-</u>	<u>3,804,156</u>
Capital Assets Being Depreciated				
Buildings	4,468,030	30,021	-	4,498,051
Infrastructure	15,379,523	13,060	-	15,392,583
Machinery and equipment	2,162,739	287,200	(113,999)	2,335,940
Vehicles	2,190,609	1,329,519	(11,000)	3,509,128
Total Capital Assets Being Depreciated	<u>24,200,901</u>	<u>1,659,800</u>	<u>(124,999)</u>	<u>25,735,702</u>
Less Accumulated Depreciation For				
Buildings	(1,378,703)	(105,648)	-	(1,484,351)
Infrastructure	(2,829,218)	(392,380)	-	(3,221,598)
Machinery and equipment	(1,360,686)	(78,341)	108,373	(1,330,654)
Vehicles	(1,395,560)	(108,505)	11,000	(1,493,065)
Total Accumulated Depreciation	<u>(6,964,167)</u>	<u>(684,874)</u>	<u>119,373</u>	<u>(7,529,668)</u>
Total Capital Assets Being Depreciated, Net	<u>17,236,734</u>	<u>974,926</u>	<u>(5,626)</u>	<u>18,206,034</u>
Governmental Activities Capital Assets, Net	<u>\$ 18,128,541</u>	<u>\$ 3,869,275</u>	<u>\$ (5,626)</u>	<u>\$ 22,010,190</u>

Depreciation expense was charged to functions/programs of the governmental activities as follows:

<b>Governmental Activities</b>	
General government	\$ 60,471
Public safety	135,549
Streets and highways	308,276
Culture and recreation	<u>180,578</u>
Total Depreciation Expense - Governmental Activities	<u>\$ 684,874</u>

City of Jackson, Minnesota  
Notes to the Financial Statements  
December 31, 2023

**Note 3: Detailed Notes on All Funds (Continued)**

	Beginning Balance	Increases	Decreases	Ending Balance
<b>Business-type Activities</b>				
Capital Assets Not Being Depreciated				
Land	\$ 988,336	\$ -	\$ -	\$ 988,336
Construction in progress	4,424,432	9,085,085	(554,024)	12,955,493
Total Capital Assets Not Being Depreciated	<u>5,412,768</u>	<u>9,085,085</u>	<u>(554,024)</u>	<u>13,943,829</u>
Capital Assets Being Depreciated				
Buildings	10,448,813	-	-	10,448,813
Machinery and equipment	3,851,508	291,969	(58,059)	4,085,418
Improvements other than buildings	30,838,935	601,119	-	31,440,054
Total Capital Assets Being Depreciated	<u>45,139,256</u>	<u>893,088</u>	<u>(58,059)</u>	<u>45,974,285</u>
Less Accumulated Depreciation For				
Buildings	(4,635,335)	(207,290)	-	(4,842,625)
Machinery and equipment	(2,338,706)	(203,251)	58,059	(2,483,898)
Improvements other than buildings	(11,229,416)	(798,933)	-	(12,028,349)
Total Accumulated Depreciation	<u>(18,203,457)</u>	<u>(1,209,474)</u>	<u>58,059</u>	<u>(19,354,872)</u>
Total Capital Assets Being Depreciated, Net	<u>26,935,799</u>	<u>(316,386)</u>	<u>-</u>	<u>26,619,413</u>
Business-type Activities Capital Assets, Net	<u>\$ 32,348,567</u>	<u>\$ 8,768,699</u>	<u>\$ (554,024)</u>	<u>\$ 40,563,242</u>

Depreciation expense was charged to functions/programs of the business-type activities as follows:

<b>Business-type Activities</b>	
Water	\$ 190,927
Sewer Utility	336,756
Electric Utility	431,277
Municipal Liquor Store	29,193
Airport	152,815
Ambulance Service	<u>68,506</u>
Total Depreciation Expense - Business-type Activities	<u>\$ 1,209,474</u>

City of Jackson, Minnesota  
Notes to the Financial Statements  
December 31, 2023

**Note 3: Detailed Notes on All Funds (Continued)**

**Construction Commitments**

The City has active construction projects as of December 31, 2023. The projects include improvements and infrastructure improvements. At year end the City's commitments with contractors are as follows:

Project	Spent-to-Date	Remaining Commitment
2022 Street, Utility and Parking Project	\$ 2,595,196	\$ 318,411
DBS Housing Project	1,486,418	622,977
Filter Media Pilot Project	152,127	694,873
Downtown Electric Project	697,598	35,248
Torgerson Lane Extension	136,133	32,598
Airport Project	2,177,249	1,267,102
Total	<u>\$ 7,244,721</u>	<u>\$ 2,971,209</u>

**D. Interfund Receivables, Payables and Transfers**

**Interfund Receivables/Payables**

The composition of advances from/to other funds at December 31, 2023 is as follows:

Receivable Fund	Payable Fund	Interest Rate	Issue Date	Maturity Date	Balance at Year End
Electric Utility	Municipal Liquor	3.00 %	12/31/18	12/31/38	\$ 561,597
	EDA Revolving Loan	0.55	12/28/12	12/28/22	838,916
Total					<u>\$ 1,400,513</u>

In 2018, the City made an interfund loan of \$635,000 from the Electric fund to the Liquor Store fund to help pay for the construction of a new municipal liquor store fund. In 2019, the City issued an additional \$65,000 to this loan. The current outstanding balance is \$561,597.

The Electric Utility fund made an interfund loan to the EDA Revolving Loan fund to provide a promissory note to the Jackson Economic Development Corporation for the purchase of land for a development park. The remaining balance is \$838,916.

**Due to/from Other Funds**

Receivable Fund	Payable Fund	Amount
General Fund	Airport	<u>\$ 1,245,717</u>

The General fund is owed \$1,245,717 from the Airport fund to cover the fund's cash deficit.

City of Jackson, Minnesota  
Notes to the Financial Statements  
December 31, 2023

**Note 3: Detailed Notes on All Funds (Continued)**

**Interfund Transfers**

Transfers made for the year ended December 31, 2023 are as follows:

Fund	Transfer in								Total
	General	Capital Reserve	2022 Street Riverside/Emily Project	DBS Housing Project	Nonmajor Governmental	Water	Sewer	Airport	
Transfer Out									
General	\$ -	\$ 1,123,636	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 1,123,636
Capital reserve	-	-	121,582	-	-	-	-	250,000	371,582
Nonmajor governmental	-	-	368,752	-	-	-	-	-	368,752
Water Utility	50,000	-	-	-	75,790	-	-	-	125,790
Sewer Utility	50,000	-	-	-	125,850	-	-	-	175,850
Electric Utility	413,301	-	-	240,673	71,395	301,901	72,859	-	1,100,129
Municipal Liquor	56,000	-	-	-	-	-	-	-	56,000
<b>Total</b>	<b>\$ 569,301</b>	<b>\$ 1,123,636</b>	<b>\$ 490,334</b>	<b>\$ 240,673</b>	<b>\$ 273,035</b>	<b>\$ 301,901</b>	<b>\$ 72,859</b>	<b>\$ 250,000</b>	<b>\$ 3,321,739</b>

During the year, the following transfers were made:

- From the Municipal Liquor fund and the Electric, Water, and Sewer Utility funds into the General fund in lieu of taxes
- From the Water, Sewer and Electric Utility funds to the Debt Service funds for their portion of the bond payments
- There were several transfers made from the General fund to nonmajor governmental funds for various capital needs.
- Transfer to close a completed capital project fund.

**E. Long-term Debt**

The City issues general obligation bonds and equipment certificates to provide funds for the acquisition and construction of major capital facilities. General obligation bonds have been issued for both general government and proprietary activities. These bonds are reported in the proprietary funds if they are expected to be repaid from proprietary fund revenues. In addition, general obligation bonds have been issued to refund both general obligation and revenue bonds.

General obligation bonds are direct obligations and pledge the full faith and credit of the government. General obligation bonds currently outstanding are as follows:

General Obligation Bonds

The following bonds are direct obligations and pledge the full faith and credit of the City. These bond issues will be repaid primarily from ad valorem taxes.

Description	Authorized and Issued	Interest Rate	Issue Date	Maturity Date	Balance at Year End
G.O. Refunding Bond of 2017A	\$ 1,092,000	2.00 - 2.35 %	05/24/17	02/01/25	<u>\$ 295,000</u>

City of Jackson, Minnesota  
Notes to the Financial Statements  
December 31, 2023

**Note 3: Detailed Notes on All Funds (Continued)**

The annual debt service requirements to maturity for general obligation bonds are as follows:

Year Ending December 31	<b>General Obligation Bonds</b> Governmental Activities		
	Principal	Interest	Total
2024	\$ 144,000	\$ 4,906	\$ 148,906
2025	151,000	1,661	152,661
Total	<u>\$ 295,000</u>	<u>\$ 6,567</u>	<u>\$ 301,567</u>

General Obligation Improvement Bonds

The following bonds will be repaid from assessments levied against benefiting properties and future tax levies.

Description	Authorized and Issued	Interest Rate	Issue Date	Maturity Date	Balance at Year End
G.O. Street and Utility 2012A Bond	\$ 2,245,000	2.00 - 2.20 %	10/01/12	02/01/26	\$ 585,000
G.O. Street and Utility 2013B Bond	1,125,000	2.00 - 3.60	08/01/13	02/01/29	495,000
G.O. Street and Utility 2020A Bond	2,625,000	1.00 - 1.75	08/18/20	02/01/41	2,390,000
G.O. Street and Utility 2022A Bond	740,950	3.85	08/01/22	02/01/43	<u>740,950</u>
Total General Obligation Improvement Bonds					<u>\$ 4,210,950</u>

The annual service requirements to maturity for the general obligation improvement bonds are as follows:

Year Ending December 31	<b>General Obligation Improvement Bonds</b> Governmental Activities		
	Principal	Interest	Total
2024	\$ 407,650	\$ 84,569	\$ 492,219
2025	422,650	75,953	498,603
2026	428,100	66,754	494,854
2027	233,550	59,500	293,050
2028	239,000	54,239	293,239
2029 - 2033	899,500	211,516	1,111,016
2034 - 2038	893,500	135,029	1,028,529
2039 - 2043	687,000	38,923	725,923
Total	<u>\$ 4,210,950</u>	<u>\$ 726,483</u>	<u>\$ 4,937,433</u>

City of Jackson, Minnesota  
Notes to the Financial Statements  
December 31, 2023

**Note 3: Detailed Notes on All Funds (Continued)**

G.O. Tax Abatement Bonds

The following bonds were issued to finance capital improvements in the governmental funds. They will be retired from tax abatement receipts and net revenues of the governmental funds.

Description	Authorized and Issued	Interest Rate	Issue Date	Maturity Date	Balance at Year End
G.O. Tax Abatement 2023A Bond	\$ 1,400,000	4.00 %	12/01/23	02/01/46	<u>\$ 1,400,000</u>

The annual debt service requirements to maturity for G.O. tax abatement bonds are as follows:

Year Ending December 31	<b>G.O. Tax Abatement Bonds</b> Governmental Activities		
	Principal	Interest	Total
2024	\$ -	\$ 35,622	\$ 35,622
2025	-	56,000	56,000
2026	-	56,000	56,000
2027	45,000	55,100	100,100
2028	50,000	53,200	103,200
2029 - 2033	270,000	235,000	505,000
2034 - 2038	330,000	175,000	505,000
2039 - 2043	410,000	101,400	511,400
2043 - 2046	295,000	17,900	312,900
Total	<u>\$ 1,400,000</u>	<u>\$ 785,222</u>	<u>\$ 2,185,222</u>

City of Jackson, Minnesota  
Notes to the Financial Statements  
December 31, 2023

**Note 3: Detailed Notes on All Funds (Continued)**

G.O. Revenue Bonds and Notes

The following bonds and notes were issued to finance capital improvements in the governmental and enterprise funds. They will be retired from net revenues of the governmental and enterprise funds.

Description	Authorized and Issued	Interest Rate	Issue Date	Maturity Date	Balance at Year End
Minnesota Public Facilities Authority Note 2012	\$ 2,728,116	1.00 %	10/02/12	08/20/32	\$ 1,268,000
Minnesota Public Facilities Authority Note 2017	300,169	1.00	12/06/16	02/20/35	207,000
G.O. Improvement Bonds 2013A	3,420,000	2.00 - 2.75	05/01/13	02/01/27	1,135,000
G.O. Water Revenue Bonds 2018A	2,115,000	3.00 - 3.60	10/02/18	02/01/39	1,780,000
G.O. Water and Sewer Utility Revenue Bonds 2019A	2,210,000	3.00	05/21/19	02/01/40	1,940,000
G.O. Water and Sewer Utility Revenue Bonds 2020A	2,625,000	1.00 - 1.75	08/18/20	02/01/41	2,250,000
County Public Works Shop Note	4,278,000	2.80 - 3.13	02/01/13	02/01/38	2,742,000
G.O. Water and Sewer Utility Revenue Bonds 2022A	2,234,050	3.85	08/01/22	02/01/43	2,234,050
G.O. Water and Sewer Utility Revenue Bonds 2023A	1,085,000	4.00	12/12/23	02/01/46	<u>1,085,000</u>
Total G.O. Revenue Bonds and Notes					<u><u>\$ 14,641,050</u></u>

\* Includes undrawn note proceeds of \$28,753

The annual debt service requirements to maturity for G.O. revenue bonds and notes are as follows:

Year Ending December 31	<b>G.O. Revenue Bonds and Notes</b>		
	Business-type Activities		
	Principal	Interest	Total
2024	\$ 962,350	\$ 378,793	\$ 1,341,143
2025	1,007,350	371,389	1,378,739
2026	1,032,400	346,751	1,379,151
2027	1,057,450	320,861	1,378,311
2028	779,500	298,064	1,077,564
2029 - 2033	4,051,000	1,185,343	5,236,343
2034 - 2038	3,678,000	634,630	4,312,630
2039 - 2043	1,868,000	167,931	2,035,931
2043 - 2046	205,000	12,500	217,500
Total	<u><u>\$ 14,641,050</u></u>	<u><u>\$ 3,716,262</u></u>	<u><u>\$ 18,357,312</u></u>

City of Jackson, Minnesota  
Notes to the Financial Statements  
December 31, 2023

**Note 3: Detailed Notes on All Funds (Continued)**

Annual revenues from charges for services, principal and interest payments, and percentage of revenue required to cover principal and interest payments are as follows:

	Water Utility	Sewer Utility	Electric Utility
Revenues	\$ 1,044,479	\$ 806,089	\$ 5,573,191
Principal and Interest	303,730	423,512	489,848
Percentage of Revenues	29.1%	52.5%	8.8%

Changes in Long-term Liabilities

Long-term liability activity for the year ended December 31, 2023 was as follows:

	Beginning Balance	Increases	Decreases	Ending Balance	Due Within One Year
<b>Governmental Activities</b>					
Bonds Payable					
General obligation bonds	\$ 435,000	\$ -	\$ (140,000)	\$ 295,000	\$ 144,000
General obligation tax abatement bonds	-	1,400,000	-	1,400,000	-
General obligation improvement bonds	4,590,950	-	(380,000)	4,210,950	407,650
Bond premium	-	14,053	-	14,053	-
Total Bonds Payable	5,025,950	1,414,053	(520,000)	5,920,003	551,650
Compensated Absences Payable	169,336	76,370	(90,588)	155,118	41,922
Governmental Activity Long-term Liabilities	\$ 5,195,286	\$ 1,490,423	\$ (610,588)	\$ 6,075,121	\$ 593,572
<b>Business-type Activities</b>					
Bonds Payable					
General obligation revenue bonds and notes	\$ 14,426,050	\$ 1,085,000	\$ (870,000)	\$ 14,641,050	\$ 962,350
Bond premium	52,224	11,709	(2,901)	61,032	-
Total Bonds Payable	14,478,274	1,096,709	(872,901)	14,702,082	962,350
Compensated Absences Payable	42,247	53,126	(48,520)	46,853	20,200
Business-type Activity Long-term Liabilities	\$ 14,520,521	\$ 1,149,835	\$ (921,421)	\$ 14,748,935	\$ 982,550

## Note 4: Defined Benefit Pension Plans - Statewide

### A. Plan Description

The City participates in the following cost-sharing multiple-employer defined benefit pension plans administered by the Public Employees Retirement Association of Minnesota (PERA). PERA's defined benefit pension plans are established and administered in accordance with *Minnesota statutes*, chapters 353 and 356. PERA's defined benefit pension plans are tax qualified plans under Section 401(a) of the Internal Revenue Code.

#### General Employees Retirement Plan

All full-time and certain part-time employees of the City are covered by the General Employees Plan. General Employees Plan members belong to the Coordinated Plan. Coordinated Plan members are covered by Social Security.

### B. Benefits Provided

PERA provides retirement, disability and death benefits. Benefit provisions are established by state statute and can only be modified by the state Legislature. Vested, terminated employees who are entitled to benefits but are not receiving them yet are bound by the provisions in effect at the time they last terminated their public service.

#### General Employee Plan Benefits

General Employees Plan benefits are based on a member's highest average salary for any five successive years of allowable service, age, and years of credit at termination of service. Two methods are used to compute benefits for PERA's Coordinated Plan members. Members hired prior to July 1, 1989, receive the higher of Method 1 or Method 2 formulas. Only Method 2 is used for members hired after June 30, 1989. Under Method 1, the accrual rate for Coordinated members is 1.2 percent for each of the first 10 years of service and 1.7 percent for each additional year. Under Method 2, the accrual rate for Coordinated members is 1.7 percent for all years of service. For members hired prior to July 1, 1989 a full annuity is available when age plus years of service equal 90 and normal retirement age is 65. For members hired on or after July 1, 1989, normal retirement age is the age for unreduced Social Security benefits capped at 66.

Benefit increases are provided to benefit recipients each January. The postretirement increase is equal to 50 percent of the cost-of-living adjustment (COLA) announced by the SSA, with a minimum increase of at least 1 percent and a maximum of 1.5 percent. Recipients that have been receiving the annuity or benefit for at least a full year as of the June 30 before the effective date of the increase will receive the full increase. Recipients receiving the annuity or benefit for at least one month but less than a full year as of the June 30 before the effective date of the increase will receive a reduced prorated increase. In 2023, legislation repealed the statute delaying increases for members retiring before full retirement age.

### C. Contributions

*Minnesota statutes* chapter 353 sets the rates for employer and employee contributions. Contribution rates can only be modified by the state Legislature.

#### General Employees Fund Contributions

Coordinated Plan members were required to contribute 6.50 percent of their annual covered salary in the fiscal year 2023 and the City was required to contribute 7.50 percent for Coordinated Plan members. The City's contributions to the General Employees Fund for the year ending December 31, 2023, 2022 and 2021 were \$116,484, \$99,797 and \$88,238, respectively. The City's contributions were equal to the required contributions for each year as set by state statute.

City of Jackson, Minnesota  
Notes to the Financial Statements  
December 31, 2023

**Note 4: Defined Benefit Pension Plans - Statewide (Continued)**

**D. Pension Costs**

General Employees Fund Pension Costs

At December 31, 2023, the City reported a liability of \$1,000,949 for its proportionate share of the General Employees Fund's net pension liability. The City's net pension liability reflected a reduction due to the State of Minnesota's contribution of \$16 million. The State of Minnesota is considered a non-employer contributing entity and the state's contribution meets the definition of a special funding situation. The State of Minnesota's proportionate share of the net pension liability associated with the City totaled \$27,603. The net pension liability was measured as of June 30, 2023, and the total pension liability used to calculate the net pension liability was determined by an actuarial valuation as of that date. The City's proportion of the net pension liability was based on the City's contributions received by PERA during the measurement period for employer payroll paid dates from July 1, 2022 through June 30, 2023 relative to the total employer contributions received from all of PERA's participating employers. The City's proportionate share was 0.0179 percent which was an increase of 0.0016 percent from its proportion measured as of June 30, 2022.

City's Proportionate Share of the Net Pension Liability	\$ 1,000,949
State of Minnesota's Proportionate Share of the Net Pension Liability Associated with the City	<u>27,603</u>
Total	<u><u>\$ 1,028,552</u></u>

For the year ended December 31, 2023, the City recognized pension expense of \$246,583 for its proportionate share of the General Employees Plan's pension expense. In addition, the City recognized \$124 as pension expense (and grant revenue) for its proportionate share of the State of Minnesota's contribution of \$16 million to the General Employees Fund.

At December 31, 2023, the City reported its proportionate share of the General Employees Plan's deferred outflows of resources and deferred inflows of resources related to pensions from the following sources:

	Deferred Outflows of Resources	Deferred Inflows of Resources
Differences Between Expected and Actual Experience	\$ 32,585	\$ 6,390
Changes in Actuarial Assumptions	145,201	278,948
Net Difference Between Projected and Actual Earnings on Plan Investments	-	28,028
Changes in Proportion	108,920	37,018
Contributions to PERA Subsequent to the Measurement Date	<u>55,343</u>	<u>-</u>
Total	<u><u>\$ 342,049</u></u>	<u><u>\$ 350,384</u></u>

The \$55,343 reported as deferred outflows of resources related to pensions resulting from the City's contributions subsequent to the measurement date will be recognized as a reduction of the net pension liability in the year ended December 31, 2024. Other amounts reported as deferred outflows and inflows of resources related to pensions will be recognized in pension expense as follows:

2024	\$ 52,353
2025	(106,229)
2026	11,910
2027	(21,712)

City of Jackson, Minnesota  
Notes to the Financial Statements  
December 31, 2023

**Note 4: Defined Benefit Pension Plans - Statewide (Continued)**

**E. Long - term Expected Return on Investment**

The State Board of Investment, which manages the investments of PERA, prepares an analysis of the reasonableness on a regular basis of the long-term expected rate of return using a building-block method in which best-estimate ranges of expected future rates of return are developed for each major asset class. These ranges are combined to produce an expected long-term rate of return by weighting the expected future rates of return by the target asset allocation percentages. The target allocation and best estimates of geometric real rates of return for each major asset class are summarized in the following table:

Asset Class	Target Allocation	Long-term Expected Real Rate of Return
Domestic Equity	33.5 %	5.10 %
International Equity	16.5	5.30
Fixed Income	25.0	0.75
Private Markets	25.0	5.90
Total	100.00 %	

**F. Actuarial Assumptions**

The total pension liability in the June 30, 2023, actuarial valuation was determined using an individual entry-age normal actuarial cost method. The long-term rate of return on pension plan investments used in the determination of the total liability is 7.0 percent. This assumption is based on a review of inflation and investments return assumptions from a number of national investment consulting firms. The review provided a range of return investment return rates deemed to be reasonable by the actuary. An investment return of 7.0 percent was deemed to be within that range of reasonableness for financial reporting purposes.

Inflation is assumed to be 2.25 percent for the General Employees Plan. Benefit increases after retirement are assumed to be 1.25 percent for the General Employees Plan. Salary growth assumptions in the General Employees Plan range in annual increments from 10.25 percent after one year of service to 3.0 percent after 27 years of service.

Mortality rates for the General Employees Plan are based on the Pub-2010 General Employee Mortality Table. The tables are adjusted slightly to fit PERA's experience.

Actuarial assumptions for the General Employees Plan are reviewed every four years. The most recent four-year experience study for the General Employees Plan was completed in 2022. The assumption changes were adopted by the Board and became effective with the July 1, 2023 actuarial valuation.

City of Jackson, Minnesota  
Notes to the Financial Statements  
December 31, 2023

**Note 4: Defined Benefit Pension Plans - Statewide (Continued)**

The following changes in actuarial assumptions and plan provisions occurred in 2023:

General Employees Fund

Changes in Actuarial Assumptions

- The investment return assumption and single discount rate were changed from 6.5 percent to 7.00 percent.

Changes in Plan Provisions

- An additional one-time direct state aid contribution of \$170.1 million will be contributed to the Plan on October 1, 2023.
- The vesting period of those hired after June 30, 2010, was changed from five years of allowable service to three years of allowable service.
- The benefit increase delay for early retirements on or after January 1, 2024, was eliminated.
- A one-time, non-compounding benefit increase of 2.5 percent minus the actual 2024 adjustment will be payable in a lump sum for calendar year 2024 by March 31, 2024.

**G. Discount Rate**

The discount rate used to measure the total pension liability in 2023 was 7.0 percent. The projection of cash flows used to determine the discount rate assumed that contributions from plan members and employers will be made at rates set in Minnesota statutes. Based on these assumptions, the fiduciary net position of the General Employees Fund was projected to be available to make all projected future benefit payments of current plan members. Therefore, the long-term expected rate of return on pension plan investments was applied to all periods of projected benefit payments to determine the total pension liability.

**H. Pension Liability Sensitivity**

The following presents the City's proportionate share of the net pension liability for all plans it participates in, calculated using the discount rate disclosed in the preceding paragraph, as well as what the City's proportionate share of the net pension liability would be if it were calculated using a discount rate one percentage point lower or one percentage point higher than the current discount rate:

	City Proportionate Share of NPL		
	1 Percent Decrease (5.5%)	Current (6.5%)	1 Percent Increase (7.5%)
General Employee Fund	\$ 1,770,758	\$ 1,000,949	\$ 367,751

**I. Pension Plan Fiduciary Net Position**

Detailed information about each pension plan's fiduciary net position is available in a separately-issued PERA financial report that includes financial statements and required supplementary information. That report may be obtained on the Internet at [www.mnpera.org](http://www.mnpera.org).

City of Jackson, Minnesota  
Notes to the Financial Statements  
December 31, 2023

**Note 5: Other Information**

**A. Risk Management**

The City 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 for which the City carries insurance. The City obtains insurance through participation in the League of Minnesota Cities Insurance Trust (LMCIT) which is a risk sharing pool with approximately 800 other governmental units. The City pays an annual premium to LMCIT for its workers compensation and property and casualty insurance. The LMCIT is self-sustaining through member premiums and will reinsure for claims above a prescribed dollar amount for each insurance event. There were no significant reductions in insurance coverage from the previous year. There were no settlements in excess of insurance for any of the prior three years.

Liabilities are reported when it is probable that a loss has occurred and the amount of the loss can be reasonably estimated. Liabilities, if any, include an amount for claims that have been incurred but not reported (IBNRs). The City's management is not aware of any incurred but not reported claims.

**B. Contingent Liabilities**

The City participates in a number of federal and state programs that are either partially or fully funded by grants or aids received from these agencies or other governmental units. Such programs are subject to audit by the grantor agencies which could result in requests for reimbursement to the granting agency for expenditures that are disallowed under the terms of the grant. Based on past experience, the City believes that any disallowed costs as a result of such audits will be immaterial.

**C. Legal Debt Margin**

In accordance with Minnesota statutes, the City may not incur or be subject to net debt in excess of three percent of the market value of taxable property within the City. Net debt is payable solely from ad valorem taxes and therefore, excludes debt financed partially or entirely by special assessments, enterprise fund revenues or tax increments. As of December 31, 2023, the City is under the legal debt margin.

**D. Tax Increment Districts**

The City's tax increment districts are subject to review by the State of Minnesota Office of the State Auditor (OSA). Any disallowed claims or misuse of tax increments could become a liability of the applicable fund. Management has indicated that they are not aware of any instances of noncompliance which could have a material effect on the financial statements.

**E. Tax Abatements**

As of December 31, 2023, the City has 10 agreements entered into by the City listed below that abate City property taxes. Below is information specific to each agreement:

The City entered into a tax abatement agreement in 2011 with a local organization in which costs were incurred to create new jobs. In return, the City agreed to a tax abatement program with the organization. The agreement has a maximum return to the organization of \$1,304,385 over the life of the agreement. The agreement was negotiated under state law (Minnesota Statute 469.1812-469.1815) and will end in 2027. The calculation of taxes abated during the fiscal year is noted in the chart below.

The City entered into a tax abatement agreement on August 5, 2014 with a local company in which costs were incurred to construct a new pharmacy. In return, the City agreed to a tax abatement program with the company. The agreement has a maximum return to the organization of \$50,175 over the life of the agreement. The agreement was negotiated under state law (Minnesota Statute 469.1812-469.1815) and will end in 2030. The calculation of taxes abated during the fiscal year is noted in the chart below.

City of Jackson, Minnesota  
Notes to the Financial Statements  
December 31, 2023

**Note 5: Other Information (Continued)**

The City entered into a tax abatement agreement on May 24, 2016 with a local company in which costs were incurred to construct a new building. In return, the City agreed to a tax abatement program with the company. The agreement has a maximum return to the organization of \$36,630 over the life of the agreement. The agreement was negotiated under state law (Minnesota Statute 469.1812-469.1815) and will end in 2026. The calculation of taxes abated during the fiscal year is noted in the chart below.

The City entered into a tax abatement agreement on September 21, 2017 with a local company in which costs were incurred to reopen and operate a lumberyard. In return, the City agreed to a tax abatement program with the company. The agreement has a maximum return to the organization of \$33,885 over the life of the agreement. The agreement was negotiated under state law (Minnesota Statute 469.1812-469.1815) and will end in 2022. The calculation of taxes abated during the fiscal year is noted in the chart below.

The City entered into a tax increment financing agreement (TIF #1-3) with a developer in which the developer incurred costs for a redevelopment. In return, the City will reimburse the developer for some costs as the city collects future tax increment for the increased property value and tax capacity related to the economic development. The agreement was negotiated under state law (Minnesota Statute 469.124-469.134). The calculation of taxes abated during the fiscal year is noted in the chart below.

The City entered into a tax increment financing agreement (TIF #3-5) on January, 3, 2012 with a local organization in which costs were incurred for the construction of new product storage and handling facilities. The agreement was amended on May 1, 2012 and again on November 7, 2012 for additional costs for the expansion of fertilizer distribution facilities and the expansion of several manufacturing facilities. In return, the City will reimburse the organizations for some costs as the City collects future tax increment for the increased property value and tax capacity related to the economic development. The pay-as-you-go agreement has a maximum return to the organizations of \$1,642,552 over the life of the agreement. The agreement was negotiated under state law (Minnesota Statute 469.174-469.179) and has a maximum duration to 2/1/2023. The calculation of taxes abated during the fiscal year is noted in the chart below.

The City entered into a tax increment financing agreement (TIF #3-6) on December 4, 2012 with a local organization in which costs were incurred for the expansion of storage facilities. In return, the City will reimburse the organization for some costs as the City collects future tax increment for the increased property value and tax capacity related to the economic development. The pay-as-you-go agreement has a maximum return to the organization of \$670,263 over the life of the agreement. The agreement was negotiated under state law (Minnesota Statute 469.174-469.179) and has a maximum duration to 2/1/2024. The calculation of taxes abated during the fiscal year is noted in the chart below.

The City entered into a tax increment financing agreement (TIF #3-7) on March 4, 2014 with a developer in which costs were incurred to develop a 48-unit multi-family residential project. In return, the City will reimburse the developer for some costs as the City collects future tax increment for the increased property value and tax capacity related to the economic development. The pay-as-you-go agreement has a maximum return to the developer of \$944,551 over the life of the agreement. The agreement was negotiated under state law (Minnesota Statute 469.174-469.179) and has a maximum duration to 2/1/2043. The calculation of taxes abated during the fiscal year is noted in the chart below.

City of Jackson, Minnesota  
Notes to the Financial Statements  
December 31, 2023

**Note 5: Other Information (Continued)**

Lost revenue as it relates to tax abatements for the year ended December 31, 2023, was as follows:

	<u>City Tax Rate (Year of Establishment)</u>	<u>Captured Tax Capacity</u>	<u>Amount of Taxes Abated During the Year</u>
Tax Abatement Agreements			
AgCo			\$ 47,381
TP Holdings			2,934
Tri-State Contracting			4,645
Palmer Jackson Bus Service			7,149
SS Electric, Inc.			1,055
Tax Increment Districts (PAYGO)			
TIF District #3-6	88.06 %	\$ 33,498	29,498
TIF District #3-7	77.31	3,176	<u>2,455</u>
Total			<u>\$ 95,117</u>

**F. Joint Powers Agreement**

The City has a joint powers agreement with Jackson County for the purpose of the construction and operation of a public works facility. The joint facility board is comprised of two members appointed by the county and one member appointed by the City Council. The City is responsible for 33% of all operating expenses of the facility and 30% of the debt issued by the County to finance the construction (see long-term debt section). The City has title to 30% of the facility. The City has allocated the facility to the Water, Sewer, and Electric enterprise funds 10%, 10%, and 80%, respectively, based on the estimated benefit each fund will receive. The agreement has no set ending date but either the county or the City may terminate this agreement for any reason with a written notice on or before the last day of a budget year.

The City has a joint powers agreement with Jackson County Central school district for the purpose of the construction and operation of splash pad. The joint facility board is comprised of two members appointed by the county and one member appointed by the City council. The City has title and is responsible for 100% of all operating expenses of the facility. The agreement has no set ending date but either the school district or the City may terminate this agreement for any reason with a written notice on or before the last day of a budget year.

**G. Concentrations**

The City receives a significant amount of its annual General fund revenue from the State of Minnesota from the Local Government Aid (LGA). The amount received in 2023 was \$1,478,284 which accounted for 42.4 percent of General fund revenue.

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REQUIRED SUPPLEMENTARY INFORMATION

CITY OF JACKSON  
JACKSON, MINNESOTA

FOR THE YEAR ENDED  
DECEMBER 31, 2023

City of Jackson, Minnesota  
 Required Supplementary Information  
 For the Year Ended December 31, 2023

**Schedule of Employer's Share of PERA Net Pension Liability - General Employees Fund**

Fiscal Year Ending	City's Proportion of the Net Pension Liability	City's Proportionate Share of the Net Pension Liability (a)	State's Proportionate Share of the Net Pension Liability Associated with the City (b)	Total (a+b)	City's Covered Payroll (c)	City's Proportionate Share of the Net Pension Liability as a Percentage of Covered Payroll (a/c)	Plan Fiduciary Net Position as a Percentage of the Total Pension Liability
06/30/23	0.0179 %	\$ 1,000,949	\$ 27,603	\$ 1,028,552	\$ 1,476,283	67.8 %	83.1 %
06/30/22	0.0163	1,290,965	37,897	1,328,862	1,317,235	98.0	76.7
06/29/21	0.0155	661,919	20,120	682,039	1,112,810	59.5	87.0
06/29/20	0.0147	881,332	27,260	908,592	1,108,160	79.5	79.0
06/30/19	0.0134	740,856	22,999	763,855	1,055,801	70.2	80.2
06/30/18	0.0140	776,662	25,372	802,034	1,043,565	74.4	79.5
06/29/17	0.0170	1,085,268	-	1,085,268	1,153,324	94.1	75.9
06/29/16	0.0171	1,388,435	-	1,388,435	1,290,218	107.6	68.9
06/30/15	0.0174	901,759	-	901,759	1,115,161	80.9	78.2

Note: Schedule is intended to show 10-year trend. Additional years will be reported as they become available.

**Schedule of Employer's PERA Contributions - General Employees Fund**

Year Ending	Statutorily Required Contribution (a)	Contributions in Relation to the Statutorily Required Contribution (b)	Contribution Deficiency (Excess) (a-b)	City's Covered Payroll (c)	Contributions as a Percentage of Covered Payroll (b/c)
12/31/23	\$ 116,484	\$ 116,484	\$ -	\$ 1,553,125	7.5 %
12/31/22	99,797	99,797	-	1,330,630	7.5
12/30/21	88,238	88,238	-	1,176,508	7.5
12/30/20	81,615	81,615	-	1,088,201	7.5
12/31/19	84,057	84,057	-	1,120,755	7.5
12/31/18	78,167	78,167	-	1,042,225	7.5
12/30/17	88,558	88,558	-	1,108,779	8.0
12/30/16	85,958	85,958	-	1,197,868	7.2
12/31/15	83,385	83,385	-	1,234,529	6.8

City of Jackson, Minnesota  
Required Supplementary Information (Continued)  
For the Year Ended December 31, 2023

**Notes to the Required Supplementary Information - General Employees Fund (City and Ambulance)**

Changes in Actuarial Assumptions

2023 - The investment return assumption and single discount rate were changed from 6.5 percent to 7.00 percent.

2022 - The mortality improvement scale was changed from Scale MP-2020 to Scale MP-2021.

2021 - The investment return and single discount rates were changed from 7.50 percent to 6.50 percent, for financial reporting purposes. The mortality improvement scale was changed from Scale MP-2019 to Scale MP-2020.

2020 - The price inflation assumption was decreased from 2.50% to 2.25%. The payroll growth assumption was decreased from 3.25% to 3.00%. Assumed salary increase rates were changed as recommended in the June 30, 2019 experience study. The net effect is assumed rates that average 0.25% less than previous rates. Assumed rates of retirement were changed as recommended in the June 30, 2019 experience study. The changes result in more unreduced (normal) retirements and slightly fewer Rule of 90 and early retirements. Assumed rates of termination were changed as recommended in the June 30, 2019 experience study. The new rates are based on service and are generally lower than the previous rates for years 2-5 and slightly higher thereafter. Assumed rates of disability were changed as recommended in the June 30, 2019 experience study. The change results in fewer predicted disability retirements for males and females. The base mortality table for healthy annuitants and employees was changed from the RP-2014 table to the Pub-2010 General Mortality table, with adjustments. The base mortality table for disabled annuitants was changed from the RP-2014 disabled annuitant mortality table to the PUB-2010 General/Teacher disabled annuitant mortality table, with adjustments. The mortality improvement scale was changed from Scale MP-2018 to Scale MP-2019. The assumed spouse age difference was changed from two years older for females to one year older. The assumed number of married male new retirees electing the 100% Joint & Survivor option changed from 35% to 45%. The assumed number of married female new retirees electing the 100% Joint & Survivor option changed from 15% to 30%. The corresponding number of married new retirees electing the Life annuity option was adjusted accordingly.

2019 - The mortality projection scale was changed from MP-2017 to MP-2018.

2018 - The mortality projection scale was changed from MP-2015 to MP-2017. The assumed benefit increase was changed from 1.00 percent per year through 2044 and 2.50 percent per year thereafter to 1.25 percent per year.

2017 - The Combined Service Annuity (CSA) loads were changed from 0.8 percent for active members and 60 percent for vested and non-vested deferred members. The revised CSA loads are now 0.0 percent for active member liability, 15.0 percent for vested deferred member liability and 3.0 percent for non-vested deferred member liability. The assumed post-retirement benefit increase rate was changed from 1.0 percent per year for all years to 1.0 percent per year through 2044 and 2.5 percent per year thereafter.

2016 - The assumed post-retirement benefit increase rate was changed from 1.0 percent per year through 2035 and 2.5 percent per year thereafter to 1.0 percent per year for all future years. The assumed investment return was changed from 7.9 percent to 7.5 percent. The single discount rate was changed from 7.9 percent to 7.5 percent. Other assumptions were changed pursuant to the experience study dated June 30, 2015. The assumed future salary increases, payroll growth and inflation were decreased by 0.25 percent to 3.25 percent for payroll growth and 2.50 percent for inflation.

2015 - The assumed post-retirement benefit increase rate was changed from 1.0 percent per year through 2030 and 2.5 percent per year thereafter to 1.0 percent per year through 2035 and 2.5 percent per year thereafter.

City of Jackson, Minnesota  
Required Supplementary Information (Continued)  
For the Year Ended December 31, 2023

**Notes to the Required Supplementary Information - General Employees Fund (City and Ambulance) (Continued)**

Changes in Plan Provisions

2023 - An additional one-time direct state aid contribution of \$170.1 million will be contributed to the Plan on October 1, 2023. The vesting period of those hired after June 30, 2010, was changed from five years of allowable service to three years of allowable service. The benefit increase delay for early retirements on or after January 1, 2024, was eliminated. A one-time, non-compounding benefit increase of 2.5 percent minus the actual 2024 adjustment will be payable in a lump sum for calendar year 2024 by March 31, 2024.

2022 - There were no changes in plan provisions since the previous valuation.

2021 - There were no changes in plan provisions since the previous valuation.

2020 - Augmentation for current privatized members was reduced to 2.0% for the period July 1, 2020 through December 31, 2023 and 0.0% after. Augmentation was eliminated for privatizations occurring after June 30, 2020.

2019 - The employer supplemental contribution was changed prospectively, decreasing from \$31.0 million to \$21.0 million per year. The state's special funding contribution was changed prospectively, requiring \$16.0 million due per year through 2031.

2018 - The augmentation adjustment in early retirement factors is eliminated over a five-year period starting July 1, 2019, resulting in actuarial equivalence after June 30, 2024. Interest credited on member contributions decreased from 4.00 percent to 3.00 percent, beginning July 1, 2018. Deferred augmentation was changed to 0.00 percent, effective January 1, 2019. Augmentation that has already accrued for deferred members will still apply. Contribution stabilizer provisions were repealed. Postretirement benefit increases were changed from 1.00 percent per year with a provision to increase to 2.50 percent upon attainment of 90.00 percent funding ratio to 50.00 percent of the Social Security Cost of Living Adjustment, not less than 1.00 percent and not more than 1.50 percent, beginning January 1, 2019. For retirements on or after January 1, 2024, the first benefit increase is delayed until the retiree reaches normal retirement age; does not apply to Rule of 90 retirees, disability benefit recipients, or survivors. Actuarial equivalent factors were updated to reflect revised mortality and interest assumptions.

2017 - The State's contribution for the Minneapolis Employees Retirement Fund equals \$16,000,000 in 2017 and 2018, and \$6,000,000 thereafter. The Employer Supplemental Contribution for the Minneapolis Employees Retirement Fund changed from \$21,000,000 to \$31,000,000 in calendar years 2019 to 2031. The state's contribution changed from \$16,000,000 to \$6,000,000 in calendar years 2019 to 2031.

2016 - There were no changes in plan provisions since the previous valuation

2015 - On January 1, 2015, the Minneapolis Employees Retirement Fund was merged into the General Employees Fund, which increased the total pension liability by \$1.1 billion and increased the fiduciary plan net position by \$892 million. Upon consolidation, state and employer contributions were revised.

COMBINING AND INDIVIDUAL FUND  
FINANCIAL STATEMENTS AND SCHEDULES

CITY OF JACKSON  
JACKSON, MINNESOTA

FOR THE YEAR ENDED  
DECEMBER 31, 2023

City of Jackson, Minnesota  
 Nonmajor Special Revenue and Capital Project Funds  
 Combining Balance Sheet  
 December 31, 2023

	Special Revenue					
	223	224	226	227	228	229
	Coop/TSE TIF	SWMNHP Housing TIF	COOP/TSE TIF	Westridge/ Sunset TIF	FCA Bin TIF	Ashley Estate TIF
<b>Assets</b>						
Cash and temporary investments	\$ -	\$ 29,645	\$ 22,231	\$ 150,163	\$ 40,624	\$ 93,130
Receivables						
Intergovernmental	-	-	-	-	-	-
Delinquent taxes	-	-	-	-	-	-
Loans, net of allowance	-	-	-	-	-	-
Land held for resale	-	-	-	-	-	-
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Special Revenue			Debt Service	Capital Project	
<b>616</b>	<b>618</b>	<b>801</b>		<b>420</b>	
Economic Development Authority	American Rescue Plan	EDA Revolving Loan	Debt Service	2020 Capital Projects	Total
\$ 252,473	\$ -	\$ 279,272	\$ 1,178,390	\$ 1,997	\$ 2,047,925
136	-	-	4,608	-	4,744
409	-	-	6,726	-	7,135
-	-	1,947,434	-	-	1,947,434
-	-	44,150	-	-	44,150
<u>\$ 253,018</u>	<u>\$ -</u>	<u>\$ 2,270,856</u>	<u>\$ 1,189,724</u>	<u>\$ 1,997</u>	<u>\$ 4,051,388</u>
\$ 12,972	\$ -	\$ 7,362	\$ -	\$ 1,997	\$ 62,820
-	-	838,916	-	-	838,916
<u>12,972</u>	<u>-</u>	<u>846,278</u>	<u>-</u>	<u>1,997</u>	<u>901,736</u>
409	-	-	6,726	-	7,135
-	-	-	-	-	295,304
-	-	-	1,182,998	-	1,182,998
-	-	1,424,578	-	-	1,424,578
239,637	-	-	-	-	239,637
<u>239,637</u>	<u>-</u>	<u>1,424,578</u>	<u>1,182,998</u>	<u>-</u>	<u>3,142,517</u>
<u>\$ 253,018</u>	<u>\$ -</u>	<u>\$ 2,270,856</u>	<u>\$ 1,189,724</u>	<u>\$ 1,997</u>	<u>\$ 4,051,388</u>

City of Jackson, Minnesota  
 Nonmajor Special Revenue and Capital Project Funds  
 Combining Statement of Revenues, Expenditures and Changes in Fund Balances  
 For the Year Ended December 31, 2023

	Special Revenue					
	223	224	226	227	228	229
	Coop/TSE TIF	SWMNHP Housing TIF	COOP/TSE TIF	Westridge/ Sunset TIF	FCA Bin TIF	Ashley Estate TIF
<b>Revenues</b>						
Taxes						
Property taxes	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Tax increments	-	31,347	9,931	13,252	31,516	26,870
Intergovernmental						
Federal	-	-	-	-	-	-
State	-	-	-	-	-	-
Investment earnings	-	434	357	2,965	661	1,908
Miscellaneous						
Refunds and reimbursements	-	-	-	-	-	-
Other	-	-	-	-	-	-
<b>Total Revenues</b>	<u>-</u>	<u>31,781</u>	<u>10,288</u>	<u>16,217</u>	<u>32,177</u>	<u>28,778</u>
<b>Expenditures</b>						
Current						
Economic development	51,880	28,212	-	-	28,583	24,183
Capital outlay						
Public works	-	-	-	-	-	-
Debt service						
Principal	-	-	-	-	-	-
Interest and other costs	-	-	-	-	-	-
<b>Total Expenditures</b>	<u>51,880</u>	<u>28,212</u>	<u>-</u>	<u>-</u>	<u>28,583</u>	<u>24,183</u>
Excess (Deficiency) of Revenues Over (Under) Expenditures	<u>(51,880)</u>	<u>3,569</u>	<u>10,288</u>	<u>16,217</u>	<u>3,594</u>	<u>4,595</u>
<b>Other Financing Sources (Uses)</b>						
Sale of capital assets	-	-	-	-	-	-
Transfers in	-	-	-	-	-	-
Transfers out	-	-	-	-	-	-
Bonds issued	-	-	-	-	-	-
<b>Total Other Financing Sources (Uses)</b>	<u>-</u>	<u>-</u>	<u>-</u>	<u>-</u>	<u>-</u>	<u>-</u>
Net Change in Fund Balances	(51,880)	3,569	10,288	16,217	3,594	4,595
Fund Balances, January 1	<u>51,880</u>	<u>11,970</u>	<u>11,943</u>	<u>133,946</u>	<u>22,739</u>	<u>76,443</u>
Fund Balances, December 31	<u>\$ -</u>	<u>\$ 15,539</u>	<u>\$ 22,231</u>	<u>\$ 150,163</u>	<u>\$ 26,333</u>	<u>\$ 81,038</u>

616 Economic Development Authority	Special Revenue		Debt Service	Capital Project	Total
	618 American Rescue Plan	801 EDA Revolving Loan	Debt Service	420 2020 Capital Projects	
\$ 90,022	\$ -	\$ -	\$ 329,494	\$ -	\$ 419,516
-	-	-	119,288	-	232,204
-	295,104	13,986	-	-	309,090
151	-	40,000	453	-	40,604
5,322	-	30,696	24,134	4,542	71,019
-	-	92	-	-	92
5,003	-	14,063	-	-	19,066
<u>100,498</u>	<u>295,104</u>	<u>98,837</u>	<u>473,369</u>	<u>4,542</u>	<u>1,091,591</u>
113,548	-	80,202	-	-	326,608
-	298,267	-	-	16,725	314,992
-	-	-	520,000	-	520,000
-	-	-	88,971	-	88,971
<u>113,548</u>	<u>298,267</u>	<u>80,202</u>	<u>608,971</u>	<u>16,725</u>	<u>1,250,571</u>
<u>(13,050)</u>	<u>(3,163)</u>	<u>18,635</u>	<u>(135,602)</u>	<u>(12,183)</u>	<u>(158,980)</u>
2,000	-	-	-	-	2,000
-	-	-	273,035	-	273,035
-	-	-	-	(368,752)	(368,752)
-	-	-	119,622	-	119,622
<u>2,000</u>	<u>-</u>	<u>-</u>	<u>392,657</u>	<u>(368,752)</u>	<u>25,905</u>
(11,050)	(3,163)	18,635	257,055	(380,935)	(133,075)
<u>250,687</u>	<u>3,163</u>	<u>1,405,943</u>	<u>925,943</u>	<u>380,935</u>	<u>3,275,592</u>
<u>\$ 239,637</u>	<u>\$ -</u>	<u>\$ 1,424,578</u>	<u>\$ 1,182,998</u>	<u>\$ -</u>	<u>\$ 3,142,517</u>

City of Jackson, Minnesota  
Statement of Revenues, Expenditures and Changes in Fund Balances  
Budget and Actual  
EDA Revolving Loan  
For the Year Ended December 31, 2023

	EDA Revolving Loan			
	Budgeted Amounts		Actual Amounts	Variance with Final Budget
	Original	Final		
Revenues				
Intergovernmental	\$ 25,000	\$ 25,000	\$ 13,986	\$ (11,014)
Grants	-	-	40,000	40,000
Investment earnings	42,600	42,600	30,696	(11,904)
Refunds and reimbursements	-	-	92	92
Miscellaneous	154,621	154,621	14,063	(140,558)
Total Revenues	<u>222,221</u>	<u>222,221</u>	<u>98,837</u>	<u>(123,384)</u>
Expenditures				
Current				
Economic development	155,700	155,700	80,202	75,498
Debt service				
Interest and other costs	3,600	3,600	-	3,600
Total Expenditures	<u>159,300</u>	<u>159,300</u>	<u>80,202</u>	<u>79,098</u>
Net Change in Fund Balances	62,921	62,921	18,635	(44,286)
Fund Balances, January 1	<u>1,405,943</u>	<u>1,405,943</u>	<u>1,405,943</u>	<u>-</u>
Fund Balances, December 31	<u>\$ 1,468,864</u>	<u>\$ 1,468,864</u>	<u>\$ 1,424,578</u>	<u>\$ (44,286)</u>

City of Jackson, Minnesota  
General Fund  
Comparative Balance Sheets  
For the Year Ended December 31, 2023

	2023	2022
<b>Assets</b>		
Cash and temporary investments	\$ 2,702,305	\$ 4,334,606
Receivables		
Delinquent taxes	23,609	17,593
Accounts	34,659	22,709
Special assessments	22,698	22,698
Intergovernmental	9,437	8,478
Due from other funds	1,245,717	451,830
Land held for resale	473,625	515,025
 <b>Total Assets</b>	<b>\$ 4,512,050</b>	<b>\$ 5,372,939</b>
<b>Liabilities</b>		
Accounts payable	\$ 149,098	\$ 44,971
Due to other governments	17,976	4,634
Accrued salaries payable	1,347	3,891
Unearned revenue	65	20
<b>Total Liabilities</b>	<b>168,486</b>	<b>53,516</b>
<b>Deferred Inflows of Resources</b>		
Unavailable revenue		
Taxes	23,609	17,593
Assessments	22,698	22,698
<b>Total Deferred Inflows of Resources</b>	<b>46,307</b>	<b>40,291</b>
<b>Fund Balances</b>		
Unassigned	4,297,257	5,279,132
 <b>Total Liabilities, Deferred Inflows     of Resources and Fund Balances</b>	<b>\$ 4,512,050</b>	<b>\$ 5,372,939</b>

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City of Jackson, Minnesota  
General Fund  
Schedule of Revenues, Expenditures and Changes in Fund Balances  
Budget and Actual (Continued on the Following Pages)  
For the Year Ended December 31, 2023  
(With Comparative Actual Amounts for the Year Ended December 31, 2022)

	2023			Variance with Final Budget	2022
	Budgeted Amounts		Actual		Actual
	Original	Final	Amounts		Amounts
Revenues					
Taxes					
Property taxes	\$ 1,248,712	\$ 1,248,712	\$ 1,275,912	\$ 27,200	\$ 1,302,599
Special assessments	2,500	2,500	3,441	941	2,880
Licenses and permits					
Business	16,800	16,800	21,275	4,475	18,575
Nonbusiness	24,000	24,000	40,128	16,128	36,906
Total Licenses and Permits	40,800	40,800	61,403	20,603	55,481
Intergovernmental					
Federal					
Other	-	-	-	-	5,000
State					
Local government aid	1,478,283	1,478,283	1,478,284	1	1,452,556
Property tax credits and aids	-	-	302	302	444
Police aid	50,799	50,799	66,970	16,171	56,092
Fire aid	40,711	40,711	46,547	5,836	41,568
Other state aids	-	-	29,343	29,343	28,509
Total State	1,569,793	1,569,793	1,621,446	51,653	1,579,169
Total Intergovernmental	1,569,793	1,569,793	1,621,446	51,653	1,584,169
Charges for services					
General government	3,300	3,300	10,407	7,107	4,401
Public safety	52,500	52,500	75,291	22,791	68,914
Public works	176,604	176,604	190,864	14,260	186,351
Culture and recreation	1,250	1,250	1,115	(135)	1,865
Total Charges for Services	233,654	233,654	277,677	44,023	261,531
Fines and forfeits	10,100	10,100	8,421	(1,679)	8,661
Investment earnings (loss)	66,030	66,030	164,434	98,404	(291,623)
Miscellaneous					
Refunds and reimbursements	7,500	7,500	14,788	7,288	15,492
Contributions and donations	47,000	47,000	49,049	2,049	48,300
Other	12,870	12,870	12,595	(275)	25,639
Total Miscellaneous	67,370	67,370	76,432	9,062	89,431
Total Revenues	3,238,959	3,238,959	3,489,166	250,207	3,013,129

City of Jackson, Minnesota  
General Fund  
Schedule of Revenues, Expenditures and Changes in Fund Balances  
Budget and Actual (Continued)  
For the Year Ended December 31, 2023  
(With Comparative Actual Amounts for the Year Ended December 31, 2022)

	2023				2022
	Budgeted Amounts		Actual Amounts	Variance with Final Budget	Actual Amounts
	Original	Final			
Expenditures					
Current					
General government					
Mayor and Council					
Personal services	\$ 45,228	\$ 45,228	\$ 57,276	\$ (12,048)	\$ 33,128
Supplies	400	400	375	25	26
Other services and charges	27,578	27,578	25,061	2,517	22,032
Total Mayor and Council	<u>73,206</u>	<u>73,206</u>	<u>82,712</u>	<u>(9,506)</u>	<u>55,186</u>
Administration					
Personal services	498,614	498,614	535,337	(36,723)	463,412
Supplies	8,900	8,900	7,403	1,497	6,364
Other services and charges	37,650	37,650	42,485	(4,835)	33,945
Total Administration	<u>545,164</u>	<u>545,164</u>	<u>585,225</u>	<u>(40,061)</u>	<u>503,721</u>
Elections					
Personal services	-	-	-	-	6,461
Other services and charges	3,500	3,500	-	3,500	4,874
Total Elections	<u>3,500</u>	<u>3,500</u>	<u>-</u>	<u>3,500</u>	<u>11,335</u>
Assessor					
Other services and charges	<u>24,500</u>	<u>24,500</u>	<u>20,443</u>	<u>4,057</u>	<u>23,468</u>
General government building					
Supplies	5,500	5,500	3,407	2,093	4,094
Other services and charges	290,491	290,491	329,140	(38,649)	263,718
Total General Government Building	<u>295,991</u>	<u>295,991</u>	<u>332,547</u>	<u>(36,556)</u>	<u>267,812</u>
Total General Government	<u>942,361</u>	<u>942,361</u>	<u>1,020,927</u>	<u>(78,566)</u>	<u>861,522</u>
Public safety					
Police protection					
Other services and charges	<u>904,163</u>	<u>904,163</u>	<u>904,163</u>	<u>-</u>	<u>835,096</u>
Fire protection					
Personal services	110,028	110,028	109,848	180	98,649
Supplies	10,000	10,000	5,362	4,638	6,641
Other services and charges	65,724	65,724	48,562	17,162	56,023
Total Fire Protection	<u>185,752</u>	<u>185,752</u>	<u>163,772</u>	<u>21,980</u>	<u>161,313</u>
Building inspection					
Supplies	<u>250</u>	<u>250</u>	<u>-</u>	<u>250</u>	<u>108</u>
Animal control					
Supplies	100	100	77	23	70
Other services and charges	4,000	4,000	13,743	(9,743)	2,000
Total Animal Control	<u>4,100</u>	<u>4,100</u>	<u>13,820</u>	<u>(9,720)</u>	<u>2,070</u>
Civil defense					
Other services and charges	<u>19,000</u>	<u>19,000</u>	<u>13,748</u>	<u>5,252</u>	<u>14,247</u>
Total Public Safety	<u>1,113,265</u>	<u>1,113,265</u>	<u>1,095,503</u>	<u>17,762</u>	<u>1,012,834</u>

City of Jackson, Minnesota  
General Fund  
Schedule of Revenues, Expenditures and Changes in Fund Balances  
Budget and Actual (Continued)  
For the Year Ended December 31, 2023  
(With Comparative Actual Amounts for the Year Ended December 31, 2022)

	2023				2022
	Budgeted Amounts		Actual Amounts	Variance with Final Budget	Actual Amounts
	Original	Final			
Expenditures (Continued)					
Current (Continued)					
Public works					
Streets and highways					
Personal services	\$ 393,014	\$ 393,014	\$ 404,364	\$ (11,350)	\$ 357,691
Supplies	132,850	132,850	216,036	(83,186)	137,501
Other services and charges	152,421	152,421	215,397	(62,976)	127,237
Total Streets and Highways	<u>678,285</u>	<u>678,285</u>	<u>835,797</u>	<u>(157,512)</u>	<u>622,429</u>
Snow removal					
Other services and charges	<u>65,371</u>	<u>65,371</u>	<u>46,437</u>	<u>18,934</u>	<u>28,870</u>
Sanitation					
Other services and charges	<u>175,008</u>	<u>175,008</u>	<u>192,960</u>	<u>(17,952)</u>	<u>158,243</u>
Total Public Works	<u>918,664</u>	<u>918,664</u>	<u>1,075,194</u>	<u>(156,530)</u>	<u>809,542</u>
Culture and recreation					
Parks					
Personal services	118,358	118,358	114,535	3,823	102,218
Supplies	14,475	14,475	8,136	6,339	9,355
Other services and charges	157,421	157,421	197,947	(40,526)	150,954
Total Parks	<u>290,254</u>	<u>290,254</u>	<u>320,618</u>	<u>(30,364)</u>	<u>262,527</u>
Library					
Supplies	<u>63,528</u>	<u>63,528</u>	<u>66,758</u>	<u>(3,230)</u>	<u>76,583</u>
Total Culture and Recreation	<u>353,782</u>	<u>353,782</u>	<u>387,376</u>	<u>(33,594)</u>	<u>339,110</u>
Housing and economic development					
Economic development					
Other services and charges	<u>9,000</u>	<u>9,000</u>	<u>7,495</u>	<u>1,505</u>	<u>3,896</u>
Miscellaneous					
Other services and charges	<u>94,100</u>	<u>94,100</u>	<u>96,732</u>	<u>(2,632)</u>	<u>55,188</u>
Total Current	<u>3,431,172</u>	<u>3,431,172</u>	<u>3,683,227</u>	<u>(252,055)</u>	<u>3,082,092</u>
Capital outlay					
General government	22,000	22,000	49,415	(27,415)	30,003
Public safety	78,000	78,000	67,456	10,544	41,502
Streets and highways	65,500	65,500	87,404	(21,904)	66,373
Culture and recreation	66,000	66,000	136,549	(70,549)	72,795
Total Capital Outlay	<u>231,500</u>	<u>231,500</u>	<u>340,824</u>	<u>(109,324)</u>	<u>210,673</u>
Total Expenditures	<u>3,662,672</u>	<u>3,662,672</u>	<u>4,024,051</u>	<u>(361,379)</u>	<u>3,292,765</u>
Excess (Deficiency) of Revenues					
Over (Under) Expenditures	<u>(423,713)</u>	<u>(423,713)</u>	<u>(534,885)</u>	<u>(111,172)</u>	<u>(279,636)</u>
Other Financing Sources (Uses)					
Sale of capital assets	-	-	107,345	107,345	-
Transfers in	556,000	556,000	569,301	13,301	506,000
Transfers out	<u>(1,123,000)</u>	<u>(1,123,000)</u>	<u>(1,123,636)</u>	<u>(636)</u>	<u>(571,536)</u>
Total Other Financing Sources (Uses)	<u>(567,000)</u>	<u>(567,000)</u>	<u>(446,990)</u>	<u>120,010</u>	<u>(65,536)</u>
Net Change in Fund Balances	(990,713)	(990,713)	(981,875)	8,838	(345,172)
Fund Balances, January 1	<u>5,279,132</u>	<u>5,279,132</u>	<u>5,279,132</u>	-	<u>5,624,304</u>
Fund Balances, December 31	<u>\$ 4,288,419</u>	<u>\$ 4,288,419</u>	<u>\$ 4,297,257</u>	<u>\$ 8,838</u>	<u>\$ 5,279,132</u>

City of Jackson, Minnesota  
Debt Service Funds  
Combining Balance Sheet  
December 31, 2023

	<b>308</b> Sunset View Debt Service	<b>311</b> State Street Debt Service	<b>312</b> 2013 Street Reconstruction Bonds
<b>Assets</b>			
Cash and temporary investments	\$ 356,721	\$ (131,303)	\$ 289,631
Receivables			
Delinquent taxes	13	1,544	425
Intergovernmental	2,283	516	148
	<u>          </u>	<u>          </u>	<u>          </u>
<b>Total Assets</b>	<u><u>\$ 359,017</u></u>	<u><u>\$ (129,243)</u></u>	<u><u>\$ 290,204</u></u>
<b>Deferred Inflows of Resources</b>			
Unavailable revenue			
Taxes	\$ 13	\$ 1,544	\$ 425
	<u>          </u>	<u>          </u>	<u>          </u>
<b>Fund Balances</b>			
Restricted			
Debt service	359,004	-	289,779
Unassigned	-	(130,787)	-
<b>Total Fund Balance</b>	<u><u>359,004</u></u>	<u><u>(130,787)</u></u>	<u><u>289,779</u></u>
	<u>          </u>	<u>          </u>	<u>          </u>
<b>Total Deferred Inflows of     Resources and Fund Balances</b>	<u><u>\$ 359,017</u></u>	<u><u>\$ (129,243)</u></u>	<u><u>\$ 290,204</u></u>

<b>313</b> 2017A GO Refunding Bonds	<b>316</b> 2020A Street Reconstruction Bonds	<b>317</b> 2022A Street Reconstruction Bonds	<b>318</b> 2023A Street Reconstruction Bonds	Total
\$ 328,211	\$ 165,689	\$ 48,557	\$ 120,884	\$ 1,178,390
2,701	1,374	669	-	6,726
858	494	309	-	4,608
<u>\$ 331,770</u>	<u>\$ 167,557</u>	<u>\$ 49,535</u>	<u>\$ 120,884</u>	<u>\$ 1,189,724</u>
\$ 2,701	\$ 1,374	\$ 669	\$ -	\$ 6,726
329,069	166,183	48,866	120,884	1,313,785
-	-	-	-	(130,787)
<u>329,069</u>	<u>166,183</u>	<u>48,866</u>	<u>120,884</u>	<u>1,182,998</u>
<u>\$ 331,770</u>	<u>\$ 167,557</u>	<u>\$ 49,535</u>	<u>\$ 120,884</u>	<u>\$ 1,189,724</u>

City of Jackson, Minnesota  
Debt Service Funds  
Combining Schedule of Revenues, Expenditures and Changes in Fund Balances  
For the Year Ended December 31, 2023

	<b>308</b> Sunset View Debt Service	<b>311</b> State Street Debt Service	<b>312</b> 2013 Street Reconstruction Bonds
Revenues			
Taxes			
Property taxes	\$ 9	\$ 87,268	\$ 25,076
Tax increments	83,959	-	-
Intergovernmental			
State	453	-	-
Investment earnings	7,271	-	5,143
Total Revenues	<u>91,692</u>	<u>87,268</u>	<u>30,219</u>
Expenditures			
Debt service			
Principal	-	185,000	75,000
Interest and other costs	-	15,135	18,924
Total Expenditures	<u>-</u>	<u>200,135</u>	<u>93,924</u>
Excess (Deficiency) of Revenues Over (Under) Expenditures	<u>91,692</u>	<u>(112,867)</u>	<u>(63,705)</u>
Other Financing Sources (Uses)			
Transfers in	-	126,471	75,169
Bonds issued	-	-	-
Transfers out	(66,532)	-	-
Total Other Financing Sources (Uses)	<u>(66,532)</u>	<u>126,471</u>	<u>75,169</u>
Net Change in Fund Balances	25,160	13,604	11,464
Fund Balances, January 1	<u>333,844</u>	<u>(144,391)</u>	<u>278,315</u>
Fund Balances, December 31	<u>\$ 359,004</u>	<u>\$ (130,787)</u>	<u>\$ 289,779</u>

<b>313</b> 2017A GO Refunding Bonds	<b>316</b> 2020A Street Reconstruction Bonds	<b>317</b> 2022A Street Reconstruction Bonds	<b>318</b> 2023A Street Reconstruction Bonds	Total
\$ 80,066	\$ 84,567	\$ 52,508	\$ -	\$ 329,494
35,329	-	-	-	119,288
-	-	-	-	453
6,458	3,389	611	1,262	24,134
<u>121,853</u>	<u>87,956</u>	<u>53,119</u>	<u>1,262</u>	<u>473,369</u>
140,000	120,000	-	-	520,000
8,455	32,194	14,263	-	88,971
<u>148,455</u>	<u>152,194</u>	<u>14,263</u>	<u>-</u>	<u>608,971</u>
<u>(26,602)</u>	<u>(64,238)</u>	<u>38,856</u>	<u>1,262</u>	<u>(135,602)</u>
66,532	71,395	-	-	339,567
-	-	-	119,622	119,622
-	-	-	-	(66,532)
<u>66,532</u>	<u>71,395</u>	<u>-</u>	<u>119,622</u>	<u>392,657</u>
39,930	7,157	38,856	120,884	257,055
289,139	159,026	10,010	-	925,943
<u>\$ 329,069</u>	<u>\$ 166,183</u>	<u>\$ 48,866</u>	<u>\$ 120,884</u>	<u>\$ 1,182,998</u>

City of Jackson, Minnesota  
 Summary Financial Report  
 Revenues and Expenditures for General Operations  
 Governmental Funds  
 For the Years Ended December 31, 2023 and 2022

	Total		Percent Increase (Decrease)	
	2023	2022		
<b>Revenues</b>				
Taxes	\$ 2,052,159	\$ 2,030,716	1.1	%
Special assessments	3,441	2,880	19.5	
Licenses and permits	61,403	55,481	10.7	
Intergovernmental	2,116,774	1,636,870	29.3	
Charges for services	277,677	261,531	6.2	
Fines and forfeits	8,421	8,661	(2.8)	
Investment earnings (loss)	280,870	(214,763)	230.8	
Miscellaneous	106,110	134,161	(20.9)	
	<u>\$ 4,906,855</u>	<u>\$ 3,915,537</u>	25.3	%
Total Revenues				
Per Capita	<u>\$ 1,460</u>	<u>\$ 1,177</u>	24.1	%
<b>Expenditures</b>				
Current				
General government	\$ 1,050,948	\$ 861,522	22.0	%
Public safety	1,095,503	1,012,834	8.2	
Public works	1,075,194	809,542	32.8	
Culture and recreation	387,376	339,110	14.2	
Economic development	334,103	358,199	(6.7)	
Miscellaneous	96,732	55,188	75.3	
Capital outlay				
General government	49,415	30,003	64.7	
Public safety	1,396,975	41,502	3,266.0	
Streets and highways	3,209,101	725,956	342.1	
Culture and recreation	181,601	121,689	49.2	
Miscellaneous	60,714	183,531	(66.9)	
Debt service				
Principal	520,000	742,000	(29.9)	
Interest and other charges	88,971	112,987	(21.3)	
	<u>\$ 9,546,633</u>	<u>\$ 5,394,063</u>	77.0	%
Total Expenditures				
Per Capita	<u>\$ 2,841</u>	<u>\$ 1,621</u>	75.3	%
Total Long-term Indebtedness	\$ 5,920,003	\$ 5,025,950	17.8	%
Per Capita	\$ 1,762	\$ 1,510	16.7	
General Fund Balance - December 31	\$ 4,297,257	\$ 5,279,132	(18.6)	%
Per Capita	\$ 1,279	\$ 1,586	(19.4)	

The purpose of this report is to provide a summary of financial information concerning the City of Jackson to interested citizens. The complete financial statements may be examined at City Hall, 80 West Ashley Street, Jackson, MN, 56143. Questions about this report should be directed to Gloria Pell at (507) 847-4410.

SINGLE AUDIT AND OTHER REQUIRED REPORTS

CITY OF JACKSON  
JACKSON, MINNESOTA

FOR THE YEAR ENDED  
DECEMBER 31, 2023

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**INDEPENDENT AUDITOR'S REPORT ON  
MINNESOTA LEGAL COMPLIANCE**

Honorable Mayor and City Council  
City of Jackson, Minnesota

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, the business-type activities, each major fund and the aggregate remaining fund information of the City of Jackson, Minnesota (the City) as of and for the year ended December 31, 2023, and the related notes to the financial statements, and have issued our report thereon dated April 9, 2024.

In connection with our audit, nothing came to our attention that caused us to believe that the City failed to comply with the provisions of the contracting and bidding, deposits and investments, conflicts of interest, public indebtedness, claims and disbursements, miscellaneous provisions, and tax increment financing sections of the *Minnesota Legal Compliance Audit Guide for Cities*, promulgated by the State Auditor pursuant to Minn. Stat. § 6.65 except as described in the Schedule of Findings, Responses and Questioned Costs as item 2023-004. However, our audit was not directed primarily toward obtaining knowledge of such noncompliance. Accordingly, had we performed additional procedures, other matters may have come to our attention regarding the City's noncompliance with the above referenced provisions, insofar as they relate to accounting matters.

The City's response to the finding in our audit is described in the accompanying Schedule of Findings, Responses and Questioned Costs. The City's responses were not subjected to the auditing procedures applied in the audit of the financial statements and, accordingly, we express no opinion on them.

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



**Abdo**  
Mankato, Minnesota  
April 9, 2024

**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**

Honorable Mayor and City Council  
City of Jackson, Minnesota

We have audited, in accordance with the auditing standards generally accepted in the United States of America and the standards applicable to financial audits contained in *Government Auditing Standards* issued by the Comptroller General of the United States, the financial statements of the governmental activities and the business-type activities, each major fund and the aggregate remaining fund information of the City of Jackson, Minnesota (the City), as of and for the year ended December 31, 2023, and the related notes to the financial statements, which collectively comprise the City's basic financial statements and have issued our report thereon dated April 9, 2024.

**Report on Internal Control Over Financial Reporting**

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

Our consideration of internal control was for the limited purpose described in the preceding paragraph 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. However, as described in the accompanying Schedule of Findings, Responses and Questioned Costs, we identified certain deficiencies in internal control that we consider to be material weaknesses and other deficiencies that we consider to be significant deficiencies.

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. We consider the deficiency described in the accompanying Schedule of Findings, Responses and Questioned Costs as item 2023-002 to be a material weakness.

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. We consider the deficiency described in the accompanying Schedule of Findings, Responses and Questioned Costs as item 2023-001 to be a significant deficiency.

## Report on Compliance and Other Matters

As part of obtaining reasonable assurance about whether the City'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 is required to be reported under *Government Auditing Standards*.

## Response to Findings

The City's responses to the findings identified in our audit are described in the accompanying Schedule of Findings, Responses and Questioned Costs. The City's responses were not subjected to the auditing procedures applied in the audit of the financial statements and, accordingly, we express no opinion on them.

## 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 City'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 City's internal control and compliance. Accordingly, this communication is not suitable for any other purpose.



**Abdo**  
Mankato, Minnesota  
April 9, 2024



**INDEPENDENT AUDITOR'S REPORT ON COMPLIANCE  
FOR EACH MAJOR PROGRAM AND ON INTERNAL  
CONTROL OVER COMPLIANCE REQUIRED  
BY THE UNIFORM GUIDANCE**

Honorable Mayor and City Council  
City of Jackson, Minnesota

***Opinion on Each Major Federal Program***

We have audited the City of Jackson, Minnesota (the City) compliance with the types of compliance requirements described in the *OMB Compliance Supplement* that could have a direct and material effect on each of the City's major federal programs for the year ended December 31, 2023. The City's major federal programs are identified in the summary of auditor's results section of the accompanying Schedule of Findings, Responses and Questioned Costs.

In our opinion, the City complied, in all material respects, with the types of compliance requirements referred to above that could have a direct and material effect on each of its major federal programs for the year ended December 31, 2023.

***Basis for Opinion on Each Major Federal Program***

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

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

***Responsibilities of Management for Compliance***

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

***Auditor's Responsibilities for the Audit of Compliance***

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

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

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

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

### **Report on Internal Control Over Compliance**

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

*A significant deficiency in internal control over compliance* is a deficiency, or a combination of deficiencies, in internal control over compliance with a type of compliance requirement of a federal program that is less severe than a material weakness in internal control over compliance, yet important enough to merit attention by those charged with governance. We consider the deficiencies in internal control over compliance described in the accompanying schedule of findings and questioned costs as items 2023-003 and 2023-004 to be significant deficiencies.

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

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



**Abdo**  
Mankato, Minnesota  
April 9, 2024



City of Jackson, Minnesota  
Schedule of Expenditure of Federal Award Programs  
For the Year Ended December 31, 2023

Federal Funding Source	Administering Department/Entity	Program Name	Federal Domestic Assistance Number	Pass-Through Entity Identifying Number	Total Federal Expenditures
U.S. Department of Treasury	Minnesota Department of Revenue	Coronaviruse State and Local Fiscal Recovery Funds	21.027C		\$ 295,104
U.S. Department of Transportation	Minnesota Department of Transportation	Airport Improvement Program	20.106	MnDOT Grant #1048621 MnDOT Grant #1054859 MnDOT Grant #1051430	162,748 2,052,021 2,723,459
U.S. Department of Housing and Urban Development	Minnesota Department of Trade and Economic Development	Community Development Block Grants/State's Program and Non-Entitlement Grants in Hawaii	14.228		<u>13,986</u>
Total Federal Expenditures					<u>\$ 5,247,318</u>

City of Jackson, Minnesota  
Schedule of Expenditures of Federal Awards  
For the Year Ended December 31, 2023

**Note 1: Basis of Presentation**

The accompanying Schedule of Expenditures of Federal Awards includes the federal grant activity of the City of Jackson, Minnesota (the City) for the year ended December 31, 2023. The City's reporting entity is defined in Note 1A to the City's financial statements. The information in this schedule is presented in accordance with the requirement of the Uniform Guidance, Audits of States, Local Governments, and Non-Profit Organizations. All Federal awards received directly from Federal agencies as well as Federal awards passed through other government agencies are included on the schedule.

**Note 2: Summary of Significant Accounting Policies for Expenditures**

Expenditures reported on this schedule are reported on the modified accrual basis of accounting.

**Note 3: Pass-through Entity Identifying Numbers**

Pass-through entity identifying numbers, if any, are presented where available.

**Note 4: Subrecipients**

No federal expenditures presented in this schedule were provided to subrecipients.

**Note 5: Indirect Cost Rate**

During the year ended December 31, 2023, the City did not elect to use the 10% de minimis indirect cost rate.

City of Jackson, Minnesota  
 Schedule of Findings, Responses and Questioned Costs  
 For the Year Ended December 31, 2023

**Section I - Summary of Auditor's Results**

**Financial Statements**

Type of auditor's report issued	Modified
Internal control over financial reporting	
Material weaknesses identified?	Yes
Significant deficiencies identified not considered to be material weaknesses?	Yes
Noncompliance material to financial statements noted?	No

**Federal Awards**

Internal control over major programs	
Material weaknesses identified?	No
Significant deficiencies identified not considered to be material weaknesses?	Yes
Type of auditor's report issued on compliance for major programs	Unmodified
Any audit findings disclosed that are required to be reported in accordance with 2CFR section 200.516(a)?	Yes

**Identification of Major Programs/Clusters**

	<b>CFDA No.</b>
Airport Improvement Program	20.106
Coronavirus State and Local Fiscal Recovery Funds	21.027C
Dollar threshold used to distinguish between Type A and Type B Programs	\$ 750,000
Auditee qualified as low-risk auditee?	No

**Section II - Financial Statement Findings**

Two significant deficiencies (findings 2023-001 and 2023-003) and one material weakness (2023-002) relating to the audit of the financial statements are reported in the Report on Internal Control and on Compliance and Other Matters Based on an Audit of Financial Statements Performed in Accordance with Government Auditing Standards.

**Section III - Major Federal Award Findings and Questioned Costs**

There is one significant deficiencies reported as finding 2023-004, and no material weaknesses or instances of noncompliance including questioned costs that are required to be reported in accordance with Uniform Guidance. Finding 2023-003 is reported but does not qualify as an instance of material noncompliance.

**Section IV - Corrective Action Plans**

Corrective Action Plans are attached as required to be reported under the Federal Single Audit Act.

**Section V - Schedule of Prior Year Audit Findings**

There were prior year audit findings and they are included in the Schedule of Prior Year Audit Findings.

City of Jackson, Minnesota  
Schedule of Findings, Responses and Questioned Costs (Continued)  
For the Year Ended December 31, 2023

<u>Finding</u>	<u>Description</u>
<b>2023-001</b>	<b>Financial Report Preparation</b>
<i>Condition:</i>	As in prior years, we were requested to draft the audited financial statements and related footnote disclosures as part of our regular audit services. Auditing standards require auditors to communicate this situation to the Council as an internal control deficiency. Ultimately, it is management's responsibility to provide for the preparation of your statements and footnotes, and the responsibility of the auditor to determine the fairness of presentation of those statements. From a practical standpoint we do both for you at the same time in connection with our audit. This is not unusual for us to do with organizations of your size. However, based on auditing standards, it is our responsibility to inform you that this deficiency could result in a material misstatement to the financial statements that could have been prevented or detected by your management. Essentially, the auditors cannot be part of your internal control process.
<i>Criteria:</i>	Internal controls should be in place to provide reasonable assurance over financial reporting.
<i>Cause:</i>	From a practical standpoint we do both for you at the same time in connection with our audit. This is not unusual for us to do with organizations of your size.
<i>Effect:</i>	The effectiveness of the internal control system relies on enforcement by management. The effect of deficiencies in internal controls can result in undetected errors in financial reporting.
<i>Recommendation:</i>	It is your responsibility to make the ultimate decision to accept the degree of risk associated with this condition because of cost or other considerations. As in prior years, we have instructed management to review a draft of the auditor prepared financials in detail for their accuracy; we have answered any questions they might have, and have encouraged research of any accounting guidance in connection with the adequacy and appropriateness of classification of disclosure in your statements. We are satisfied that the appropriate steps have been taken to provide you with the completed financial statements. While the City is reviewing the financial statements we recommend a disclosure checklist is utilized to ensure all required disclosures are presented and the City should agree its financial software to the numbers reported in the financial statements.
<i>Management Response:</i>	
	For now, the City's management accepts the degree of risk associated with this condition and thoroughly reviews a draft of the financial statements.

City of Jackson, Minnesota  
Schedule of Findings, Responses and Questioned Costs (Continued)  
For the Year Ended December 31, 2023

<u>Finding</u>	<u>Description</u>
<b>2023-002</b>	<b>Material Audit Adjustments</b>
<i>Condition:</i>	During our audit, adjustments were needed to properly record the 2023A bond issuance and coding of other debt payments.
<i>Criteria:</i>	Such adjustments should be detected and made by the City's personnel.
<i>Cause:</i>	City staff has not prepared a year-end trial balance reflecting all necessary accruals and year-end adjustments without auditor assistance.
<i>Effect:</i>	It is likely that if a misstatement were to occur, it would not be detected by the City's system of internal control. The audit firm cannot serve as a compensating control over this deficiency.
<i>Recommendation:</i>	We recommend that management review each journal entry, obtain an understanding of why the entry was necessary and modify current procedures to ensure that future corrections are not needed.

*Management Response:*

The City will review all adjusting entries posted this year and make all such necessary adjustments in the future. The Office Accountant will continue to monitor all financial activity and adjust account balances as needed throughout the year and at year end to prevent material misstatements from occurring.

<b>2023-003</b>	<b>Uniform Guidance Written Policies and Procedures</b>
<i>Condition:</i>	During our audit, we discovered that the City has no developed written procedures required by the Uniform Guidance.
<i>Criteria:</i>	The City must establish and maintain effective internal control over Federal awards that provides reasonable assurance that the City is managing Federal awards in compliance with Federal statutes, regulations, and the terms and conditions of the Federal Awards.
<i>Cause:</i>	The City did not have written policies and procedures in place sufficient to comply with the Uniform Guidance requirements.
<i>Effect:</i>	The City was out of compliance with this requirement.
<i>Recommendation:</i>	The City should implement written policies and procedures to adhere to the above mentioned Uniform Guidance requirements.

*Management Response:*

The City approved a Federal Grants and Awards Policy on March 6, 2024.

City of Jackson, Minnesota  
Schedule of Findings, Responses and Questioned Costs (Continued)  
For the Year Ended December 31, 2023

<u>Finding</u>	<u>Description</u>
<b>2023-004</b>	<b>U.S. Department of Treasury Passed through State of Minnesota Coronavirus State and Local Fiscal Recovery Funds Reporting Deficiency in Internal Control over Compliance</b>
<i>Condition:</i>	During the course of our engagement, we noted that the City did not perform control procedures over the reporting process. The City Administrator prepared and submitted required reports.
<i>Criteria:</i>	Title 2 U.S. Code of Federal Regulations Part 200, Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards (Uniform Guidance) requires internal control procedures to be performed over reporting.
<i>Cause:</i>	The City did not have processes in place to ensure reports were reviewed by someone other than the preparer.
<i>Effect:</i>	The reports submitted had an increased risk of not being accurate.
<i>Recommendation:</i>	We recommend the City establish a specific procedure to have someone review federally required reports other than the preparer.
<i>Management Response:</i>	The City will establish procedures to ensure future reports are reviewed.



**2023-001 Preparation of Financial Statements**

**CORRECTIVE ACTION PLAN (CAP):**

1. Explanation of Disagreement with Audit Findings:

There is no disagreement with the audit finding.

2. Actions Planned in Response to Finding:

The City Council will continue to monitor as a compensating control.

3. Official Responsible for Ensuring CAP:

Matt Skaret, City Administrator, is the official responsible for ensuring corrective action of the deficiency.

4. Planned Completion Date for CAP:

Ongoing.

5. Plan to Monitor Completion of CAP:

The City Council will be monitoring this corrective action plan.

Sincerely,

Matt Skaret  
City Administrator



**2023-002 Material Audit Adjustments**

**CORRECTIVE ACTION PLAN (CAP):**

1. Explanation of Disagreement with Audit Findings:

There is no disagreement with the audit finding.

2. Actions Planned in Response to Finding:

Management will continue to thoroughly review journal entries to prepare for the audit and ask questions throughout the year in an attempt to eliminate as many adjusting entries as possible.

3. Official Responsible for Ensuring CAP:

Matt Skaret, City Administrator, is the official responsible for ensuring corrective action of the deficiency.

4. Planned Completion Date for CAP:

Ongoing.

5. Plan to Monitor Completion of CAP:

The City Council will be monitoring this corrective action plan.

Sincerely,

Matt Skaret  
City Administrator



**2023-003 Uniform Guidance Written Policies and Procedures**

**CORRECTIVE ACTION PLAN (CAP):**

1. Explanation of Disagreement with Audit Findings:

There is no disagreement with the audit finding.

2. Actions Planned in Response to Finding:

The City Council approved written policies and procedures in March of 2024.

3. Official Responsible for Ensuring CAP:

Matt Skaret, City Administrator, is the official responsible for ensuring corrective action of the deficiency.

4. Planned Completion Date for CAP:

December 31, 2024.

5. Plan to Monitor Completion of CAP:

The City Council will be monitoring this corrective action plan.

Sincerely,

Matt Skaret  
City Administrator



**2023-004 U.S. Department of Treasury  
Passed through State of Minnesota  
Coronavirus State and Local Fiscal Recovery Funds  
Reporting Deficiency in Internal Control over Compliance**

**CORRECTIVE ACTION PLAN (CAP):**

1. Explanation of Disagreement with Audit Findings:

There is no disagreement with the audit finding.

2. Actions Planned in Response to Finding:

The finance department will establish policies and procedures to ensure reports are reviewed appropriately.

3. Official Responsible for Ensuring CAP:

Matt Skaret, City Administrator, is the official responsible for ensuring corrective action of the deficiency.

4. Planned Completion Date for CAP:

December 31, 2024.

5. Plan to Monitor Completion of CAP:

The City Council will be monitoring this corrective action plan.

Sincerely,

Matt Skaret  
City Administrator

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City of Jackson, Minnesota  
Schedule of Prior Year Findings  
For the Year Ended December 31, 2023

<u>Finding</u>	<u>Description</u>
<b>2022-001</b>	<b>Financial Report Preparation</b>
<i>Condition:</i>	As in prior years, we were requested to draft the audited financial statements and related footnote disclosures as part of our regular audit services. Auditing standards require auditors to communicate this situation to the Council as an internal control deficiency. Ultimately, it is management's responsibility to provide for the preparation of your statements and footnotes, and the responsibility of the auditor to determine the fairness of presentation of those statements. From a practical standpoint we do both for you at the same time in connection with our audit. This is not unusual for us to do with organizations of your size. However, based on auditing standards, it is our responsibility to inform you that this deficiency could result in a material misstatement to the financial statements that could have been prevented or detected by your management. Essentially, the auditors cannot be part of your internal control process.
<i>Criteria:</i>	Internal controls should be in place to provide reasonable assurance over financial reporting.
<i>Cause:</i>	From a practical standpoint we do both for you at the same time in connection with our audit. This is not unusual for us to do with organizations of your size.
<i>Effect:</i>	The effectiveness of the internal control system relies on enforcement by management. The effect of deficiencies in internal controls can result in undetected errors in financial reporting.
<i>Recommendation:</i>	It is your responsibility to make the ultimate decision to accept the degree of risk associated with this condition because of cost or other considerations. As in prior years, we have instructed management to review a draft of the auditor prepared financials in detail for their accuracy; we have answered any questions they might have, and have encouraged research of any accounting guidance in connection with the adequacy and appropriateness of classification of disclosure in your statements. We are satisfied that the appropriate steps have been taken to provide you with the completed financial statements. While the City is reviewing the financial statements we recommend a disclosure checklist is utilized to ensure all required disclosures are presented and the City should agree its financial software to the numbers reported in the financial statements.
<i>Management Response:</i>	
	For now, the City's management accepts the degree of risk associated with this condition and thoroughly reviews a draft of the financial statements.
<i>Updated Progress from Prior Year:</i>	
	No progress has been made in addressing this finding in the current year.

City of Jackson, Minnesota  
Schedule of Prior Year Findings (Continued)  
For the Year Ended December 31, 2023

<u>Finding</u>	<u>Description</u>
<b>2022-002</b>	<b>Material Audit Adjustments</b>
<i>Condition:</i>	During our audit, adjustments were needed to record various material transactions and to correct coding and reclassify amounts to correct funds.
<i>Criteria:</i>	Such adjustments should be detected and made by the City's personnel.
<i>Cause:</i>	City staff has not prepared a year-end trial balance reflecting all necessary accruals and year-end adjustments without auditor assistance.
<i>Effect:</i>	It is likely that if a misstatement were to occur, it would not be detected by the City's system of internal control. The audit firm cannot serve as a compensating control over this deficiency.
<i>Recommendation:</i>	We recommend that management review each journal entry, obtain an understanding of why the entry was necessary and modify current procedures to ensure that future corrections are not needed.

*Management Response:*

The City will review all adjusting entries posted this year and make all such necessary adjustments in the future. The Office Accountant will continue to monitor all financial activity and adjust account balances as needed throughout the year and at year end to prevent material misstatements from occurring.

*Updated Progress from Prior Year:*

No progress has been made in addressing this finding in the current year.

<b>2022-003</b>	<b>Uniform Guidance Written Policies and Procedures</b>
<i>Condition:</i>	During our audit, we discovered that the City has no developed written procedures required by the Uniform Guidance.
<i>Criteria:</i>	The City must establish and maintain effective internal control over Federal awards that provides reasonable assurance that the City is managing Federal awards in compliance with Federal statutes, regulations, and the terms and conditions of the Federal Awards.
<i>Cause:</i>	The City did not have written policies and procedures in place sufficient to comply with the Uniform Guidance requirements.
<i>Effect:</i>	The City was out of compliance with this requirement.
<i>Recommendation:</i>	The City should implement written policies and procedures to adhere to the above mentioned Uniform Guidance requirements.

*Management Response:*

The City will establish policies and procedures to ensure future compliance with the Uniform Guidance requirements.

*Updated Progress from Prior Year:*

No progress has been made in 2023 in addressing this finding, but the City has since approved a policy in 2024.

City of Jackson, Minnesota  
Schedule of Prior Year Findings (Continued)  
For the Year Ended December 31, 2023

<u>Finding</u>	<u>Description</u>
<b>2022-004</b>	<b>Collateral Coverage</b>
<i>Condition:</i>	Auditing of legal compliance requires a review of the City's deposits and investments. Our study indicated an instance of non-compliance that we believe is required to be remedied.
<i>Criteria:</i>	In accordance with Minnesota Statute, section 118A.03, the City is required to have pledged collateral equal to 110 percent of the deposit not covered with insurance.
<i>Cause:</i>	The City had \$431,216 of deposits uncollateralized on December 31, 2022 due to large incoming investments late in the year. The bank had indicated collateral would be sufficient, however, this was inaccurate.
<i>Effect:</i>	At year end, the City did not have sufficient collateral pledged and therefore was not in compliance with state statute.
<i>Recommendation:</i>	We recommend the City establish a more specific understanding with the bank for the needed collateral. Ultimately, it is the City's responsibility to have adequate coverage regardless of the bank's process.

*Management Response:*

The Office Manager has taken the appropriate action to ensure that City's deposits are sufficiently covered by collateral throughout the entire month.

*Updated Progress from Prior Year:*

This finding has been addressed and corrected in the current year.