



**OFFICE OF AUDITOR OF STATE**  
**STATE OF IOWA**

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Mary Mosiman, CPA  
Auditor of State

**NEWS RELEASE**

FOR RELEASE

March 14, 2017

Contact: Marlys Gaston  
515/281-5834

Auditor of State Mary Mosiman today released an agreed-upon procedures report on the City of Gilmore City, Iowa for the period July 1, 2015 through June 30, 2016. The agreed-upon procedures engagement was performed pursuant to Chapter 11.6 of the Code of Iowa.

Mosiman recommended the City review its internal controls to obtain the maximum internal control possible. The City should also ensure proper monthly book to bank reconciliations are prepared and monthly financial reports are accurate.

A copy of the agreed-upon procedures report is available for review in the City Clerk's Office, in the Office of Auditor of State and on the Auditor of State's web site at <https://auditor.iowa.gov/reports/1622-0704-BLOF>.

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**CITY OF GILMORE CITY**  
**INDEPENDENT ACCOUNTANT'S REPORT**  
**ON APPLYING AGREED-UPON PROCEDURES**  
**FOR THE PERIOD**  
**JULY 1, 2015 THROUGH JUNE 30, 2016**

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**City of Gilmore City**

**Officials**

**(Before January 2016)**

<u>Name</u>	<u>Title</u>	<u>Term Expires</u>
Dennis Miller	Mayor	Jan 2016
Brittany Dickey	Council Member	Jan 2016
Lavonne Hoover	Council Member	Jan 2016
Tim Smith	Council Member	Jan 2016
Denny Davis	Council Member	Jan 2018
Lowell Johnson	Council Member	Jan 2018
Chris McKee	City Clerk	Indefinite

**(After January 2016)**

<u>Name</u>	<u>Title</u>	<u>Term Expires</u>
Dennis Miller	Mayor	Jan 2018
Denny Davis	Council Member	Jan 2018
Lowell Johnson	Council Member	Jan 2018
Brittany Dickey	Council Member	Jan 2020
Paul Fields	Council Member	Jan 2020
Denny Fredericksen	Council Member	Jan 2020
Chris McKee	City Clerk	Indefinite

**City of Gilmore City**



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Independent Accountant's Report on Applying Agreed-Upon Procedures

To the Honorable Mayor and Members of the City Council:

We have performed the procedures enumerated below which were established pursuant to Chapter 11.6 of the Code of Iowa enacted by the Iowa Legislature to provide oversight of certain Iowa cities. Accordingly, we have applied certain tests and procedures to selected accounting records and related information of the City of Gilmore City for the period July 1, 2015 through June 30, 2016. The City of Gilmore City's management, which agreed to the performance of the procedures performed, is responsible for the City's records.

This agreed-upon procedures engagement was conducted in accordance with attestation standards established by the American Institute of Certified Public Accountants and the standards for attestation engagements contained in Government Auditing Standards, issued by the Comptroller General of the United States. The sufficiency of these procedures is solely the responsibility of those parties specified in the report. Consequently, we make no representation regarding the sufficiency of the procedures described below, either for the purpose for which this report has been requested or for any other purpose.

The procedures we performed are summarized as follows:

1. We reviewed selected City Council meeting minutes for compliance with Chapters 21, 372.13(6) and 380 of the Code of Iowa.
2. We reviewed the City's internal controls to determine if proper control procedures are in place and incompatible duties, from a control standpoint, are not performed by the same employee.
3. We reviewed surety bond coverage for compliance with Chapter 64 of the Code of Iowa.
4. We obtained and reviewed the City Clerk's financial reports and selected bank reconciliations to determine whether the bank balances properly reconciled to the general ledger account balances and monthly financial reports provided to the City Council.
5. We reviewed City funds for consistency with the City Finance Committee's recommended Uniform Chart of Accounts (COA) and to determine required funds and fund balances are properly maintained and accurately accounted for.
6. We reviewed the City's fiscal year 2016 Annual Financial Report to determine whether it was completed and accurately reflects the City's financial information.
7. We reviewed investments to determine compliance with Chapter 12B of the Code of Iowa.
8. We reviewed compliance with Chapters 12C.2, 12B.10B and 556.1(12) of the Code of Iowa pertaining to required depository resolutions, investment policy and reporting of unclaimed property to the State of Iowa.


9. We reviewed debt, including general obligation and revenue bonds/notes, and related transactions for proper authorization and compliance with Chapters 75, 384 and 403.9 of the Code of Iowa and to determine whether the debt and related proceeds and repayments were properly accounted for.
10. We reviewed and tested selected tax increment financing (TIF) transactions, including receipts, disbursements and transfers, for compliance and accurate accounting, including compliance with the TIF reporting requirements of Chapter 384.22 of the Code of Iowa.
11. We reviewed the City's TIF debt certification forms filed with the County Auditor, including requests for collection of reduced TIF amounts and to decertify certain TIF obligations, as applicable, for proper support and compliance with Chapter 403.19(6) of the Code of Iowa.
12. We reviewed and tested selected receipts for accurate accounting and consistency with the recommended COA.
13. We reviewed and tested selected disbursements for proper approval, adequate supporting documentation, accurate accounting and consistency with the recommended COA and compliance with the public purpose criteria established by Article III, Section 31 of the Constitution of the State of Iowa.
14. We reviewed transfers between funds for propriety, proper authorization and accurate accounting.
15. We reviewed and tested selected payroll and related transactions for propriety, proper authorization and accurate accounting.
16. We reviewed the annual certified budget for proper authorization, certification and timely amendment.

Based on the performance of the procedures described above, we identified various recommendations for the City. Our recommendations are described in the Detailed Recommendations section of this report. Unless reported in the Detailed Recommendations, items of non-compliance were not noted during the performance of the specific procedures listed above.

These agreed-upon procedures do not constitute an audit of financial statements or any part thereof, the objective of which is the expression of an opinion on the financial statements or a part thereof. Had we performed additional procedures, or had we performed an audit of the City of Gilmore City, additional matters might have come to our attention that would have been reported to you.

This report, a public record by law, is intended solely for the information and use of the officials, employees and citizens of the City of Gilmore City and other parties to whom the City of Gilmore City may report. This report is not intended to be and should not be used by anyone other than these specified parties.

We would like to acknowledge the many courtesies and assistance extended to us by personnel of the City of Gilmore City during the course of our agreed-upon procedures engagement. Should you have any questions concerning any of the above matters, we shall be pleased to discuss them with you at your convenience.

  
MARY MOSIMAN, CPA  
Auditor of State

December 22, 2016



## **Detailed Recommendations**

City of Gilmore City

Detailed Recommendations

For the period July 1, 2015 through June 30, 2016

(A) Segregation of Duties – One important aspect of internal control is the segregation of duties among employees to prevent an individual employee from handling duties which are incompatible. Generally, one individual has control over each of the following areas for the City:

- (1) Accounting system – performing all general accounting functions, including journal entries and having custody of assets.
- (2) Cash – handling, reconciling and recording.
- (3) Investing – recordkeeping, investing, custody of investments and reconciling earnings.
- (4) Receipts – opening mail, collecting, depositing, journalizing, reconciling and posting.
- (5) Utilities – billing, collecting, depositing, posting and entering rates into the system.
- (6) Debt – recordkeeping, compliance and debt payment processing.
- (7) Disbursements – purchasing, invoice processing, check writing, mailing, reconciling and recording.
- (8) Payroll – entering rates into the system, recordkeeping, preparing and distributing.
- (9) Computer system – performing all general accounting functions and controlling all data input and output.
- (10) Financial reporting – preparing and reconciling.

For the Gilmore City Fire Department and the Gilmore City Ambulance accounts, one individual has control over each of the following areas:

- (1) Receipts – collecting, depositing, posting and reconciling.
- (2) Disbursements – preparing, recording and reconciling.
- (3) Cash – handling, reconciling and recording.

Recommendation – We realize segregation of duties is difficult with a limited number of employees. However, the City, Fire Department and Ambulance officials should review their control procedures to obtain the maximum internal control possible under the circumstances utilizing currently available staff, including elected officials. Independent reviews of reconciliations should be documented by the signature or initials of the reviewer and the date of the review.

City of Gilmore City

Detailed Recommendations

For the period July 1, 2015 through June 30, 2016

- (B) Bank Reconciliations – The cash and investment balances in the City’s general ledger were not reconciled to bank and investment account balances throughout the year. The “Bank Statement Reconciliation” reports generated from the City’s financial system include the City’s main checking account, but exclude the savings and investment accounts. Also, there is no independent review of the bank reconciliation. The June 30, 2016 bank and book balances did not properly reconcile, with the bank balance being \$15 more than the book balance.

For the Gilmore City Fire Department and the Gilmore City Ambulance, cash balances were not reconciled to bank balances throughout the year.

Recommendation – The City should establish procedures to ensure the general ledger is reconciled to the bank and investment account balances monthly. Consultation with the software provider is suggested, if needed, to understand how to generate the proper reconciling reports. Variances, if any, should be investigated and resolved timely. The City should also ensure cash balances of the Fire Department and the Ambulance accounts are reconciled to bank balances monthly.

- (C) Investments – An accounting record/register is not maintained for each investment.

Recommendation – An accounting record/register which includes the cost, description, date purchased, interest rate, maturity date and identifying number should be maintained for each investment.

- (D) Reconciliation of Utility Billings, Collections and Delinquent Accounts – While utility billings, collections and delinquent accounts were reconciled monthly, the reconciliations were not reviewed by an independent person. In addition, utility billings are not periodically reviewed and tested to ensure calculations are correct.

Recommendation – Procedures should be established to have an independent person or a City Council member review the reconciliations and monitor delinquent accounts. This review should be documented by the signature or initials of the reviewer and the date of the review. Also, an independent individual should periodically review and test utility billings to ensure they are properly calculated.

- (E) Business Transactions – Business transactions between the City and City officials or employees are detailed as follows:

Name, Title and Business Connection	Transaction Description	Amount
Lowell Johnson, City Council Member, Employee of Pro Co-op	Gas purchases and vehicle repair	\$ 7,354

In accordance with Chapter 362.5(k) of the Code of Iowa, the above transactions may represent a conflict of interest since total transactions were more than \$2,500 during the fiscal year and the transactions were not competitively bid.

Recommendation – The City should consult legal counsel to determine the disposition of this matter.

City of Gilmore City

Detailed Recommendations

For the period July 1, 2015 through June 30, 2016

- (F) Financial Condition – At June 30, 2016, the City had deficit balances of \$83,955, \$13,000 and \$1,764 in the Debt Service, Enterprise, Sanitary Water and Enterprise, Sewer Funds, respectively.

Recommendation – The City should investigate alternatives to eliminate these deficits in order to return the funds to a sound financial position.

- (G) Tax Increment Financing Indebtedness Certification – Chapter 403.19 of the Code of Iowa provides a municipality shall certify indebtedness to the County Auditor. Such certification makes it a duty of the County Auditor to provide for the division of property tax to repay the certified indebtedness and, as such, the County Auditor shall provide available incremental property tax in subsequent fiscal years without further certification until the amount of certified indebtedness is paid to the City. Indebtedness incurred is to be certified to the County Auditor and then the divided property tax is to be used to pay the principal of and interest on the certified indebtedness. In December 2015, the City certified an internal loan for \$100,114, which was previously certified in December 2008. Based on a review of the County Auditor’s TIF reconciliation, the County appears to be accurately accounting for the certified TIF debt.

Recommendation – The City should consult with the County Auditor to determine if the City should certify a reduction of TIF indebtedness to account for amounts previously certified.

- (H) Annual Urban Renewal Report (AURR) – The City overstated the amount reported as Tax Increment Financing (TIF) debt outstanding on the AURR Levy Authority Summary by \$31,505. In addition, the City’s beginning cash balance and TIF receipts of the Special Revenue, Tax Increment Fund reported on the Levy Authority Summary do not agree with the City’s records. The beginning fund balance was understated by \$16,834 and TIF receipts were understated by \$27,110, causing the ending fund balance to be understated by \$43,944.

Recommendation – The City should ensure the amounts reported in the Levy Authority Summary agree with the City’s records.

- (I) Journal Entries – Supporting documentation was not maintained for journal entries. Additionally, journal entries are not reviewed and approved by an independent person.

Recommendation – Supporting documentation should be maintained which substantiates all journal entries. An independent person should review and approve journal entries and the approval should be documented by the signature or initials of the approver and the date of approval.

- (J) Electronic Check Retention – Chapter 554D.114 of the Code of Iowa allows the City to retain cancelled checks in an electronic format and requires retention in this manner to include an image of both the front and back of each cancelled check. The Gilmore City Fire Department and the Gilmore City Ambulance do not receive an image of the back of each cancelled check.

Recommendation – The Gilmore City Fire Department and the Gilmore City Ambulance should retain images of both the front and back of cancelled checks as required by Chapter 554D.114 of the Code of Iowa.

City of Gilmore City

Detailed Recommendations

For the period July 1, 2015 through June 30, 2016

- (K) Separately Maintained Records – The Gilmore City Fire Department and the Gilmore City Ambulance maintain bank accounts for activity separate from the City Clerk’s accounting records. The transactions and the resulting balances were not included in the City’s accounting records and were not included in the City’s annual budget, monthly financial reports or Annual Financial Reports.

Recommendation – Chapter 384.20 of the Code of Iowa states, in part, “A city shall keep accounts which show an accurate and detailed statement of all public funds collected, received, or expended for any city purpose.” For better accountability, financial and budgetary control, the financial activity and balances of all City accounts should be included in the City’s accounting records and reported to the City Council on a monthly basis.

- (L) Receipts – Supporting documentation is not maintained for amounts collected by the Gilmore City Fire Department and the Gilmore City Ambulance.

Recommendation – Supporting documentation should be maintained for all collections.

- (M) Management Financial Information – The City Clerk’s financial reports to the City Council did not include comparisons to the certified budget by function or a summary of beginning balances, receipts, disbursements, transfers and ending balances by fund.

Recommendation – To provide better control over budgeted disbursements and the opportunity for timely amendments to the certified budget, the City Clerk’s monthly financial reports to the City Council should include comparisons to the certified budget by function. Also, for better financial information, the monthly reports should include the beginning balances, receipts, disbursements, transfers and ending balances for each fund.

- (N) Annual Financial Report – Debt information for the City’s sewer revenue bonds, including the amount outstanding at both the beginning and end of the year and the amount retired during the year, was omitted from the June 30, 2016 Annual Financial Report.

Recommendation – The City should ensure the Annual Financial Report is complete and accurate.

- (O) Questionable Disbursement – During the year, \$43 was disbursed from the Gilmore City Fire Department account for pizza. This disbursement may not meet the requirements of public purpose as defined in an Attorney General’s opinion dated April 25, 1979 since the public benefit to be derived has not been clearly documented.

According to the opinion, it is possible for such disbursements to meet the test of serving a public purpose under certain circumstances, although such items will certainly be subject to a deserved close scrutiny. The line to be drawn between a proper and an improper purpose is very thin.

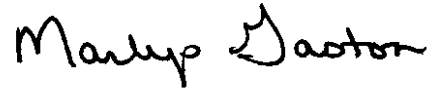
Recommendation – The City Council and Fire Department should determine and document the public purpose served before authorizing any further payments for pizza. If this practice is continued, the City should establish written policies and procedures, including the requirements for proper public purpose documentation.

City of Gilmore City

Staff

This engagement was performed by:

Tammy A. Hollingsworth, CIA, Manager  
Adjoa S. Adanledji, Assistant Auditor  
Cole J. Hanley, Assistant Auditor

A handwritten signature in black ink that reads "Marlys K. Gaston". The signature is written in a cursive, flowing style.

Marlys K. Gaston, CPA  
Director