



OFFICE OF AUDITOR OF STATE
STATE OF IOWA

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Des Moines, Iowa 50319-0006

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NEWS RELEASE

Contact: Marlys Gaston
515/281-5834

FOR RELEASE

June 30, 2021

Auditor of State Rob Sand today released an audit report on Madison County, Iowa.

FINANCIAL HIGHLIGHTS:

The County's revenues totaled \$18,418,910 for the year ended June 30, 2020, a less than 1% decrease from the prior year. Expenses for County operations for the year ended June 30, 2020 totaled \$15,307,624, an increase 8.8% over the prior year. The increase in expenses is due primarily to an increase in the amount paid to the mental health region and an increase in road expenses.

AUDIT FINDINGS:

Sand reported six findings related to the receipt and expenditure of taxpayer funds. They are found on pages 84 through 90 of this report. The findings address issues such as lack of segregation of duties, a lack of monthly bank and property tax reconciliations in the County Treasurer's office, and disbursements exceeding budgeted amounts prior to amendment. Sand provided the County recommendations to address each of these findings.

Three of the findings discussed above are repeated from the prior year. The County Board of Supervisors and other County officials have a fiduciary responsibility to provide oversight of the County's operations and financial transactions. Oversight is typically defined as the "watchful and responsible care" a governing body exercises in its fiduciary capacity.

A copy of the audit report is available for review on the Auditor of State's web site at <https://auditor.iowa.gov/reports/audit-reports/>.

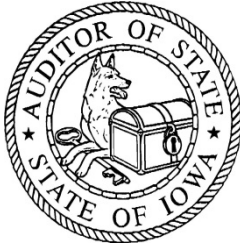
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MADISON COUNTY

**INDEPENDENT AUDITOR'S REPORTS
BASIC FINANCIAL STATEMENTS
AND SUPPLEMENTARY INFORMATION
SCHEDULE OF FINDINGS**

JUNE 30, 2020

Madison County



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STATE OF IOWA

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Des Moines, Iowa 50319-0006

Telephone (515) 281-5834 Facsimile (515) 281-6518

Rob Sand
Auditor of State

June 23, 2021

Officials of Madison County
Winterset, Iowa

Dear Board Members:

I am pleased to submit to you the financial and compliance audit report for Madison County for the year ended June 30, 2020. The audit was performed pursuant to Chapter 11.6 of the Code of Iowa and in accordance with U.S. auditing standards and the standards applicable to financial audits contained in Government Auditing Standards.

I appreciate the cooperation and courtesy extended by the officials and employees of Madison County throughout the audit. If I or this office can be of any further assistance, please contact me or my staff at 515-281-5834.

Sincerely,

A handwritten signature in black ink that reads "Rob Sand". The signature is stylized and cursive.

Rob Sand
Auditor of State

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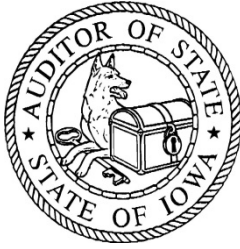
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Madison County

Officials

| <u>Name</u> | <u>Title</u> | <u>Term Expires</u> |
|-------------------|----------------------|---------------------|
| Aaron Price | Board of Supervisors | Jan 2021 |
| Phil Clifton | Board of Supervisors | Jan 2023 |
| Diane Fitch | Board of Supervisors | Jan 2023 |
| Shelley D. Kaster | County Auditor | Jan 2021 |
| Jana S. Corkrean | County Treasurer | Jan 2023 |
| Lisa Smith | County Recorder | Jan 2023 |
| Jason Barnes | County Sheriff | Jan 2021 |
| Matt Schultz | County Attorney | Jan 2023 |
| Joni J. Hopkins | County Assessor | Jan 2022 |



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Independent Auditor's Report

To the Officials of Madison County:

Report on the Financial Statements

We have audited the accompanying financial statements of the governmental activities, each major fund and the aggregate remaining fund information of Madison County, Iowa, as of and for the year ended June 30, 2020, and the related Notes to Financial Statements, which collectively comprise the County's basic financial statements listed in the table of contents.

Management's Responsibility for the Financial Statements

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

Auditor's Responsibility

Our responsibility is to express opinions on these financial statements based on our audit. We conducted our audit in accordance with U.S. generally accepted auditing standards and the standards applicable to financial audits contained in Government Auditing Standards, issued by the Comptroller General of the United States. Those standards require that we plan and perform the audit to obtain reasonable assurance about whether the financial statements are free from material misstatement.

An audit involves performing procedures to obtain audit evidence about the amounts and disclosures in the financial statements. The procedures selected depend on the auditor's judgment, including the assessment of the risks of material misstatement of the financial statements, whether due to fraud or error. In making those risk assessments, the auditor considers internal control relevant to the County's preparation and fair presentation of the financial statements 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 County's internal control. Accordingly, we express no such opinion. An audit also includes evaluating the appropriateness of accounting policies used and the reasonableness of significant accounting estimates made by management, as well as evaluating the overall presentation of the financial statements.

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

Opinions

In our opinion, the financial statements referred to above present fairly, in all material respects, the respective financial position of the governmental activities, each major fund and the aggregate remaining fund information of Madison County as of June 30, 2020, and the respective changes in its financial position and, where applicable, its cash flows thereof for the year then ended in accordance with U.S. generally accepted accounting principles.

Other Matters

Required Supplementary Information

U.S. generally accepted accounting principles require Management's Discussion and Analysis, the Budgetary Comparison Information, the Schedule of the County's Proportionate Share of the Net Pension Liability, the Schedule of County Contributions and the Schedule of Changes in the County's Total OPEB Liability, Related Ratios on pages 8 through 14 and 56 through 65 be presented to supplement the basic financial statements. Such information, although not a part of the basic financial statements, is required by the Governmental Accounting Standards Board which 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 U.S. generally accepted auditing standards, 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.

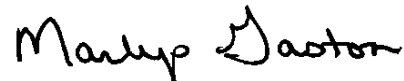
Supplementary Information

Our audit was conducted for the purpose of forming opinions on the financial statements that collectively comprise Madison County's basic financial statements. We previously audited, in accordance with the standards referred to in the third paragraph of this report, the financial statements for the nine years ended June 30, 2019 (which are not presented herein) and expressed unmodified opinions on those financial statements. The supplementary information included in Schedules 1 through 8 is presented for purposes of additional analysis and is not a required part of the basic financial statements.

The supplementary 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. Such 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 statements themselves, and other additional procedures in accordance with U.S. generally accepted auditing standards. In our opinion, the supplementary information is fairly stated in all material respects in relation to the basic financial statements taken as a whole.

Other Reporting Required by Government Auditing Standards

In accordance with Government Auditing Standards, we have also issued our report dated June 23, 2021 on our consideration of Madison County'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 County'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 Madison County's internal control over financial reporting and compliance.



Marlys K. Gaston, CPA
Deputy Auditor of State

June 23, 2021

MANAGEMENT'S DISCUSSION AND ANALYSIS

Madison County provides this Management's Discussion and Analysis of its financial statements. This narrative overview and analysis of the financial activities is for the fiscal year ended June 30, 2020. We encourage readers to consider this information in conjunction with the County's financial statements, which follow.

2020 FINANCIAL HIGHLIGHTS

- Revenues of the County's governmental activities decreased less than 1%, or approximately \$181,000, from fiscal year 2019 to fiscal year 2020. Property tax increased approximately \$374,000, capital grants, contributions and restricted interest decreased approximately \$715,000, operating grants, contributions and restricted interest increased approximately \$234,000 and charges for services decreased approximately \$156,000.
- Program expenses of the County's governmental activities increased 8.8%, or approximately \$1,237,000, more in fiscal year 2020 than in fiscal year 2019. Mental Health expenses increased approximately \$655,000 over fiscal year 2019, roads and transportation expenses increased approximately \$340,000, and administration expenses increased approximately \$205,000.
- The County's net position increased 10.9%, or approximately \$3,112,000, from June 30, 2019 to June 30, 2020.

USING THIS ANNUAL REPORT

The annual report consists of a series of financial statements and other information, as follows:

Management's Discussion and Analysis introduces the basic financial statements and provides an analytical overview of the County's financial activities.

The Government-wide Financial Statements consist of a Statement of Net Position and a Statement of Activities. These provide information about the activities of Madison County as a whole and present an overall view of the County's finances.

The Fund Financial Statements tell how governmental services were financed in the short term as well as what remains for future spending. Fund financial statements report Madison County's operations in more detail than the government-wide financial statements by providing information about the most significant funds. The remaining financial statements provide information about activities for which Madison County acts solely as an agent or custodian for the benefit of those outside of County government (Agency Funds).

Notes to Financial Statements provide additional information essential to a full understanding of the data provided in the basic financial statements.

Required Supplementary Information further explains and supports the financial statements with a comparison of the County's budget for the year, the County's proportionate share of the net pension liability and related contributions, as well as presenting the Schedule of Changes in the County's Total OPEB Liability, Related Ratios and Notes.

Supplementary Information provides detailed information about the nonmajor governmental and the individual Internal Service Funds and Agency Funds.

REPORTING THE COUNTY'S FINANCIAL ACTIVITIES

Government-wide Financial Statements

One of the most important questions asked about the County's finances is, "Is the County as a whole better off or worse off as a result of the year's activities?" The Statement of Net Position and the Statement of Activities report information which helps answer this question. These statements include all assets, deferred outflows of resources, liabilities and deferred inflows of resources using the accrual basis of accounting and the economic resources measurement focus, which is similar to the accounting used by most private-sector companies. All of the current year's revenues and expenses are taken into account, regardless of when cash is received or paid.

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

The Statement of Activities presents information showing how the County's net position changed during the most recent fiscal year. All changes in net position are reported as soon as 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 not result in cash flows until future fiscal years.

The County's governmental activities are presented in the Statement of Net Position and the Statement of Activities. Governmental activities include public safety and legal services, physical health and social services, mental health, county environment and education, roads and transportation, governmental services to residents, administration, interest on long-term debt and non-program activities. Property tax and state and federal grants finance most of these activities.

Fund Financial Statements

The County has three kinds of funds:

- 1) Governmental funds account for most of the County's basic services. These focus on how money flows into and out of those funds and the balances left at year-end that are available for spending. The governmental funds include: 1) the General Fund, 2) the Special Revenue Funds, such as Mental Health, Rural Services and Secondary Roads, 3) the Debt Service Fund and 4) the Capital Projects Fund. These funds are reported using the current financial resources measurement focus and the modified accrual basis of accounting, which measures cash and all other financial assets that can readily be converted to cash. The governmental fund financial statements provide a detailed, short-term view of the County's general governmental operations and the basic services it provides. Governmental fund information helps determine whether there are more or fewer financial resources that can be spent in the near future to finance the County's programs.

The required financial statements for governmental funds include a Balance Sheet and a Statement of Revenues, Expenditures and Changes in Fund Balances.

- 2) A proprietary fund accounts for the County's Internal Service, Fuel, Supplies, Employee Group Health and Unemployment Insurance Funds. Internal Service Funds are an accounting device used to accumulate and allocate costs internally among the County's various functions.

The required financial statements for proprietary funds include a Statement of Net Position, a Statement of Revenues, Expenses and Changes in Fund Net Position and a Statement of Cash Flows.

- 3) Fiduciary funds are used to report assets held in a trust or agency capacity for others, which cannot be used to support the County's own programs. These fiduciary funds include Agency Funds that account for emergency management services, Central Iowa Community Services and the County Assessor, to name a few.

The required financial statement for fiduciary funds is a Statement of Fiduciary Assets and Liabilities.

Reconciliations between the government-wide financial statements and the governmental fund financial statements follow the governmental fund financial statements.

GOVERNMENT-WIDE FINANCIAL ANALYSIS

As noted earlier, net position may serve over time as a useful indicator of financial position. The analysis that follows focuses on the changes in the net position of governmental activities.

| Net Position of Governmental Activities (Expressed in Thousands) | | |
|---|-----------|--------|
| | June 30, | |
| | 2020 | 2019 |
| Current and other assets | \$ 19,965 | 16,286 |
| Capital assets | 22,242 | 25,201 |
| Total assets | 42,207 | 41,487 |
| Deferred outflows of resources | 1,102 | 1,221 |
| Long-term liabilities | 6,170 | 5,120 |
| Other liabilities | 926 | 895 |
| Total liabilities | 7,096 | 6,015 |
| Deferred inflows of resources | 9,503 | 8,207 |
| Net position: | | |
| Net investment in capital assets | 24,663 | 24,103 |
| Restricted | 7,778 | 5,152 |
| Unrestricted | (843) | (769) |
| Total net position | \$ 31,598 | 28,486 |

Net position of Madison County's governmental activities increased 10.9% (approximately \$31.6 million compared to approximately \$28.5 million).

The largest portion of the County's net position is invested in capital assets (e.g., land, infrastructure, intangibles, buildings and equipment), less the related debt. The debt related to the investment in capital assets is liquidated with resources other than capital assets. Net position invested in capital assets increased approximately \$560,000 due to increased road construction projects partially offset by an increase in debt related to the investment in capital assets.

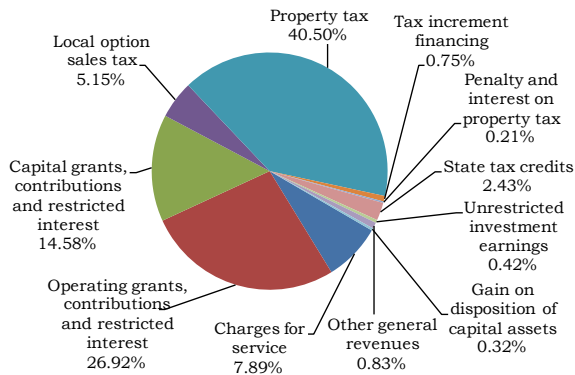
Restricted net position represents resources subject to external restrictions, constitutional provisions or enabling legislation on how they can be used. Restricted net position increased approximately \$2,626,000 due to increases in the amounts restricted for secondary roads, capital projects and other purposes.

Unrestricted net position – the part of net position that can be used to finance day-to-day operations without constraints established by debt covenants, enabling legislation or other legal requirements – decreased from a deficit of approximately \$769,000 at June 30, 2019 to a deficit of approximately \$843,000 at the end of this year. The deficit unrestricted net position is due to recording the net pension and total OPEB liabilities.

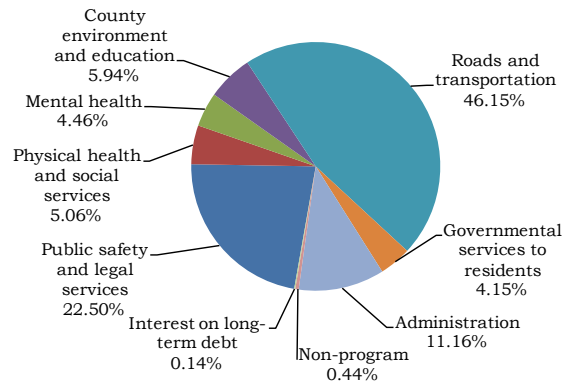
Changes in Net Position of Governmental Activities
(Expressed in Thousands)

| | Year ended June 30, | |
|---|---------------------|---------------|
| | 2020 | 2019 |
| Revenues: | | |
| Program revenues: | | |
| Charges for service | \$ 1,453 | 1,609 |
| Operating grants, contributions and restricted interest | 4,959 | 4,725 |
| Capital grants, contributions and restricted interest | 2,685 | 3,400 |
| General revenues: | | |
| Property tax | 7,463 | 7,089 |
| Tax increment financing | 138 | - |
| Penalty and interest on property tax | 38 | 60 |
| State tax credits | 448 | 439 |
| Local option sales tax | 948 | 947 |
| Unrestricted investment earnings | 77 | 122 |
| Gain on disposition of capital assets | 59 | 127 |
| Other general revenues | 152 | 83 |
| Total revenues | 18,420 | 18,601 |
| Program expenses: | | |
| Public safety and legal services | 3,444 | 3,296 |
| Physical health and social services | 774 | 782 |
| Mental health | 683 | 28 |
| County environment and education | 910 | 979 |
| Roads and transportation | 7,065 | 6,725 |
| Governmental services to residents | 635 | 580 |
| Administration | 1,708 | 1,503 |
| Non-program | 68 | 156 |
| Interest on long-term debt | 21 | 22 |
| Total expenses | 15,308 | 14,071 |
| Change in net position | 3,112 | 4,530 |
| Net position beginning of year | 28,486 | 23,956 |
| Net position end of year | \$ 31,598 | 28,486 |

Revenues by Source



Expenses by Program



Madison County's net position of governmental activities increased approximately \$3,112,000 during the year. Revenues for governmental activities decreased approximately \$181,000 from the prior year, with property tax revenues increasing approximately \$374,000, capital grants, contributions and restricted interest decreasing approximately \$715,000, primarily due to an decrease in capital asset contributions from the Iowa Department of Transportation for farm to market projects, operating grants, contributions and restricted interest increasing approximately \$234,000 primarily due to an increase in road use tax receipts and public health funding from the state and charges for services decreased approximately \$156,000 primarily due to a decrease in charges for services related to administration and non-program services.

The countywide property tax levy rate decreased 0.34%, or \$0.02 per \$1,000 of taxable valuation and the rural property tax levy rate remained the same for fiscal year 2020. However, the countywide property tax valuation increased 4.96% and the rural property tax valuation increased 5.3% for fiscal year 2020. Based on the increases in the property tax valuations, property tax revenue was budgeted to increase approximately \$355,000.

The cost of all governmental activities this year was approximately \$15.3 million compared to approximately \$14.1 million last year. However, as shown in the Statement of Activities on page 17, the amount taxpayers ultimately financed for these activities was approximately \$6.2 million because some of the cost was paid by those directly benefited from the programs (approximately \$1.5 million) or by other governments and organizations which subsidized certain programs with grants and contributions (approximately \$7.6 million). Overall, the County's governmental program revenues, including intergovernmental aid and charges for service, decreased in fiscal year 2020 from approximately \$9,734,000 to approximately \$9,097,000. As discussed above, the County experienced a decrease in capital asset contributions from the Iowa Department of Transportation.

INDIVIDUAL MAJOR FUND ANALYSIS

As Madison County completed the year, its governmental funds reported a combined fund balance of approximately \$9.2 million, an increase of approximately \$2.3 million over last year's total of approximately \$7.0 million. The following are the major reasons for the changes in fund balances of the major funds from the prior year:

- General Fund revenues increased approximately \$34,000, or less than 1%, over the prior year. Expenditures increased approximately \$30,000, or less than 1%, over the prior year. The ending fund balance increased approximately \$81,000, or 4.0%, over the prior year, from \$2,036,053 to \$2,116,921.
- For fiscal year 2020, Special Revenue, Mental Health Fund expenditures total approximately \$685,000, an increase of 2,386.4% over the prior year. Expenditures increased in fiscal year 2020 due to the County entering into an agreement with Story County to share positions with them as well as a large increase in the County's distribution to the Mental Health Region.
- Special Revenue, Rural Services Fund revenues increased approximately \$98,000, or 3.0%. The primary reason for the increase is due to additional property tax received. Expenditures increased approximately \$233,000 or 17% when compared to the prior year, primarily due to increased ambulance calls resulting in higher wages and the purchase of two vehicles for the Sheriff's office. The ending fund balance increased approximately \$55,000, or 6.6%, over the prior year to \$878,212.

- Special Revenue, Secondary Roads Fund revenues increased approximately \$128,000, or 2.8%, over the prior year, primarily the result of an increase in road use taxes and an increase in bridge repair project reimbursements. Expenditures decreased approximately \$222,000, or 3.4%. The decrease was primarily due to a large decrease in roadway construction partially offset by an increase in materials contracts. The ending fund balance increased 14.6%, or approximately \$434,000, over the prior year to an ending balance of \$3,407,003.

BUDGETARY HIGHLIGHTS

Over the course of the year, Madison County amended its budget one time. The amendment, made on June 30, 2020, increased budgeted disbursements for the public safety and legal services, physical health and social services, mental health, government services to residents, administration and decreased budgeted disbursements for the capital projects functions.

The County’s receipts were approximately \$1,062,000 less than budgeted, a variance of 6.5%. The most significant variance resulted from the County receiving less intergovernmental receipts due to delay of a large bridge project.

Total disbursements were approximately \$1,643,000 less than the amended budget. This was primarily due to the County spending approximately \$1,166,000 less than budgeted for capital projects, approximately \$198,000 less than budgeted for public safety and legal services and approximately \$98,000 less than budgeted for administration.

Disbursements during the year ended June 30, 2020 exceeded the amount budgeted in the mental health function prior to amendment. In addition, disbursements in certain departments exceeded the amounts appropriated.

CAPITAL ASSETS AND DEBT ADMINISTRATION

Capital Assets

At June 30, 2020, Madison County had approximately \$27.1 million invested in a broad range of capital assets, including public safety equipment, buildings, park facilities, roads and bridges and intangible assets. This is a net increase (including additions and deletions) of approximately \$1,929,000, or 7.6% over last year.

| Capital Assets of Governmental Activities at Year End (Expressed in Thousands) | | |
|---|------------------|---------------|
| | June 30, | |
| | 2020 | 2019 |
| Land | \$ 1,649 | 1,649 |
| Intangibles | 104 | 104 |
| Construction in progress | 3,135 | 2,953 |
| Buildings and improvements | 2,447 | 2,545 |
| Equipment and vehicles | 2,759 | 2,738 |
| Infrastructure | 17,036 | 15,212 |
| Total | <u>\$ 27,130</u> | <u>25,201</u> |
| This year's major additions included (in thousands): | | |
| Equipment and vehicles | \$ 554 | |
| Infrastructure | <u>2,852</u> | |
| Total | <u>\$ 3,406</u> | |

The County had depreciation expense of \$1,659,366 in fiscal year 2020 and total accumulated depreciation of \$16,634,151 at June 30, 2020.

More detailed information about the County's capital assets is presented in Note 5 to the financial statements.

Long-Term Debt

At June 30, 2020, Madison County had \$2,365,000 of general obligation bonds and notes and a \$100,000 bank loan compared to \$980,000 of general obligation notes outstanding as well as \$117,703 installment purchase agreement at June 30, 2019.

Debt increased as a result of the issuance of \$1.5 million in general obligation bonds to help fund the purchase of emergency communications equipment as well as the issuance of a \$100,000 bank loan for the purchase of conservation equipment which were partially offset by scheduled debt payments during fiscal year 2020.

The Constitution of the State of Iowa limits the amount of debt counties can issue to 5% of the assessed value of all taxable property within the County's corporate limits. Madison County's outstanding debt is significantly below its constitutional debt limit of approximately \$84 million. Additional information about the County's long-term debt is presented in Note 7 to the financial statements.

ECONOMIC FACTORS AND NEXT YEAR'S BUDGET AND RATES

Madison County's elected and appointed officials and citizens consider many factors when setting the fiscal year 2021 budget, tax rates and the fees charged for various county activities. One of those factors is the economy. Interest rates continue to be low and document recording fees continue to come in strong. More homes are being refinanced as the mortgage market improves and building permits are holding steady. In addition, union wages are set through June 30, 2021. Unemployment in the County now stands at 8.4% versus 3.5% a year ago. This compares with the State's unemployment rate of 8% and the national rate of 11.1%.

These indicators were taken into account when adopting the budget for fiscal year 2021. Amounts available for appropriation (i.e., beginning balance plus revenues) in the operating budget are approximately \$21.6 million, an increase of 4.5% over the final fiscal year 2020 budget. Property tax (benefiting from an increase in assessed valuations) and grant receipts (boosted by increased State funding in several of our current programs) are expected to lead this increase. Madison County will use the receipts to finance programs we currently offer and offset the effect we expect inflation to have on program costs. Budgeted disbursements are expected to rise approximately \$886,000 as work continues on roadway construction projects. The County has added no major new programs or initiatives to the fiscal year 2021 budget.

If these estimates are realized, the County's budgetary operating balance is expected to decrease approximately \$676,000 by the close of fiscal year 2021.

CONTACTING THE COUNTY'S FINANCIAL MANAGEMENT

This financial report is designed to provide our citizens, taxpayers, customers and creditors with a general overview of Madison County's finances and to show the County's accountability for the money it receives. If you have questions about this report or need additional financial information, contact the Madison County Auditor's Office, 112 N John Wayne Drive, Winterset, Iowa 50273-1534.

Basic Financial Statements

Madison County
Statement of Net Position
June 30, 2020

| | Governmental Activities |
|---|----------------------------|
| Assets | |
| Cash, cash equivalents and pooled investments | \$ 9,691,193 |
| Receivables: | |
| Property tax: | |
| Delinquent | 160,964 |
| Succeeding year | 8,363,000 |
| Succeeding year tax increment financing | 463,000 |
| Interest and penalty on property tax | 13,264 |
| Accounts | 235,361 |
| Accrued interest | 1,216 |
| Due from other governments | 635,149 |
| Inventories | 401,532 |
| Capital assets, not being depreciated | 4,887,771 |
| Capital assets, net of accumulated depreciation | 22,241,879 |
| Total assets | 47,094,329 |
| Deferred Outflows of Resources | |
| Pension related deferred outflows | 1,097,181 |
| OPEB related deferred outflows | 4,747 |
| Total deferred outflows of resources | 1,101,928 |
| Liabilities | |
| Accounts payable | 683,257 |
| Accrued interest payable | 1,977 |
| Salaries and benefits payable | 216,710 |
| Due to other governments | 23,996 |
| Long-term liabilities: | |
| Portion due or payable within one year: | |
| General obligation notes | 120,000 |
| Bank loan | 34,725 |
| Compensated absences | 411,497 |
| Portion due or payable after one year: | |
| General obligation bonds | 1,500,000 |
| General obligation notes | 745,000 |
| Bank loan | 65,275 |
| Compensated absences | 364,370 |
| Net pension liability | 2,677,502 |
| Total OPEB liability | 251,338 |
| Total liabilities | 7,095,647 |
| Deferred Inflows of Resources: | |
| Unavailable property tax revenue | 8,363,000 |
| Unavailable tax increment financing revenue | 463,000 |
| Pension related deferred inflows | 647,362 |
| OPEB related deferred inflows | 29,411 |
| Total deferred inflows of resources | 9,502,773 |
| Net Position | |
| Net investment in capital assets | 24,662,673 |
| Restricted for: | |
| Supplemental levy purposes | 537,766 |
| Mental health purposes | 94,438 |
| Rural services purposes | 867,972 |
| Secondary roads purposes | 3,021,932 |
| Conservation land acquisition purposes | 2,768 |
| Debt service | 1,605 |
| Capital projects | 1,818,751 |
| Other purposes | 1,432,544 |
| Unrestricted | (842,612) |
| Total net position | \$ 31,597,837 |

See notes to financial statements.

Madison County
Statement of Activities
Year ended June 30, 2020

| | Program Revenues | | | | Net (Expense) Revenue and Changes in Net Position |
|--|----------------------|---------------------------|--|--|--|
| | Expenses | Charges for Service | Operating Grants, Contributions and Restricted Interest | Capital Grants, Contributions and Restricted Interest | |
| Functions/Programs: | | | | | |
| Governmental activities: | | | | | |
| Public safety and legal services | \$ 3,444,536 | 705,120 | 30,521 | - | (2,708,895) |
| Physical health and social services | 773,995 | 51,893 | 140,518 | - | (581,584) |
| Mental health | 683,555 | - | - | - | (683,555) |
| County environment and education | 909,902 | 120,302 | 519,753 | - | (269,847) |
| Roads and transportation | 7,064,654 | 57,725 | 4,266,277 | 2,684,695 | (55,957) |
| Governmental services to residents | 634,752 | 424,247 | - | - | (210,505) |
| Administration | 1,707,635 | 14,901 | 2,218 | - | (1,690,516) |
| Non-program | 67,917 | 77,292 | - | - | 9,375 |
| Interest on long-term debt | 20,678 | - | - | - | (20,678) |
| Total | <u>\$ 15,307,624</u> | <u>1,451,480</u> | <u>4,959,287</u> | <u>2,684,695</u> | <u>(6,212,162)</u> |
| General Revenues: | | | | | |
| Property and other county tax levied for | | | | | |
| General purposes | | | | | 7,418,297 |
| Debt service | | | | | 45,060 |
| Tax increment financing | | | | | 137,672 |
| Penalty and interest on property tax | | | | | 38,076 |
| State tax credits | | | | | 448,222 |
| Local option sales tax | | | | | 948,350 |
| Unrestricted investment earnings | | | | | 77,325 |
| Gain on disposition of capital assets | | | | | 58,500 |
| Miscellaneous | | | | | 151,946 |
| Total general revenues | | | | | <u>9,323,448</u> |
| Change in net position | | | | | 3,111,286 |
| Net position beginning of year | | | | | <u>28,486,551</u> |
| Net position end of year | | | | | <u>\$ 31,597,837</u> |

See notes to financial statements.

Madison County
Balance Sheet
Governmental Funds

June 30, 2020

| | Special | | |
|---|---------------------|------------------|-------------------|
| | General | Mental Health | Rural Services |
| Assets | | | |
| Cash, cash equivalents and pooled investments | \$ 2,035,009 | 88,463 | 340,803 |
| Receivables: | | | |
| Property tax: | | | |
| Delinquent | 98,858 | 8,019 | 53,258 |
| Succeeding year | 5,177,000 | 420,000 | 2,719,000 |
| Succeeding year tax increment financing | - | - | - |
| Interest and penalty on property tax | 13,264 | - | - |
| Accounts | 233,791 | - | 450 |
| Accrued interest | 1,213 | - | - |
| Due from other governments | 57,168 | - | 60,625 |
| Inventories | - | - | - |
| Interfund loan receivable | - | - | 525,000 |
| Advances to other funds | 60,000 | - | - |
| Total assets | \$ 7,676,303 | 516,482 | 3,699,136 |
| Liabilities, Deferred Inflows of Resources and Fund Balances | | | |
| Liabilities: | | | |
| Accounts payable | \$ 94,616 | 56 | 45,947 |
| Salaries and benefits payable | 87,684 | 1,988 | 25,550 |
| Due to other governments | 23,179 | - | - |
| Interfund loan payable | - | - | - |
| Total liabilities | 205,479 | 2,044 | 71,497 |
| Deferred inflows of resources: | | | |
| Unavailable revenues: | | | |
| Succeeding year property tax | 5,177,000 | 420,000 | 2,719,000 |
| Succeeding year tax increment financing | - | - | - |
| Other | 176,903 | 4,220 | 30,427 |
| Total deferred inflows of resources | 5,353,903 | 424,220 | 2,749,427 |
| Fund balances: | | | |
| Nonspendable: | | | |
| Inventories | - | - | - |
| Advance to Internal Service Fund | 60,000 | - | - |
| Restricted for: | | | |
| Supplemental levy purposes | 519,610 | - | - |
| Mental health purposes | - | 90,218 | - |
| Rural services purposes | - | - | 878,212 |
| Secondary roads purposes | - | - | - |
| Conservation land acquisition | 2,768 | - | - |
| Debt service | - | - | - |
| Capital projects | - | - | - |
| Other purposes | - | - | - |
| Unassigned | 1,534,543 | - | - |
| Total fund balances | 2,116,921 | 90,218 | 878,212 |
| Total liabilities, deferred inflows of resources and fund balances | \$ 7,676,303 | 516,482 | 3,699,136 |

See notes to financial statements.

| Revenue | | |
|------------------|------------------|-------------------|
| Secondary Roads | Nonmajor | Total |
| 2,941,969 | 3,256,215 | 8,662,459 |
| - | 829 | 160,964 |
| - | 47,000 | 8,363,000 |
| - | 463,000 | 463,000 |
| - | - | 13,264 |
| 1,118 | 2 | 235,361 |
| - | 2 | 1,215 |
| 496,596 | 15,156 | 629,545 |
| 386,230 | - | 386,230 |
| - | - | 525,000 |
| - | - | 60,000 |
| <u>3,825,913</u> | <u>3,782,204</u> | <u>19,500,038</u> |
| 316,605 | 19,304 | 476,528 |
| 101,488 | - | 216,710 |
| 817 | - | 23,996 |
| - | 525,000 | 525,000 |
| <u>418,910</u> | <u>544,304</u> | <u>1,242,234</u> |
| - | 47,000 | 8,363,000 |
| - | 463,000 | 463,000 |
| - | 434 | 211,984 |
| - | 510,434 | 9,037,984 |
| 386,230 | - | 386,230 |
| - | - | 60,000 |
| - | - | 519,610 |
| - | - | 90,218 |
| - | - | 878,212 |
| 3,020,773 | - | 3,020,773 |
| - | - | 2,768 |
| - | 1,171 | 1,171 |
| - | 1,358,960 | 1,358,960 |
| - | 1,432,544 | 1,432,544 |
| - | (65,209) | 1,469,334 |
| <u>3,407,003</u> | <u>2,727,466</u> | <u>9,219,820</u> |
| <u>3,825,913</u> | <u>3,782,204</u> | <u>19,500,038</u> |

Madison County

Madison County

Reconciliation of the Balance Sheet –
Governmental Funds to the Statement of Net Position

June 30, 2020

Total governmental fund balances (page 19) \$ 9,219,820

Amounts reported for governmental activities in the Statement of Net Position are different because:

Capital assets used in governmental activities are not current financial resources and, therefore, are not reported in the governmental funds. The cost of capital assets is \$43,763,801 and the accumulated depreciation is \$16,634,151. 27,129,650

Other long-term assets are not available to pay current year expenditures and, therefore, are recognized as deferred inflows of resources in the governmental funds. 211,984

The Internal Service Funds are used by management to charge the costs of the self-funding of the County's health insurance benefit plan and other internal costs to individual funds. The assets and liabilities of the Internal Service Funds are included with governmental activities in the Statement of Net Position. 782,912

Pension and OPEB related deferred outflows of resources and deferred inflows of resources are not due and payable in the current year and, therefore, are not reported in the governmental funds, as follows:

| | | |
|--------------------------------|------------------|---------|
| Deferred outflows of resources | \$ 1,101,928 | |
| Deferred inflows of resources | <u>(676,773)</u> | 425,155 |

Long-term liabilities, including general obligation bonds and notes payable, compensated absences payable, other postemployment benefits payable, net pension liability, total OPEB liability and accrued interest payable, are not due and payable in the current year and, therefore, are not reported in the governmental funds. (6,171,684)

Net position of governmental activities (page 17) \$ 31,597,837

See notes to financial statements.

Madison County

Statement of Revenues, Expenditures
and Changes in Fund Balances
Governmental Funds

Year ended June 30, 2020

| | Special | | |
|---|---------------------|------------------|--------------------|
| | General | Mental Health | Rural Services |
| Revenues: | | | |
| Property and other county tax | \$ 4,572,764 | 336,166 | 2,443,679 |
| Tax increment financing | - | - | - |
| Local option sales tax | - | - | 758,680 |
| Interest and penalty on property tax | 32,037 | - | - |
| Intergovernmental | 582,015 | 21,620 | 126,110 |
| Licenses and permits | 1,532 | - | 76,066 |
| Charges for service | 1,118,126 | - | 3,175 |
| Use of money and property | 160,172 | - | - |
| Miscellaneous | 77,452 | - | 4,157 |
| Total revenues | <u>6,544,098</u> | <u>357,786</u> | <u>3,411,867</u> |
| Expenditures: | | | |
| Operating: | | | |
| Public safety and legal services | 2,782,669 | - | 606,416 |
| Physical health and social services | 641,969 | - | 110,009 |
| Mental health | - | 685,877 | - |
| County environment and education | 785,230 | - | 259,433 |
| Roads and transportation | - | - | 617,072 |
| Governmental services to residents | 638,158 | - | 2,533 |
| Administration | 1,578,562 | - | - |
| Debt service | - | - | - |
| Capital projects | - | - | 8,050 |
| Total expenditures | <u>6,426,588</u> | <u>685,877</u> | <u>1,603,513</u> |
| Excess (deficiency) of revenues over (under) expenditures | <u>117,510</u> | <u>(328,091)</u> | <u>1,808,354</u> |
| Other financing sources (uses): | | | |
| Proceeds from long-term debt | 100,000 | - | - |
| Sale of capital assets | 2,011 | - | - |
| Transfers in | - | - | - |
| Transfers out | (138,653) | - | (1,753,701) |
| Total other financing sources (uses) | <u>(36,642)</u> | <u>-</u> | <u>(1,753,701)</u> |
| Change in fund balances | 80,868 | (328,091) | 54,653 |
| Fund balances beginning of year | <u>2,036,053</u> | <u>418,309</u> | <u>823,559</u> |
| Fund balances end of year | <u>\$ 2,116,921</u> | <u>90,218</u> | <u>878,212</u> |

See notes to financial statements.

| Revenue | | |
|-------------|-----------|-------------|
| Secondary | | |
| Roads | Nonmajor | Total |
| - | 45,060 | 7,397,669 |
| - | 137,672 | 137,672 |
| - | 189,670 | 948,350 |
| - | - | 32,037 |
| 4,707,443 | 26,457 | 5,463,645 |
| 22,725 | - | 100,323 |
| 9,857 | 4,517 | 1,135,675 |
| - | (1,896) | 158,276 |
| 21,982 | 487,140 | 590,731 |
| 4,762,007 | 888,620 | 15,964,378 |
| - | 6,130 | 3,395,215 |
| - | - | 751,978 |
| - | - | 685,877 |
| - | 12,084 | 1,056,747 |
| 5,677,514 | - | 6,294,586 |
| - | 1,956 | 642,647 |
| - | 56,172 | 1,634,734 |
| - | 135,353 | 135,353 |
| 542,773 | 150,275 | 701,098 |
| 6,220,287 | 361,970 | 15,298,235 |
| (1,458,280) | 526,650 | 666,143 |
| - | 1,500,000 | 1,600,000 |
| - | - | 2,011 |
| 1,892,354 | - | 1,892,354 |
| - | - | (1,892,354) |
| 1,892,354 | 1,500,000 | 1,602,011 |
| 434,074 | 2,026,650 | 2,268,154 |
| 2,972,929 | 700,816 | 6,951,666 |
| 3,407,003 | 2,727,466 | 9,219,820 |

Madison County

Reconciliation of the Statement of Revenues, Expenditures
and Changes in Fund Balances –
Governmental Funds to the Statement
of Activities

Year ended June 30, 2020

Change in fund balances - Total governmental funds (page 23) \$ 2,268,154

**Amounts reported for governmental activities in the Statement of Activities
are different because:**

Governmental funds report capital outlays as expenditures while governmental activities report depreciation expense to allocate those expenditures over the life of the assets. Capital outlay expenditures and contributed capital assets exceeded depreciation expense in the current year, as follows:

| | | |
|--|--------------------|-----------|
| Expenditures for capital assets | \$ 1,283,310 | |
| Contributed capital assets, contributed by the Iowa Department of Transportation | 2,246,690 | |
| Depreciation expense | <u>(1,659,366)</u> | 1,870,634 |

In the Statement of Activities, the gain on the disposition of capital assets is reported, whereas the governmental funds report the proceeds from the disposition as an increase in financial resources. 58,500

Because some revenues will not be collected for several months after the County's year end, they are not considered available revenues and are recognized as deferred inflows of resources in the governmental funds, as follows:

| | | |
|--------------|----------------|--------|
| Property tax | 71,727 | |
| Other | <u>(2,176)</u> | 69,551 |

Proceeds from issuing long-term liabilities provide current financial resources to governmental funds, but issuing debt increases long-term liabilities in the Statement of Net Position. Repayment of long-term liabilities is an expenditure in the governmental funds, but the repayment reduces long-term liabilities in the Statement of Net Position. Current year issuances exceeded repayments, as follows:

| | | |
|--------|----------------|-------------|
| Issued | (1,600,000) | |
| Repaid | <u>232,703</u> | (1,367,297) |

The current year County IPERS contributions are reported as expenditures in the governmental funds but are reported as deferred outflows of resources in the Statement of Net Position. 513,141

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 the governmental funds, as follows:

| | | |
|----------------------------|--------------|-----------|
| Compensated absences | 34,446 | |
| Pension expense | (689,177) | |
| OPEB expense | (19,021) | |
| Interest on long-term debt | <u>(325)</u> | (674,077) |

The Internal Service Funds are used by management to charge the costs of the partial self-funding of the County's health insurance benefit plan and other internal costs to individual funds. The change in net position of the Internal Service Funds is reported with governmental activities. 372,680

Change in net position of governmental activities (page 17) \$ 3,111,286

See notes to financial statements.

Madison County
 Statement of Net Position
 Proprietary Funds

June 30, 2020

| | <u>Internal Service</u> |
|----------------------------|-----------------------------|
| Assets | |
| Cash and cash equivalents | \$ 1,028,734 |
| Accrued Interest | 1 |
| Due from other governments | 5,604 |
| Inventories | <u>15,302</u> |
| Total assets | <u>1,049,641</u> |
| Liabilities | |
| Accounts payable | 206,729 |
| Advance from General Fund | <u>60,000</u> |
| Total liabilities | <u>266,729</u> |
| Net Position | |
| Unrestricted | <u>\$ 782,912</u> |

See notes to financial statements.

Exhibit H

Madison County

Statement of Revenues, Expenses
and Changes in Fund Net Position
Proprietary Funds

Year ended June 30, 2020

| | | <u>Internal Service</u> |
|---|--------------|-----------------------------|
| Operating revenues: | | |
| Reimbursements from operating funds and employees | | \$ 2,441,513 |
| Reimbursements from others | | <u>77,292</u> |
| Total operating revenues | | 2,518,805 |
| Operating expenses: | | |
| Medical claims | \$ 1,801,621 | |
| Materials and supplies | 344,506 | |
| Insurance premiums | <u>486</u> | <u>2,146,613</u> |
| Operating income | | 372,192 |
| Non-operating revenues: | | |
| Interest income | | <u>488</u> |
| Net income | | 372,680 |
| Net position beginning of year | | <u>410,232</u> |
| Net position end of year | | <u>\$ 782,912</u> |

See notes to financial statements.

-

Madison County
 Statement of Cash Flows
 Proprietary Funds
 Year ended June 30, 2020

| | Internal Service |
|---|---------------------|
| Cash flows from operating activities: | |
| Cash received from operating fund reimbursements | \$ 2,467,315 |
| Cash received from others | 76,105 |
| Cash paid to suppliers for goods and services | (2,219,893) |
| Net cash provided by operating activities | 323,527 |
| Cash flows from investing activities: | |
| Interest on investments | 607 |
| Net increase in cash and cash equivalents | 324,134 |
| Cash and cash equivalents beginning of year | 704,600 |
| Cash and cash equivalents end of year | \$ 1,028,734 |
| Reconciliation of operating income to net cash provided by operating activities: | |
| Operating income | \$ 372,192 |
| Adjustments to reconcile operating income to net cash provided by operating activities: | |
| Changes in assets and liabilities: | |
| Accounts receivable | 24,615 |
| Inventories | 13,123 |
| Accounts payable | (86,403) |
| Net cash provided by operating activities | \$ 323,527 |

See notes to financial statements.

Madison County

Madison County

Statement of Fiduciary Assets and Liabilities
Agency Funds

June 30, 2020

Assets

| | |
|--|-------------------|
| Cash, cash equivalents and pooled investments: | |
| County Treasurer | \$ 1,426,040 |
| Other County officials | 34,796 |
| Receivables: | |
| Property tax: | |
| Delinquent | 473,211 |
| Succeeding year | 27,700,000 |
| Accounts | 224 |
| Due from other governments | 180,498 |
| Special assessments | 31,240 |
| | <u>29,846,009</u> |

Total assets

Liabilities

| | |
|-------------------------------|-------------------|
| Accounts payable | 9,296 |
| Salaries and benefits payable | 7,236 |
| Due to other governments | 29,785,521 |
| Trusts payable | 11,251 |
| Compensated absences | 32,705 |
| | <u>29,846,009</u> |

Total liabilities

| | |
|---------------------|--------------------|
| Net position | <u><u>\$ -</u></u> |
|---------------------|--------------------|

See notes to financial statements.

Madison County

Notes to Financial Statements

June 30, 2020

(1) Summary of Significant Accounting Policies

Madison County is a political subdivision of the State of Iowa and operates under the Home Rule provisions of the Constitution of Iowa. The County operates under the Board of Supervisors form of government. Elections are on a partisan basis. Other elected officials operate independently with the Board of Supervisors. These officials are the Auditor, Treasurer, Recorder, Sheriff and Attorney. The County provides numerous services to citizens, including law enforcement, health and social services, parks and cultural activities, planning and zoning, roadway construction and maintenance and general administrative services.

The County's financial statements are prepared in conformity with U.S. generally accepted accounting principles as prescribed by the Governmental Accounting Standards Board.

A. Reporting Entity

For financial reporting purposes, Madison County has included all funds, organizations, agencies, boards, commissions and authorities. The County has also considered all potential component units for which it is financially accountable and other organizations for which the nature and significance of their relationship with the County are such that exclusion would cause the County's financial statements to be misleading or incomplete. The Governmental Accounting Standards Board 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 County 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 County.

These financial statements present Madison County (the primary government) and its component unit. The component unit discussed below is included in the County's reporting entity because of the significance of its operational or financial relationship with the County.

Blended Component Units – The following component units are entities which are legally separate from the County, but are so intertwined with the County they are, in substance, the same as the County. They are reported as part of the County and blended into the appropriate funds.

Madison County Covered Bridge Preservation Association, Inc. (Association) is legally separate from the County, but is so intertwined with the County it is, in substance, the same as the County. The Association was established pursuant to Chapter 504A of the Code of Iowa to promote the repair, maintenance and preservation of Madison County's six covered bridges. The Association is reported as a Special Revenue Fund.

Madison County Foundation for Environmental Education, Inc. (MCFEE) is legally separate from the County, but is so intertwined with the County it is, in substance, the same as the County. MCFEE was established pursuant to Chapter 504A of the Code of Iowa to promote conservation practices throughout Madison County through land management, education and environmental preservation. MCFEE is reported as a Special Revenue Fund.

Jointly Governed Organizations – The County participates in several jointly governed organizations that provide goods or services to the citizenry of the County but do not meet the criteria of a joint venture since there is no ongoing financial interest or responsibility by the participating governments. The County Board of Supervisors are members of or appoint representatives to the following boards and commissions: Madison County Assessor’s Conference Board, Madison County Emergency Management Commission, South Central Iowa Regional 911 Board and the Madison County Empowerment Board. Financial transactions of these organizations are included in the County’s financial statements only to the extent of the County’s fiduciary relationship with the organization and, as such, are reported in the Agency Funds of the County.

B. Basis of Presentation

Government-wide Financial Statements – The Statement of Net Position and the Statement of Activities report information on all of the nonfiduciary activities of the County and its component unit. For the most part, the effect of interfund activity has been removed from these statements. Governmental activities are supported by property tax, intergovernmental revenues and other nonexchange transactions.

The Statement of Net Position presents the County’s nonfiduciary assets, deferred outflows of resources, liabilities and deferred inflows of resources, with the difference reported as net position. Net position is reported in the following categories:

Net investment in capital assets consists of capital assets, net of accumulated depreciation and reduced by outstanding balances for bonds, notes and other debt attributable to the acquisition, construction or improvement of those assets.

Restricted net position results when constraints placed on net position use are either externally imposed or are imposed by law through constitutional provisions or enabling legislation.

Unrestricted net position consists of net position not meeting the definition of the preceding categories. Unrestricted net position is often subject to constraints imposed by management which can be removed or modified.

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

Fund Financial Statements – Separate financial statements are provided for governmental funds, proprietary funds and fiduciary funds, even though the latter are excluded from the government-wide financial statements. Major individual governmental funds are reported as separate columns in the fund financial statements. All remaining governmental funds and proprietary funds are aggregated and reported as nonmajor governmental and proprietary funds.

The County reports the following major governmental funds:

The General Fund is the general operating fund of the County. All general tax revenues and other revenues not allocated by law or contractual agreement to some other fund are accounted for in this fund. From the fund are paid the general operating expenditures, the fixed charges and the capital improvement costs not paid from other funds.

Special Revenue:

The Mental Health Fund is used to account for property tax and other revenues to be used to fund mental health, intellectual disabilities and developmental disabilities services.

The Rural Services Fund is used to account for property tax and other revenues to provide services which are primarily intended to benefit those persons residing in the county outside of incorporated city areas.

The Secondary Roads Fund is used to account for the road use tax allocation from the State of Iowa, transfers from the General Fund and the Special Revenue, Rural Services Fund and other revenues to be used for secondary roads construction and maintenance.

Additionally, the County reports the following funds:

Proprietary Funds – Internal Service Funds are utilized to account for the financing of goods or services purchased by one department of the County and provided to other departments or agencies on a cost reimbursement basis.

Fiduciary Funds – Agency Funds are used to account for assets held by the County as an agent for individuals, private organizations, certain jointly governed organizations, other governmental units and/or other funds.

C. Measurement Focus and Basis of Accounting

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

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 year or soon enough thereafter to pay liabilities of the current year. For this purpose, the County considers revenues to be available if they are collected within 60 days after year end.

Property tax, intergovernmental revenues (shared revenues, grants and reimbursements from other governments) and interest are considered to be susceptible to accrual. All other revenue items are considered to be measurable and available only when cash is received by the County.

Expenditures generally are recorded when a liability is incurred, as under accrual accounting. However, principal and interest on long-term debt, claims and judgments and compensated absences are recorded as expenditures only when payment is due. Capital asset acquisitions are reported as expenditures in governmental funds. Proceeds of general long-term debt and acquisitions under capital leases are reported as other financing sources.

Under the terms of grant agreements, the County funds certain programs by a combination of specific cost-reimbursement grants, categorical block grants and general revenues. Thus, when program expenses are incurred, there are both restricted and unrestricted net position available to finance the program. It is the County's policy to first apply cost-reimbursement grant resources to such programs, followed by categorical block grants and then by general revenues.

When an expenditure is incurred in governmental funds which can be paid using either restricted or unrestricted resources, the County's policy is to pay the expenditure from restricted fund balance and then from less restrictive classifications – committed, assigned and then unassigned fund balances.

Proprietary funds distinguish operating revenues and expenses from non-operating 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 County's Internal Service Funds is charges to customers for sales and services. Operating expenses for Internal Service Funds include the cost of services and administrative expenses. All revenues and expenses not meeting this definition are reported as non-operating revenues and expenses.

The County maintains its financial records on the cash basis. The financial statements of the County are prepared by making memorandum adjusting entries to the cash basis financial records.

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

The following accounting policies are followed in preparing the financial statements:

Cash, Cash Equivalents and Pooled Investments – The cash balances of most County funds are pooled and invested. Interest earned on investments is recorded in the General Fund unless otherwise provided by law. Investments are stated at fair value except for the investment in the Iowa Public Agency Investment Trust and non-negotiable certificates of deposit which are stated at amortized cost.

For purposes of the Statement of Cash Flows, all short-term cash investments that are highly liquid are considered to be cash equivalents. Cash equivalents are readily convertible to known amounts of cash and, at the day of purchase, have a maturity date no longer than three months.

Property Tax Receivable – Property tax in governmental funds is accounted for using the modified accrual basis of accounting.

Property tax receivable is recognized in these funds on the levy or lien date, which is the date the tax asking is certified by the County Board of Supervisors. Delinquent property tax receivable represents unpaid taxes for the current and prior years. The succeeding year property tax and tax increment financing receivables represent taxes certified by the Board of Supervisors to be collected in the next fiscal year for the purposes set out in the budget for the next fiscal year. By statute, the Board of Supervisors is required to certify its budget in March of each year for the subsequent fiscal year. However, by statute, the tax asking and budget certification for the following fiscal year becomes effective on the first day of that year. Although the succeeding year property tax and tax increment financing receivables have been recorded, the related revenue is reported as a deferred inflow of resources in both the government-wide and fund financial statements and will not be recognized as revenue until the year for which they are levied.

Property tax revenue recognized in these funds become due and collectible in September and March of the fiscal year with a 1 1/2% per month penalty for delinquent payments; is based on January 1, 2018 assessed property valuations; is for the tax accrual period July 1, 2019 through June 30, 2020 and reflects the tax asking contained in the budget certified by the County Board of Supervisors in March 2019.

Interest and Penalty on Property Tax Receivable – Interest and penalty on property tax receivable represents the amount of interest and penalty that was due and payable but has not been collected.

Special Assessments Receivable – Special assessments receivable represents the amounts assessed to individuals for work done which benefits their property. These assessments are payable by individuals in not more than 15 annual installments. Each annual installment with interest on the unpaid balance is due on September 30 and is subject to the same interest and penalties as other taxes. Delinquent special assessments receivable represent assessments which are due and payable but have not been collected.

Due from and Due to Other Funds – During the course of its operations, the County has numerous transactions between funds. To the extent certain transactions between funds had not been paid or received as of June 30, 2020, balances of interfund amounts receivable and payable have been recorded in the fund financial statements.

Advances to/from Other Funds – Non-current long-term interfund loan receivables are reported as advances and are offset equally by a fund balance reserve for governmental funds, which indicates they do not constitute expendable available financial resources and, therefore, are not available for appropriation.

Due from Other Governments – Due from other governments represents amounts due from the State of Iowa, various shared revenues, grants and reimbursements from other governments.

Inventories – Inventories are valued at cost using the first-in, first-out method. Inventories consist of expendable supplies held for consumption. Inventories of governmental and proprietary funds are recorded as expenditures when consumed rather than when purchased.

Capital Assets – Capital assets, which include property, furniture and equipment and intangibles acquired after July 1, 1980 are reported in the governmental activities column in the government-wide Statement of Net Position. Capital assets are recorded at historical cost if purchased or constructed. Donated capital assets are recorded at acquisition value. Acquisition value is the price that would have been paid to acquire a capital asset with equivalent service potential. The costs of normal maintenance and repair that do not add to the value of the asset or materially extend asset lives are not capitalized. Reportable capital assets are defined by the County as assets with initial, individual costs in excess of the following thresholds and estimated useful lives in excess of two years.

| Asset Class | Amount |
|----------------------------------|-----------|
| Infrastructure | \$ 50,000 |
| Intangibles | 50,000 |
| Land, buildings and improvements | 5,000 |
| Equipment and vehicles | 5,000 |

Capital assets of the County are depreciated using the straight line method over the following estimated useful lives:

| Asset Class | Estimated Useful Lives (In Years) |
|-----------------------|-----------------------------------|
| Buildings | 40 - 50 |
| Building improvements | 20 - 50 |
| Infrastructure | 30 - 50 |
| Intangibles | 5 - 20 |
| Equipment | 2 - 20 |
| Vehicles | 3 - 10 |

Deferred Outflows of Resources – Deferred outflows of resources represent a consumption of net position applicable to a future year(s) which will not be recognized as an outflow of resources (expense/expenditure) until then. Deferred outflows of resources consist of unrecognized items not yet charged to pension and OPEB expense and contributions from the County after the measurement date but before the end of the County’s reporting period.

Due to Other Governments – Due to other governments represents taxes and other revenues collected by the County and payments for services which will be remitted to other governments.

Trusts Payable – Trusts payable represents amounts due to others which are held by various County officials in fiduciary capacities until the underlying legal matters are resolved.

Compensated Absences – County employees accumulate a limited amount of earned but unused vacation, compensatory, and sick leave hours for subsequent use or for payment upon termination, death or retirement. A liability is recorded when incurred in the government-wide, proprietary fund and fiduciary fund financial statements. A liability for these amounts is reported in governmental fund financial statements only for employees who have resigned or retired. The compensated absences liability has been computed based on rates of pay in effect at June 30, 2020. The compensated absences liability attributable to the governmental activities will be paid primarily by the General Fund and the Special Revenue, Mental Health, Rural Services and Secondary Roads Funds.

Long-Term Liabilities – In the government-wide and proprietary fund financial statements, long-term debt and other long-term obligations are reported as liabilities in the applicable governmental activities or proprietary fund Statement of Net Position.

In the governmental fund financial statements, the face amount of debt issued is reported as other financing sources. 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 of resources and deferred inflows of resources related to pensions and pension expense, information about the fiduciary net position of the Iowa Public Employees' Retirement System (IPERS) and additions to/deductions from IPERS' fiduciary net position have been determined on the same basis as they are reported by IPERS. For this purpose, benefit payments, including refunds of employee contributions, are recognized when due and payable in accordance with the benefit terms. Investments are reported at fair value. The net pension liability attributable to the governmental activities will be paid primarily by the General Fund and the Special Revenue, Mental Health, Rural Services and Secondary Roads Funds.

Total OPEB Liability – For purposes of measuring the total OPEB liability, deferred outflows of resources and deferred inflows of resources related to OPEB and OPEB expense, information has been determined based on the Madison County's actuary report. For this purpose, benefit payments are recognized when due and payable in accordance with the benefit terms. The total OPEB liability attributable to the governmental activities will be paid primarily by the General Fund and the Special Revenue, Mental Health, Rural Services and Secondary Roads Funds.

Deferred Inflows of Resources – Deferred inflows of resources represents an acquisition of net position applicable to a future year(s) which will not be recognized as an inflow of resources (revenue) until that time. Although certain revenues are measurable, they are not available. Available means collected within the current year or expected to be collected soon enough thereafter to be used to pay liabilities of the current year. Deferred inflows of resources in the governmental fund financial statements represent the amount of assets that have been recognized, but the related revenue has not been recognized since the assets are not collected within the current year or expected to be collected soon enough thereafter to be used to pay liabilities of the current year. Deferred inflows of resources in the fund financial

statements consist of property tax receivable and other receivables not collected within sixty days after year end and succeeding year property tax and tax increment financing receivables that will not be recognized until the year for which they are levied.

Deferred inflows of resources in the Statement of Net Position consist of succeeding year property tax and tax increment financing receivables that will not be recognized until the year for which they are levied unrecognized items not yet charged to pension expense and OPEB expense and the unamortized portion of the net difference between projected and actual earnings on pension plan assets.

Fund Balance – In the governmental fund financial statements, fund balances are classified as follows:

Nonspendable – Amounts which cannot be spent because they are in a nonspendable form or because they are legally or contractually required to be maintained intact.

Restricted – Amounts restricted to specific purposes when constraints placed on the use of the resources are either externally imposed by creditors, grantors or state or federal laws or are imposed by law through constitutional provisions or enabling legislation.

Unassigned – All amounts not included in the preceding classifications.

Net Position – The net position of the Internal Service, Employee Group Health Fund is designated for anticipated future catastrophic losses of the County.

E. Budgets and Budgetary Accounting

The budgetary comparison and related disclosures are reported as Required Supplementary Information. During the year ended June 30, 2020, disbursements exceeded the amount budgeted in the mental health function prior to amendment. In addition, disbursements in certain departments exceeded the amounts appropriated.

(2) Cash, Cash Equivalents and Pooled Investments

The County's deposits in banks at June 30, 2020 were entirely covered by federal depository insurance or by the State Sinking Fund in accordance with Chapter 12C of the Code of Iowa. This chapter provides for additional assessments against the depositories to ensure there will be no loss of public funds.

The County is authorized by statute to invest public funds in obligations of the United States government, its agencies and instrumentalities; certificates of deposit or other evidences of deposit at federally insured depository institutions approved by the Board of Supervisors; prime eligible bankers acceptances; certain high rated commercial paper; perfected repurchase agreements; certain registered open-end management investment companies; certain joint investment trusts; and warrants or improvement certificates of a drainage district.

The County had investments in the Iowa Public Agency Investment Trust which are valued at an amortized cost of \$5,274,436. There were no limitations or restrictions on withdrawals for the IPAIT investments. The County's investment in IPAIT is unrated.

Component Units

Madison County Covered Bridge Preservation Association, Inc.

At June 30, 2020, the Madison County Covered Bridge Preservation Association, Inc. had the following investments:

| <u>Investment</u> | <u>Carrying Amount</u> | <u>Fair Value</u> |
|-------------------|----------------------------|-----------------------|
| Mutual funds | \$ 54,899 | 48,292 |
| Corporate bonds | 29,783 | 31,441 |
| Total | <u>\$ 84,682</u> | <u>79,733</u> |

The Madison County Covered Bridge Preservation Association, Inc. uses the fair value hierarchy established by generally accepted accounting principles 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 recurring fair value of the Madison County Covered Bridge Preservation Association, Inc.'s mutual funds and corporate bonds were determined using quoted market prices. (Level 1 inputs)

Interest rate risk – The Association's Board has determined that the Association can tolerate some interim fluctuation in the funds' market value and rates of return in order to achieve long-term growth objectives. Given this, the Association has determined that its risk tolerance is conservative.

Madison County Foundation for Environmental Education

At June 30, 2020, the Madison County Foundation for Environmental Education had the following investments:

| <u>Investment</u> | <u>Carrying Amount</u> | <u>Fair Value</u> |
|-------------------|----------------------------|-----------------------|
| Mutual funds | <u>\$ 61,269</u> | <u>64,234</u> |

The Madison County Foundation for Environmental Education uses the fair value hierarchy established by generally accepted accounting principles 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 recurring fair value of the Madison County Foundation for Environmental Education mutual funds were determined using quoted market prices. (Level 1 inputs)

(3) Interfund Assets/Liabilities

The detail of advances to/from other funds at June 30, 2020 is as follows:

| <u>Receivable Fund</u> | <u>Payable Fund</u> | <u>Amount</u> |
|------------------------|---------------------|-------------------|
| General | Internal Service: | |
| | Fuel | \$ 60,000 |
| Speical Revenue: | | |
| Rural Services | Special Revenue: | |
| | TIF Special Revenue | <u>525,000</u> |
| | | <u>\$ 585,000</u> |

The advance between the General Fund and the Internal Service, Fuel Fund resulted from a loan between funds which has not been repaid.

The advance between the Special Revenue, Rural Services Fund and the Special Revenue, TIF Fund resulted from a loan between the funds to cover urban renewal project costs. The funds were transferred into a sub fund of the Special Revenue, TIF Fund, UR Project fund, where they are used to cover the expenditures related to urban renewal projects.

(4) Interfund Transfers

The detail of interfund transfers for the year ended June 30, 2020 is as follows:

| <u>Transfer to</u> | <u>Transfer from</u> | <u>Amount</u> |
|--------------------|----------------------|---------------------|
| Special Revenue: | | |
| Secondary Roads | General | \$ 138,653 |
| | Special Revenue: | |
| | Rural Services | <u>1,753,701</u> |
| Total | | <u>\$ 1,892,354</u> |

Transfers generally move resources from the fund statutorily required to collect the resources to the fund statutorily required to expend the resources.

(5) Capital Assets

Capital assets activity for the year ended June 30, 2020 was as follows:

| | Balance Beginning of Year | Increases | Decreases | Balance End of Year |
|---|---------------------------------|-----------|-------------|---------------------------|
| Governmental activities: | | | | |
| Capital assets not being depreciated: | | | | |
| Land | \$ 1,648,385 | - | - | 1,648,385 |
| Intangibles, road network | 104,029 | - | - | 104,029 |
| Construction in progress | 2,952,601 | 3,034,412 | (2,851,656) | 3,135,357 |
| Total capital assets not being depreciated | 4,705,015 | 3,034,412 | (2,851,656) | 4,887,771 |
| Capital assets being depreciated: | | | | |
| Buildings | 4,360,843 | - | - | 4,360,843 |
| Improvements other than buildings | 31,147 | - | - | 31,147 |
| Equipment and vehicles | 9,240,218 | 554,088 | (185,101) | 9,609,205 |
| Infrastructure, road network | 22,023,179 | 2,851,656 | - | 24,874,835 |
| Total capital assets being depreciated | 35,655,387 | 3,405,744 | (185,101) | 38,876,030 |
| Less accumulated depreciation for: | | | | |
| Buildings | 1,815,541 | 98,408 | - | 1,913,949 |
| Improvements other than buildings | 31,147 | - | - | 31,147 |
| Equipment and vehicles | 6,502,240 | 532,849 | (185,101) | 6,849,988 |
| Infrastructure, road network | 6,810,958 | 1,028,109 | - | 7,839,067 |
| Total accumulated depreciation | 15,159,886 | 1,659,366 | (185,101) | 16,634,151 |
| Total capital assets being depreciated, net | 20,495,501 | 1,746,378 | - | 22,241,879 |
| Governmental activities capital assets, net | \$ 25,200,516 | 4,780,790 | (2,851,656) | 27,129,650 |

Depreciation expense was charged to the following functions:

| | |
|--|---------------------|
| Governmental activities: | |
| Public safety and legal services | \$ 122,460 |
| Physical health and social services | 8,298 |
| County environment and education | 30,986 |
| Roads and transportation | 1,436,341 |
| Administration | 61,281 |
| Total depreciation expense - governmental activities | <u>\$ 1,659,366</u> |

(6) Due to Other Governments

The County purchases services from other governmental units and also acts as a fee and tax collection agent for various governmental units. Tax collections are remitted to those governments in the month following collection. A summary of amounts due to other governments at June 30, 2020 is as follows:

| Fund | Description | Amount |
|----------------------------------|-------------|----------------------|
| General | Services | \$ 23,179 |
| Special Revenue: | | |
| Secondary Roads | Services | 817 |
| Total for governmental funds | | <u>\$ 23,996</u> |
| Agency: | | |
| County Offices | Collections | \$ 23,369 |
| Agricultural Extension Education | | 261,060 |
| County Assessor | | 480,759 |
| Schools | | 17,093,367 |
| Community Colleges | | 645,949 |
| Corporations | | 6,886,160 |
| Townships | | 456,241 |
| County Hospital | | 2,622,309 |
| Special Assessments | | 181,217 |
| Auto License and Use Tax | | 799,876 |
| Other | | 335,214 |
| Total for agency funds | | <u>\$ 29,785,521</u> |

(7) Long-Term Liabilities

A summary of changes in long-term liabilities for the year ended June 30, 2020 is as follows:

| | Bank Loan | General Obligation Bonds | General Obligation Refunding Notes | General Obligation Capital Loan Notes | Installment Purchase Agreement | Compensated Absences | Net Pension Liability | Total OPEB Liability | Total |
|---------------------------|----------------|--------------------------|------------------------------------|---------------------------------------|--------------------------------|----------------------|-----------------------|----------------------|------------------|
| Balance beginning of year | \$ - | - | 660,000 | 320,000 | 117,703 | 810,313 | 2,952,674 | 259,089 | 5,119,779 |
| Increases | 100,000 | 1,500,000 | - | - | - | 522,452 | - | - | 2,122,452 |
| Decreases | - | - | 75,000 | 40,000 | 117,703 | 556,898 | 275,172 | 7,751 | 1,072,524 |
| Balance end of year | <u>100,000</u> | <u>1,500,000</u> | <u>585,000</u> | <u>280,000</u> | <u>-</u> | <u>775,867</u> | <u>2,677,502</u> | <u>251,338</u> | <u>6,169,707</u> |
| Due within one year | \$ 34,725 | - | 80,000 | 40,000 | - | 411,497 | - | - | 566,222 |

Bank Loan

On June 15, 2020, the County issued a \$100,000 bank loan with an interest rate of 3.35% per annum. The bank loan was issued to fund the purchase of equipment for the Conservation department. During the year ended June 30, 2020, the County paid no principal or interest on the loan. A summary of the County's June 30, 2020 bank loan indebtedness is as follows:

| Year | Bank Loan | | |
|----------|----------------------|-------------------|--------------|
| | Issued June 15, 2020 | | |
| Ending | Interest | | |
| June 30, | Rates | Principal | Interest |
| 2021 | 3.35% | \$ 34,725 | 275 |
| 2022 | 3.35 | 12,313 | 2,187 |
| 2023 | 3.35 | 12,726 | 1,774 |
| 2024 | 3.35 | 13,152 | 1,348 |
| 2025 | 3.35 | 13,590 | 910 |
| 2026 | 3.35 | 13,494 | 452 |
| Total | | <u>\$ 100,000</u> | <u>6,946</u> |

General Obligation Bonds

On June 23, 2020, the County issued \$1,500,000 of general obligation emergency communications equipment bonds, series 2020, with an interest rate of 1.25% per annum. The bonds were issued to fund the purchase of emergency communications equipment. During the year ended June 30, 2020, the County paid no principal or interest on the loan. A summary of the County's June 30, 2020 general obligation bonded indebtedness is as follows:

| Year | General Obligation Bonds | | |
|-----------|--------------------------|---------------------|---------------|
| | Issued June 23, 2020 | | |
| Ending | Interest | | |
| June 30, | Rates | Principal | Interest |
| 2021 | 1.25% | \$ - | - |
| 2022 | 1.25 | 227,715 | 36,370 |
| 2023 | 1.25 | 248,181 | 15,904 |
| 2024 | 1.25 | 251,249 | 12,836 |
| 2025 | 1.25 | 254,425 | 9,661 |
| 2026-2027 | 1.25 | 518,430 | 9,740 |
| Total | | <u>\$ 1,500,000</u> | <u>84,511</u> |

General Obligation Notes

On June 22, 2016, the County issued \$810,000 of general obligation local option sales and service tax refunding capital loan notes for the crossover advance refunding of general obligation local sales and service tax bonds dated August 25, 2010.

During the year ended June 30, 2020, the County paid principal of \$75,000 and interest of \$11,960 on the notes.

On July 3, 2017, the County issued \$400,000 of general obligation capital loan notes with an interest rate of 2.45% per annum. The notes were issued to pay the costs of public buildings, including the site or grounds of, and the erection, equipment, remodeling, or reconstruction of, and additions or extensions to the buildings, including the acquisition of the Union State property.

During the year ended June 30, 2020, the County paid principal of \$40,000 and interest of \$7,861 on the notes.

A summary of the County's June 30, 2020 general obligation notes indebtedness is as follows:

| Year Ending June 30, | General Obligation Notes | | | | | |
|----------------------------|------------------------------------|------------|----------|---------------------------------------|------------|--------|
| | General Obligation Refunding Notes | | | General Obligation Capital Loan Notes | | |
| | Issued June 22, 2016 | | | Issued July 3, 2017 | | |
| Interest | Interest | | Interest | | Interest | |
| Rates | Principal | Interest | Rates | Principal | Interest | |
| 2021 | 1.20% | \$ 80,000 | 11,060 | 2.45% | \$ 40,000 | 6,860 |
| 2022 | 2.00 | 80,000 | 10,100 | 2.45 | 40,000 | 5,880 |
| 2023 | 2.00 | 80,000 | 8,500 | 2.45 | 40,000 | 4,900 |
| 2024 | 2.00 | 85,000 | 6,900 | 2.45 | 40,000 | 3,931 |
| 2025 | 2.00 | 85,000 | 5,200 | 2.45 | 40,000 | 2,940 |
| 2026-2027 | 2.00 | 175,000 | 5,300 | 2.45 | 80,000 | 2,940 |
| Total | | \$ 585,000 | 47,060 | | \$ 280,000 | 27,451 |

(8) Pension Plan

Plan Description – IPERS membership is mandatory for employees of the County, except for those covered by another retirement system. Employees of the County are provided with pensions through a cost-sharing multiple employer defined benefit pension plan administered by the Iowa Public Employees’ Retirement System (IPERS). IPERS issues a stand-alone financial report which is available to the public by mail at PO Box 9117, Des Moines, Iowa 50306-9117 or at www.ipers.org.

IPERS benefits are established under Iowa Code Chapter 97B and the administrative rules thereunder. Chapter 97B and the administrative rules are the official plan documents. The following brief description is provided for general informational purposes only. Refer to the plan documents for more information.

Pension Benefits – A Regular member may retire at normal retirement age and receive monthly benefits without an early-retirement reduction. Normal retirement age is age 65, any time after reaching age 62 with 20 or more years of covered employment or when the member’s years of service plus the member’s age at the last birthday equals or exceeds 88, whichever comes first. These qualifications must be met on the member’s first month of entitlement to benefits. Members cannot begin receiving retirement benefits before age 55. The formula used to calculate a Regular member’s monthly IPERS benefit includes:

- A multiplier based on years of service.
- The member’s highest five-year average salary, except members with service before June 30, 2012 will use the highest three-year average salary as of that date if it is greater than the highest five-year average salary.

Sheriffs, deputies and protection occupation members may retire at normal retirement age, which is generally age 55. Sheriffs, deputies and protection occupation members may retire any time after reaching age 50 with 22 or more years of covered employment.

The formula used to calculate a sheriff's, deputy's and protection occupation member's monthly IPERS benefit includes:

- 60% of average salary after completion of 22 years of service, plus an additional 1.5% of average salary for more than 22 years of service but not more than 30 years of service.
- The member's highest three-year average salary.

If a member retires before normal retirement age, the member's monthly retirement benefit will be permanently reduced by an early-retirement reduction. The early-retirement reduction is calculated differently for service earned before and after July 1, 2012. For service earned before July 1, 2012, the reduction is 0.25% for each month the member receives benefits before the member's earliest normal retirement age. For service earned on or after July 1, 2012, the reduction is 0.50% for each month the member receives benefits before age 65.

Generally, once a member selects a benefit option, a monthly benefit is calculated and remains the same for the rest of the member's lifetime. However, to combat the effects of inflation, retirees who began receiving benefits prior to July 1990 receive a guaranteed dividend with their regular November benefit payments.

Disability and Death Benefits – A vested member who is awarded federal Social Security disability or Railroad Retirement disability benefits is eligible to claim IPERS benefits regardless of age. Disability benefits are not reduced for early retirement. If a member dies before retirement, the member's beneficiary will receive a lifetime annuity or a lump-sum payment equal to the present actuarial value of the member's accrued benefit or calculated with a set formula, whichever is greater. When a member dies after retirement, death benefits depend on the benefit option the member selected at retirement.

Contributions – Contribution rates are established by IPERS following the annual actuarial valuation which applies IPERS' Contribution Rate Funding Policy and Actuarial Amortization Method. State statute limits the amount rates can increase or decrease each year to 1 percentage point. IPERS Contribution Rate Funding Policy requires the actuarial contribution rate be determined using the "entry age normal" actuarial cost method and the actuarial assumptions and methods approved by the IPERS Investment Board. The actuarial contribution rate covers normal cost plus the unfunded actuarial liability payment based on a 30-year amortization period. The payment to amortize the unfunded actuarial liability is determined as a level percentage of payroll based on the Actuarial Amortization Method adopted by the Investment Board.

In fiscal year 2020, pursuant to the required rate, Regular members contributed 6.29% of covered payroll and the County contributed 9.44% of covered payroll, for a total rate of 15.73%. The Sheriff, deputies and the County each contributed 9.51% of covered payroll, for a total rate of 19.02%. Protection occupation members contributed 6.61% of covered payroll and the County contributed 9.91% of covered payroll for a total rate of 16.52%.

The County's contributions to IPERS for the year ended June 30, 2020 totaled \$513,141.

Net Pension Liability, Pension Expense, Deferred Outflows of Resources and Deferred Inflows of Resources Related to Pensions – At June 30, 2020, the County reported a liability of \$2,677,502 for its proportionate share of the net pension liability. The net pension liability was measured as of June 30, 2019 and the total pension liability used to calculate the net pension liability was determined by an actuarial valuation as of that date. The County's proportion of the net pension liability was based on the County's share of contributions to IPERS relative to the contributions of all IPERS participating employers.

At June 30, 2019, the County's proportion was 0.046238%, which was a decrease of 0.000420% from its proportion measured as of June 30, 2018.

For the year ended June 30, 2020, the County recognized pension expense of \$689,177. At June 30, 2020, the County reported 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 | \$ 19,199 | 114,229 |
| Changes of assumptions | 405,673 | 67,331 |
| Net difference between projected and actual earnings on IPERS' investments | - | 462,031 |
| Changes in proportion and differences between County contributions and the County's proportionate share of contributions | 159,168 | 3,771 |
| County contributions subsequent to the measurement date | 513,141 | - |
| Total | <u>\$ 1,097,181</u> | <u>647,362</u> |

\$513,141 reported as deferred outflows of resources related to pensions resulting from County contributions subsequent to the measurement date will be recognized as a reduction of the net pension liability in the year ending June 30, 2021. Other amounts reported as deferred outflows of resources and deferred inflows of resources related to pensions will be recognized in pension expense as follows:

| Year ending June 30, | Amount |
|-------------------------|--------------------|
| 2021 | \$ 107,222 |
| 2022 | (77,066) |
| 2023 | (43,251) |
| 2024 | (51,477) |
| 2025 | 1,250 |
| Total | <u>\$ (63,322)</u> |

There were no non-employer contributing entities to IPERS.

Actuarial Assumptions – The total pension liability in the June 30, 2019 actuarial valuation was determined using the following actuarial assumptions applied to all periods included in the measurement, as follows:

| | |
|--|---|
| Rate of inflation (effective June 30, 2017) | 2.60% per annum. |
| Rates of salary increase (effective June 30, 2017) | 3.25 to 16.25% average, including inflation. Rates vary by membership group. |
| Long-term investment rate of return (effective June 30, 2017) | 7.00% compounded annually, net of investment expense, including inflation. |
| Wage growth (effective June 30, 2017) | 3.25% per annum, based on 2.60% inflation and 0.65% real wage inflation. |

The actuarial assumptions used in the June 30, 2019 valuation were based on the results of an economic assumption study dated March 24, 2017 and a demographic assumption study dated June 28, 2018.

Mortality rates used in the 2019 valuation were based on the RP-2014 Employee and Healthy Annuitant Tables with MP-2017 generational adjustments.

The long-term expected rate of return on IPERS' investments was determined using a building-block method in which best-estimate ranges of expected future real rates (expected returns, net of investment expense and inflation) are developed for each major asset class. These ranges are combined to produce the long-term expected rate of return by weighting the expected future real rates of return by the target asset allocation percentage and by adding expected inflation. The target allocation and best estimates of arithmetic real rates of return for each major asset class are summarized in the following table:

| Asset Class | Asset Allocation | Long-Term Expected Real Rate of Return |
|--------------------------|------------------|--|
| Domestic equity | 22.0% | 5.60% |
| International equity | 15.0 | 6.08 |
| Global smart beta equity | 3.0 | 5.82 |
| Core plus fixed income | 27.0 | 1.71 |
| Public credit | 3.5 | 3.32 |
| Public real assets | 7.0 | 2.81 |
| Cash | 1.0 | (0.21) |
| Private equity | 11.0 | 10.13 |
| Private real assets | 7.5 | 4.76 |
| Private credit | 3.0 | 3.01 |
| Total | <u>100.0%</u> | |

Discount Rate – The discount rate used to measure the total pension liability was 7.00%. The projection of cash flows used to determine the discount rate assumed employee contributions will be made at the contractually required rate and contributions from the County will be made at contractually required rates, actuarially determined. Based on those assumptions, IPERS’ fiduciary net position was projected to be available to make all projected future benefit payments to current active and inactive employees. Therefore, the long-term expected rate of return on IPERS’ investments was applied to all periods of projected benefit payments to determine the total pension liability.

Sensitivity of the County’s Proportionate Share of the Net Pension Liability to Changes in the Discount Rate – The following presents the County’s proportionate share of the net pension liability calculated using the discount rate of 7.00%, as well as what the County’s proportionate share of the net pension liability would be if it were calculated using a discount rate 1% lower (6.00%) or 1% higher (8.00%) than the current rate.

| | 1% Decrease (6.00%) | Discount Rate (7.00%) | 1% Increase (8.00%) |
|--|---------------------------|-----------------------------|---------------------------|
| County's proportionate share of the net pension liability | \$ 5,746,055 | 2,677,502 | 104,631 |

IPERS’ Fiduciary Net Position – Detailed information about IPERS’ fiduciary net position is available in the separately issued IPERS financial report which is available on IPERS’ website at www.ipers.org.

Payables to IPERS – All legally required County contributions and legally required employee contributions which had been withheld from employee wages were remitted by the County to IPERS by June 30, 2020.

(9) Other Postemployment Benefits (OPEB)

Plan Description – The County administers a single-employer benefit plan which provides medical, prescription drug and dental benefits for employees, retirees and their spouses. Group insurance benefits are established under Iowa Code Chapter 509A.13. No assets are accumulated in a trust that meets the criteria in paragraph 4 of GASB Statement No. 75.

OPEB Benefits – Individuals who are employed by Madison County and are eligible to participate in the group health plan are eligible to continue healthcare benefits upon retirement. Retirees under age 65 pay the same premium for the medical, prescription drug and dental benefits as active employees, which results in an implicit rate subsidy and an OPEB liability.

Retired participants must be age 55 or older at retirement. At June 30, 2020, the following employees were covered by the benefit terms:

| | |
|--|------------------|
| Inactive employees or beneficiaries currently receiving benefit payments | - |
| Active employees | <u>91</u> |
| Total | <u><u>91</u></u> |

Total OPEB Liability – The County’s total OPEB liability of \$251,338 was measured as of June 30, 2020 and was determined by an actuarial valuation as of that date.

Actuarial Assumptions – The total OPEB liability in the June 30, 2020 actuarial valuation was determined using the following actuarial assumptions and the entry age normal actuarial cost method, applied to all periods included in the measurement.

| | |
|---|--|
| Rate of inflation (effective June 30, 2020) | 2.60% per annum. |
| Rates of salary increase (effective June 30, 2020) | 3.25% to 16.25% average, including inflation. |
| Discount rate (effective June 30, 2020) | 2.21% compounded annually, including inflation. |
| Healthcare cost trend rate (effective June 30, 2020) | 6.75% initial rate decreasing by .25% annually to an ultimate rate of 4.00%. |

Discount Rate – The discount rate used to measure the total OPEB liability was 2.21% which reflects the index rate for 20-year tax-exempt general obligation municipal bonds with an average rating of AA/Aa or higher as of the measurement date.

Mortality rates are from the RP-2014 Employee Table, projected generationally using MP-2017. Annual retirement rates are from the RP-2014 Healthy Annuitant Table, projected generationally using MP-2017.

Changes in the Total OPEB Liability

| | <u>Total OPEB Liability</u> |
|--|---------------------------------|
| Total OPEB liability beginning of year | <u>\$ 259,089</u> |
| Changes for the year: | |
| Service cost | 19,381 |
| Interest | 7,802 |
| Differences between expected and actual experiences | (27,042) |
| Changes in assumptions | (3,500) |
| Benefit payments | <u>(4,392)</u> |
| Net changes | <u>(7,751)</u> |
| Total OPEB liability end of year | <u>\$ 251,338</u> |

Changes of assumptions reflect a change in the discount rate from 3.50% in fiscal year 2019 to 2.21% in fiscal year 2020.

Sensitivity of the County’s Total OPEB Liability to Changes in the Discount Rate – The following presents the total OPEB liability of the County, as well as what the County’s total OPEB liability would be if it were calculated using a discount rate that is 1% lower (1.21%) or 1% higher (3.21%) than the current discount rate.

| | <u>1% Decrease (1.21%)</u> | <u>Discount Rate (2.21%)</u> | <u>1% Increase (3.21%)</u> |
|----------------------|------------------------------------|--------------------------------------|------------------------------------|
| Total OPEB liability | \$ 270,212 | 251,338 | 233,436 |

Sensitivity of the County's Total OPEB Liability to Changes in the Healthcare Cost Trend Rates – The following presents the total OPEB liability of the County, as well as what the County's total OPEB liability would be if it were calculated using healthcare cost trend rates that are 1% lower (5.75%) or 1% higher (7.75%) than the current healthcare cost trend rates.

| | 1% Decrease (5.75%) | Healthcare Cost Trend Rate (6.75%) | 1% Increase (7.75%) |
|----------------------|---------------------------|---|---------------------------|
| Total OPEB liability | \$ 222,666 | 251,338 | 285,229 |

OPEB Expense, Deferred Outflows and Deferred Inflows of Resources Related to OPEB – For the year ended June 30, 2020, the County recognized OPEB expense of \$19,021. At June 30, 2020, the County reported deferred outflows of resources and deferred inflows of resources related to OPEB from the following resources:

| | Deferred Outflows of Resources | Deferred Inflows of Resources |
|--|-----------------------------------|----------------------------------|
| Differences between expected and actual experience | \$ - | (23,488) |
| Changes in assumptions | 4,747 | (5,923) |
| Total | \$ 4,747 | (29,411) |

The amount reported as deferred outflows of resources and deferred inflows of resources related to OPEB will be recognized as OPEB expense as follows:

| Year ending June 30, | Amount |
|-------------------------|--------------------|
| 2021 | \$ (3,770) |
| 2022 | (3,770) |
| 2023 | (3,770) |
| 2024 | (3,770) |
| 2025 | (3,653) |
| Thereafter | (5,931) |
| | <u>\$ (24,664)</u> |

(10) Risk Management

The County is a member of the Iowa Communities Assurance Pool, as allowed by Chapter 331.301 of the Code of Iowa. The Iowa Communities Assurance Pool (Pool) is a local government risk-sharing pool whose 779 members include various governmental entities throughout the State of Iowa. The Pool was formed in August 1986 for the purpose of managing and funding third-party liability claims against its members. The Pool provides coverage and protection in the following categories: general liability, automobile liability, automobile physical damage, public officials liability, police professional liability, property, inland marine and boiler/machinery. There have been no reductions in insurance coverage from prior years.

Each member's annual casualty contributions to the Pool fund current operations and provide capital. Annual casualty operating contributions are those amounts necessary to fund, on a cash basis, the Pool's general and administrative expenses, claims, claims expenses and reinsurance expenses estimated for the fiscal year, plus all or any portion of any deficiency in capital. Capital contributions are made during the first six years of membership and are maintained at a level determined by the Board not to exceed 300% of basis rate.

The Pool also provides property coverage. Members who elect such coverage make annual property operating contributions which are necessary to fund, on a cash basis, the Pool's general and administrative expenses, reinsurance premiums, losses and loss expenses for property risks estimated for the fiscal year, plus all or any portion of any deficiency in capital. Any year-end operating surplus is transferred to capital. Deficiencies in operations are offset by transfers from capital and, if insufficient, by the subsequent year's member contributions.

The County's property and casualty contributions to the Pool are recorded as expenditures from its operating funds at the time of payment to the Pool. The County's contributions to the Pool for the year ended June 30, 2020 were \$130,171.

The Pool uses reinsurance and excess risk-sharing agreements to reduce its exposure to large losses. The Pool retains general, automobile, police professional, and public officials' liability risks up to \$500,000 per claim. Claims exceeding \$500,000 are reinsured through reinsurance and excess risk-sharing agreements up to the amount of risk-sharing protection provided by the County's risk-sharing certificate. Property and automobile physical damage risks are retained by the Pool up to \$250,000 each occurrence, each location. Property risks exceeding \$250,000 are reinsured through reinsurance and excess risk-sharing agreements up to the amount of risk-sharing protection provided by the County's risk-sharing certificate.

The Pool's intergovernmental contract with its members provides that in the event a casualty claim, property loss or series of claims or losses exceeds the amount of risk-sharing protection provided by the County's risk-sharing certificate, or in the event a casualty claim, property loss or series of claims or losses exhausts the Pool's funds and any excess risk-sharing recoveries, then payment of such claims or losses shall be the obligation of the respective individual member against whom the claim was made or the loss was incurred.

The County does not report a liability for losses in excess of reinsurance or excess risk-sharing recoveries unless it is deemed probable such losses have occurred and the amount of such loss can be reasonably estimated. Accordingly, at June 30, 2020, no liability has been recorded in the County's financial statements. As of June 30, 2020, settled claims have not exceeded the risk pool or reinsurance coverage since the Pool's inception.

Members agree to continue membership in the Pool for a period of not less than one full year. After such period, a member who has given 60 days prior written notice may withdraw from the Pool. Upon withdrawal, payments for all casualty claims and claim expenses become the sole responsibility of the withdrawing member, regardless of whether a claim was incurred or reported prior to the member's withdrawal. Upon withdrawal, a formula set forth in the Pool's intergovernmental contract with its members is applied to determine the amount (if any) to be refunded to the withdrawing member.

The County also carries commercial insurance purchased from another insurer for coverage associated with workers compensation in the amount of \$1,000,000. The County assumes liability for any deductibles and claims in excess of coverage limitations. Settled claims resulting from these risks have not exceeded commercial insurance coverage in any of the past three fiscal years.

(11) Employee Health Insurance Plan

The Internal Service, Employee Group Health Fund was established to account for the partial self-funding of the County’s health insurance benefit plan. The plan is funded by both employee and County contributions and is administered through a service agreement with Wellmark. The agreement is subject to automatic renewal provisions. The County assumes liability for claims up to the individual stop loss limitation of \$35,000. Claims in excess of coverage are insured through purchase of stop loss insurance.

Monthly payments of plan contributions to the Employee Group Health Fund are recorded as expenditures from the operating funds. Under the administrative services agreement, claims processed are paid to Wellmark from the Employee Group Health Fund. The County’s contribution for the year ended June 30, 2020 was \$2,120,364.

Amounts payable from the Employee Group Health Fund at June 30, 2020 total \$197,443, which is for incurred but not reported (IBNR) and reported but not paid claims. The amounts are based on actuarial estimates of the amounts necessary to pay prior-year and current-year claims and to establish a reserve for catastrophic losses. That reserve was \$695,663 at June 30, 2020 and is reported as a designation of the Internal Service, Employee Group Health Fund net position. A liability has been established based on the requirements of Governmental Accounting Standards Board Statement No. 10, which requires a liability for claims be reported if information prior to the issuance of the financial statements indicates it is probable a liability has been incurred at the date of the financial statements and the amount of the loss can be reasonably estimated. Settlements have not exceeded the stop-loss coverage in any of the past three years. A reconciliation of changes in the aggregate liability for claims for the current year is as follows:

| | |
|---|-------------------|
| Unpaid claims beginning of year | \$ 274,977 |
| Incurred claims (including claims incurred but not reported at June 30, 2019) | 1,801,621 |
| Payments: | |
| Payments on claims during the fiscal year | <u>1,879,155</u> |
| Unpaid claims end of year | <u>\$ 197,443</u> |

(12) Tax Abatements

Governmental Accounting Standards Board Statement No. 77 defines tax abatements as a reduction in tax revenues that results from an agreement between one or more governments and an individual or entity in which (a) one or more governments promise to forgo tax revenues to which they are otherwise entitled and (b) the individual or entity promises to take a specific action after the agreement has been entered into that contributes to economic development or otherwise benefits the governments or the citizens of those governments.

Tax Abatements of Other Entities

Other entities within the County also provided tax abatements for urban renewal and economic development projects pursuant to Chapters 15 and 403 of the Code of Iowa.

Property tax revenues of the County were reduced by the following amounts for the year ended June 30, 2020 under agreements entered into by the following entities:

| Entity | Tax Abatement Program | Amount of Tax Abated |
|-------------------|---|----------------------|
| City of Winterset | Urban renewal and economic development projects | \$ 90,658 |
| City of Earlham | Urban renewal and economic development projects | 29,964 |
| City of Patterson | Urban renewal and economic development projects | 1,335 |

(13) County Financial Information Included in the Central Iowa Community Services Mental Health Region

Central Iowa Community Services, a jointly governed organization formed pursuant to the provisions of Chapter 28E of the Code of Iowa, includes the following member counties: Boone County, Franklin County, Hamilton County, Hardin County, Jasper County, Marshall County, Poweshiek County, Story County, Warren County and Madison County. The financial activity of the County’s Special Revenue, Mental Health Fund is included in the Central Iowa Community Services Mental Health Region for the year ended June 30, 2020, as follows:

| | | |
|--|----------------|------------------|
| Revenues: | | |
| Property and other county tax | | \$ 336,166 |
| Intergovernmental: | | |
| State tax credits | | <u>21,620</u> |
| Total revenues | | <u>357,786</u> |
| Expenditures: | | |
| Services to persons with: | | |
| Mental illness | | 90,065 |
| General administration: | | |
| Direct administration | \$ 64,825 | |
| Distribution to regional fiscal agent | <u>530,987</u> | <u>595,812</u> |
| Total expenditures | | <u>685,877</u> |
| Deficiency of expenditures over revenues | | (328,091) |
| Fund balance beginning of year | | <u>418,309</u> |
| Fund balance end of year | | <u>\$ 90,218</u> |

(14) Construction Commitment

The County has entered into a contract with Wells & Associates totaling \$300,000 for architectural services related to the construction of a conservation center. As of June 30, 2020, costs of \$204,689 on the project have been incurred. The \$95,311 balance remaining on the project at June 30, 2020 will be paid as work on the project progresses.

The County entered into a Communications System and Services Agreement between Madison County Iowa and Motorola Solutions, Inc. for \$1,450,000 in June of 2020. As of June 30, 2020, the County has not incurred any costs under this agreement leaving an outstanding commitment of \$1,450,000 under the agreement.

(15) Deficit Fund Balance

The Special Revenue, TIF Special Revenue fund, had a deficit balance of \$65,209 at June 30, 2020. This deficit balance is primarily due to the \$525,000 interfund loan between the Special Revenue, Rural Services fund, and the Special Revenue, TIF Special Revenue fund. Per the authorizing resolution this interfund loan will be repaid by June 30, 2022.

(16) COVID-19

In March 2020, the COVID-19 outbreak was declared a global pandemic. The disruption to businesses across a range of industries in the United States continues to evolve. The full impact to local, regional and national economies, including that of Madison County, remains uncertain.

To date, the outbreak has not created a material disruption to the operations of Madison County. However, the extent of the financial impact of COVID-19 will depend on future developments, including the spread of the virus, duration and timing of the economic recovery. Due to these uncertainties management cannot reasonably estimate the potential impact to Madison County's operations and finances.

(17) Prospective Accounting Change

Governmental Accounting Standards Board has issued Statement No. 84, Fiduciary Activities. This statement will be implemented for the fiscal year ending June 30, 2020. The revised requirements of this statement will enhance the consistency and comparability of fiduciary activity reporting by state and local governments by establishing specific criteria for identifying fiduciary activities and clarifying whether and how business-type activities should report their fiduciary activities.

(18) Subsequent Event

On October 13, 2020 the County approved the issuance of \$6,040,000 general obligation urban renewal bonds, series 2020A to provide funding for courthouse improvements, construction of the Madison County elderly services building, construction of the Madison County ambulance garage/fire station and construction of Madison County conservation center.

Madison County

Required Supplementary Information

Madison County

Budgetary Comparison Schedule of
Receipts, Disbursements and Changes in Balances –
Budget and Actual (Cash Basis) – All Governmental Funds

Required Supplementary Information

Year ended June 30, 2020

| | Actual | Less Funds not Required to be Budgeted | Net |
|--|--------------|---|------------|
| Receipts: | | | |
| Property and other county tax | \$ 8,477,582 | - | 8,477,582 |
| Interest and penalty on property tax | 24,812 | - | 24,812 |
| Intergovernmental | 5,275,225 | - | 5,275,225 |
| Licenses and permits | 99,788 | - | 99,788 |
| Charges for service | 1,155,180 | - | 1,155,180 |
| Use of money and property | 169,835 | (3,064) | 172,899 |
| Miscellaneous | 590,419 | 483,553 | 106,866 |
| Total receipts | 15,792,841 | 480,489 | 15,312,352 |
| Disbursements: | | | |
| Public safety and legal services | 3,320,424 | - | 3,320,424 |
| Physical health and social services | 756,296 | - | 756,296 |
| Mental health | 684,533 | - | 684,533 |
| County environment and education | 956,856 | 10,105 | 946,751 |
| Roads and transportation | 6,373,639 | - | 6,373,639 |
| Governmental services to residents | 642,508 | - | 642,508 |
| Administration | 1,608,543 | - | 1,608,543 |
| Debt service | 135,353 | - | 135,353 |
| Capital projects | 641,910 | - | 641,910 |
| Total disbursements | 15,120,062 | 10,105 | 15,109,957 |
| Excess (deficiency) of receipts over (under) disbursements | 672,779 | 470,384 | 202,395 |
| Other financing sources, net | 1,502,011 | - | 1,502,011 |
| Change in balances | 2,174,790 | 470,384 | 1,704,406 |
| Balance beginning of year | 6,487,669 | 633,113 | 5,854,556 |
| Balance end of year | \$ 8,662,459 | 1,103,497 | 7,558,962 |

See accompanying independent auditor's report.

| Budgeted Amounts | | Final to |
|-------------------|-------------------|--------------------|
| Original | Final | Net Variance |
| 8,266,714 | 8,417,474 | 60,108 |
| 67,255 | 67,255 | (42,443) |
| 14,242,222 | 6,432,466 | (1,157,241) |
| 68,071 | 80,603 | 19,185 |
| 1,062,990 | 1,099,756 | 55,424 |
| 144,963 | 184,312 | (11,413) |
| 91,660 | 92,916 | 13,950 |
| <u>23,943,875</u> | <u>16,374,782</u> | <u>(1,062,430)</u> |
| 3,429,597 | 3,518,837 | 198,413 |
| 803,226 | 838,596 | 82,300 |
| 370,900 | 688,069 | 3,536 |
| 959,674 | 971,379 | 24,628 |
| 6,393,776 | 6,393,776 | 20,137 |
| 687,069 | 692,118 | 49,610 |
| 1,621,380 | 1,707,025 | 98,482 |
| 135,522 | 135,522 | 169 |
| 9,907,851 | 1,807,851 | 1,165,941 |
| <u>24,308,995</u> | <u>16,753,173</u> | <u>1,643,216</u> |
| (365,120) | (378,391) | 580,786 |
| 9,500 | 9,500 | 1,492,511 |
| (355,620) | (368,891) | 2,073,297 |
| <u>4,334,279</u> | <u>4,334,279</u> | <u>1,520,277</u> |
| <u>3,978,659</u> | <u>3,965,388</u> | <u>3,593,574</u> |

Madison County

Budgetary Comparison Schedule – Budget to GAAP Reconciliation

Required Supplementary Information

Year ended June 30, 2020

| | Governmental Funds | | |
|------------------------------|---------------------|------------------------|------------------------------|
| | Cash Basis | Accrual Adjustments | Modified Accrual Basis |
| Revenues | \$ 15,792,841 | 171,537 | 15,964,378 |
| Expenditures | 15,120,062 | 178,173 | 15,298,235 |
| Net | 672,779 | (6,636) | 666,143 |
| Other financing sources, net | 1,502,011 | 100,000 | 1,602,011 |
| Beginning fund balances | 6,487,669 | 463,997 | 6,951,666 |
| Ending fund balances | <u>\$ 8,662,459</u> | <u>557,361</u> | <u>9,219,820</u> |

See accompanying independent auditor's report.

Madison County

Notes to Required Supplementary Information – Budgetary Reporting

June 30, 2020

This budgetary comparison is presented as Required Supplementary Information in accordance with Governmental Accounting Standards Board Statement No. 41 for governments with significant budgetary perspective differences resulting from not being able to present budgetary comparisons for the General Fund and each major Special Revenue Fund.

In accordance with the Code of Iowa, the County Board of Supervisors annually adopts a budget on the cash basis following required public notice and hearing for all funds except the blended component unit, Internal Service Funds and Agency Funds, and appropriates the amount deemed necessary for each of the different County offices and departments. The budget may be amended during the year utilizing similar statutorily prescribed procedures. Encumbrances are not recognized on the cash basis budget and appropriations lapse at year end.

Formal and legal budgetary control is based upon ten major classes of expenditures known as functions, not by fund. These ten functions are: public safety and legal services, physical health and social services, mental health, county environment and education, roads and transportation, governmental services to residents, administration, non-program, debt service and capital projects. Function disbursements required to be budgeted include disbursements for the General Fund, the Special Revenue Funds, the Debt Service Fund and the Capital Projects Fund. Although the budget document presents function disbursements by fund, the legal level of control is at the aggregated function level, not by fund. Legal budgetary control is also based upon the appropriation to each office or department. During the year, one budget amendment decreased budgeted disbursements by \$7,555,822. The budget amendments are reflected in the final budgeted amounts.

In addition, annual budgets are similarly adopted in accordance with the Code of Iowa by the appropriate governing body as indicated: for the County Extension Office by the County Agricultural Extension Council, for the County Assessor by the County Conference Board, for the 911 System by the Joint 911 Service Board and for Emergency Management Services by the County Emergency Management Commission.

During the year ended June 30, 2020, disbursement exceeded the amount budgeted in the mental health function prior to amendment and disbursements in certain departments exceeded the amounts appropriated.

Madison County

Schedule of the County's Proportionate Share of the Net Pension Liability

Iowa Public Employees' Retirement System
For the Last Six Years*
(In Thousands)

Required Supplementary Information

| | 2020 | 2019 | 2018 | 2017 |
|--|-----------|-----------|-----------|-----------|
| County's proportion of the net pension liability | 0.046238% | 0.046659% | 0.046394% | 0.046179% |
| County's proportionate share of the net pension liability | \$ 2,678 | 2,953 | 3,090 | 2,906 |
| County's covered payroll | \$ 5,021 | 4,808 | 4,485 | 4,285 |
| County's proportionate share of the net pension liability as a percentage of its covered payroll | 53.34% | 61.42% | 68.90% | 67.82% |
| IPERS' net position as a percentage of the total pension liability | 85.45% | 83.62% | 82.21% | 81.82% |

* In accordance with GASB Statement No. 68, the amounts presented for each fiscal year were determined as of June 30 of the preceding fiscal year.

See accompanying independent auditor's report.

| <u>2016</u> | <u>2015</u> |
|-------------|-------------|
| 0.042667% | 0.039541% |
| 2,108 | 1,568 |
| 4,129 | 4,034 |
| 51.05% | 38.87% |
| 85.19% | 87.61% |

Madison County

Schedule of County Contributions

Iowa Public Employees' Retirement System
For the Last Ten Years
(In Thousands)

Required Supplementary Information

| | <u>2020</u> | <u>2019</u> | <u>2018</u> | <u>2017</u> |
|---|--------------|--------------|--------------|--------------|
| Statutorily required contribution | \$ 513 | 482 | 439 | 411 |
| Contributions in relation to the statutorily required contribution | <u>(513)</u> | <u>(482)</u> | <u>(439)</u> | <u>(411)</u> |
| Contribution deficiency (excess) | <u>\$ -</u> | <u>-</u> | <u>-</u> | <u>-</u> |
| County's covered payroll | \$ 5,384 | 5,021 | 4,808 | 4,485 |
| Contributions as a percentage of covered payroll | 9.53% | 9.60% | 9.13% | 9.16% |

See accompanying independent auditor's report.

| 2016 | 2015 | 2014 | 2013 | 2012 | 2011 |
|-------|-------|-------|-------|-------|-------|
| 394 | 384 | 373 | 365 | 342 | 267 |
| (394) | (384) | (373) | (365) | (342) | (267) |
| - | - | - | - | - | - |
| 4,285 | 4,129 | 4,034 | 4,029 | 3,975 | 3,542 |
| 9.19% | 9.30% | 9.25% | 9.06% | 8.60% | 7.54% |

Madison County

Notes to Required Supplementary Information – Pension Liability

Year ended June 30, 2020

Changes of benefit terms:

There are no significant changes in benefit terms.

Changes of assumptions:

The 2018 valuation implemented the following refinements as a result of a demographic assumption study dated June 28, 2018:

- Changed mortality assumptions to the RP-2014 mortality tables with mortality improvements modeled using Scale MP-2017.
- Adjusted retirement rates.
- Lowered disability rates.
- Adjusted the probability of a vested Regular member electing to receive a deferred benefit.
- Adjusted the merit component of the salary increase assumption.

The 2017 valuation implemented the following refinements as a result of an experience study dated March 24, 2017:

- Decreased the inflation assumption from 3.00% to 2.60%.
- Decreased the assumed rate of interest on member accounts from 3.75% to 3.50% per year.
- Decreased the discount rate from 7.50% to 7.00%.
- Decreased the wage growth assumption from 4.00% to 3.25%.
- Decreased the payroll growth assumption from 4.00% to 3.25%.

The 2014 valuation implemented the following refinements as a result of a quadrennial experience study:

- Decreased the inflation assumption from 3.25% to 3.00%.
- Decreased the assumed rate of interest on member accounts from 4.00% to 3.75% per year.
- Adjusted male mortality rates for retirees in the Regular membership group.
- Reduced retirement rates for sheriffs and deputies between the ages of 55 and 64.
- Moved from an open 30-year amortization period to a closed 30-year amortization period for the UAL (unfunded actuarial liability) beginning June 30, 2014. Each year thereafter, changes in the UAL from plan experience will be amortized on a separate closed 20-year period.

Madison County

Schedule of Changes in the County's
Total OPEB Liability, Related Ratios and Notes

For the Last Three Years
Required Supplementary Information

| | 2020 | 2019 | 2018 |
|--|--------------|-----------|-----------|
| Service cost | \$ 19,381 | 19,567 | 20,911 |
| Interest cost | 7,802 | 9,543 | 8,204 |
| Difference between expected and actual experiences | (27,042) | - | - |
| Changes in assumptions | (3,500) | 6,435 | (4,683) |
| Benefit payments | (4,392) | (6,903) | (4,368) |
| Net change in total OPEB liability | (7,751) | 28,642 | 20,064 |
| Total OPEB liability beginning of year | 259,089 | 230,447 | 210,383 |
| Total OPEB liability end of year | \$ 251,338 | 259,089 | 230,447 |
| Covered-employee payroll | \$ 4,780,740 | 4,297,238 | 4,497,640 |
| Total OPEB liability as a percentage of covered-employee payroll | 5.3% | 6.0% | 5.1% |

Notes to Schedule of Changes in the County's Total OPEB Liability and Related Ratios

Changes in benefit terms:

There were no significant changes in benefit terms.

Changes in assumptions:

Changes in assumptions and other inputs reflect the effects of changes in the discount rate each period. The following are the discount rates used in each period.

| | |
|--------------------------|-------|
| Year ended June 30, 2020 | 2.21% |
| Year ended June 30, 2019 | 3.50% |
| Year ended June 30, 2018 | 3.87% |
| Year ended June 30, 2017 | 3.58% |

Madison County

Supplementary Information

Madison County
 Combining Balance Sheet
 Nonmajor Governmental Funds

June 30, 2020

| | County Recorder's Records Management | Resource Enhancement and Protection | Covered Bridge | Special Local Option Sales Tax |
|---|---|--|-------------------|--|
| Assets | | | | |
| Cash, cash equivalents and pooled investments | \$ 40,343 | 109,602 | 1 | 169,712 |
| Receivables: | | | | |
| Property tax: | | | | |
| Delinquent | - | - | - | - |
| Succeeding year | - | - | - | - |
| Succeeding year tax increment financing | - | - | - | - |
| Accounts | 2 | - | - | - |
| Accrued interest | 1 | 1 | - | - |
| Due from other governments | - | - | - | 15,156 |
| Total assets | \$ 40,346 | 109,603 | 1 | 184,868 |
| Liabilities and Fund Balances | | | | |
| Liabilities: | | | | |
| Accounts payable | \$ - | 120 | - | 13,234 |
| Interfund loan payable | - | - | - | - |
| Total liabilities | - | 120 | - | 13,234 |
| Deferred inflows of resources: | | | | |
| Unavailable revenues: | | | | |
| Succeeding year property tax | - | - | - | - |
| Succeeding year tax increment financing | - | - | - | - |
| Other | - | - | - | - |
| Total deferred inflows of resources | - | - | - | - |
| Fund balances: | | | | |
| Restricted for: | | | | |
| Debt service | - | - | - | - |
| Capital projects | - | - | - | - |
| Other purposes | 40,346 | 109,483 | 1 | 171,634 |
| Unassigned | - | - | - | - |
| Total fund balances (deficits) | 40,346 | 109,483 | 1 | 171,634 |
| Total liabilities and fund balances | \$ 40,346 | 109,603 | 1 | 184,868 |

See accompanying independent auditor's report.

| Revenue | | | | | | | |
|------------------|----------------------------------|---------------------------|--|---|-----------------|---------------------|-----------|
| Sheriff McDee | County Attorney Forfeiture | TIF Special Revenue | Covered Bridge Preservation Association | Madison County Foundation for Environmental Education | Debt Service | Capital Projects | Total |
| 7,190 | 393 | 464,831 | 283,107 | 820,390 | 776 | 1,359,870 | 3,256,215 |
| - | - | - | - | - | 829 | - | 829 |
| - | - | - | - | - | 47,000 | - | 47,000 |
| - | - | 463,000 | - | - | - | - | 463,000 |
| - | - | - | - | - | - | - | 2 |
| - | - | - | - | - | - | - | 2 |
| - | - | - | - | - | - | - | 15,156 |
| 7,190 | 393 | 927,831 | 283,107 | 820,390 | 48,605 | 1,359,870 | 3,782,204 |
| - | - | 5,040 | - | - | - | 910 | 19,304 |
| - | - | 525,000 | - | - | - | - | 525,000 |
| - | - | 530,040 | - | - | - | 910 | 544,304 |
| - | - | - | - | - | 47,000 | - | 47,000 |
| - | - | 463,000 | - | - | - | - | 463,000 |
| - | - | - | - | - | 434 | - | 434 |
| - | - | 463,000 | - | - | 47,434 | - | 510,434 |
| - | - | - | - | - | 1,171 | - | 1,171 |
| - | - | - | - | - | - | 1,358,960 | 1,358,960 |
| 7,190 | 393 | - | 283,107 | 820,390 | - | - | 1,432,544 |
| - | - | (65,209) | - | - | - | - | (65,209) |
| 7,190 | 393 | (65,209) | 283,107 | 820,390 | 1,171 | 1,358,960 | 2,727,466 |
| 7,190 | 393 | 927,831 | 283,107 | 820,390 | 48,605 | 1,359,870 | 3,782,204 |

Madison County

Combining Schedule of Revenues, Expenditures and
Changes in Fund Balances
Nonmajor Governmental Funds

Year ended June 30, 2020

| | County Recorder's Records Management | Resource Enhancement and Protection | Covered Bridge | Special Local Option Sales Tax |
|--|---|--|-------------------|--|
| Revenues: | | | | |
| Property and other county tax | \$ - | - | - | - |
| Tax increment financing | - | - | - | - |
| Local option sales tax | - | - | - | 189,670 |
| Intergovernmental | - | 11,130 | - | - |
| Charges for service | 4,517 | - | - | - |
| Use of money and property | 447 | 721 | - | - |
| Miscellaneous | - | - | - | - |
| Total revenues | 4,964 | 11,851 | - | 189,670 |
| Expenditures: | | | | |
| Operating: | | | | |
| Public safety and legal services | - | - | - | - |
| County environment and education | - | 1,979 | - | - |
| Governmental Services | 1,956 | - | - | - |
| Administration | - | - | - | 56,172 |
| Debt Service | - | - | - | 87,460 |
| Capital Projects | - | - | - | - |
| Total expenditures | 1,956 | 1,979 | - | 143,632 |
| Excess (deficiency) of revenues over (under) expenditures | 3,008 | 9,872 | - | 46,038 |
| Other financing sources: | | | | |
| General obligation bond proceeds | - | - | - | - |
| Change in fund balances | 3,008 | 9,872 | - | 46,038 |
| Fund balances (deficits) beginning of year | 37,338 | 99,611 | 1 | 125,596 |
| Fund balances (deficits) end of year | \$ 40,346 | 109,483 | 1 | 171,634 |

See accompanying independent auditor's report.

| Revenue | | | | | | | | |
|------------------|----------------------------------|---------------------------|--|---|-----------------|---------------------|-----|-----------|
| Sheriff McDee | County Attorney Forfeiture | TIF Special Revenue | Covered Bridge Preservation Association | Madison County Foundation for Environmental Education | Debt Service | Capital Projects | | Total |
| - | - | - | - | - | 45,060 | - | - | 45,060 |
| - | - | 137,672 | - | - | - | - | - | 137,672 |
| - | - | - | - | - | - | - | - | 189,670 |
| - | - | 12,328 | - | - | 2,999 | - | - | 26,457 |
| - | - | - | - | - | - | - | - | 4,517 |
| - | - | - | (8,425) | 5,361 | - | - | - | (1,896) |
| 2,090 | 1,497 | - | 13,917 | 469,636 | - | - | - | 487,140 |
| 2,090 | 1,497 | 150,000 | 5,492 | 474,997 | 48,059 | - | - | 888,620 |
| 3,129 | 3,001 | - | - | - | - | - | - | 6,130 |
| - | - | - | 1,456 | 8,649 | - | - | - | 12,084 |
| - | - | - | - | - | - | - | - | 1,956 |
| - | - | - | - | - | - | - | - | 56,172 |
| - | - | - | - | - | 47,893 | - | - | 135,353 |
| - | - | 149,365 | - | - | - | - | 910 | 150,275 |
| 3,129 | 3,001 | 149,365 | 1,456 | 8,649 | 47,893 | 910 | - | 361,970 |
| (1,039) | (1,504) | 635 | 4,036 | 466,348 | 166 | (910) | - | 526,650 |
| - | - | - | - | - | - | 1,500,000 | - | 1,500,000 |
| (1,039) | (1,504) | 635 | 4,036 | 466,348 | 166 | 1,499,090 | - | 2,026,650 |
| 8,229 | 1,897 | (65,844) | 279,071 | 354,042 | 1,005 | (140,130) | - | 700,816 |
| 7,190 | 393 | (65,209) | 283,107 | 820,390 | 1,171 | 1,358,960 | - | 2,727,466 |

Schedule 3

Madison County
Combining Schedule of Net Position
Internal Service Funds

June 30, 2020

| | Fuel | Supplies | Employee Group Health | Unemployment Insurance | Total |
|----------------------------|----------------|---------------|-----------------------------|---------------------------|------------------|
| Assets | | | | | |
| Cash and cash equivalents | \$ 107,458 | 12,930 | 893,105 | 15,241 | 1,028,734 |
| Accrued interest | - | - | 1 | - | 1 |
| Due from other governments | 5,604 | - | - | - | 5,604 |
| Inventories | 15,302 | - | - | - | 15,302 |
| Total assets | 128,364 | 12,930 | 893,106 | 15,241 | 1,049,641 |
| Liabilities | | | | | |
| Accounts payable | 8,879 | 407 | 197,443 | - | 206,729 |
| Advance from General Fund | 60,000 | - | - | - | 60,000 |
| Total liabilities | 68,879 | 407 | 197,443 | - | 266,729 |
| Net Position | | | | | |
| Unrestricted | \$ 59,485 | 12,523 | 695,663 | 15,241 | 782,912 |

See accompanying independent auditor's report.

Madison County

Combining Schedule of Revenues, Expenses and
Changes in Fund Net Position
Internal Service Funds

Year ended June 30, 2020

| | Fuel | Supplies | Employee Group Health | Unemployment Insurance | Total |
|-------------------------------------|------------|----------|-----------------------------|---------------------------|-----------|
| Operating revenues: | | | | | |
| Reimbursements from operating funds | \$ 291,902 | 29,247 | 2,120,364 | - | 2,441,513 |
| Reimbursements from others | 17,439 | 525 | 59,328 | - | 77,292 |
| Total operating revenues | 309,341 | 29,772 | 2,179,692 | - | 2,518,805 |
| Operating expenses: | | | | | |
| Medical claims | - | - | 1,801,621 | - | 1,801,621 |
| Materials and supplies | 317,991 | 26,515 | - | - | 344,506 |
| Insurance premiums | - | - | - | 486 | 486 |
| Total operating expenses | 317,991 | 26,515 | 1,801,621 | 486 | 2,146,613 |
| Operating income (loss) | (8,650) | 3,257 | 378,071 | (486) | 372,192 |
| Non-operating revenues: | | | | | |
| Interest income | - | - | 488 | - | 488 |
| Net income | (8,650) | 3,257 | 378,559 | (486) | 372,680 |
| Net position beginning of year | 68,135 | 9,266 | 317,104 | 15,727 | 410,232 |
| Net position end of year | \$ 59,485 | 12,523 | 695,663 | 15,241 | 782,912 |

See accompanying independent auditor's report.

Madison County

Madison County
Combining Schedule of Cash Flows
Internal Service Funds

Year ended June 30, 2020

| | Fuel | Supplies | Employee Group Health | Unemployment Insurance | Total |
|---|------------|----------|-----------------------------|---------------------------|-------------|
| Cash flows from operating activities: | | | | | |
| Cash received from operating fund reimbursements | \$ 317,702 | 29,249 | 2,120,364 | - | 2,467,315 |
| Cash received from others | 16,252 | 525 | 59,328 | - | 76,105 |
| Cash paid to suppliers for goods and services | (314,144) | (26,108) | (1,879,155) | (486) | (2,219,893) |
| Net cash provided (used) by operating activities | 19,810 | 3,666 | 300,537 | (486) | 323,527 |
| Cash flows from investing activities: | | | | | |
| Interest on investments | - | - | 607 | - | 607 |
| Net increase (decrease) in cash and cash equivalents | 19,810 | 3,666 | 301,144 | (486) | 324,134 |
| Cash and cash equivalents beginning of year | 87,648 | 9,264 | 591,961 | 15,727 | 704,600 |
| Cash and cash equivalents end of year | \$ 107,458 | 12,930 | 893,105 | 15,241 | 1,028,734 |
| Reconciliation of operating income (loss) to net cash provided (used) by operating activities: | | | | | |
| Operating income (loss) | \$ (8,650) | 3,257 | 378,071 | (486) | 372,192 |
| Adjustments to reconcile operating income (loss) to net cash provided (used) by operating activities: | | | | | |
| Changes in assets and liabilities: | | | | | |
| Accounts receivable | 24,613 | 2 | - | - | 24,615 |
| Inventories | 13,123 | - | - | - | 13,123 |
| Accounts payable | (9,276) | 407 | (77,534) | - | (86,403) |
| Net cash provided (used) by operating activities | \$ 19,810 | 3,666 | 300,537 | (486) | 323,527 |

See accompanying independent auditor's report.

Madison County
Combining Schedule of Fiduciary Assets and Liabilities
Agency Funds

June 30, 2020

| | County Offices | Agricultural Extension Education | County Assessor | Schools |
|--|-------------------|--|--------------------|-------------------|
| Assets | | | | |
| Cash, cash equivalents and pooled investments: | | | | |
| County Treasurer | \$ - | 3,221 | 137,605 | 190,243 |
| Other county officials | 34,796 | - | - | - |
| Receivables: | | | | |
| Property tax: | | | | |
| Delinquent | - | 4,839 | 7,307 | 308,124 |
| Succeeding year | - | 253,000 | 383,000 | 16,595,000 |
| Accounts | 224 | - | - | - |
| Special assessments | - | - | - | - |
| Due from other governments | - | - | - | - |
| Total assets | \$ 35,020 | 261,060 | 527,912 | 17,093,367 |
| Liabilities | | | | |
| Accounts payable | \$ 400 | - | 8,850 | - |
| Salaries and benefits payable | - | - | 7,236 | - |
| Due to other governments | 23,369 | 261,060 | 480,759 | 17,093,367 |
| Trusts payable | 11,251 | - | - | - |
| Compensated absences | - | - | 31,067 | - |
| Total liabilities | \$ 35,020 | 261,060 | 527,912 | 17,093,367 |

See accompanying independent auditor's report.

| Community Colleges | Corporations | Townships | County Hospital | Special Assessment | Auto License and Use Tax | Other | Total |
|-----------------------|------------------|----------------|--------------------|-----------------------|-----------------------------------|----------------|-------------------|
| 7,968 | 49,448 | 5,638 | 30,751 | 719 | 799,876 | 200,571 | 1,426,040 |
| - | - | - | - | - | - | - | 34,796 |
| 11,981 | 81,712 | 8,603 | 48,558 | - | - | 2,087 | 473,211 |
| 626,000 | 6,755,000 | 442,000 | 2,543,000 | - | - | 103,000 | 27,700,000 |
| - | - | - | - | - | - | - | 224 |
| - | - | - | - | 180,498 | - | - | 180,498 |
| - | - | - | - | - | - | 31,240 | 31,240 |
| 645,949 | 6,886,160 | 456,241 | 2,622,309 | 181,217 | 799,876 | 336,898 | 29,846,009 |
| - | - | - | - | - | - | 46 | 9,296 |
| - | - | - | - | - | - | - | 7,236 |
| 645,949 | 6,886,160 | 456,241 | 2,622,309 | 181,217 | 799,876 | 335,214 | 29,785,521 |
| - | - | - | - | - | - | - | 11,251 |
| - | - | - | - | - | - | 1,638 | 32,705 |
| 645,949 | 6,886,160 | 456,241 | 2,622,309 | 181,217 | 799,876 | 336,898 | 29,846,009 |

Madison County

Combining Schedule of Changes in Fiduciary Assets and Liabilities
Agency Funds

Year ended June 30, 2020

| | County Offices | Agricultural Extension Education | Central Iowa Community Services | County Assessor | Schools |
|------------------------------------|-------------------|--|---------------------------------------|--------------------|------------|
| Assets and Liabilities | | | | | |
| Balances beginning of year | \$ 34,732 | 250,963 | 8,654,762 | 520,736 | 15,571,048 |
| Additions: | | | | | |
| Property and other county tax | - | 237,805 | - | 359,952 | 15,640,432 |
| State tax credits | - | 19,571 | - | 30,088 | 1,229,825 |
| Office fees and collections | 562,297 | - | - | 796 | - |
| Electronic transaction fees | - | - | - | - | - |
| Drivers license fees | - | - | - | - | - |
| Auto licenses, use tax and postage | - | - | - | - | - |
| Assessments | - | - | - | - | - |
| Trusts | 360,680 | - | - | - | - |
| Miscellaneous | - | - | - | 115 | - |
| Total additions | 922,977 | 257,376 | - | 390,951 | 16,870,257 |
| Deductions: | | | | | |
| Agency remittances: | | | | | |
| To other funds | 320,993 | - | - | - | - |
| To other governments | 240,237 | 247,279 | 8,654,762 | 383,775 | 15,347,938 |
| Trusts paid out | 361,459 | - | - | - | - |
| Total deductions | 922,689 | 247,279 | 8,654,762 | 383,775 | 15,347,938 |
| Balances end of year | \$ 35,020 | 261,060 | - | 527,912 | 17,093,367 |

See accompanying independent auditor's report.

| Community Colleges | Corporations | Townships | County Hospital | Special Assessment | Auto License and Use Tax | Other | Total |
|-----------------------|--------------|-----------|--------------------|-----------------------|-----------------------------------|---------|------------|
| 603,820 | 6,277,768 | 421,236 | 2,388,693 | 214,549 | 667,138 | 331,939 | 35,937,384 |
| 590,591 | 6,047,822 | 422,854 | 2,402,942 | - | - | 123,959 | 25,826,357 |
| 47,829 | 658,637 | 28,011 | 189,241 | - | - | 3,003 | 2,206,205 |
| - | - | - | - | - | - | - | 563,093 |
| - | - | - | - | - | - | 4,859 | 4,859 |
| - | - | - | - | - | 60,410 | - | 60,410 |
| - | - | - | - | - | 6,915,504 | - | 6,915,504 |
| - | - | - | - | 12,547 | - | - | 12,547 |
| - | - | - | - | - | - | - | 360,680 |
| - | 1,220 | - | - | - | - | 442,118 | 443,453 |
| 638,420 | 6,707,679 | 450,865 | 2,592,183 | 12,547 | 6,975,914 | 573,939 | 36,393,108 |
| - | - | - | - | - | 229,533 | - | 550,526 |
| 596,291 | 6,099,287 | 415,860 | 2,358,567 | 45,879 | 6,613,643 | 568,980 | 41,572,498 |
| - | - | - | - | - | - | - | 361,459 |
| 596,291 | 6,099,287 | 415,860 | 2,358,567 | 45,879 | 6,843,176 | 568,980 | 42,484,483 |
| 645,949 | 6,886,160 | 456,241 | 2,622,309 | 181,217 | 799,876 | 336,898 | 29,846,009 |

Madison County

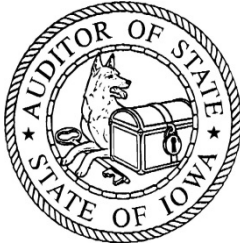
Schedule of Revenues By Source and Expenditures By Function –
All Governmental Funds

For the Last Ten Years

| | 2020 | 2019 | 2018 | 2017 |
|--------------------------------------|----------------------|-------------------|-------------------|-------------------|
| Revenues: | | | | |
| Property and other county tax | \$ 7,397,669 | 7,092,175 | 6,600,333 | 5,645,590 |
| Tax increment financing | 137,672 | - | - | - |
| Local option sales tax | 948,350 | 947,157 | 808,020 | 853,834 |
| Interest and penalty on property tax | 32,037 | 59,906 | 53,485 | 49,664 |
| Intergovernmental | 5,463,645 | 5,932,260 | 5,303,295 | 5,391,755 |
| Licenses and permits | 100,323 | 101,681 | 96,566 | 85,924 |
| Charges for service | 1,135,675 | 570,144 | 1,218,947 | 1,121,149 |
| Use of money and property | 158,276 | 206,682 | 142,559 | 130,423 |
| Miscellaneous | 590,731 | 640,939 | 266,032 | 95,988 |
| Total | <u>\$ 15,964,378</u> | <u>15,550,944</u> | <u>14,489,237</u> | <u>13,374,327</u> |
| Expenditures: | | | | |
| Operating: | | | | |
| Public safety and legal services | \$ 3,395,215 | 3,468,241 | 3,113,642 | 2,987,974 |
| Physical health and social services | 751,978 | 782,149 | 741,567 | 702,013 |
| Mental health | 685,877 | 27,585 | 385,828 | 375,970 |
| County environment and education | 1,056,747 | 919,717 | 882,096 | 803,659 |
| Roads and transportation | 6,294,586 | 5,976,770 | 5,490,965 | 5,597,445 |
| Governmental services to residents | 642,647 | 593,046 | 482,907 | 532,604 |
| Administration | 1,634,734 | 1,474,351 | 1,232,719 | 1,036,588 |
| Debt service | 135,353 | 137,027 | 137,999 | 109,080 |
| Capital projects | 701,098 | 1,330,748 | 1,837,896 | 1,015,015 |
| Total | <u>\$ 15,298,235</u> | <u>14,709,634</u> | <u>14,305,619</u> | <u>13,160,348</u> |

See accompanying independent auditor's report.

| 2016 | 2015 | 2014 | 2013 | 2012 | 2011 |
|-------------------|-------------------|-------------------|-------------------|-------------------|-------------------|
| 5,245,036 | 5,102,423 | 5,103,832 | 4,950,192 | 4,889,033 | 4,686,472 |
| - | - | - | - | - | - |
| 828,022 | 782,964 | 616,372 | 638,033 | 657,207 | 602,982 |
| 50,976 | 68,799 | 62,203 | 54,362 | 73,249 | 67,508 |
| 5,763,728 | 4,303,079 | 3,810,503 | 4,268,480 | 4,507,478 | 4,588,148 |
| 82,113 | 77,368 | 74,010 | 51,876 | 47,457 | 50,271 |
| 1,011,350 | 999,314 | 1,097,147 | 1,049,418 | 964,730 | 997,725 |
| 89,402 | 80,382 | 82,091 | 87,971 | 85,308 | 92,295 |
| 422,754 | 84,568 | 185,974 | 132,709 | 219,062 | 94,568 |
| 13,493,381 | 11,498,897 | 11,032,132 | 11,233,041 | 11,443,524 | 11,179,969 |
| 2,676,285 | 2,621,374 | 2,584,643 | 2,576,984 | 2,662,269 | 2,414,981 |
| 813,304 | 787,797 | 656,646 | 646,271 | 676,795 | 638,138 |
| 462,688 | 1,093,759 | 158,846 | 538,171 | 2,096,367 | 1,162,155 |
| 801,043 | 776,979 | 708,773 | 431,731 | 226,955 | 622,784 |
| 5,269,385 | 4,961,120 | 4,482,822 | 4,623,156 | 4,864,203 | 4,324,970 |
| 545,440 | 440,382 | 462,328 | 710,190 | 458,115 | 436,243 |
| 960,458 | 1,037,060 | 1,159,194 | 858,981 | 811,147 | 962,660 |
| 108,730 | 95,365 | 96,850 | 97,615 | 93,460 | 113,432 |
| 586,530 | 330,927 | 93,750 | 839 | 1,053,555 | 603,619 |
| 12,223,863 | 12,144,763 | 10,403,852 | 10,483,938 | 12,942,866 | 11,278,982 |



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

Rob Sand
Auditor of State

State Capitol Building
Des Moines, Iowa 50319-0006

Telephone (515) 281-5834 Facsimile (515) 281-6518

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

To the Officials of Madison County:

We have audited in accordance with U.S. generally accepted auditing standards 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, each major fund and the aggregate remaining fund information of Madison County, Iowa, as of and for the year ended June 30, 2020, and the related Notes to Financial Statements, which collectively comprise the County's basic financial statements, and have issued our report thereon dated June 23, 2021.

Internal Control Over Financial Reporting

In planning and performing our audit of the financial statements, we considered Madison County's internal control over financial reporting to determine the audit procedures 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 Madison County's internal control. Accordingly, we do not express an opinion on the effectiveness of Madison County's internal control.

A deficiency in internal control exists when the design or operation of a control does not allow management or employees, in the normal course of performing their assigned functions, to prevent or detect and correct misstatements on a timely basis. A material weakness is a deficiency, or a combination of deficiencies, in internal control such that there is a reasonable possibility a material misstatement of the County's financial statements will not be prevented or detected and corrected on a timely basis. We consider the deficiencies described in the accompanying Schedule of Findings as items (A) through (C) to be material weaknesses.

A significant deficiency is a deficiency, or a combination of deficiencies, in internal control which is less severe than a material weakness, yet important enough to merit attention by those charged with governance. We consider the deficiencies described in the accompanying Schedule of Findings as items (D) and (E) to be significant deficiencies.

Compliance and Other Matters

As part of obtaining reasonable assurance about whether Madison County's financial statements are free of material misstatement, we performed tests of its compliance with certain provisions of laws, regulations, contracts and grant agreements, non-compliance with which could have a direct and material effect on the determination of financial statement amounts. 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 non-compliance or other matters that are required to be reported under Government Auditing Standards. However, we noted an immaterial instance of non-compliance or other matter which is described in the accompanying Schedule of Findings.

Comments involving statutory and other legal matters about the County's operations for the year ended June 30, 2020 are based exclusively on knowledge obtained from procedures performed during our audit of the financial statements of the County. Since our audit was based on tests and samples, not all transactions that might have had an impact on the comments were necessarily audited. The comments involving statutory and other legal matters are not intended to constitute legal interpretations of those statutes.

Madison County's Responses to the Findings

Madison County's responses to the findings identified in our audit are described in the accompanying Schedule of Findings. Madison County'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 County'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 County's internal control and compliance. Accordingly, this communication is not suitable for any other purpose.

We would like to acknowledge the many courtesies and assistance extended to us by personnel of Madison County during the course of our audit. Should you have any questions concerning any of the above matters, we shall be pleased to discuss them with you at your convenience.



Marlys K. Gaston, CPA
Deputy Auditor of State

June 23, 2021

Madison County
 Schedule of Findings
 Year ended June 30, 2020

Findings Related to the Financial Statements:

INTERNAL CONTROL DEFICIENCY:

(A) Segregation of Duties

Criteria – Management is responsible for establishing and maintaining internal control. A good system of internal control provides for adequate segregation of duties so no one individual handles a transaction from its inception to completion. In order to maintain proper internal control, duties should be segregated so the authorization, custody and recording of transactions are not under the control of the same employee. This segregation of duties helps prevent losses from employee error or dishonesty and maximizes the accuracy of the County’s and the Association’s financial statements.

Condition – Generally, one or two individuals in the offices identified have control over the following areas for which no compensating controls exist:

| | Applicable Offices |
|---|--|
| (1) One individual has control over opening mail, collecting, depositing, posting and daily reconciling of receipts. | Ambulance, Conservation Board, Public Health, Madison County Covered Bridge Preservation Association |
| (2) Bank accounts were not reconciled by an individual who does not sign checks, handle or record cash. Bank reconciliations were not reviewed periodically by an independent person for propriety. | Madison County Covered Bridge Preservation Association, Sheriff |
| (3) The person who signs checks was not independent of the person preparing checks, approving disbursements and recording cash disbursements. | Sheriff |

Cause – The County offices noted above and the Covered Bridge Preservation Association have a limited number of employees and procedures have not been designed to adequately segregate duties or provide compensating controls through additional oversight of transactions and processes.

Effect – Inadequate segregation of duties could adversely affect each of the above offices’ ability to prevent or detect and correct misstatements, errors or misappropriation on a timely basis by employees in the normal course of performing their assigned functions.

Madison County

Schedule of Findings

Year ended June 30, 2020

Recommendation – Each official should review the operating procedures of their offices to obtain the maximum internal control possible under the circumstances utilizing currently available staff, including elected officials to provide additional control through review of financial transactions, reconciliations and reports. These independent reviews should be documented by the signature or initials of the reviewer and the date of the review.

Responses –

Sheriff – The Senior Deputy will be responsible for the bank reconciliation duties effective immediately. This will allow the Chief Deputy to continue recording and documenting all monies coming into the Sheriff's office and it will segregate the duties for recording and reconciling.

At this time, we do not have the personnel to allow one person to prepare a check and another to sign the check. However, as the Sheriff's office expands and more people are hired, the practice will be implemented.

Ambulance – Our staff will do the best to segregate the duties with the limited amount of staff in the ambulance department.

Conservation Board – The Madison County Conservation Board attempts to segregate the responsibility of collections in the most feasible manner possible given the size of our staff.

Non-Reservation Camping Fee Collections (paid on-site) – The four person full-time staff currently rotates three employees for weekend camping responsibilities on a weekly schedule. The Conservation Board established a Camp Ground Host Program in 2011. Two sets of camp hosts (scheduled on a monthly basis) are responsible for collecting fees and registration envelopes. The campground host collects the camping fees and registration envelopes on a daily basis and the County Conservation Board staff-person "on-duty" for each respective weekend, collects the camping receipt envelopes and fees from the host on Saturday and Sunday mornings. A second staff person re-counts all weekend camping revenue on Monday mornings, and we provide two sets of initialing on camping receipts deposited with the Madison County Treasurer.

Advanced Reservation Camping Fee Collections (paid in advance) – All advanced camping reservation fees are transacted by credit card only. All four full-time staff are responsible for taking reservations and operating the "phone-in" credit card transactions. These same staff members are also responsible for filling out corresponding registration envelopes.

Madison County

Schedule of Findings

Year ended June 30, 2020

Shelter, Cabins and Equipment Rental Fees – Almost 100% of these transactions are conducted by phone utilizing credit card payments (we require credit card transactions for all phone-in reservations). All staff personnel participate in taking such reservations and conducting the credit card transactions (depending on who is in the office or which staff person takes the phone call). Utilizing credit card transactions as the primary payment method (we discourage cash or checks for such rentals) provides an additional paper trail from our credit card provider and associated local bank depository. A second staff person re-counts weekly revenue from these sources on Monday mornings and we provide two sets of initialing on receipts deposited with the Madison County Treasurer.

Environmental Education Program Fees – For most environmental education programs which require a fee, registrants usually mail their registration form and fee to our PO Box. These registrations and fees are usually addressed in a manner which identify them to be directed to the Naturalist, who in turn is responsible to document and deposit the fees utilizing the same duplication of initialing as mentioned above for other types of fee collections.

Mail Collection – Normally the Director picks up mail from the post office box. Mail is then distributed to appropriate staff. When the Director is on vacation, another staff member normally handles all mail pickups. Since most facility reservation revenue is handled by credit card transaction, very little mail contains user fees, with the exception being Environmental Education programming fees (see above).

The only time we would depart from these procedures is if there is a staffing shortage in which only one staff person is present in the office for an extended period of time due to vacations, sickness or other causes requiring the absence of other staff personnel to provide duplicate initialing of deposits.

Public Health Nurse – Due to lack of staff members in office, the recommendation will be difficult to implement. However, best efforts will be conducted to utilize additional persons with segregation of financial receipts duties.

Madison County Covered Bridge Preservation Association – The Madison County Bridge Preservation Association has a limited number of active members, but we will continue to work towards a method of reconciling receipts that will include more members and find an independent person to do bank reconciliation.

Conclusion – Responses acknowledged. The County offices should continue to review controls to obtain the maximum internal control possible.

Madison County

Schedule of Findings

Year ended June 30, 2020

(B) Financial Reporting

Criteria – A deficiency in internal control over financial reporting 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 of the financial statements on a timely basis. Properly designed policies and procedures and implementation of the policies and procedures are an integral part of ensuring the reliability and accuracy of the County's financial statements.

Condition – Material amounts of payables, capital asset additions, long term debt proceeds and expenditures were not properly recorded in the County's financial statements. Adjustments were subsequently made by the County to properly include these amounts in the financial statements.

Cause – County policies do not require, and procedures have not been established to require independent review of year end cut-off and other transactions to ensure the County's financial statements are accurate and reliable.

Effect – Lack of policies and procedures resulted in County employees not detecting the errors in the normal course of performing their assigned functions. As a result, material adjustments to the County's financial statements were necessary.

Recommendation – The County should establish procedures to ensure all payables, capital asset additions, long term debt proceeds and expenditures are identified and properly reported in the County's financial statements.

Response – The County will work on making sure all capital assets, payables and long-term debt proceeds are recorded properly and all subsequent expenditures are run through the County Auditor's office.

Conclusion – Response accepted.

(C) Bank Reconciliation

Criteria – An effective internal control system provides for internal controls related to ensuring proper accounting for all funds by maintaining appropriate accounting records and reconciling bank and book balances.

Condition – Monthly bank statements were reconciled to the County's monthly financial reports however, reconciling items were not identified and resolved. At June 30, 2020, the County Treasurer's bank balance was greater than the book balance by \$5,198.

Cause – Procedures have not been designed and implemented to ensure bank reconciliations are completed and reconciling items identified and corrected.

Effect – The lack of monthly bank reconciliations can result in unrecorded transactions, undetected errors and opportunity for misappropriation.

Madison County

Schedule of Findings

Year ended June 30, 2020

Recommendation – Monthly bank statements should be reconciled to the County’s monthly financial reports and reconciling items should be identified and resolved timely.

Response – This is an ongoing issue which I have worked with you on. I am trying to get that resolved.

Conclusion – Response accepted.

(D) Property Tax Reconciliations

Criteria – An effective internal control system provides for internal controls related to reconciling current and delinquent property tax collections to tax billings and amounts becoming or remaining delinquent to ensure the accuracy of current and delinquent property tax collections and receivables. In addition, a reconciliation of special assessments paid and due should be prepared annually.

Condition – The County did not have procedures in place to ensure current and delinquent tax reconciliations by tax district or a reconciliation of special assessments were prepared.

Cause – Policies have not been established and procedures have not been implemented to reconcile current and delinquent property tax and special assessments to ensure the accuracy of property tax collections and receivables.

Effect – Since current and delinquent property tax and special assessments reconciliations were not performed, misstatements of current and delinquent property tax collections and/or receivables as well as special assessments collections and/or receivables may not have been prevented or detected and corrected on a timely basis in the normal course of operations.

Recommendation – Current and delinquent property tax and special assessment reconciliations should be prepared.

Response – Property taxes were reconciled using an existing procedure that we have used for a number of years based on a spreadsheet that was provided by the State Auditors at one point. We have added tax districts over the last few years which did not formulate correctly on the spreadsheet. I don’t feel I was given adequate time to create/change my procedure for reconciling property taxes.

Conclusion – Response acknowledged, the County should ensure that reconciliations are prepared for current and delinquent property taxes as well as special assessments.

Madison County

Schedule of Findings

Year ended June 30, 2020

(E) Timely Deposits

Criteria – An effective internal control system provides for internal controls related to ensuring proper accounting for all funds by taking receipts to the Treasurer in a timely manner to ensure they are deposited in the County's bank account.

Condition – Two state checks were not taken to the treasurer for deposit in a timely manner. One check for \$57,954 was not redeemed for 164 days after issuance and another state check for \$83,943 was not redeemed for 178 days.

Cause – Policies have not been established and procedures have not been implemented to require departments to process checks in a timely manner.

Effect – The checks could have been lost, destroyed or misappropriated and the situation may not have been detected and corrected the normal course of operations.

Recommendation – The County should adopt and enforce policies and procedures requiring checks and cash receipts to be taken to the Treasurer for deposit within a specified period of time.

Response – The County will work with departments to ensure they are depositing funds in a timely manner in the future.

Conclusion – Response accepted.

INSTANCES OF NON-COMPLIANCE:

No matters were noted.

Madison County
Schedule of Findings
Year ended June 30, 2020

Other Findings Related to Required Statutory Reporting:

- (1) Certified Budget – Disbursements during the year ended June 30, 2020 exceeded the amount budgeted in the mental health function prior to amendment and disbursements in certain departments exceeded the amounts appropriated.

Recommendation – The budget should have been amended in accordance with Chapter 331.435 of the Code of Iowa before disbursements were allowed to exceed the budget.

Chapter 331.434(6) of the Code of Iowa authorizes the Board of Supervisors, by resolution, to increase or decrease appropriations of one office or department by increasing or decreasing the appropriation of another office or department as long as the function budget is not increased. Such increases or decreases should be made before disbursements are allowed to exceed the appropriation.

Response – The County will monitor department budgets for all funds to ensure that budgets are amended as needed.

Conclusion – Response accepted.

- (2) Questionable Expenditures – No expenditures we believe may not meet the requirements of public purpose as defined in an Attorney General’s opinion dated April 25, 1979 were noted.
- (3) Travel Expense – No expenditures of County money for travel expenses of spouses of County officials or employees were noted.
- (4) Business Transactions – No business transactions between the County and County officials or employees were noted.
- (5) Restricted Donor Activity – No transactions were noted between the County, County officials, County employees and restricted donors in compliance with Chapter 68B of the Code of Iowa.
- (6) Bond Coverage – Surety bond coverage of County officials and employees is in accordance with statutory provisions. The amount of coverage should be reviewed annually to ensure the coverage is adequate for current operations.
- (7) Board Minutes – No transactions were found that we believe should have been approved in the Board minutes but were not.
- (8) Deposits and Investments – No instances of non-compliance with the deposit and investment provisions of Chapters 12B and 12C of the Code of Iowa and the County’s investment policy were noted.
- (9) Resource Enhancement and Protection Certification – The County properly dedicated property tax revenue to conservation purposes as required by Chapter 455A.19(1)(b) of the Code of Iowa in order to receive the additional REAP funds allocated in accordance with subsections (b)(2) and (b)(3).

Madison County

Staff

This audit was performed by:

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