



OFFICE OF AUDITOR OF STATE
STATE OF IOWA

Rob Sand
Auditor of State

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NEWS RELEASE

Contact: Ernest Ruben
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FOR RELEASE

February 7, 2023

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

FINANCIAL HIGHLIGHTS:

The County's revenues totaled \$39,386,343 for the year ended June 30, 2021, a 71.8% increase over the prior year. Expenses for County operations for the year ended June 30, 2021 totaled \$27,880,189, a 48.5% increase over the prior year. The significant increase in revenues is primarily due to increased FEMA and CDBG reimbursements and capital contributions from the Iowa Department of Transportation. The significant increase in expenses is primarily due to continuing expenses related to the March 2019 flooding.

AUDIT FINDINGS:

Sand reported eight findings relating to the receipt and expenditure of taxpayer funds. They are found on pages 82 through 90 of this report. The findings address issues such as a lack of segregation of duties, adjustments needed to properly record receivables and capital asset additions in the County's financial statements, lack of current and delinquent property tax reconciliations, disbursements exceeding budgeted amounts and noncompliance with Chapter 403 of the Code of Iowa pertaining to the proper use of tax increment financing revenues. Sand provided the County with recommendations to address each of these findings.

Five 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 [Audit Reports – Auditor of State.](#)

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MILLS COUNTY

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

JUNE 30, 2021

Mills County



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Des Moines, Iowa 50319-0006
Telephone (515) 281-5834 Facsimile (515) 281-6518

January 16, 2023

Officials of Mills County
Glenwood, Iowa

Dear Board Members:

I am pleased to submit to you the financial and compliance audit report for Mills County for the year ended June 30, 2021. 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 Mills 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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Mills County

Officials

(Before January 2021)

<u>Name</u>	<u>Title</u>	<u>Term Expires</u>
Lonnie Mayberry	Board of Supervisors	Jan 2021
Carol Vinton	Board of Supervisors	Jan 2021
Richard Crouch	Board of Supervisors	Jan 2023
Carol Robertson	County Auditor	Jan 2021
Jill Ford	County Treasurer	Jan 2023
Lu Anne Christiansen	County Recorder	Jan 2023
Eugene Goos	County Sheriff	Jan 2021
Naeda Elliott	County Attorney	Jan 2023
Christina Govig	County Assessor	Jan 2022

(After January 2021)

<u>Name</u>	<u>Title</u>	<u>Term Expires</u>
Richard Crouch	Board of Supervisors	Jan 2023
Lonnie Mayberry	Board of Supervisors	Jan 2025
Carol Vinton	Board of Supervisors	Jan 2025
Carol Robertson	County Auditor	Jan 2025
Jill Ford	County Treasurer	Jan 2023
Lu Anne Christiansen	County Recorder	Jan 2023
Travis Oetter	County Sheriff	Jan 2025
Naeda Elliott	County Attorney	Jan 2023
Christina Govig	County Assessor	Jan 2022



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Independent Auditor's Report

To the Officials of Mills 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 Mills County, Iowa, as of and for the year ended June 30, 2021, 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 Mills County as of June 30, 2021, 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.

Emphasis of a Matter

As discussed in Note 15 to the financial statements, Mills County adopted new accounting guidance related to Governmental Accounting Standards Board Statement No. 84, Fiduciary Activities. Our opinions are not modified with respect to this matter.

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 and Notes on pages 8 through 15 and 54 through 63 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.

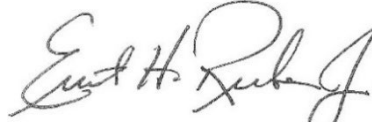
Supplementary Information

Our audit was conducted for the purpose of forming opinions on the financial statements that collectively comprise Mills 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, 2020 (which are not presented herein) and expressed unmodified opinions on those financial statements. The supplementary information included in Schedules 1 through 6, including the Schedule of Expenditures of Federal Awards required by Title 2, U.S. Code of Federal Regulations, Part 200, Uniform Administrative Requirements, Cost Principles and Audit Requirements for Federal Awards (Uniform Guidance), 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 January 16, 2023 on our consideration of Mills 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 Mills County's internal control over financial reporting and compliance.



Ernest H. Ruben, Jr., CPA
Deputy Auditor of State

January 16, 2023

MANAGEMENT'S DISCUSSION AND ANALYSIS

Mills 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, 2021. We encourage readers to consider this information in conjunction with the County's financial statements, which follow.

2021 FINANCIAL HIGHLIGHTS

- The County implemented Governmental Accounting Standards Board Statement (GASBS) No. 84, Fiduciary Activities, during fiscal year 2021. The beginning net position for fiduciary (custodial) funds was restated by \$4,508,956 to retroactively report in accordance with the GASBS.
- Revenues of the County's governmental activities increased 71.8%, or approximately \$16,466,000, from fiscal year 2020 to fiscal year 2021. Operating grants, contributions and restricted interest increased approximately \$9,383,000 due to additional FEMA and CDBG reimbursements related to projects from the March 2019 flooding and capital grants, contributions and restricted interest increased approximately \$5,966,000 from fiscal year 2020 to fiscal year 2021 due to increased capital contributions from the Iowa Department of Transportation.
- Program expenses of the County's governmental activities increased 48.5%, or approximately \$9,107,000, in fiscal year 2021 compared to fiscal year 2020. County environment and education increased approximately \$7,399,000, or 417.2%, and administration increased approximately \$1,188,000, or 46.1%. Both increases were primarily due to increased expenses relating to the March 2019 flooding.
- The County's net position increased 40.5%, or approximately \$11,506,000, from June 30, 2020 to June 30, 2021.

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 Mills 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 Mills 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 Mills County acts solely as an agent or custodian for the benefit of those outside of County government (Custodial 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 Custodial Funds. In addition, the Schedule of Expenditures of Federal Awards provides details of various federal programs benefiting the County.

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 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, Employee Group Health Fund. 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 custodial capacity for others which cannot be used to support the County's own programs. These fiduciary funds include Custodial Funds that account for drainage districts, emergency management services and the County Assessor, to name a few.

The required financial statement for fiduciary funds is a Statement of Fiduciary Net Position and a Statement of Changes in Fiduciary Net Position.

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

GOVERNMENT-WIDE FINANCIAL ANALYSIS

As noted earlier, net position may serve over time as a useful indicator of financial position. Mills County's net position at the end of fiscal year 2021 totaled approximately \$39.9 million. The analysis that follows focuses on the changes in the net position of governmental activities.

Net Position of Governmental Activities		
	June 30,	
	2021	2020
Current and other assets	\$ 25,654,563	22,608,574
Capital assets	41,911,057	32,632,161
Total assets	67,565,620	55,240,735
Deferred outflows of resources	1,314,750	1,214,141
Long-term liabilities	16,168,260	16,199,453
Other liabilities	1,072,686	981,470
Total liabilities	17,240,946	17,180,923
Deferred inflows of resources	11,723,173	10,863,856
Net position:		
Invested in capital assets	34,281,885	24,649,995
Restricted	7,930,163	7,968,247
Unrestricted	(2,295,797)	(4,208,145)
Total net position	\$ 39,916,251	28,410,097

Net position of Mills County's governmental activities increased 40.5% (approximately \$39.9 million compared to approximately \$28.4 million).

The largest portion of the County's net position is invested in capital assets (e.g., land, infrastructure, buildings and equipment), less the related debt. The debt related to the investment in capital assets is liquidated with resources other than capital assets. This net position category increased approximately \$9,632,000, or 39.1%, over the prior year. This increase is primarily due to infrastructure contributed by the Iowa Department of Transportation.

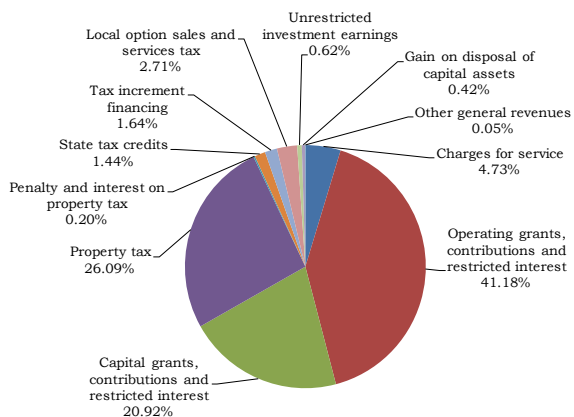
Restricted net position represents resources subject to external restrictions, constitutional provisions or enabling legislation on how they can be used. This net position category decreased approximately \$38,000, or less than 1%, from the prior year.

Unrestricted net position, the part of net position which can be used to finance day-to-day operations without constraints established by debt covenants, enabling legislation or other legal requirements, increased from a deficit balance of approximately \$4,208,000 at June 30, 2020 to a deficit of approximately \$2,296,000 at the end of this year. The deficit is attributed to the County reporting the net pension liability and total OPEB liability and for issuing debt for communication equipment not capitalized by the County.

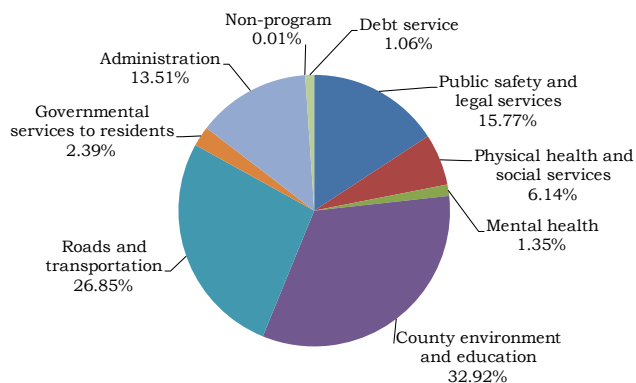
Changes in Net Position of Governmental Activities

	Year ended June 30,	
	2021	2020
Revenues:		
Program revenues:		
Charges for service	\$ 1,862,434	1,566,030
Operating grants, contributions and restricted interest	16,221,637	6,838,638
Capital grants, contributions and restricted interest	8,239,513	2,273,155
General revenues:		
Property tax	10,274,082	9,968,754
Penalty and interest on property tax	77,459	54,519
State tax credits	567,157	529,895
Tax increment financing	647,037	515,402
Local option sales and services tax	1,066,207	851,356
Unrestricted investment earnings	245,284	184,646
Gain on disposal of capital assets	165,949	86,535
Other general revenues	19,584	51,233
Total revenues	39,386,343	22,920,163
Program expenses:		
Public safety and legal services	4,394,436	3,961,351
Physical health and social services	1,711,485	2,281,789
Mental health	377,629	300,266
County environment and education	9,172,759	1,773,491
Roads and transportation	7,482,723	6,765,500
Governmental services to residents	667,524	616,904
Administration	3,766,555	2,578,685
Non-program	10,242	6,104
Debt service	296,836	488,733
Total expenses	27,880,189	18,772,823
Change in net position	11,506,154	4,147,340
Net position beginning of year	28,410,097	24,262,757
Net position end of year	\$ 39,916,251	28,410,097

Revenue by Source



Expenses by Program



Mills County increased the rural services property tax levy rate by \$0.00959 per \$1,000 taxable valuation for fiscal year 2021 and decreased the county-wide property tax levy rate \$0.17294 per \$1,000 of taxable valuation for the fiscal year 2021. The general supplemental levy rate decreased \$0.31203 per \$1,000 of taxable valuation from fiscal year 2020 to fiscal year 2021. The mental health levy rate increased \$0.08102 per \$1,000 of taxable valuation. The county-wide assessed property taxable valuation increased \$50,643,063 from fiscal year 2020 to fiscal year 2021, the rural assessed property taxable valuation increased \$36,734,999 from fiscal year 2020 to fiscal year 2021. The debt service levy rate increased \$0.04848 per \$1,000 of taxable valuation. The general basic levy in fiscal year 2021 remained at \$3.50000 per \$1,000 of taxable valuation. These changes resulted in an overall increase in property revenue of approximately \$305,000, or 3.1%, over the prior year.

Charges for service increased approximately \$296,000, or 18.9%, due to an increase in soil extractions as a result of flooding in March 2019. Operating grants, contributions and restricted interest increased approximately \$9,383,000, or 137.2%, due to additional FEMA and CDBG reimbursements related to projects from the March 2019 flooding. Capital grants, contributions and restricted interest increased approximately \$5,966,000, or 262.5%, due to increased capital contributions from the Iowa Department of Transportation.

The cost of all governmental activities this year was approximately \$27.9 million compared to approximately \$18.8 million last year. However, as shown in the Statement of Activities on page 19, the amount taxpayers ultimately financed for these activities was approximately \$1.6 million because some of the cost was paid by those who directly benefited from the programs (approximately \$1,862,000) or by other governments and organizations which subsidized certain programs with grants and contributions (approximately \$24,461,000). Overall, the County's governmental program revenues, including intergovernmental aid and fees for service, increased in fiscal year 2021 from approximately \$10,679,000 to approximately \$26,324,000, primarily due to increased federal funds.

INDIVIDUAL MAJOR FUND ANALYSIS

As Mills County completed the year, its governmental funds reported a combined fund balance of approximately \$10.6 million, an increase of approximately \$235,000 above last year's total of approximately \$10.3 million. The following are the major reasons for the changes in fund balances of the major funds from the prior year.

The General Fund, the operating fund for Mills County, ended fiscal year 2021 with a balance of \$4,307,166. This is an increase of \$31,014 over the fiscal year 2020 ending balance. Revenues increased approximately \$10,595,000 over fiscal year 2020, primarily due to an increase in CDBG grant funding and flood recovery funds received for Spring 2019 flood damages. Expenditures increased approximately \$11,390,000 over fiscal year 2020, primarily due to an increase in administration costs and property acquisitions related to the CDBG disaster resiliency project.

Special Revenue, Mental Health Fund revenues totaled \$383,493, an increase of approximately \$107,000, or 38.7% over the prior year. Expenditures totaled \$374,848, an increase of approximately \$99,000, or 36.0%, over the prior year. The increase in revenues and expenditures is due to an overall increase in the amount of property tax collected and disbursed to the mental health region during the fiscal year. The Mental Health Fund balance increased by \$8,645 over the prior year end to \$126,279 at June 30, 2021.

The Special Revenue, Rural Services Fund ended fiscal year 2021 with a fund balance of \$1,114,097 compared to the fiscal year 2020 ending fund balance of \$1,193,277. Revenues increased \$129,418 over fiscal year 2020, with property and other county tax increasing approximately \$185,000 as a result of the increased property valuation and a decrease in licenses and permits of approximately \$28,000 as a result of a decrease in building and septic tank permits during fiscal year 2021. Expenditures increased approximately \$189,000 over fiscal year 2020. The increase in expenditures is primarily due to the purchase of two vehicles in fiscal year 2021 and none in fiscal year 2020 and increased employee wages and benefits.

The Special Revenue, Secondary Roads Fund ended fiscal year 2021 with a fund balance of \$3,076,997 compared to the fiscal year 2020 ending fund balance of \$3,329,652. Secondary Roads Fund revenues increased \$629,045 over the fiscal year 2020 amounts. Expenditures decreased \$1,120,763 from fiscal year 2020, primarily due to less expenditures for the construction of a new secondary roads shop.

At year end, the Debt Service fund balance was \$148,972 compared to the prior year ending fund balance of \$139,120, an increase of \$9,852. This increase was the net effect of an increase in property tax revenues and a decrease in debt service payments during fiscal year 2021.

The Capital Projects Fund ended fiscal year 2021 with a fund balance of \$93,482 compared to the fiscal year 2020 ending balance of \$170,874. The County continues to use prior year bond proceeds for the purchase of emergency services communication equipment.

BUDGETARY HIGHLIGHTS

Over the course of the year, Mills County amended its budget three times. The first amendment was made on October 6, 2020 and resulted in increased intergovernmental receipts to cover increased disbursements in the public safety and legal services, physical health and social services, county environment and education, government services to residents, administration and capital projects functions due to flooding in the county near the end of fiscal year 2019 and expenses related to the COVID-19 pandemic. The second amendment was made on April 27, 2021 to increase intergovernmental, licenses and permit and miscellaneous receipts to cover increased disbursements in the public safety and legal services, physical health and social services, county environment and education, governmental services to residents, administration and capital projects functions as a result of previous flooding in the county, as well as expenses related to the COVID-19 pandemic and employee salary and benefit increases not previously budgeted. The third amendment was made on June 1, 2021 to increase disbursements in public safety and legal services, physical health and social services, county environment and education, governmental services to residents and administration functions for increased medical examiner expenditures and employee retirement payout with the Public Health department not previously budgeted, along with additional expenses related to the COVID-19 pandemic.

The County's actual receipts were \$13,749,599 less than the amended budget, a variance of 30.2%. The County received \$14,957,140 less than budgeted for intergovernmental revenues primarily related to not receiving FEMA reimbursements as soon as expected as well as having less disbursements than budgeted, so receipts were less.

Total actual disbursements were \$16,407,821 less than the amended budget, a variance of 33.9%. Actual disbursements for the county environment and education and administration functions were under the amended budget by \$11,391,259 and \$2,858,440, respectively. This was primarily due to capital and disaster recovery projects not progressing as anticipated.

Even with the budget amendments, the County exceeded the budgeted amount in the debt service function for the year ended June 30, 2021.

CAPITAL ASSETS AND DEBT ADMINISTRATION

Capital Assets

At June 30, 2021, Mills County had approximately \$41.9 million invested in a broad range of capital assets, including public safety equipment, buildings, park facilities, roads and bridges. This is a net increase (including additions and deletions) of \$9,278,896, or 28.4%, over last year.

Capital Assets of Governmental Activities at Year End		
	June 30,	
	2021	2020
Land	\$ 3,847,951	1,310,290
Intangibles, road network	933,140	933,140
Construction in progress	8,708,818	7,148,208
Buildings	8,615,244	8,401,788
Improvements other than buildings	118,204	120,831
Equipment and vehicles	2,755,895	2,553,279
Infrastructure, other	16,931,805	12,164,625
Total	\$ 41,911,057	32,632,161
This year's major additions included:		
Secondary Roads, IT and Sheriff vehicles and equipment	\$ 785,232	
Capital assets contributed by other entities	5,189,638	
Land	2,537,661	
Cabins and bike trail bridge	693,777	
Courthouse improvements	27,970	
Emergency Management equipment upgrade	77,392	
Secondary Roads shop	1,455,248	
Total	\$ 10,766,918	

The County had depreciation expense of \$1,478,158 in fiscal year 2021 and total accumulated depreciation of \$13,136,450 at June 30, 2021.

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

Long-Term Debt

At June 30, 2021, Mills County had \$10,364,614 of long-term debt outstanding compared to \$11,195,000 of outstanding long-term debt at June 30, 2020.

Outstanding Debt of Governmental Activities at Year End		
	June 30,	
	2021	2020
Capital lease purchase agreement	\$ 69,614	-
General obligation bonds	8,605,000	9,205,000
General obligation urban renewal revenue bonds	1,690,000	1,990,000
Total	\$ 10,364,614	11,195,000

The Constitution of the State of Iowa limits the amount of general obligation debt counties can issue to 5% of the assessed value of all taxable property within the County's corporate limits. Mills County's constitutional debt limit is approximately \$83.3 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

Mills County's elected and appointed officials and citizens considered many factors when setting the fiscal year 2022 budget, tax rates and fees charged for various County activities. One of those factors is the economy. Unemployment in the County stands at 3.7% at June 30, 2021 versus 6.3% a year ago. This compares with the State's unemployment rate of 4.0% and the national rate of 5.9% at June 30, 2021.

These indicators were taken into account when adopting the budget for fiscal year 2022. Revenues in the operating budget are \$37,488,602, a decrease of 17.6% from the final fiscal year 2021 budget. Property tax increased due to an increase in property valuations for fiscal year 2022. Intergovernmental receipts decreased as a result of the County's various grant programs. Mills County will use these receipts to finance programs we currently offer and offset the effect we expect inflation to have on program costs. Budgeted disbursements are expected to decrease approximately \$9,164,355 from the final fiscal year 2021 budget, primarily due to an anticipated decrease in capital projects disbursements. The County has added no major new programs or initiatives to the fiscal year 2022 budget.

If these estimates are realized, the County's budgetary operating balance is expected to decrease by the close of fiscal year 2022.

CONTACTING THE COUNTY'S FINANCIAL MANAGEMENT

This financial report is designed to provide our citizens, taxpayers, customers and creditors with a general overview of Mills 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 Carol Robertson by email at crobertson@millscountyiowa.gov, by mail at the Mills County Auditor's Office, 418 Sharp Street, Glenwood, Iowa 51534 or by telephone at (712) 527-3146.

Mills County

Basic Financial Statements

Mills County
Statement of Net Position
June 30, 2021

	Governmental Activities
Assets	
Cash, cash equivalents and pooled investments	\$ 9,879,800
Receivables:	
Property tax:	
Delinquent	33,887
Succeeding year	10,864,000
Succeeding year tax increment financing	407,000
Interest and penalty on property tax	141,886
Accounts	12,924
Accrued Interest	57,337
Due from other governments	3,907,517
Inventories	332,270
Prepaid insurance	17,942
Capital assets, not being depreciated	13,489,909
Capital assets, net of accumulated depreciated	28,421,148
Total assets	67,565,620
Deferred Outflows of Resources	
Pension related deferred outflows	1,287,822
OPEB related deferred outflows	26,928
Total deferred outflows of resources	1,314,750
Liabilities	
Accounts payable	768,753
Accrued interest payable	23,491
Salaries and benefits payable	215,897
Due to other governments	64,545
Long-term liabilities:	
Portion due or payable within one year:	
Capital lease purchase agreement	13,923
General obligation bonds	620,000
General obligation urban renewal bonds	225,000
Compensated absences	358,697
Total OPEB liability	28,480
Portion due or payable after one year:	
Capital lease purchase agreement	55,691
General obligation bonds	7,985,000
General obligation urban renewal bonds	1,465,000
Compensated absences	454,564
Net pension liability	4,482,218
Total OPEB liability	479,687
Total liabilities	17,240,946
Deferred Inflows of Resources	
Unavailable property tax revenue	10,864,000
Unavailable tax increment financing revenues	407,000
Pension related deferred inflows	327,888
OPEB related deferred inflows	124,285
Total deferred inflows of resources	11,723,173
Net Position	
Net investment in capital assets	34,281,885
Restricted for:	
Supplemental levy purposes	1,857,166
Mental health purposes	98,800
Rural services purposes	1,075,348
Secondary roads purposes	2,892,547
Debt service	616,979
Other purposes	1,389,323
Unrestricted	(2,295,797)
Total net position	\$ 39,916,251

See notes to financial statements.

Mills County

Statement of Activities

Year ended June 30, 2021

	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	\$ 4,394,436	300,558	266,181	16,734	(3,810,963)
Physical health and social services	1,711,485	64,988	1,067,154	-	(579,343)
Mental health	377,629	-	-	-	(377,629)
County environment and education	9,172,759	288,530	9,651,180	189,619	956,570
Roads and transportation	7,482,723	748,038	3,762,784	5,555,498	2,583,597
Governmental services to residents	667,524	400,347	22,835	-	(244,342)
Administration	3,766,555	53,896	1,451,503	2,477,662	216,506
Non-program	10,242	6,077	-	-	(4,165)
Debt service	296,836	-	-	-	(296,836)
Total	\$ 27,880,189	1,862,434	16,221,637	8,239,513	(1,556,605)
General Revenues:					
Property and other county tax levied for:					
General purposes					9,464,989
Debt service					809,093
Penalty and interest on property tax					77,459
Tax increment financing					647,037
State tax credits					567,157
Local option sales and services tax					1,066,207
Unrestricted investment earnings					245,284
Gain on sale of capital assets					165,949
Miscellaneous					19,584
Total general revenues					13,062,759
Change in net position					11,506,154
Net position beginning of year					28,410,097
Net position end of year					\$ 39,916,251

See notes to financial statements.

Mills County
Balance Sheet
Governmental Funds

June 30, 2021

	Special Revenue			
	General	Mental Health	Rural Services	Secondary Roads
Assets				
Cash, cash equivalents and pooled investments	\$ 3,460,435	129,301	1,167,749	2,822,941
Receivables:				
Property tax:				
Delinquent	21,072	1,270	8,664	-
Succeeding year	6,414,000	305,000	3,336,000	-
Succeeding year tax increment financing	-	-	-	-
Interest and penalty on property tax	141,886	-	-	-
Accounts	8,767	-	-	4,157
Accrued interest	57,337	-	-	-
Advance to other funds	-	-	-	-
Due from other governments	3,191,753	-	3,852	577,583
Inventories	-	-	-	332,270
Prepaid insurance	17,942	-	-	-
Total assets	\$ 13,313,192	435,571	4,516,265	3,736,951
Liabilities, Deferred Inflows of Resources and Fund Balances				
Liabilities:				
Accounts payable	\$ 293,968	-	36,388	429,330
Salaries and benefits payable	129,476	3,024	19,296	63,343
Due to other governments	62,534	-	1,830	181
Advance from other funds	-	-	-	-
Total liabilities	485,978	3,024	57,514	492,854
Deferred inflows of resources:				
Unavailable revenues:				
Succeeding year property tax	6,414,000	305,000	3,336,000	-
Succeeding year tax increment financing	-	-	-	-
Other	2,106,048	1,268	8,654	167,100
Total deferred inflows of resources	8,520,048	306,268	3,344,654	167,100
Fund balances:				
Nonspendable:				
Inventories	-	-	-	332,270
Prepays	17,942	-	-	-
Loan receivable	-	-	-	-
Restricted for:				
Supplemental levy purposes	1,883,472	-	-	-
Mental health purposes	-	126,279	-	-
Rural services purposes	-	-	1,114,097	-
Secondary roads purposes	-	-	-	2,744,727
Drainage warrants/drainage improvement certificates	-	-	-	-
Conservation land acquisition/capital improvements	163,564	-	-	-
Debt service	-	-	-	-
Capital projects	-	-	-	-
Other purposes	-	-	-	-
Unassigned	2,242,188	-	-	-
Total fund balances	4,307,166	126,279	1,114,097	3,076,997
Total liabilities, deferred inflows of resources and fund balances	\$ 13,313,192	435,571	4,516,265	3,736,951

See notes to financial statements.

Debt Service	Capital Projects	Nonmajor	Total
242,449	1	1,581,231	9,404,107
2,780	-	101	33,887
809,000	-	-	10,864,000
-	-	407,000	407,000
-	-	-	141,886
-	-	-	12,924
-	-	-	57,337
-	93,481	-	93,481
-	-	134,329	3,907,517
-	-	-	332,270
-	-	-	17,942
<u>1,054,229</u>	<u>93,482</u>	<u>2,122,661</u>	<u>25,272,351</u>
-	-	422	760,108
-	-	758	215,897
-	-	-	64,545
93,481	-	-	93,481
<u>93,481</u>	<u>-</u>	<u>1,180</u>	<u>1,134,031</u>
809,000	-	-	10,864,000
-	-	407,000	407,000
2,776	-	7,641	2,293,487
<u>811,776</u>	<u>-</u>	<u>414,641</u>	<u>13,564,487</u>
-	-	-	332,270
-	-	-	17,942
-	93,481	-	93,481
-	-	-	1,883,472
-	-	-	126,279
-	-	-	1,114,097
-	-	-	2,744,727
-	-	7,368	7,368
-	-	-	163,564
148,972	-	488,621	637,593
-	1	-	1
-	-	1,210,851	1,210,851
-	-	-	2,242,188
<u>148,972</u>	<u>93,482</u>	<u>1,706,840</u>	<u>10,573,833</u>
<u>1,054,229</u>	<u>93,482</u>	<u>2,122,661</u>	<u>25,272,351</u>

Mills County

Mills County

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

June 30, 2021

Total governmental fund balances (page 21) \$ 10,573,833

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 \$55,047,507 and the accumulated depreciation is \$13,136,450. 41,911,057

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. 2,293,487

The Internal Service Fund is used by management to charge the costs of partial self-funding of the County's health insurance benefit plan to individual funds. The assets and liabilities of the Internal Service Fund are included in governmental activities in the Statement of Net Position. 467,048

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	\$ 1,314,750	
Deferred inflows of resources	<u>(452,173)</u>	862,577

Long-term liabilities, including general obligation bonds payable, general obligation urban renewal bonds payable, capital leases payable, compensated absences 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. (16,191,751)

Net position of governmental activities (page 18) \$ 39,916,251

See notes to financial statements.

Mills County

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

Year ended June 30, 2021

	Special Revenue			
	General	Mental Health	Rural Services	Secondary Roads
Revenues:				
Property and other county tax	\$ 6,011,229	363,087	3,153,200	-
Tax increment financing	-	-	-	-
Local option sales and services tax	-	-	-	-
Interest and penalty on property tax	92,102	-	-	-
Intergovernmental	13,397,360	20,406	204,908	4,769,571
Licenses and permits	3,733	-	218,954	694,490
Charges for service	511,983	-	-	24,085
Use of money and property	245,309	-	-	-
Miscellaneous	407,715	-	600	47,868
Total revenues	20,669,431	383,493	3,577,662	5,536,014
Expenditures:				
Operating:				
Public safety and legal services	3,493,150	-	803,989	-
Physical health and social services	1,650,355	-	93,303	-
Mental health	-	374,848	-	-
County environment and education	10,656,019	-	417,701	-
Roads and transportation	-	-	-	8,346,945
Governmental services to residents	674,044	-	1,100	-
Administration	3,747,798	-	-	-
Debt service	-	-	-	-
Capital projects	306,000	-	-	-
Total expenditures	20,527,366	374,848	1,316,093	8,346,945
Excess (deficiency) of revenues over (under) expenditures	142,065	8,645	2,261,569	(2,810,931)
Other financing sources (uses):				
Sale of capital assets	-	-	-	36,862
Capital lease purchase agreement	69,614	-	-	-
Transfers in	-	-	-	2,521,414
Transfers out	(180,665)	-	(2,340,749)	-
Total other financing sources (uses)	(111,051)	-	(2,340,749)	2,558,276
Change in fund balances	31,014	8,645	(79,180)	(252,655)
Fund balances beginning of year	4,276,152	117,634	1,193,277	3,329,652
Fund balances end of year	\$ 4,307,166	126,279	1,114,097	3,076,997

See notes to financial statements.

Debt Service	Capital Projects	Nonmajor	Total
814,214	-	-	10,341,730
-	-	648,403	648,403
-	-	1,066,207	1,066,207
-	-	-	92,102
45,208	-	101,333	18,538,786
-	-	-	917,177
-	-	4,083	540,151
-	-	74,292	319,601
-	-	-	456,183
859,422	-	1,894,318	32,920,340
-	-	-	4,297,139
-	-	-	1,743,658
-	-	-	374,848
-	-	937,367	12,011,087
-	-	-	8,346,945
-	-	-	675,144
-	-	-	3,747,798
849,570	-	362,468	1,212,038
-	77,392	-	383,392
849,570	77,392	1,299,835	32,792,049
9,852	(77,392)	594,483	128,291
-	-	-	36,862
-	-	-	69,614
-	-	-	2,521,414
-	-	-	(2,521,414)
-	-	-	106,476
9,852	(77,392)	594,483	234,767
139,120	170,874	1,112,357	10,339,066
148,972	93,482	1,706,840	10,573,833

Mills County

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

Year ended June 30, 2021

Change in fund balances - Total governmental funds (page 25) \$ 234,767

**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	\$ 5,438,329	
Capital assets contributed by the Iowa Department of Transportation	5,189,638	
Depreciation expense	<u>(1,478,158)</u>	9,149,809

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. 129,087

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	(69,014)	
Other	<u>1,223,816</u>	1,154,802

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 repayments exceeded issuances, as follows:

Issued	(69,614)	
Repaid	<u>900,000</u>	830,386

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. 597,853

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	40,762	
OPEB expense	(30,744)	
Pension expense	(752,772)	
Interest on long term debt	<u>15,202</u>	(727,552)

The Internal Service Fund is used by management to charge the costs of partial self-funding of the County's employee health insurance benefit plan to individual funds. The change in net position of the Internal Service Fund is reported with governmental activities. 137,002

Change in net position of governmental activities (page 19) \$ 11,506,154

See notes to financial statements.

Mills County
Statement of Net Position
Proprietary Fund
June 30, 2021

	<u>Internal Service - Employee Group Health</u>
Assets	
Cash and cash equivalents	\$ 475,693
Liabilities	
Accounts payable	<u>8,645</u>
Net Position	
Unrestricted	<u>\$ 467,048</u>

See notes to financial statements.

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

Year ended June 30, 2021

	<u>Internal Service - Employee Group Health</u>
Operating revenues:	
Reimbursements from operating funds	\$ 237,791
Operating expenses:	
Medical claims	<u>100,789</u>
Operating income	137,002
Net position beginning of year	<u>330,046</u>
Net position end of year	<u>\$ 467,048</u>

See notes to financial statements.

Mills County
Statement of Cash Flows
Proprietary Fund

June 30, 2021

	<u>Internal Service - Employee Group Health</u>
Cash flows from operating activities:	
Cash received from operating fund reimbursements	\$ 237,791
Cash paid to suppliers for services	<u>(109,203)</u>
Net cash provided by operating activities	128,588
Cash and cash equivalents beginning of year	<u>347,105</u>
Cash and cash equivalents end of year	<u>\$ 475,693</u>
Reconciliation of operating income to net cash provided by operating activities:	
Operating income	\$ 137,002
Changes in liabilities:	
Accounts payable	<u>(8,414)</u>
Net cash provided by operating activities	<u>\$ 128,588</u>

See notes to financial statements.

Mills County
Statement of Fiduciary Net Position
Custodial Funds

June 30, 2021

Assets

Cash and pooled investments:

County Treasurer \$ 4,324,489

Other County officials 76,392

Receivables:

Property tax:

Delinquent 74,448

Succeeding year 20,836,000

Special assessments 32,451

Drainage assessments 281

Due from other governments 1,312,044

Prepaid expense 81,435

Total assets 26,737,540**Liabilities**

Accounts payable 7,194

Stamped warrants payable 69,237

Salaries and benefits payable 11,248

Due to other governments 857,327

Trusts payable 47,751

Compensated absences 44,836

Total liabilities 1,037,593**Deferred Inflows of Resources**Unavailable revenues 20,861,553**Net Position**Restricted for individuals, organizations
and other governments \$ 4,838,394

See accompanying independent auditor's report.

Mills County
Statement of Changes in Fiduciary Net Position
Custodial Funds

June 30, 2021

Additions:	
Property and other county tax	\$ 20,635,972
911 surcharge	219,909
State tax credits	1,286,886
Office fees and collections	606,314
Auto licenses, use tax and postage	6,948,141
Assessments	2,111,470
Trusts	649,038
Miscellaneous	<u>1,924,912</u>
Total additions	<u>34,382,642</u>
Deductions:	
Agency remittances:	
To other funds	586,566
To other governments	32,817,766
Trusts paid out	<u>648,872</u>
Total deductions	<u>34,053,204</u>
Change in net position	329,438
Net position beginning of year, as restated	<u>4,508,956</u>
Net position end of year	<u>\$ 4,838,394</u>

See notes to financial statements.

Mills County

Notes to Financial Statements

June 30, 2021

(1) Summary of Significant Accounting Policies

Mills 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, Mills 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 Mills 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 relationships with the County.

Blended Component Unit – The following component unit is an entity which is legally separate from the County, but is so intertwined with the County it is, in substance, the same as the County. It is reported as part of the County and blended into the Special Revenue Funds.

One drainage district has been established pursuant to Chapter 468 of the Code of Iowa for the drainage of surface waters from agricultural and other lands or the protection of such lands from overflow. Although this district is legally separate from the County, it is controlled, managed and supervised by the Mills County Board of Supervisors. The drainage district is reported as a Special Revenue Fund. Financial information of the drainage district can be obtained from the Mills County Auditor's Office.

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: Mills County Assessor's Conference Board, Mills County Emergency Management Commission, Mills County Joint 911 Service Board and Rolling Prairie Case Management 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 Custodial Funds of the County.

The County also participates in the following jointly governed organizations: Missouri River Authority, Hungry Canyons, Juvenile Detention Center, Adult Correctional Facility, Resource Conservation and Development (Golden Hills), Metropolitan Area Planning Agency, Southwest Iowa Planning Council, West Central Development and Southwest Iowa Drug Task Force.

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 are aggregated and reported as nonmajor governmental 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.

The Debt Service Fund is utilized to account for property tax and other revenues to be used for the payment of interest and principal on the County's general long-term debt.

The Capital Projects Fund is used to account for all resources used in the acquisition and construction of capital facilities and other capital assets.

Additionally, the County reports the following funds:

Proprietary Fund – An Internal Service Fund is 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 – Custodial 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 lease agreements 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 programs. 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 Fund 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 1.5% per month penalty for delinquent payments; is based on January 1, 2019 assessed property valuations; is for the tax accrual period July 1, 2020 through June 30, 2021 and reflects the tax asking contained in the budget certified by the County Board of Supervisors in March 2020.

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.

Drainage Assessments Receivable – Drainage assessments receivable represent amounts assessed to individuals for work done on drainage districts which benefit their property. These assessments are payable by individuals in not less than 10 nor more than 20 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. Drainage assessments receivable represent assessments which are due and payable but have not been collected and remaining assessments which are payable but not yet due.

Special Assessments Receivable – Special assessments receivable represent the amounts due from 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. Special assessments receivable represent assessments which have been made but have not been collected. Special assessments receivable represents remaining assessments which are payable but not yet due.

Advance to and Advance from Other Funds – During the year ended June 30, 2018, the Debt Service Fund borrowed funds from the Capital Projects Fund and a balance was still owed at June 30, 2021. Therefore, the balances of the interfund activity have been recorded in the fund financial statements.

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 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. Intangible assets follow the same capitalization policies as tangible capital assets and are reported with tangible assets in the appropriate capital asset class. 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, road network	50,000
Land, buildings and improvements	25,000
Equipment and vehicles	5,000

Land and construction in progress are not depreciated. The other tangible and intangible property, plant, equipment and infrastructure are depreciated/amortized using the straight line method over the following estimated useful lives:

Asset Class	Estimated Useful lives (In Years)
Buildings	40 - 50
Improvements	20 - 50
Infrastructure	30 - 50
Equipment	2 - 20
Vehicles	3 - 10
Intangibles	5 - 20

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, the unamortized portion of the net difference between projected and actual earnings on pension plan assets 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, sick leave and compensatory time hours for subsequent use or for payment upon termination, death or retirement. A liability is recorded when incurred in the government-wide 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, 2021. 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 Mills 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 and unrecognized items not yet charged to pension and OPEB expense.

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, 2021, disbursements exceeded the amount budgeted in the debt service function and disbursements in certain departments exceeded the amounts appropriated prior to amendment.

(2) Cash, Cash Equivalents and Pooled Investments

The County’s deposits in banks at June 30, 2021 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.

(3) Interfund Transfers

The detail of interfund transfers for the year ended June 30, 2021 is as follows:

Transfer to	Transfer from	Amount
Special Revenue:		
Secondary Roads	General	\$ 180,665
	Special Revenue:	
	Rural Services	2,340,749
Total		\$ 2,521,414

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

(4) Advance to and Advance from Other Funds

<u>Receivable Fund</u>	<u>Payable Fund</u>	<u>Amount</u>
Capital Projects	Debt Service	<u>\$ 93,481</u>

During the year ended June 30, 2018, the Debt Service Fund borrowed \$277,295 from the Capital Projects Fund to make the necessary debt service payments on the County's general obligation debt.

(5) Capital Assets

Capital assets activity for the year ended June 30, 2021 was as follows:

	<u>Balance Beginning of Year</u>	<u>Increases</u>	<u>Decreases</u>	<u>Balance End of Year</u>
Governmental activities:				
Capital assets not being depreciated:				
Land	\$ 1,310,290	2,537,661	-	3,847,951
Intangibles, road network	933,140	-	-	933,140
Construction in progress	7,148,208	7,009,127	5,448,517	8,708,818
Total capital assets not being depreciated	<u>9,391,638</u>	<u>9,546,788</u>	<u>5,448,517</u>	<u>13,489,909</u>
Capital assets being depreciated:				
Buildings	10,589,273	434,898	-	11,024,171
Improvements other than buildings	228,225	-	-	228,225
Equipment and vehicles	8,464,894	785,232	364,408	8,885,718
Infrastructure	15,970,967	5,448,517	-	21,419,484
Total capital assets being depreciated	<u>35,253,359</u>	<u>6,668,647</u>	<u>364,408</u>	<u>41,557,598</u>
Less accumulated depreciation for:				
Buildings	2,187,485	221,442	-	2,408,927
Improvements other than buildings	107,394	2,627	-	110,021
Equipment and vehicles	5,911,615	572,752	354,544	6,129,823
Infrastructure	3,806,342	681,337	-	4,487,679
Total accumulated depreciation	<u>12,012,836</u>	<u>1,478,158</u>	<u>354,544</u>	<u>13,136,450</u>
Total capital assets being depreciated, net	<u>23,240,523</u>	<u>5,190,489</u>	<u>9,864</u>	<u>28,421,148</u>
Governmental activities capital assets, net	<u>\$ 32,632,161</u>	<u>14,737,277</u>	<u>5,458,381</u>	<u>41,911,057</u>

Depreciation expense was charged to the following functions:

Governmental activities:	
Public safety and legal services	\$ 186,918
Physical health and social services	2,783
County environment and education	78,966
Roads and transportation	1,078,816
Governmental services to residents	13,198
Administration	<u>117,477</u>
Total depreciation expense - governmental activities	<u>\$ 1,478,158</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, 2021 is as follows:

Fund	Description	Amount
General	Services	\$ 62,534
Special Revenue:		
Rural Services	Services	1,830
Secondary Roads	Services	181
Total for governmental funds		<u>\$ 64,545</u>
Custodial:		
County Offices	Collections	\$ 28,641
Agricultural Extension Education		2,766
Schools		158,160
Community Colleges		14,900
Corporations		72,283
Townships		3,490
Auto License and Use Tax		531,955
All other		45,132
Total for custodial funds		<u>\$ 857,327</u>

(7) Long-Term Liabilities

A summary of changes in long-term liabilities for the year ended June 30, 2021 is as follows:

	General Obligation Bonds	General Obligation Urban Renewal Bonds	Capital Lease Purchase Agreement	Compensated Absences	Net Pension Liability	Total OPEB Liability	Total
Balance beginning of year	\$ 9,205,000	1,990,000	-	854,023	3,666,274	484,156	16,199,453
Increases	-	-	69,614	316,450	815,944	92,362	1,294,370
Decreases	600,000	300,000	-	357,212	-	68,351	1,325,563
Balance end of year	<u>\$ 8,605,000</u>	<u>1,690,000</u>	<u>69,614</u>	<u>813,261</u>	<u>4,482,218</u>	<u>508,167</u>	<u>16,168,260</u>
Due within one year	<u>\$ 620,000</u>	<u>225,000</u>	<u>13,923</u>	<u>358,697</u>	<u>-</u>	<u>28,480</u>	<u>1,246,100</u>

General Obligation Bonds

On October 26, 2016, the County issued \$4,580,000 of general obligation refunding bonds, with interest rates ranging from 2.05% to 3.00% per annum, for a crossover refunding of \$4,380,000 of general obligation bonds dated September 1, 2013. The bonds were called on June 1, 2020. During the year ended June 30, 2021, the County paid principal of \$305,000 and interest of \$105,715 on the bonds.

On December 29, 2016, the County issued \$5,390,000 of general obligation county communication equipment bonds, with interest rates ranging from 3.00% to 3.40% per annum, for the purpose of purchasing public safety and emergency services communication equipment for the County and other governmental entities in Mills County. During the year ended June 30, 2021, the County paid principal of \$295,000 and interest of \$142,855 on the bonds.

Annual debt service requirements to maturity for the general obligation bonds are as follows:

Year Ending June 30,	Refunding			Communication Equipment		
	Issued Oct 26, 2016			Issued Dec 29, 2016		
	Interest Rates	Principal	Interest	Interest Rates	Principal	Interest
2022	3.00%	\$ 315,000	96,565	3.00%	\$ 305,000	134,005
2023	3.00	325,000	87,115	3.00	315,000	124,855
2024	2.00	330,000	77,365	3.00	325,000	115,405
2025	2.00	340,000	70,765	3.00	335,000	105,655
2026	2.00	345,000	63,965	3.00	340,000	95,605
2027-2031	2.00-2.25	1,830,000	212,533	3.00-3.20	1,875,000	317,140
2032-2033	2.35-2.45	790,000	28,765	3.30-3.40	835,000	42,430
Total		<u>\$ 4,275,000</u>	<u>637,073</u>		<u>\$ 4,330,000</u>	<u>935,095</u>

Year Ending June 30,	Total		
	Principal	Interest	Total
2022	\$ 620,000	230,570	850,570
2023	640,000	211,970	851,970
2024	655,000	192,770	847,770
2025	675,000	176,420	851,420
2026	685,000	159,570	844,570
2027-2031	3,705,000	529,673	4,234,673
2032-2033	1,625,000	71,195	1,696,195
Total	<u>\$ 8,605,000</u>	<u>1,572,168</u>	<u>10,177,168</u>

General Obligation Urban Renewal Bonds

On October 4, 2007, the County issued \$1,115,000 of general obligation urban renewal bonds for the purpose of planning, undertaking and carrying out an urban renewal project within the Highway 34/I-29 urban renewal area, consisting of the construction of water and sanitary sewer improvements, with interest rates ranging from 3.50% to 4.00% per annum. During the year ended June 30, 2021, the County paid principal of \$105,000 and interest of \$4,200 on the urban renewal bonds.

On October 23, 2018, the County issued \$2,250,000 of general obligation road improvement urban renewal bonds for the purpose of paying a portion of costs on an urban renewal project within the Highway 34/I-29 urban renewal area, consisting of the construction and improving county roads, with interest rates from 3.00% to 3.05% per annum. During the year ended June 30, 2021, the County paid principal of \$195,000 and interest of \$57,167 on the urban renewal bonds.

Annual debt service requirements to maturity for the general obligation urban renewal bonds are as follows:

Year Ending June 30,	Issued Oct 23, 2018			
	Interest Rates	Principal	Interest	Total
2022	3.00%	\$ 225,000	51,318	276,318
2023	3.00	230,000	44,567	274,567
2024	3.05	235,000	37,668	272,668
2025	3.05	240,000	30,500	270,500
2026	3.05	245,000	23,180	268,180
2027-2028	3.05	515,000	23,638	538,638
Total		\$ 1,690,000	210,871	1,900,871

(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 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 at 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 years of service greater than 22 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 2021, 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 9.26% of covered payroll, for a total rate of 18.52%. Protection occupation members contributed 6.41% of covered payroll and the County contributed 9.61% of covered payroll, for a total rate of 16.02%.

The County's contributions to IPERS for the year ended June 30, 2021 were \$597,853.

Net Pension Liability, Pension Expense, Deferred Outflows of Resources and Deferred Inflows of Resources Related to Pensions – At June 30, 2021, the County reported a liability of \$4,482,218 for its proportionate share of the net pension liability. The net pension liability was measured as of June 30, 2020 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, 2020, the County's proportion was 0.063806%, which was an increase of 0.000492% from its proportion measured as of June 30, 2019.

For the year ended June 30, 2021, the County recognized pension expense of \$752,772. At June 30, 2021, 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	\$ 15,542	114,534
Changes of assumptions	281,061	72,319
Net difference between projected and actual earnings on IPERS' investments	332,947	-
Changes in proportion and differences between County contributions and the County's proportionate share of contributions	60,419	141,035
County contributions subsequent to the measurement date	597,853	-
Total	<u>\$ 1,287,822</u>	<u>327,888</u>

\$597,853 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, 2022. 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
2022	\$ 32,208
2023	73,044
2024	96,026
2025	174,281
2026	<u>(13,478)</u>
Total	<u>\$ 362,081</u>

There were no non-employer contributing entities to IPERS.

Actuarial Assumptions – The total pension liability in the June 30, 2020 actuarial valuation was determined using the following actuarial assumptions applied to all periods included in the measurement:

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, 2020 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 2020 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 geometric 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%	4.43%
International equity	17.5	5.15
Global smart beta equity	6.0	4.87
Core plus fixed income	28.0	(0.29)
Public credit	4.0	2.29
Cash	1.0	(0.78)
Private equity	11.0	6.54
Private real assets	7.5	4.48
Private credit	3.0	3.11
Total	100.0%	

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	\$ 8,254,065	4,482,218	1,320,157

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, 2021.

(9) Other Postemployment Benefits (OPEB)

Plan Description – The County administers a single-employer benefit plan which provides medical and prescription drug 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 Mills 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, 2021, the following employees were covered by the benefit terms:

Inactive employees or beneficiaries currently receiving benefit payments	4
Active employees	<u>124</u>
Total	<u>128</u>

Total OPEB Liability – The County’s total OPEB liability of \$508,167 was measured as of June 30, 2021, and it was determined by an actuarial valuation as of that date.

Actuarial Assumptions – The total OPEB liability in the June 30, 2021 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, 2021)	2.60% per annum.
Rates of salary increase (effective June 30, 2021)	3.25% per annum, including inflation.
Discount rate (effective June 30, 2021)	2.19% compounded annually, including inflation.
Healthcare cost trend rate (effective June 30, 2021)	7.50% initial rate decreasing by .5% annually to an ultimate rate of 4.50%.

Discount Rate – The discount rate used to measure the total OPEB liability was 2.19% 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 SOA Public Plan 2010 tables. Annual retirement probabilities are based on varying rates by age and turnover probabilities mirror those used by IPERS.

Changes in the Total OPEB Liability

	<u>Total OPEB Liability</u>
Total OPEB liability beginning of year	\$ 484,156
Changes for the year:	
Service cost	63,340
Interest	14,202
Differences between expected and actual experiences	(40,996)
Changes in assumptions	14,820
Benefit payments	<u>(27,355)</u>
Net changes	<u>24,011</u>
Total OPEB liability end of year	<u>\$ 508,167</u>

Changes of assumptions reflect a change in the discount rate from 2.66% in fiscal year 2020 to 2.19% in fiscal year 2021.

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 (1.19%) or 1% higher (3.19%) than the current discount rate.

	<u>1% Decrease (1.19%)</u>	<u>Discount Rate (2.19%)</u>	<u>1% Increase (3.19%)</u>
Total OPEB liability	\$ 541,297	508,167	477,181

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 (6.50%) or 1% higher (8.50%) than the current healthcare cost trend rates.

	<u>1% Decrease (6.50%)</u>	<u>Healthcare Cost Trend Rate (7.50%)</u>	<u>1% Increase (8.50%)</u>
Total OPEB liability	\$ 447,475	508,167	580,742

OPEB Expense and Deferred Outflows of Resources and Deferred Inflows of Resources Related to OPEB – For the year ended June 30, 2021, the County recognized OPEB expense of \$30,744. At June 30, 2021, the County reported deferred outflows of resources and deferred inflows of resources related to OPEB from the following resources:

	<u>Deferred Outflows of Resources</u>	<u>Deferred Inflows of Resources</u>
Differences between expected and actual experience	\$ -	124,285
Changes in assumptions	<u>26,928</u>	-
Total	<u>\$ 26,928</u>	<u>124,285</u>

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
2022	\$ (19,443)
2023	(19,443)
2024	(19,443)
2025	(10,609)
2026	(10,610)
Thereafter	<u>(17,809)</u>
	<u>\$ (97,357)</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 785 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, 2021 were \$152,989.

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, 2021, no liability has been recorded in the County's financial statements. As of June 30, 2021, settled claims have not exceeded the 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 other insurers for coverage associated with workers compensation and employee blanket bond in the amount of \$1,000,000 and \$100,000, respectively. 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 Group Health Fund

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 County contributions and is administered through a service agreement with Secure Benefits Systems. The agreement is renewable on an annual basis. The deductible for single and family coverage for a calendar year was \$500 and \$1,000, respectively. After the deductible is met, the County will pay directly or reimburse any eligible employee for 60% (80% of any in-network physician) of any additional claims for services covered by the contract, but subject to the deductible or co-insurance provisions of the contract. An employee's maximum payment during any calendar year for deductibles and co-insurance was \$1,000 for single coverage and \$2,000 for family coverage. After an employee has reached the maximum deductible and co-insurance, the County will pay directly or reimburse the employee for 100% of any additional claims for services covered by the contract, but subject to deductible or co-insurance provisions of the contract, up to \$5,350 for single coverage and \$10,700 for family coverage.

Monthly payments of service fees and plan contributions to the Employee Group Health Fund are recorded as expenditures from the operating funds. Under the administrative service agreement, monthly payments of service fees and claims processed are paid to Secure Benefits Systems from the Employee Group Health Fund. The County's contribution to the fund for the year ended June 30, 2021 was \$237,791.

The amounts payable from the Employee Group Health Fund at June 30, 2021 for incurred but not reported (IBNR) and reported but not paid claims has not been determined since the County has not obtained and it is not required to obtain an actuarial opinion. These amounts are not expected to be material to the financial statements.

(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.

County Tax Abatements

The County provides tax abatements for urban renewal and economic development projects with tax increment financing as provided for in Chapters 15A and 403 of the Code of Iowa. For these types of projects, the County enters into agreements with developers which require the County, after developers meet the terms of the agreements, to rebate a portion of the property tax paid by the developers, to pay the developers an economic development grant or to pay the developers a predetermined dollar amount. No other commitments were made by the County as part of these agreements.

For the year ended June 30, 2021, the County abated \$49,309 of property tax under the urban renewal and economic development projects.

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. With prior approval by the governing body, this program provides for an exemption of taxes based on a percentage of the actual value added by improvements.

Property tax revenues of the County were reduced by the following amounts for the year ended June 30, 2021 under an agreement entered into by the following entity:

<u>Entity</u>	<u>Tax Abatement Program</u>	<u>Amount of Tax Abated</u>
City of Glenwood	Urban renewal and economic development projects	\$ 9,523

(13) County Financial Information Included in the Southwest Iowa MHDS Region

Southwest Iowa MHDS Region, a jointly governed organization formed pursuant to the provisions of Chapter 28E and Chapter 331.390 of the Code of Iowa, includes the following member counties: Cass County, Fremont County, Harrison County, Mills County, Monona County, Montgomery County, Page County, Pottawattamie County and Shelby County. The financial activity of the County's Special Revenue, Mental Health Fund is included in the Southwest Iowa MHDS Region for the year ended June 30, 2021, as follows:

Revenues:		
Property and other county tax		\$ 363,087
Intergovernmental revenues:		
State tax credits		<u>20,406</u>
Total revenues		383,493
Expenditures:		
General administration:		
Direct administration	\$ 110,848	
Distribution to regional fiscal agent	<u>264,000</u>	<u>374,848</u>
Excess of revenues over expenditures		8,645
Fund balance beginning of year		<u>117,634</u>
Fund balance end of year		<u>\$ 126,279</u>

(14) 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 continue to evolve. The full impact to local, regional and national economies, including that of Mills County remains uncertain.

To date, the outbreak has not created a material disruption to the operations of Mills 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 Mills County.

(15) Accounting Change/Restatement

Governmental Accounting Standards Board Statement No. 84, Fiduciary Activities, was implemented during fiscal year 2021. The new requirements change the definition of fiduciary activity and establish new financial reporting requirements for state and local governments which report fiduciary activity.

The restatements to retroactively report the change in net position is as follows:

	<u>Fiduciary</u>
	<u>Activities</u>
Net position June 30, 2020, as previously reported	\$ -
Change to implement GASBS No. 84	<u>4,508,956</u>
Net position July 1, 2020, as restated	<u>\$ 4,508,956</u>

Required Supplementary Information

Mills 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, 2021

	Actual	Funds not Required to be Budgeted	Net
Receipts:			
Property and other county tax	\$ 12,146,765	-	12,146,765
Interest and penalty on property tax	93,564	-	93,564
Intergovernmental	17,139,924	-	17,139,924
Licenses and permits	895,694	-	895,694
Charges for service	543,184	-	543,184
Use of money and property	269,066	-	269,066
Miscellaneous	679,677	-	679,677
Total receipts	<u>31,767,874</u>	-	<u>31,767,874</u>
Disbursements:			
Public safety and legal services	4,231,362	-	4,231,362
Physical health and social services	1,819,491	-	1,819,491
Mental health	374,384	-	374,384
County environment and education	11,930,142	400	11,929,742
Roads and transportation	7,880,507	-	7,880,507
Governmental services to residents	673,004	-	673,004
Administration	3,564,052	-	3,564,052
Debt service	1,212,038	-	1,212,038
Capital projects	383,392	-	383,392
Total disbursements	<u>32,068,372</u>	<u>400</u>	<u>32,067,972</u>
Excess (deficiency) of receipts over (under) disbursements	(300,498)	(400)	(300,098)
Other financing sources, net	-	-	-
Change in balances	(300,498)	(400)	(300,098)
Balance beginning of year	<u>9,704,605</u>	<u>7,768</u>	<u>9,696,837</u>
Balance end of year	<u>\$ 9,404,107</u>	<u>7,368</u>	<u>9,396,739</u>

See accompanying independent auditor's report.

Budgeted Amounts		Final to
Original	Final	Actual Variance
11,700,756	11,700,756	446,009
55,848	55,848	37,716
9,555,200	32,097,064	(14,957,140)
319,925	906,171	(10,477)
427,931	427,931	115,253
95,150	95,150	173,916
210,608	234,553	445,124
<u>22,365,418</u>	<u>45,517,473</u>	<u>(13,749,599)</u>
4,323,188	4,627,029	395,667
1,842,272	2,198,477	378,986
376,575	376,575	2,191
1,722,642	23,321,001	11,391,259
9,011,502	9,011,502	1,130,995
737,212	789,167	116,163
6,348,939	6,422,492	2,858,440
1,207,362	1,207,362	(4,676)
263,000	522,188	138,796
<u>25,832,692</u>	<u>48,475,793</u>	<u>16,407,821</u>
(3,467,274)	(2,958,320)	2,658,222
-	-	-
<u>(3,467,274)</u>	<u>(2,958,320)</u>	<u>2,658,222</u>
<u>10,695,708</u>	<u>10,695,708</u>	<u>(998,871)</u>
<u>7,228,434</u>	<u>7,737,388</u>	<u>1,659,351</u>

Mills County

Budgetary Comparison Schedule – Budget to GAAP Reconciliation

Required Supplementary Information

Year ended June 30, 2021

	<u>Governmental Funds</u>		
	<u>Cash</u>	<u>Accrual</u>	<u>Modified</u>
	<u>Basis</u>	<u>Adjustments</u>	<u>Accrual</u>
			<u>Basis</u>
Revenues	\$ 31,767,874	1,152,466	32,920,340
Expenditures	32,068,372	723,677	32,792,049
Net	(300,498)	428,789	128,291
Other financing sources, net	-	106,476	106,476
Beginning fund balances	9,704,605	634,461	10,339,066
Ending fund balances	<u>\$ 9,404,107</u>	<u>1,169,726</u>	<u>10,573,833</u>

See accompanying independent auditor's report.

Mills County

Notes to Required Supplementary Information – Budgetary Reporting

June 30, 2021

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, the Internal Service Fund and Custodial 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, three budget amendments increased budgeted disbursements by \$22,643,101. 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 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, 2021, disbursements exceeded the amount budgeted in the debt service function and disbursements in certain departments exceeded the amounts appropriated prior to the budget amendment.

Mills County

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

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

Required Supplementary Information

	2021	2020	2019	2018
County's proportion of the net pension liability	0.063806%	0.063314%	0.063629%	0.067529%
County's proportionate share of the net pension liability	\$ 4,482	3,666	4,027	4,498
County's covered payroll	\$ 6,126	6,167	5,876	5,828
County's proportionate share of the net pension liability as a percentage of its covered payroll	73.16%	59.45%	68.53%	77.18%
IPERS' net position as a percentage of the total pension liability	82.90%	85.45%	83.62%	82.21%

* 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.

2017	2016	2015
0.66446%	0.66662%	0.67327%
4,182	3,293	2,670
5,519	5,450	5,290
75.77%	60.42%	50.47%
81.82%	85.19%	87.61%

Mills County

Schedule of County Contributions

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

Required Supplementary Information

	<u>2021</u>	<u>2020</u>	<u>2019</u>	<u>2018</u>
Statutorily required contribution	\$ 598	581	588	532
Contributions in relation to the statutorily required contribution	<u>(598)</u>	<u>(581)</u>	<u>(588)</u>	<u>(532)</u>
Contribution deficiency (excess)	<u>\$ -</u>	<u>-</u>	<u>-</u>	<u>-</u>
County's covered payroll	\$ 6,339	6,126	6,167	5,876
Contributions as a percentage of covered payroll	9.43%	9.48%	9.53%	9.05%

* County's covered payroll information was not readily available. Therefore, contributions as a percentage of payroll could not be calculated.

See accompanying independent auditor's report.

2017	2016	2015	2014	2013	2012
530	502	500	478	460	419
(530)	(502)	(500)	(478)	(460)	(419)
-	-	-	-	-	-
5,828	5,519	5,450	5,290	5,189	5,021
9.09%	9.10%	9.17%	9.04%	8.86%	8.34%

Mills County

Notes to Required Supplementary Information – Pension Liability

Year ended June 30, 2021

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.

Mills County

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

For the Last Four Years
Required Supplementary Information

	2021	2020	2019	2018
Service cost	\$ 63,340	57,786	53,399	43,805
Interest cost	14,202	19,265	18,484	17,358
Difference between expected and actual experiences	(40,996)	(78,573)	-	(67,467)
Changes in assumptions	14,820	5,925	11,039	5,629
Benefit payments	(27,355)	(22,443)	(9,817)	(22,396)
Net change in total OPEB liability	24,011	(18,040)	73,105	(23,071)
Total OPEB liability beginning of year	484,156	502,196	429,091	452,162
Total OPEB liability end of year	\$ 508,167	484,156	502,196	429,091
Covered-employee payroll	\$ 6,522,403	5,600,608	5,663,498	5,485,228
Total OPEB liability as a percentage of covered-employee payroll	7.8%	8.6%	8.9%	7.8%

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, 2021	2.19%
Year ended June 30, 2020	2.66%
Year ended June 30, 2019	3.51%
Year ended June 30, 2018	3.87%
Year ended June 30, 2017	3.58%

Mills County

Supplementary Information

Mills County
Combining Balance Sheet
Nonmajor Governmental Funds

June 30, 2021

	Local Option Sales and Services Tax	Resource Enhancement and Protection	Special County Recorder's Records Management
Assets			
Cash, cash equivalents and pooled investments	\$ 763,056	42,533	8,233
Receivables:			
Delinquent	-	-	-
Succeeding year tax increment financing	-	-	-
Due from other governments	134,329	-	-
Total assets	\$ 897,385	42,533	8,233
Liabilities, Deferred Inflows of Resources and Fund Balances			
Liabilities			
Accounts Payable	\$ -	-	-
Salaries and benefits payable	-	-	-
Total liabilities	-	-	-
Deferred inflows of resources:			
Unavailable revenues:			
Succeeding year tax increment financing	-	-	-
Other	7,540	-	-
Total deferred inflows of resources	7,540	-	-
Fund balances:			
Restricted for:			
Drainage warrants/drainage improvement certificates	-	-	-
Debt service	-	-	-
Other purposes	889,845	42,533	8,233
Total fund balances	889,845	42,533	8,233
Total liabilities, deferred inflows of resources and fund balances	\$ 897,385	42,533	8,233

See accompanying independent auditor's report.

Revenue			
Urban Renewal Revenue	County Conservation	Drainage District	Total
488,621	271,020	7,768	1,581,231
101	-	-	101
407,000	-	-	407,000
-	-	-	134,329
<u>895,722</u>	<u>271,020</u>	<u>7,768</u>	<u>2,122,661</u>
-	22	400	422
-	758	-	758
-	780	400	1,180
407,000	-	-	407,000
101	-	-	7,641
<u>407,101</u>	-	-	<u>414,641</u>
-	-	7,368	7,368
488,621	-	-	488,621
-	270,240	-	1,210,851
<u>488,621</u>	<u>270,240</u>	<u>7,368</u>	<u>1,706,840</u>
<u>895,722</u>	<u>271,020</u>	<u>7,768</u>	<u>2,122,661</u>

Mills County

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

Year ended June 30, 2021

	Local Option Sales and Services Tax	Resource Enhancement and Protection	Special County Recorder's Records Management
Revenues:			
Local option sales and services tax	\$ 1,066,207	-	-
Tax increment financing	-	-	-
Intergovernmental	72,953	10,849	-
Charges for service	-	-	4,083
Use of money and property	-	-	-
Total revenues	<u>1,139,160</u>	<u>10,849</u>	<u>4,083</u>
Expenditures:			
Operating:			
County environment and education	784,037	394	-
Debt service	-	-	-
Total expenditures	<u>784,037</u>	<u>394</u>	<u>-</u>
Excess (deficiency) of revenues over (under) expenditures	355,123	10,455	4,083
Fund balances beginning of year	<u>534,722</u>	<u>32,078</u>	<u>4,150</u>
Fund balances end of year	<u>\$ 889,845</u>	<u>42,533</u>	<u>8,233</u>

See accompanying independent auditor's report.

Revenue

Urban Renewal Revenue	County Conservation	Drainage District	Total
-	-	-	1,066,207
648,403	-	-	648,403
17,531	-	-	101,333
-	-	-	4,083
-	74,292	-	74,292
665,934	74,292	-	1,894,318
120,641	31,895	400	937,367
362,468	-	-	362,468
483,109	31,895	400	1,299,835
182,825	42,397	(400)	594,483
305,796	227,843	7,768	1,112,357
488,621	270,240	7,368	1,706,840

Mills County
Combining Schedule of Fiduciary Net Position
Custodial Funds

June 30, 2021

	County Offices	Agricultural Extension Education	County Assessor	Schools
Assets				
Cash, cash equivalents and pooled investments:				
County Treasurer	\$ -	2,766	799,948	158,160
Other County officials	76,392	-	-	-
Receivables:				
Property tax:				
Delinquent	-	877	1,568	47,934
Succeeding year	-	252,000	429,000	14,584,000
Special assessments	-	-	-	-
Drainage assessments	-	-	-	-
Due from other governments	-	-	-	-
Prepaid expense	-	-	-	-
Total assets	\$ 76,392	255,643	1,230,516	14,790,094
Liabilities				
Accounts payable	-	-	5,512	-
Stamped warrants payable	-	-	-	-
Salaries and benefits payable	-	-	7,212	-
Due to other governments	28,641	2,766	-	158,160
Trusts payable	47,751	-	-	-
Compensated absences	-	-	19,406	-
Total liabilities	\$ 76,392	2,766	32,130	158,160
Deferred Inflows of Resources				
Unavailable revenues	\$ -	252,000	429,000	14,584,000
Net Position				
Restricted for individuals, organizations and other governments	\$ -	877	769,386	47,934

See accompanying independent auditor's report.

Community Colleges	Corporations	Townships	Auto License and Use Tax	Drainage Districts	City Special Assessments	Other	Total
14,900	72,283	3,520	531,955	2,139,575	3,521	597,861	4,324,489
-	-	-	-	-	-	-	76,392
4,687	18,113	1,259	-	-	-	10	74,448
1,528,000	3,587,000	453,000	-	-	-	3,000	20,836,000
-	-	-	-	-	32,451	-	32,451
-	-	-	-	281	-	-	281
-	-	-	-	1,255,519	-	56,525	1,312,044
-	-	-	-	-	-	81,435	81,435
1,547,587	3,677,396	457,779	531,955	3,395,375	35,972	738,831	26,737,540
-	-	-	-	-	-	1,682	7,194
-	-	-	-	69,237	-	-	69,237
-	-	-	-	-	-	4,036	11,248
14,900	72,283	3,490	531,955	-	3,521	41,611	857,327
-	-	-	-	-	-	-	47,751
-	-	-	-	-	-	25,430	44,836
14,900	72,283	3,490	531,955	69,237	3,521	72,759	1,037,593
1,528,000	3,587,000	453,000	-	-	-	28,553	20,861,553
4,687	18,113	1,289	-	3,326,138	32,451	637,519	4,838,394

Mills County

Combining Schedule of Changes in Fiduciary Net Position
Custodial Funds

Year ended June 30, 2021

Assets and Liabilities	County Offices	Agricultural Extension Education	County Assessor	Schools
Additions:				
Property and other county tax	\$ -	248,389	445,653	14,348,067
911 surcharges	-	-	-	-
State tax credits	-	14,090	25,200	832,271
Office fees and collections	602,231	-	-	-
Auto licenses, use tax and postage	-	-	-	-
Assessments	-	-	-	-
Trusts	649,038	-	-	-
Miscellaneous	-	-	250	-
Total additions	<u>1,251,269</u>	<u>262,479</u>	<u>471,103</u>	<u>15,180,338</u>
Deductions:				
Agency remittances:				
To other funds	337,933	-	-	-
To other governments	264,464	266,135	394,065	15,382,319
Trusts paid out	648,872	-	-	-
Total deductions	<u>1,251,269</u>	<u>266,135</u>	<u>394,065</u>	<u>15,382,319</u>
Changes in net position	-	(3,656)	77,038	(201,981)
Net position beginning of year, as restated	-	4,533	692,348	249,915
Net position end of year	<u>\$ -</u>	<u>877</u>	<u>769,386</u>	<u>47,934</u>

See accompanying independent auditor's report.

Community Colleges	Corporations	Townships	Auto License and Use Tax	Drainage Districts	City Special Assessments	Other	Total
1,345,395	3,450,171	467,200	-	-	-	331,097	20,635,972
-	-	-	-	-	-	219,909	219,909
75,763	316,569	22,837	-	-	-	156	1,286,886
-	-	-	-	-	-	4,083	606,314
-	-	-	6,948,141	-	-	-	6,948,141
-	-	-	-	1,998,176	862	112,432	2,111,470
-	-	-	-	-	-	-	649,038
-	55	-	-	1,518,993	-	405,614	1,924,912
1,421,158	3,766,795	490,037	6,948,141	3,517,169	862	1,073,291	34,382,642
-	-	-	248,633	-	-	-	586,566
1,440,546	3,847,872	495,300	6,699,508	3,169,533	8,853	849,171	32,817,766
-	-	-	-	-	-	-	648,872
1,440,546	3,847,872	495,300	6,948,141	3,169,533	8,853	849,171	34,053,204
(19,388)	(81,077)	(5,263)	-	347,636	(7,991)	224,120	329,438
24,075	99,190	6,552	-	2,978,502	40,442	413,399	4,508,956
4,687	18,113	1,289	-	3,326,138	32,451	637,519	4,838,394

Mills County

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

For the Last Ten Years

	2021	2020	2019	2018
Revenues:				
Property and other county tax	\$ 10,341,730	9,895,606	10,560,141	8,980,757
Tax increment financing	648,403	515,402	428,068	372,942
Local option sales and services tax	1,066,207	851,356	728,308	601,806
Interest and penalty on property tax	92,102	27,154	57,062	48,683
Intergovernmental	18,538,786	7,912,161	5,760,921	5,473,533
Licenses and permits	917,177	548,930	185,363	316,849
Charges for service	540,151	476,727	501,053	496,126
Use of money and property	319,601	287,622	172,173	132,354
Miscellaneous	456,183	444,673	1,069,084	382,297
Total	\$ 32,920,340	20,959,631	19,462,173	16,805,347
Expenditures:				
Operating:				
Public safety and legal services	\$ 4,297,139	3,713,341	4,068,024	3,448,741
Physical health and social services	1,743,658	2,208,394	2,090,923	2,118,573
Mental health	374,848	275,734	313,895	441,846
County environment and education	12,011,087	1,681,133	1,739,420	1,363,054
Roads and transportation	8,346,945	9,467,708	6,018,775	4,853,258
Governmental services to residents	675,144	585,576	538,717	535,830
Administration	3,747,798	2,486,285	2,011,619	1,820,808
Debt service	1,212,038	1,340,716	1,296,099	1,079,267
Capital projects	383,392	504,669	3,249,037	710,543
Total	\$ 32,792,049	22,263,556	21,326,509	16,371,920

See accompanying independent auditor's report.

2017	2016	2015	2014	2013	2012
7,671,724	7,722,247	7,624,136	7,177,383	7,111,905	5,785,015
364,305	161,342	268,005	331,333	327,346	236,249
643,362	584,360	619,091	681,917	582,008	516,513
64,784	54,095	60,206	55,716	57,438	58,135
5,084,348	5,597,956	4,987,426	4,768,950	4,023,918	5,051,206
327,843	214,365	269,393	145,625	152,074	108,979
516,350	434,180	454,886	440,482	586,775	524,479
120,254	99,667	107,617	99,148	97,548	108,233
251,967	242,923	271,703	196,523	283,602	163,646
15,044,937	15,111,135	14,662,463	13,897,077	13,222,614	12,552,455
3,298,526	3,167,497	2,921,757	2,605,007	2,743,769	3,018,797
1,592,938	1,723,112	1,643,560	1,573,212	1,464,118	1,536,182
397,124	491,072	2,064,325	190,359	220,272	1,587,707
1,213,925	1,350,658	814,524	1,658,505	758,330	768,899
5,658,872	5,075,898	4,555,966	4,647,326	4,873,610	4,335,990
491,575	534,660	519,112	478,780	609,265	451,536
1,504,490	1,401,177	1,336,065	1,169,434	1,419,687	1,354,660
634,356	538,533	535,436	522,265	106,170	103,690
3,055,015	1,233,204	1,775,918	4,415,035	1,757,272	4,994
17,846,821	15,515,811	16,166,663	17,259,923	13,952,493	13,162,455

Mills County

Schedule of Expenditures of Federal Awards

Year ended June 30, 2021

Grantor/Program	Assistance Listing Number	Pass-through Entity Identifying Number	Program Expenditures
Indirect:			
U.S. Department of Agriculture:			
Iowa Department of Human Services:			
Human Services Administrative Reimbursements:			
SNAP Cluster:			
State Administrative Matching Grants for the Supplement Nutrition Assistance Program	10.561	FY21	\$ 18,275
U.S. Department of Housing and Urban Development:			
Iowa Economic Development Authority:			
Community Development Block Grants/State's program and Non- Entitlement Grants in Hawaii	14.228	19-DRMB-004	<u>2,417,191</u>
CDBG - Disaster Recovery Grants - Pub. L.No. 113-2 Cluster:			
National Disaster Resilience Competition (CDBG-NDR)	14.272	13-NDRI-008	<u>2,011,096</u>
U.S. Department of Justice:			
Iowa Economic Development Authority:			
Juvenile Mentoring Program	16.726	19OJJD-06-008	<u>41,310</u>
U.S. Department of Transportation:			
Iowa Department of Transportation:			
Highway Planning and Construction Cluster:			
Highway Planning and Construction	20.205	20-TAP-113	<u>150,800</u>
Iowa Department of Public Safety - Governor's Traffic Safety Bureau:			
Highway Safety Cluster:			
State and Community Highway Safety	20.600	PAP 20-402-MOOP, Task 61-00-00	585
State and Community Highway Safety	20.600	PAP 21-402-MOOP, Task 70-00-00	<u>4,200</u>
			<u>4,785</u>
U.S. Department of Treasury:			
COVID-19, Coronavirus Relief Fund	21.109	FY21	<u>298,920</u>
U.S. Election Assistance Commission:			
Iowa Secretary of State:			
COVID-19, 2018 HAVA Election Security Grants	90.404	365-11320-HAVACARES	<u>17,200</u>
U.S. Department of Health and Human Services:			
Iowa Department of Public Health:			
Public Health Emergency Preparedness	93.069	5881BT07	<u>279,142</u>
Immunization Cooperative Agreements	93.268	5881I461	6,678
COVID-19, Immunization Cooperative Agreements	93.268	5881I461	<u>108,936</u>
			<u>115,614</u>
COVID-19, Public Health Emergency Response:			
Cooperative Agreement for Emergency Response:			
Public Health Crisis Response	93.354	5885BT465	<u>35,420</u>
National Bioterrorism Hospital Preparedness Program	93.889	5881BHP15	<u>93,269</u>
Iowa Department of Human Services:			
Human Services Administrative Reimbursements:			
Title IV-E Prevention Program	93.472	FY21	<u>936</u>
CCDF Cluster:			
Child Care Mandatory and Matching Funds of the Child Care and Development Fund	93.596	FY21	<u>3,999</u>
Foster Care - Title IV-E	93.658	FY21	<u>4,791</u>
Adoption Assistance	93.659	FY21	<u>2,348</u>
Social Services Block Grant	93.667	FY21	<u>4,366</u>
Children's Health Insurance Program	93.767	FY21	<u>388</u>
Medicaid Cluster:			
Medical Assistance Program	93.778	FY21	<u>15,873</u>
U.S. Department of Homeland Security:			
Iowa Department of Public Defense:			
Iowa Homeland Security and Emergency Management Division:			
Disaster Grants - Public Assistances (Presidentially Declared Disasters)	97.036	FEMA 4421 DRIA	<u>559,363</u>
COVID-19, Disaster Grants - Public Assistances (Presidentially Declared Disasters)	97.036	FEMA 4483 DRIA	<u>20,032</u>
Hazard Mitigation Grant	97.039	HMPG 4421 DRIA	<u>8,112,162</u>
Total			<u>\$ 14,207,280</u>

Mills County

Schedule of Expenditures of Federal Awards

Year ended June 30, 2021

Basis of Presentation – The accompanying Schedule of Expenditures of Federal Awards (Schedule) includes the federal award activity of Mills County under programs of the federal government for the year ended June 30, 2021. The information in this Schedule is presented in accordance with the requirements of Title 2, U.S. Code of Federal Regulations, Part 200, Uniform Administrative Requirements, Cost Principles and Audit Requirements for Federal Awards (Uniform Guidance). Because the Schedule presents only a selected portion of the operations of Mills County, it is not intended to and does not present the financial position, changes in financial position or cash flows of Mills County.

Summary of Significant Accounting Policies – Expenditures reported in the Schedule are reported on the modified accrual basis of accounting. Such expenditures are recognized following the cost principles contained in the Uniform Guidance, wherein certain types of expenditures are not allowable or are limited as to reimbursement.

Indirect Cost Rate – Mills County has elected not to use the 10% de minimis indirect cost rate as allowed under the Uniform Guidance.

See accompanying independent auditor's report.



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

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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 Mills 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 Mills County, Iowa, as of and for the year ended June 30, 2021, and the related Notes to Financial Statements, which collectively comprise the County's basic financial statements, and have issued our report thereon dated January 16, 2023.

Internal Control Over Financial Reporting

In planning and performing our audit of the financial statements, we considered Mills County's internal control over financial reporting as a basis for designing 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 Mills County's internal control. Accordingly, we do not express an opinion on the effectiveness of Mills County's internal control.

Our consideration of internal control was for the limited purpose described in the preceding paragraph and was not designed to identify all deficiencies in internal control that might be material weaknesses or significant deficiencies and, therefore, material weaknesses or significant deficiencies may exist that have not been identified. However, as described in the accompanying Schedule of Findings and Questioned Costs, we identified certain deficiencies in internal control we consider to be material weaknesses and a significant deficiency.

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 Part II of the accompanying Schedule of Findings and Questioned Costs as items II-A-21 and II-B-21 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 deficiency described in Part II of the accompanying Schedule of Findings and Questioned Costs as item II-C-21 to be a significant deficiency.

Compliance and Other Matters

As part of obtaining reasonable assurance about whether Mills 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 financial statements. However, providing an opinion on compliance with those provisions was not an objective of our audit and, accordingly, we do not express such an opinion. The results of our tests disclosed no instances of non-compliance or other matters that are required to be reported under Government Auditing Standards. However, we noted certain immaterial instances of non-compliance or other matters which are described in Part IV of the accompanying Schedule of Findings and Questioned Costs.

Comments involving statutory and other legal matters about the County's operations for the year ended June 30, 2021 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.

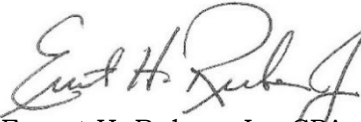
Mills County's Responses to the Findings

Mills County's responses to the findings identified in our audit are described in the accompanying Schedule of Findings and Questioned Costs. Mills 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 Mills 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.


Ernest H. Ruben, Jr., CPA
Deputy Auditor of State

January 16, 2023



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

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Independent Auditor's Report on Compliance
for Each Major Federal Program and on Internal Control over Compliance
Required by the Uniform Guidance

To the Officials of Mills County:

Report on Compliance for Each Major Federal Program

We have audited Mills County, Iowa's compliance with the types of compliance requirements described in U.S. Office of Management and Budget (OMB) Compliance Supplement that could have a direct and material effect on its major federal programs for the year ended June 30, 2021. Mills County's major federal programs are identified in Part I of the accompanying Schedule of Findings and Questioned Costs.

Management's Responsibility

Management is responsible for compliance with federal statutes, regulations and the terms and conditions of its federal awards applicable to its federal programs.

Auditor's Responsibility

Our responsibility is to express an opinion on compliance for Mills County's major federal programs based on our audit of the types of compliance requirements referred to above. We conducted our audit of compliance in accordance with U.S. generally accepted auditing standards, the standards applicable to financial audits contained in Government Auditing Standards, issued by the Comptroller General of the United States, and the audit requirements of Title 2, U.S. Code of Federal Regulations, Part 200, Uniform Administrative Requirements, Cost Principles and Audit Requirements for Federal Awards (Uniform Guidance). Those standards and the Uniform Guidance require that we plan and perform the audit to obtain reasonable assurance about whether non-compliance with the types of compliance requirements referred to above that could have a direct and material effect on a major federal program occurred. An audit includes examining, on a test basis, evidence about Mills County's compliance with those requirements and performing such other procedures we considered necessary in the circumstances.

We believe our audit provides a reasonable basis for our opinion on compliance for the major federal programs. However, our audit does not provide a legal determination of Mills County's compliance.

Opinion on the Major Federal Programs

In our opinion, Mills County complied, in all material respects, with the types of compliance requirements referred to above that could have a direct and material effect on its major federal programs for the year ended June 30, 2021.

Report on Internal Control Over Compliance

The management of Mills County is responsible for establishing and maintaining effective internal control over compliance with the types of compliance requirements referred to above. In planning and performing our audit of compliance, we considered Mills County's internal control over compliance with the types of requirements that could have a direct and material effect on each of the major federal programs to determine the auditing procedures appropriate in the circumstances for the purpose of expressing an opinion on compliance for the major federal programs and to test and report on internal control over compliance in accordance with the Uniform Guidance, but not for the purpose of expressing an opinion on the effectiveness of internal control over compliance. Accordingly, we do not express an opinion on the effectiveness of Mills County's internal control over compliance.

A deficiency in internal control over compliance exists when the design or operation of a control over compliance does not allow management or employees, in the normal course of performing their assigned functions, to prevent or detect and correct non-compliance with a type of compliance requirement of a federal program on a timely basis. A material weakness in internal control over compliance is a deficiency, or a combination of deficiencies, in internal control over compliance such that there is a reasonable possibility material non-compliance with a type of compliance requirement of a federal program will not be prevented or detected and corrected on a timely basis. A significant deficiency in internal control over compliance is a deficiency, or a combination of deficiencies, in internal control over compliance with a type of compliance requirement of a federal program that is less severe than a material weakness in internal control over compliance, yet important enough to merit attention by those charged with governance.

Our consideration of internal control over compliance was for the limited purpose described in the first paragraph of this section and was not designed to identify all deficiencies in internal control over compliance that might be material weaknesses or significant deficiencies. We did not identify any deficiencies in internal control over compliance we consider to be material weaknesses. However, material weaknesses may exist that have not been identified.

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



Ernest H. Ruben, Jr., CPA
Deputy Auditor of State

January 16, 2023

Mills County
Schedule of Findings and Questioned Costs
Year ended June 30, 2021

Part I: Summary of the Independent Auditor's Results:

- (a) Unmodified opinions were issued on the financial statements prepared in accordance with U.S. generally accepted accounting principles.
- (b) A significant deficiency and material weaknesses in internal control over financial reporting were disclosed by the audit of the financial statements.
- (c) The audit did not disclose any non-compliance which is material to the financial statements.
- (d) No material weaknesses in internal control over the major programs were noted.
- (e) An unmodified opinion was issued on compliance with requirements applicable to the major programs.
- (f) The audit disclosed no audit findings which were required to be reported in accordance with the Uniform Guidance, Section 200.516.
- (g) The major programs were as follows:
 - Assistance Listing number 14.228 – Community Development Grants/State's Program and Non-Entitlement Grants in Hawaii
 - Assistance Listing Number 14.272 – National Disaster Resilience Competition (CDBG-NDR)
 - Assistance Listing Number 97.039 – Hazard Mitigation Grant
- (h) The dollar threshold used to distinguish between Type A and Type B programs was \$750,000.
- (i) Mills County did not qualify as a low-risk auditee.

Mills County

Schedule of Findings and Questioned Costs

Year ended June 30, 2021

Part II: Findings Related to the Financial Statements:

INTERNAL CONTROL DEFICIENCIES:

II-A-21 Segregation of Duties
(2021-001)

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 financial statements.

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

	<u>Applicable Offices</u>
(1) Incoming mail is not opened by an employee who is not authorized to make entries to the accounting records. That independent opener should list checks received in the mail, then forward the mail on to the accounting personnel for processing. Later, the independent mail opener should trace receipts from the listing to proper recording in the accounting records and proper deposit.	Treasurer and Recorder
(2) Bank accounts are not reconciled at the end of each month by an individual who does not sign checks, handle or record cash.	Treasurer
(3) Checks are not signed by an individual who does not otherwise participate in the preparation of the checks and other cash receipt and disbursement functions. The checks and the supporting documentation are not reviewed for propriety prior to signing.	Recorder
(4) Collection, deposit preparation and reconciliation functions are not segregated from the recording and accounting for cash receipts.	Conservation
(5) Depositing, reconciling and recording of receipts is done by the change fund custodian. Additionally, the change fund is not the responsibility of one individual.	Treasurer

Cause – The County offices noted above 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.

Mills County

Schedule of Findings and Questioned Costs

Year ended June 30, 2021

Effect – Inadequate segregation of duties could adversely affect each County office’s 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.

Recommendation – Each official should review the control activities of their office to obtain the maximum internal control possible under the circumstances. The official should utilize current personnel, 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 –

Treasurer – We are a small office with three people signing checks. We try to have someone else reconcile the day when another person signs the checks. Our office is not cross trained (something we are working on at this time) so it is extremely difficult to have someone else balance the day. We do try to segregate the duties, so we have a checks and balance system in place.

Recorder – With a small staff of two full time and one part-time employees, it is very difficult to completely segregate duties, especially when one full time person is absent. Mail is opened and logged in an Excel file by one employee, another employee processes the document, and the Board of Supervisors reviews and signs the log each month, comparing the log with bank statement deposits. Checks are approved and signed by another employee and checks are reconciled with the bank statement. The Board of Supervisors signs and approves our monthly bank reconciliation. We have a good checks and balance system in place with our limited resources and employees.

Conservation – The full time Conservation staff is limited to three individuals. These three employees are responsible for the maintenance and public safety on 11 areas, scattered across the county, totaling 1,757 acres and programs reaching over 4,000 individuals. The time spent in the office is limited at best with the other duties. The Director and Conservation Board will review the procedures to obtain maximum internal control. It will be difficult to find a different procedure than what is currently being done with the current staff of three and the multitude of their current duties and responsibilities. Checking the camping posts on weekends is the hardest time to have segregation of duties, two employees are never staffed on the same weekend so emptying the camp post to make sure that campers have paid and are not camping without paying is done by one employee. The segregation of duties on the weekends will be very difficult to obtain without hiring additional weekend staff.

Conclusion – Responses acknowledged. Each office should continue to review and monitor control activities to obtain the maximum internal control possible.

Mills County

Schedule of Findings and Questioned Costs

Year ended June 30, 2021

II-B-21 Financial Reporting
(2021-002)

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 receivables and capital asset additions were not properly recorded in the County's financial statements. Adjustments were subsequently made by the County to properly include and classify 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 capital asset 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 receivables and capital asset additions are identified and properly reported in the County's financial statements.

Response – The County will make sure the receivables and capital asset additions are identified, coded and properly reported in the County's financial statements.

Conclusion – Response accepted.

II-C-21 Current and Delinquent Property Tax Reconciliations
(2021-003)

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.

Condition – The County did not have procedures in place to ensure current and delinquent tax reconciliations by tax district were prepared timely.

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

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

Mills County

Schedule of Findings and Questioned Costs

Year ended June 30, 2021

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

Response – I was able to find a spreadsheet for this and I will try to do it in a timely manner this year.

Conclusion – Response accepted.

INSTANCES OF NON-COMPLIANCE:

No matters were noted.

Mills County

Schedule of Findings and Questioned Costs

Year ended June 30, 2021

Part III: Findings and Questioned Costs For Federal Awards:

INSTANCE OF NON-COMPLIANCE:

No matters were noted.

INTERNAL CONTROL DEFICIENCIES:

No material weaknesses in internal control over the major programs were noted.

Mills County

Schedule of Findings and Questioned Costs

Year ended June 30, 2021

Part IV: Other Findings Related to Required Statutory Reporting:

IV-A-21 Certified Budget – Disbursements during the year ended June 30, 2021 exceeded the amount budgeted in the debt service function. In addition, disbursements in certain departments exceeded the amounts appropriated prior to the budget amendment.

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 authorized 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 – We are definitely trying to stay on top of this process more efficiently so that this does not happen again.

Conclusion – Response accepted.

IV-B-21 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.

IV-C-21 Travel Expense – No expenditures of County money for travel expenses of spouses of County officials or employees exceeded set reimbursement rate.

IV-D-21 Business Transactions – Business transactions between the County and County officials or employees are detailed as follows:

Name, Title and Business Connection	Transaction Description	Amount
Carol Vinton, Board of Supervisors, father-in-law is owner of Vinton Fertilizer & Equipment, Inc.	Chemicals/herbicide/ pathway	\$ 140
Julie Lynes, Public Health Supervisor, husband is an independent contractor	Family centered services facilitator	805
Michael Roenfeld, Custodian, Brother of David Roenfeld	Courthouse maintenance	475
Lori Ingoldsby, Election Deputy, wife of John Ingoldsby	Election worker	20
Lacey Jackson, granddaughter of County Auditor	Election worker	197

These transactions do not appear to represent conflicts of interest in accordance with Chapter 331.342(2)(j) of the Code of Iowa, since the total transactions with each individual were less than \$6,000 during the fiscal year.

Mills County

Schedule of Findings and Questioned Costs

Year ended June 30, 2021

- IV-E-21 Restricted Donor Activity – No transactions were noted between the County, County officials, or County employees and restricted donors in compliance with Chapter 68B of the Code of Iowa.
- IV-F-21 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.
- IV-G-21 Board Minutes – No transactions were found that we believe should have been approved in the Board minutes but were not.
- IV-H-21 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.
- IV-I-21 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).
- IV-J-21 Annual Urban Renewal Report – The Annual Urban Renewal Report was properly approved and certified to the Department of Management on or before December 1. However, the Levy Authority Summary included beginning cash balances, revenues and ending cash balances which did not reconcile to the County's Special Revenue, Urban Renewal Revenue Fund. The reported total tax increment financing debt outstanding was understated.

Recommendation – The County should ensure the amounts reported on the Levy Authority Summary agree with the County's records.

Response – More care will be taken to file the Urban Renewal Report with the correct statement of outstanding debt.

Conclusion – Response acknowledged. The County should also ensure the beginning cash balances, revenues and ending cash balances reconcile to the County's Special Revenue, Urban Renewal Revenue Fund.

- IV-K-21 Tax Increment Financing (TIF) – For the year ended June 30, 2021, the County Auditor did not prepare and document a reconciliation for each urban renewal area which reconciles TIF receipts with total outstanding TIF debt.

Recommendation – In accordance with Chapter 403.19(6)(a)(1) of the Code of Iowa, the County Auditor is, “to provide for the division of taxes in each subsequent year without further certification until the amount of the loans, advances, indebtedness, or bonds is paid to the special fund.” To assist in meeting this requirement, the County Auditor should prepare a reconciliation of each urban renewal area's TIF receipts and TIF debt certified.

Response – The County Auditor will have a completed authorized form for reconciliation of the TIF receipts and TIF debt of the urban renewal outstanding debt.

Conclusion – Response accepted.

Mills County

Schedule of Findings and Questioned Costs

Year ended June 30, 2021

IV-L-21 Tax Increment Financing – LMI Set Aside – The County’s development agreement provides for a 37.2% set aside for low and moderate income (LMI) housing assistance. As of June 30, 2021, the County has not set aside any funds for LMI housing assistance. Per Chapter 403.22(3)(d) of the Code of Iowa, the County may use any other sources which are legally available to provide LMI assistance.

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

Response – This project did not originally get set up for LMI set aside and it was determined by legal counsel that the County would not be able to catch up the amount because the debt will not make maximum payoff before the debt is paid off. The time will end. There wasn’t enough value to properly pay off the rebate.

Conclusion – Response acknowledged. Chapter 403.22(3) of the Code of Iowa provides other potential sources of funds to meet the low and moderate income family housing assistance requirement. The County should investigate alternatives to comply with this code section.

IV-M-21 Tax Increment Financing Development Agreement – During the year ended June 30, 2008, the County entered into a development agreement with Oak Ranch Development, LLC that called for the County to make two payments a year starting on December 1, 2009 for eleven fiscal years ending on June 1, 2020 or until the total amount of principal and interest has been paid, whichever occurs first. The County continued to collect TIF for this agreement in fiscal year 2021 and 2022 after the agreement had ended. The County also made two additional payments to the developer in fiscal year 2021 after the agreement ended.

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

Response – The Auditor conferred with legal counsel that she would be collecting TIF payments that were equal to the amount that should have been set aside for LMI for this project.

Conclusion – Response acknowledged. As noted in Comment IV-L-21, because the development agreement ended, the County should investigate alternatives to comply with the LMI set-aside including utilizing other potential sources of funds. Also, because the period of the agreement ended, the County should seek reimbursement from the developer for any payments made after the agreement ended.

Mills County

Staff

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