



# OFFICE OF AUDITOR OF STATE

STATE OF IOWA

State Capitol Building  
Des Moines, Iowa 50319-0006

Telephone (515) 281-5834  
[www.auditor.iowa.gov](http://www.auditor.iowa.gov)

Rob Sand  
Auditor of State

## NEWS RELEASE

Contact: Brian Brustkern  
515/281-5834

FOR RELEASE

June 26, 2026

Auditor of State Rob Sand today released an audit report on the Fremont County Sanitary Landfill Commission.

### **FINANCIAL HIGHLIGHTS:**

The Commission had total receipts of \$658,592 for the year ended June 30, 2025, an 8.8% decrease. Disbursements for the year ended June 30, 2025, totaled \$549,070, a 5.7% decrease. The decrease in receipts was primarily due to the timing of gate collections.

### **AUDIT FINDINGS:**

Sand reported seven findings related to the receipt and disbursement of taxpayer funds. They are found on pages 30 through 34 of this report. The findings address a lack of segregation of duties related to disbursements, the lack of documenting the independent review of bank to book reconciliations and timely submission of Quarterly Solid Waste Fee Schedule and Retained Fees Report. Sand provided the Commission with recommendations to address each of the findings.

Four of the findings discussed above are repeated from the prior year. The Commission has a fiduciary responsibility to provide oversight of the Commission'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 website at [Audit Reports – Auditor of State](#).

###

**FREMONT COUNTY SANITARY LANDFILL COMMISSION**

**INDEPENDENT AUDITOR'S REPORTS  
BASIC FINANCIAL STATEMENT  
AND OTHER INFORMATION  
SCHEDULE OF FINDINGS**

**JUNE 30, 2025**

**Fremont County Sanitary Landfill Commission**



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Rob Sand  
Auditor of State

June 23, 2026

Officials of Fremont County Sanitary Landfill Commission  
Sidney, Iowa

Dear Commission Members:

I am pleased to submit to you the financial and compliance audit report for Fremont County Sanitary Landfill Commission, Sidney Iowa, for the year ended June 30, 2025. The audit was performed pursuant to Chapter 11.6 of the Code of Iowa and in accordance with auditing standards generally accepted in the United States of America and the standards applicable to financial audits contained in Government Auditing Standards.

I appreciate the cooperation and courtesy extended by the officials and employees of Fremont County Sanitary Landfill Commission 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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**Fremont County Sanitary Landfill Commission**

**Officials**

<u>Name</u>	<u>Title</u>	<u>Representing</u>
Tom Shull	Chairperson	City of Farragut
Brian Hardy	Vice Chairperson	City of Randolph
Kenny Eggers	Member	City of Riverton
Bray Blake	Member	City of Thurman
Dustin Sheldon	Member	Fremont County
Melissa Smith	Member	City of Hamburg
Ann Travis	Member	City of Sidney
Randy Wirth	Member	City of Tabor
Vacant	Member	City of Imogene
Casey Moyer	Manager	
Jessica Jurey	Scale Operator	

**Fremont County Sanitary Landfill Commission**



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## Independent Auditor's Report

To the Members of the Fremont County Sanitary Landfill Commission:

### Report on the Audit of the Financial Statement

#### Opinion

We have audited the financial statement of the Fremont County Sanitary Landfill Commission as of and for the year ended June 30, 2025 and the related Notes to Financial Statement which collectively comprise the Fremont County Sanitary Landfill Commission's basic financial statement as listed in the table of contents.

In our opinion, the accompanying financial statement referred to above presents fairly, in all material respects, the respective cash basis financial position of the Fremont County Sanitary Landfill Commission as of June 30, 2025, and the respective changes in cash basis financial position for the year then ended in accordance with the basis of accounting described in Note 1.

#### Basis for Opinion

We conducted our audit in accordance with auditing standards generally accepted in the United States of America (GAAS) and the standards applicable to financial audits contained in Government Auditing Standards issued by the Comptroller General of the United States. Our responsibilities under those standards are further described in the Auditor's Responsibilities for the Audit of the Financial Statement section of our report. We are required to be independent of Fremont County Sanitary Landfill Commission, and to meet our other ethical responsibilities, in accordance with the relevant ethical requirements relating to our audit. We believe the audit evidence we have obtained is sufficient and appropriate to provide a basis for our audit opinion.

#### Emphasis of Matter - Basis of Accounting

We draw attention to Note 1 of the financial statement, which describes the basis of accounting. The financial statement is prepared on the cash basis of accounting, which is a basis of accounting other than accounting principles generally accepted in the United States of America. Our opinion is not modified with respect to this matter.

#### Responsibilities of Management for the Financial Statement

Management is responsible for the preparation and fair presentation of this financial statement in accordance with the cash basis of accounting described in Note 1, and for determining that the cash basis of accounting is an acceptable basis for the preparation of the financial statement in the circumstances. Management is also responsible for the design, implementation and maintenance of internal control relevant to the preparation and fair presentation of the financial statement that is free from material misstatement, whether due to fraud or error.

## Auditor's Responsibilities for the Audit of the Financial Statement

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

In performing an audit in accordance with GAAS and Government Auditing Standards, we:

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

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

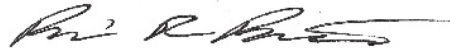
## Other Information

Management is responsible for the other information included in the annual report. The other information comprises the Schedule of the Commission's Proportionate Share of the Net Pension Liability and the Schedule of Commission Contributions on pages 22 through 27 but does not include the basic financial statement and our auditor's report thereon. Our opinion on the basic financial statement does not cover the other information, and we do not express an opinion or any form of assurance thereon.

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

Other Reporting Required by Government Auditing Standards

In accordance with Government Auditing Standards, we have also issued our report dated June 23, 2026 on our consideration of the Fremont County Sanitary Landfill Commission's internal control over financial reporting and 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 Commission's internal control over financial reporting or on compliance. That report is an integral part of an audit performed in accordance with Government Auditing Standards in considering the Fremont County Sanitary Landfill Commission's internal control over financial reporting and compliance.



Brian R. Brustkern, CPA  
Deputy Auditor of State

June 23, 2026

**Fremont County Sanitary Landfill Commission**

**Basic Financial Statement**

**Fremont County Sanitary Landfill Commission**

Fremont County Sanitary Landfill Commission

Statement of Cash Receipts, Disbursements and  
Changes in Cash Balance

As of and for the year ended June 30, 2025

Operating receipts:	
Gate fees	\$ 456,617
County and city assessments	125,754
Total operating receipts	<u>582,371</u>
Operating disbursements:	
Salaries and benefits	206,505
Equipment repair and supplies	39,799
Office expense	2,284
Building repair	687
Fuel and oil	23,428
Insurance	35,729
Outside services	17,291
Accounting and legal fees	24,556
Iowa Department of Natural Resources tonnage fees	17,955
Utilities	7,396
Ground and leachate maintenance	36,291
Recycling	3,440
Rock hauling and purchase	8,597
Vehicle expense	375
Miscellaneous	18,646
Total operating disbursements	<u>442,979</u>
Excess of operating receipts over operating disbursements	<u>139,392</u>
Non-operating receipts (disbursements):	
Interest on investments	76,221
Equipment purchase payments	(12,705)
Debt service	
Principal	(75,000)
Interest and fees	(18,386)
Net non-operating receipts (disbursements)	<u>(29,870)</u>
Change in cash balance	109,522
Cash balance beginning of year	1,657,488
Cash balance end of year	<u>\$ 1,767,010</u>
<b>Cash Basis Fund Balance</b>	
Restricted for:	
Closure and postclosure care	\$ 1,313,608
Unrestricted	453,402
Total cash basis fund balance	<u>\$ 1,767,010</u>

See notes to financial statement.

Fremont County Sanitary Landfill Commission

Notes to Financial Statements

June 30, 2025

**(1) Summary of Significant Accounting Policies**

The Fremont County Sanitary Landfill Commission was formed in 1996 pursuant to the provisions of Chapter 28E of the Code of Iowa. The purpose of the Commission is to provide for the control, collection and disposal of all solid waste produced or generated within each unit of government which is a member of the Commission.

The Commission is composed of one representative from each of the eight member cities and one representative from Fremont County. The member cities are Thurman, Tabor, Hamburg, Riverton, Sidney, Randolph, Farragut and Imogene. The representative of a City is appointed by the City.

A. Reporting Entity

For financial reporting purposes, the Fremont County Sanitary Landfill Commission has included all funds, organizations, agencies, boards, commissions and authorities. The Commission 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 Commission are such that exclusion would cause the Commission's financial statement 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 Commission 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 Commission. The Fremont County Sanitary Landfill Commission has no component units which meet the Governmental Accounting Standards Board criteria.

B. Basis of Presentation

The accounts of the Commission are organized as an Enterprise Fund. Enterprise Funds are utilized to finance and account for the acquisition, operation and maintenance of governmental facilities and services supported by user charges.

Enterprise Funds distinguish operating receipts and disbursements from non-operating items. Operating receipts and disbursements generally result from providing services and producing and delivering goods in connection with an Enterprise Fund's principal ongoing operations. All receipts and disbursements not meeting this definition are reported as non-operating receipts and disbursements.

C. Measurement Focus and Basis of Accounting

The Commission maintains its financial records on the basis of cash receipts and disbursements and the financial statement of the Commission is prepared on this basis. The cash basis of accounting does not give effect to accounts receivable, accounts payable and accrued items, including the estimated payables for closure and postclosure care. Accordingly, the financial statement does not present financial position and results of operations of the Commission in accordance with accounting principles generally accepted in the United States of America.

D. Cash Basis Fund Balance

Funds set aside for payment of closure and postclosure care are classified as restricted.

**(2) Cash and Investments**

The Commission's deposits in banks at June 30, 2025 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 Commission 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 Commission; prime eligible bankers acceptances; certain high rated commercial paper; perfected repurchase agreements; certain registered open-end management investment companies; certain joint investment trusts; and warrants or improvement certificates of a drainage district.

The Commission had no investments meeting the disclosure requirements of Governmental Accounting Standards Board Statement No. 72.

**(3) Loan and Equipment Purchase Payables**

A summary of changes in loan and equipment purchase payables for the year ended June 30, 2025 is as follows:

	Beginning			Ending	Due
	Balances	Increases	Decreases	Balances	Within
					One Year
Direct borrowings:					
Loan payable	\$ 655,000	-	75,000	580,000	75,000
Equipment purchase					
Agreements payable	23,954	-	11,741	12,213	12,213
Total loan and capital lease payable	\$ 678,954	-	86,741	592,213	87,213

Loan Payable

On April 16, 2019, Fremont County issued \$800,000 general obligation capital loan notes, in order to provide funds to pay the costs of improvements and extensions to the landfill facilities. The notes bear interest at 2.25% to 3.00% per annum and mature June 1, 2032. The Fremont County Landfill Commission agreed to make payments to the County to pay the principal and interest on the general obligation solid waste disposal refunding notes and the general obligation capital loan notes as they came due. During the year ended June 30, 2025, the Commission paid principal of \$75,000 and interest of \$18,385 on the loan.

Annual debt service requirements to maturity under the loan agreement are as follows:

Year Ending June 30,	Solid Waste Disposal Capital Loan Notes			
	Interest Rates	Principal	Interest	Total
2026	2.45%	\$ 75,000	16,547	91,547
2027	2.45	80,000	14,710	94,710
2028	3.00	80,000	12,750	92,750
2029	3.00	80,000	10,350	90,350
2030	3.00	85,000	7,950	92,950
2031-2032	3.00	180,000	8,100	188,100
Total		\$ 580,000	70,407	650,407

#### Equipment Purchase Agreements

In December 2021, the Commission entered into an equipment purchase agreement for a compact track loader. The agreement requires annual payments of \$12,705 over five years at an interest rate of 3.95% per annum and final payment due December 18, 2025. During the year ended June 30, 2025, the Commission paid \$11,741 of principal and \$964 of interest on the equipment purchase agreement.

Future principal and interest payments as of June 30, 2025 are as follows:

Year Ending June 30,	Compact Track Loader		
	Principal	Interest	Total
2026	\$ 12,213	492	12,705

#### **(4) Pension Plan**

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

If a Regular 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 2025, pursuant to the required rate, Regular members contributed 6.29% of covered payroll and the Commission contributed 9.44% of covered payroll, for a total rate of 15.73%.

The Commission’s contributions to IPERS for the year ended June 30, 2025 totaled \$13,561.

Net Pension Liability, Pension Expense, Deferred Outflows of Resources and Deferred Inflows of Resources Related to Pensions – At June 30, 2025, the Commission had a liability of \$54,824 for its proportionate share of the net pension liability. The net pension liability was measured as of June 30, 2024, and the total pension liability used to calculate the net pension liability was determined by an actuarial valuation as of that date. The Commission’s proportion of the net pension liability was based on the Commission’s share of contributions to IPERS relative to the contributions of all IPERS participating employers. At June 30, 2024, the Commission’s proportion was 0.001506%, which was a decrease of 0.000030% from its proportion measured as of June 30, 2023.

For the year ended June 30, 2025, the Commission’s pension expense, deferred outflows of resources and deferred inflows of resources totaled \$6,301, \$34,430 and \$29,418, respectively.

There were no non-employer contributing entities to IPERS.

Actuarial Assumptions – The total pension liability in the June 30, 2024 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, 2024 valuation were based on the results of quadrennial experience study covering the period July 1, 2017 through June 30, 2021.

Mortality rates used in the 2024 valuation were based on the PubG-2010 mortality tables with future mortality improvements modeled using Scale MP-2021.

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	21.0%	3.52%
International equity	13.0	5.18
Global smart beta equity	5.0	4.12
Core plus fixed income	25.5	3.04
Public credit	3.0	4.53
Cash	1.0	1.69
Private equity	17.0	8.89
Private real assets	9.0	4.25
Private credit	5.5	6.62
Total	<u>100.0%</u>	

Discount Rate – The discount rate used to measure the total pension liability was 7.00%. The projection of cash flows used to determine the discount rate assumed employee contributions will be made at the contractually required rate and contributions from the Commission 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 Commission's Proportionate Share of the Net Pension Liability (Asset) to Changes in the Discount Rate – The following presents the Commission's proportionate share of the net pension liability (asset) calculated using the discount rate of 7.00%, as well as what the Commission's proportionate share of the net pension liability (asset) 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%)
Commission's proportionate share of the net pension liability (asset)	\$ 134,538	54,824	(11,936)

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](http://www.ipers.org).

**(5) Compensated Absences**

Commission employees accumulate a limited amount of earned but unused vacation and sick leave hours for subsequent use or for payment upon termination, retirement or death. These accumulations are not recognized as disbursements by the Commission until used or paid. The Commission’s approximate liability for the leave which is attributable to services already rendered, the leave accumulates and carries forward from one reporting period to the next and the leave is more likely than not to be used for time off or otherwise paid in cash or settled through noncash means for earned vacation and sick leave to employees at June 30, 2025 is as follows:

Type of Benefit	Amount
Vacation	\$ 300
Sick leave	33,500
	<u>\$ 33,800</u>

This liability has been computed based on rates of pay in effect at June 30, 2025.

**(6) Closure and Postclosure Care**

To comply with federal and state regulations, the Commission is required to complete a monitoring system plan and a closure/postclosure care plan and to provide funding necessary to effect closure and postclosure care, including the proper monitoring and care of the landfill after closure. Environmental Protection Agency (EPA) requirements have established closure and thirty-year postclosure care requirements for all municipal solid waste landfills which receive waste after October 9, 1993. State governments are primarily responsible for implementation and enforcement of those requirements and have been given flexibility to tailor requirements to accommodate local conditions that exist. The effect of the EPA requirement is to commit landfill owners to perform certain closing functions and postclosure monitoring functions as a condition for the right to operate the landfill in the current period. The EPA requirements provide when a landfill stops accepting waste, it must be covered with a minimum of twenty-four inches of earth to keep liquid away from the buried waste. Once the landfill is closed, the owner is responsible for maintaining the final cover, monitoring ground water and methane gas, and collecting and treating leachate (the liquid that drains out of waste) for thirty years.

Governmental Accounting Standards Board Statement No. 18 requires landfill owners to estimate total landfill closure and postclosure care costs and recognize a portion of these costs each year based on the percentage of estimated total landfill capacity used that year. Estimated total cost consists of four components: (1) the cost of equipment and facilities used in postclosure monitoring and care, (2) the cost of final cover (material and labor), (3) the cost of monitoring the landfill during the postclosure period and (4) the cost of any environmental cleanup required after closure. Estimated total cost is based on the cost to purchase those services and equipment currently and is required to be updated annually due to the potential for changes due to inflation or deflation, technology, or applicable laws or regulations.

These costs for the Commission have been estimated at \$1,332,000 for closure and \$777,000 for postclosure care, for a total of \$2,109,000 as of June 30, 2025. On October 1, 2007, the Vertical cell stopped accepting refuse and the Subtitle D cell was opened. The completion of Phase I and II added an anticipated life of 9 years. During 2011, the Commission completed work on Abutment A, which added an anticipated life of an additional 4 years. During 2014, the Commission completed work on Phase 4 expansion which added an anticipated life of an additional 7 years. During 2019, the Commission completed work on Phase 5 expansion. With the construction of all the abutments and Phases in the engineer’s conceptual design and at an average annual disposal rate, the landfill has an estimated 10.6 years of life available for waste.

Chapter 455B.306(9)(b) of the Code of Iowa requires permit holders of municipal solid waste landfills to maintain separate closure and postclosure care accounts to accumulate resources for the payment of closure and postclosure care costs. The Commission has begun accumulating resources to fund these costs and, at June 30, 2025, assets of \$1,313,608 are restricted for these purposes, of which \$743,458 is for closure and \$570,150 is for postclosure care. They are included in restricted cash balance in the Statement of Cash Receipts, Disbursements and Changes in Cash Balance.

Also, pursuant to Chapter 567-113.14(8) of the Iowa Administrative Code (IAC), since the estimated closure and postclosure care costs are not fully funded, the Commission is required to demonstrate financial assurance for the unfunded costs. The Commission uses a combination of the local government guarantee and the local government dedicated fund financial assurance mechanisms.

Chapter 567-113.14(8) of the IAC allows the Commission to choose the dedicated fund mechanism to demonstrate financial assurance and use the accounts established to satisfy the closure and postclosure care account requirements. Accordingly, the Commission is not required to establish closure and postclosure care accounts in addition to the accounts established to comply with the dedicated fund financial assurance mechanism.

**(7) Solid Waste Tonnage Fees Retained**

The Commission has established an account for restricting and using solid waste tonnage fees retained by the Commission in accordance with Chapter 455B.310 of the Code of Iowa. At June 30, 2025, the Commission had no unspent tonnage fees.

**(8) Risk Management**

The Commission is a member of the Iowa Communities Assurance Pool, as allowed by Chapter 670.7 of the Code of Iowa. The Iowa Communities Assurance Pool (Pool) is a local government risk-sharing pool whose 805 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, property, employment practices liability, public officials liability, cyber liability and law enforcement liability. 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 Commission 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 Commission's property and casualty contributions to the Pool are recorded as disbursements from its operating funds at the time of payment to the Pool. The Commission's contributions to the Pool related to the year ended June 30, 2025 were \$15,446.

The Pool uses reinsurance and excess risk-sharing agreements to reduce its exposure to large losses. The Pool retains general, automobile, employment practices, law enforcement, cyber 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 Commission's risk-sharing certificate. Property and automobile physical damage risks are retained by the Pool up to \$500,000 each occurrence, each location. Property risks exceeding \$500,000 are reinsured through reinsurance and excess risk-sharing agreements up to the amount of risk-sharing protection provided by the Commission'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 Commission'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. As of June 30, 2025, settled claims have not exceeded the risk pool for 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 a 60 day 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 Commission also carries commercial insurance purchased from other insurers for coverage associated with workers compensation in the amount of \$1,000,000. The Commission 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.

## **Other Information**

Fremont County Sanitary Landfill Commission

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

Iowa Public Employees' Retirement System  
For the Last Ten Years\*

Other Information

	2025	2024	2023	2022
Commission's proportion of the net pension liability (asset)	0.001506%	0.001536%	0.001592%	(0.000607)% **
Commission's proportionate share of the net pension liability	\$ 54,824	69,333	60,134	2,095
Commission's covered payroll	\$ 138,923	134,923	128,191	121,299
Commission's proportionate share of the net pension liability as a percentage of its covered payroll	39.46%	51.39%	46.91%	1.73%
IPERS' net position as a percentage of the total pension liability (asset)	92.30%	90.13%	91.40%	100.81%

\* 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.

\*\* Overall plan net pension asset.

See accompanying independent auditor's report.

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2021	2020	2019	2018	2017	2016
0.001435%	0.001643%	0.001551%	0.001492%	0.001457%	0.001728%
100,816	95,155	98,090	98,481	91,720	85,389
113,897	125,057	116,499	110,356	104,591	118,410
88.52%	76.09%	84.20%	89.24%	87.69%	72.11%
82.90%	85.45%	83.62%	82.21%	81.82%	85.19%

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Fremont County Sanitary Landfill Commission

Schedule of Commission Contributions

Iowa Public Employees' Retirement System  
For the Last Ten Years

Other Information

	<u>2025</u>	<u>2024</u>	<u>2023</u>	<u>2022</u>
Statutorily required contribution	\$ 13,561	13,114	12,734	12,101
Contributions in relation to the statutorily required contribution	<u>(13,561)</u>	<u>(13,114)</u>	<u>(12,734)</u>	<u>(12,101)</u>
Contribution deficiency (excess)	<u>\$ -</u>	<u>-</u>	<u>-</u>	<u>-</u>
Commission's covered payroll	\$ 143,658	138,923	134,923	128,191
Contributions as a percentage of covered payroll	9.44%	9.44%	9.44%	9.44%
See accompanying independent auditor's report.				

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2021	2020	2019	2018	2017	2016
11,451	10,752	11,805	10,403	9,855	9,340
(11,451)	(10,752)	(11,805)	(10,403)	(9,855)	(9,340)
-	-	-	-	-	-
121,299	113,897	125,057	116,499	110,356	104,591
9.44%	9.44%	9.44%	8.93%	8.93%	8.93%

**Fremont County Sanitary Landfill Commission**

Fremont County Sanitary Landfill Commission

Notes to Other Information – Pension Liability

Year ended June 30, 2025

Changes of benefit terms:

There are no significant changes in benefit terms.

Changes of assumptions:

The 2022 valuation incorporated the following refinements after a quadrennial experience study:

- Changed mortality assumptions to the PubG-2010 mortality tables with mortality improvements modeled using Scale MP-2021.
- Adjusted retirement rates for Regular members.
- Lowered disability rates for Regular members.
- Adjusted termination rates for all membership groups.

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%.



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Rob Sand  
Auditor of State

Independent Auditor's Report on Internal Control  
over Financial Reporting and on Compliance and Other Matters  
Based on an Audit of a Financial Statement Performed in Accordance with  
Government Auditing Standards

To the Members of the Fremont County Sanitary Landfill Commission:

We have audited in accordance with auditing standards generally accepted in the United States of America and the standards applicable to financial audits contained in Government Auditing Standards, issued by the Comptroller General of the United States, the financial statement of the Fremont County Sanitary Landfill Commission, Iowa, as of and for the year ended June 30, 2025, and the related Notes to Financial Statement, and have issued our report thereon dated June 23, 2026. Our report expressed an unmodified opinion on the financial statement which was prepared on the cash basis of accounting, which is a basis of accounting other than accounting principles generally accepted in the United States of America.

Report on Internal Control Over Financial Reporting

In planning and performing our audit of the financial statement, we considered Fremont County Sanitary Landfill Commission's internal control over financial reporting (internal control) as a basis for designing audit procedures that are appropriate in the circumstances for the purpose of expressing our opinion on the financial statement, but not for the purpose of expressing an opinion on the effectiveness of Fremont County Sanitary Landfill Commission's internal control. Accordingly, we do not express an opinion on the effectiveness of Fremont County Sanitary Landfill Commission's internal control.

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

A deficiency in internal control exists when the design or operation of a control does not allow management or employees, in the normal course of performing their assigned functions, to prevent or detect and correct misstatements on a timely basis. A material weakness is a deficiency, or a combination of deficiencies, in internal control such that there is a reasonable possibility that a material misstatement of the Commission's financial statement will not be prevented or detected and corrected, on a timely basis. We consider the deficiency described in the accompanying Schedule of Findings as item 2025-001 to be a material weakness.

A significant deficiency is a deficiency, or a combination of deficiencies, in internal control that is less severe than a material weakness, yet important enough to merit attention by those charged with governance. We consider the deficiencies described in the accompanying Schedule of Findings as items 2025-002 and 2025-003 to be significant deficiencies.

## Report on Compliance and Other Matters

As part of obtaining reasonable assurance about whether Fremont County Sanitary Landfill Commission's financial statement is free from material misstatement, we performed tests of its compliance with certain provisions of laws, regulations, contracts and grant agreements, noncompliance with which could have a direct and material effect on the financial statement. However, providing an opinion on compliance with those provisions was not an objective of our audit and, accordingly, we do not express such an opinion. The results of our tests disclosed no instances of noncompliance or other matters which are required to be reported under Government Auditing Standards. However, we noted certain immaterial instances of noncompliance or other matters which are described in the accompanying Schedule of Findings.

Comments involving statutory and other legal matters about the Commission's operations for the year ended June 30, 2025 are based exclusively on knowledge obtained from procedures performed during our audit of the financial statement of the Commission. 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.

## Fremont County Sanitary Landfill Commission's Responses to Findings

Government Auditing Standards requires the auditor to perform limited procedures on the Fremont County Sanitary Landfill Commission's responses to the findings identified in our audit and described in the accompanying Schedule of Findings. Fremont County Sanitary Landfill Commission's responses were not subjected to the other auditing procedures applied in the audit of the financial statement and, accordingly, we express no opinion on the responses.

## 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 Commission'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 Commission'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 Fremont County Sanitary Landfill Commission 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.



Brian R. Brustkern, CPA  
Deputy Auditor of State

June 23, 2026

Fremont County Sanitary Landfill Commission

Schedule of Findings

Year ended June 30, 2025

**Findings Related to the Financial Statement:**

**INTERNAL CONTROL DEFICIENCIES:**

2025-001 Segregation of Duties

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

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

- Disbursements – presenting certain disbursements to the Commission for approval, maintaining supporting documentation, preparing, signing, and distributing checks and posting to accounting records.

Cause – The Commission has a limited number of employees and procedures have not been designed to adequately segregate duties or provide compensating controls through additional oversight of transactions and processes.

Effect – Inadequate segregation of duties could adversely affect the Commission’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 – We realize segregation of duties is difficult with a limited number of staff. However, the Commission should review their control procedures to obtain the maximum internal control possible under the circumstances utilizing currently available personnel and Commission members.

Response – The Commission will continue to work towards finding new ways to segregate duties, as appropriate.

Conclusion – Response accepted.

2025-002 Bank Reconciliations

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

Condition – Although monthly reconciliations of book to bank balances were prepared, the independent review and date of review was not documented.

Cause – Policies have not been established, and procedures have not been implemented to require an independent review of bank reconciliations.

Fremont County Sanitary Landfill Commission

Schedule of Findings

Year ended June 30, 2025

Effect – Lack of independent review of bank reconciliations increases the risk misstatements may not have been prevented or detected and corrected on a timely basis in the normal course of operations.

Recommendation – To improve financial accountability and control, the reconciliation of the book and bank balances should be reviewed by an independent person and documented by the signature or initials of the reviewer and the date of the review.

Response – We will incorporate that into our bimonthly meetings to have a board member review and sign the bank reconciliation.

Conclusion – Response accepted.

2025-003 Payroll

Criteria – An effective internal control system provides for controls related to the approval of payroll for employees of the Commission. Proper review of timesheets and payroll checks can help ensure proper payment of payroll expenses.

Condition – The Landfill Manager approves his own timesheets.

Cause – Policies have not been established, and procedures have not been implemented to ensure timesheets are properly reviewed and approved by an independent person.

Effect – Lack of policies and procedures for review and approval of timesheets could result in unauthorized payroll and the opportunity for misappropriation.

Recommendation – The Commission should adopt policies and procedures to ensure timesheets are properly reviewed and approved by an independent person.

Response – After this was brought to our attention, a board member stops in to approve the payroll and signs off on it.

Conclusion – Response accepted.

**INSTANCES OF NONCOMPLIANCE:**

No matters were noted.

Fremont County Sanitary Landfill Commission

Schedule of Findings

Year ended June 30, 2025

**Other Findings Related to Required Statutory Reporting:**

2025-A Questionable Disbursements – In accordance with Article III, Section 31 of the Iowa Constitution and an Attorney General’s Opinion dated April 25, 1979, public funds may only be spent for public benefit. Certain expenses were noted which we believe may not meet the requirement of public purposes as defined in the Attorney General’s opinion since the public benefits to be derived have not been clearly documented. These expenses are detailed as follows:

<u>Paid To</u>	<u>Transaction Description</u>	<u>Amount</u>
UMB Credit Card Services	Interest on monthly bill	\$ 21
UMB Credit Card Services	Miscellaneous expense	329

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

Recommendation – The Commission should determine and document the public purpose served by these types of disbursements prior to authorizing any further payments. If this practice is continued, the City should establish written policies and procedures, including the requirements for proper public purpose documentation.

Response – We have since retrained on the data entry and bill pay procedure for credit cards and will continue to monitor for any discrepancies moving forward.

Conclusion – Response accepted.

2025-B Travel Expense – No disbursements of Commission money for travel expenses of spouses of Commission officials or employees were noted.

2025-C Restricted Donor Activity – No transactions were noted between Commission, Commission officials, Commission employees and restricted donors in compliance with Chapter 68B of the Code of Iowa.

2025-D Bond Coverage – Surety bond coverage for Commission 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.

Fremont County Sanitary Landfill Commission

Schedule of Findings

Year ended June 30, 2025

2025-E Commission Minutes – No transactions were found which we believe should have been approved in the Commission minutes but were not. However, the Commission did not furnish the minutes of one Commission meeting for publication within twenty days as required by Chapter 28E.6 of the Code of Iowa.

Recommendation – The Commission should comply with Chapter 28E.6 of the Code of Iowa and should furnish the Commission meeting minutes timely.

Response – There was a period of time in which the publication requirements changed. This has been resolved and addressed.

Conclusion – Response accepted.

2025-F Deposits and Investments – No instances of noncompliance with the deposit and investment provisions of Chapters 12B and 12C of the Code of Iowa and the Commission's investment policy were noted. However, the maximum approved amount on depository resolution was exceeded during fiscal year 2025.

Recommendation – The Fremont County Landfill should review the depository resolution and ensure the maximum amount allowed is sufficient.

Response – We will put it on the agenda for June 9<sup>th</sup>.

Conclusion – Response accepted.

2025-G Solid Waste Tonnage Fees Retained – No instance of non-compliance with the solid waste tonnage fees used or retained in accordance with provisions of Chapter 455B.310 of the Code of Iowa were noted. However, the Quarterly Solid Waste Fee Schedule & Retained Fees Reports from October 1, 2024 through December 31, 2024 was not filed until April 8, 2025. Quarterly reports are to be filed no later than 90 days following the quarter during which the fees were collected.

Recommendation – Procedures should be established to ensure timely submission of Quarterly reports.

Response – We acknowledge the issue and will work to submit the quarterly reports in a timely manner.

Conclusion – Response accepted.

Fremont County Sanitary Landfill Commission

Schedule of Findings

Year ended June 30, 2025

2025-H Financial Assurance – The Commission has elected to demonstrate financial assurance for closure and postclosure care by establishing a local government dedicated fund and through the local government guarantee mechanism, both as provided in Chapter 567-113.14(6) of the Iowa Administration Code (IAC). The local government guarantee mechanism is in place to assure those costs not covered by the dedicated fund mechanism. Financial assurance is demonstrated as follows:

	<u>Closure/ Postclosure Care</u>
Total estimated costs for closure and postclosure care	\$ 2,109,000
Less: Amount Commission has restricted and reserved for closure and postclosure care at June 30, 2025 (dedicated fund mechanism)	<u>1,313,608</u>
Remaining costs to be assured through the local government guarantee	<u>\$ 795,392</u>
Financial assurance through the local government guarantee	<u>\$ 795,392</u>

Fremont County Sanitary Landfill Commission

Staff

This audit was performed by:

Brian R. Brustkern, CPA, Deputy  
Lesley R. Geary, CPA, Manager  
Ariel N. Dennler, Senior Auditor  
Miranda L. Hoch, Staff Auditor