



OFFICE OF AUDITOR OF STATE
STATE OF IOWA

State Capitol Building
Des Moines, Iowa 50319-0006
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Rob Sand
Auditor of State

NEWS RELEASE

Contact: Brian Brustkern
515/281-5834

FOR RELEASE

March 31, 2026

Auditor of State Rob Sand today released an audit report on City of Clarinda, Iowa.

FINANCIAL HIGHLIGHTS:

The City's receipts totaled \$14,314,521 for the year ended June 30, 2025, a 31.3% increase. Disbursements for the year ended June 30, 2025 totaled \$9,739,395, a less than 1% decrease from the prior year. The significant increase in receipts is primarily due to proceeds from general obligation bonds issued in the fiscal year 2025.

AUDIT FINDINGS:

Sand reported six findings related to the receipt and disbursement of taxpayer funds. The findings are found on pages 52 through 57 of this report. The findings address a lack of segregation of duties and the depository resolution amount being exceeded. Sand provided the City with recommendations to address these findings.

Four of these findings discussed above are repeated from the prior year. The City Council has a fiduciary responsibility to provide oversight of the City'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](#).

###

CITY OF CLARINDA

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

JUNE 30, 2025

City of Clarinda



OFFICE OF AUDITOR OF STATE
STATE OF IOWA

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Rob Sand
Auditor of State

March 18, 2026

To the Officials of the City of Clarinda
Clarinda, Iowa

Dear Honorable Mayor and Members of the City Council:

I am pleased to submit to you the financial and compliance audit report for the City of Clarinda 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 the City of Clarinda 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 written in a cursive, slightly stylized font.

Rob Sand
Auditor of State

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City of Clarinda

Officials

<u>Name</u>	<u>Title</u>	<u>Term Expires</u>
Craig Hill	Mayor	Jan 2026
James Shore	Mayor Pro tem	Jan 2026
Mike Allbaugh, Sr	Council Member	Resigned Jul 2024
Todd Reed	Council Member	Resigned Sep 2024
Kerry Clark (appointed Oct 2024)	Council Member	Nov 2025
Jayne Wilson (appointed Sep 2024)	Council Member	Nov 2027
Austin Ascherl	Council Member	Jan 2028
Kaley Neal	Council Member	Jan 2028
Gary McClarnon	City Manager/Clerk/Treasurer	Indefinite
Ron Bitting	Attorney	Indefinite



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Independent Auditor's Report

To the Honorable Mayor and Members of the City Council:

Report on the Audit of the Financial Statements

Adverse and Unmodified Opinions

We have audited the financial statements of the governmental activities, the business type activities, the discretely presented component unit, each major fund and the aggregate remaining fund information of the City of Clarinda, Iowa, as of and for the year ended June 30, 2025, and the related Notes to Financial Statements, which collectively comprise the City's basic financial statements as listed in the table of contents.

Adverse Opinion on the Business Type Activities and the Enterprise, Clarinda Regional Health Center Fund

In our opinion, because of the significance of the matter discussed in the Basis for Adverse and Unmodified Opinion section of our report, the accompanying financial statements referred to above do not present fairly, the financial position of the business type activities and the Enterprise, Clarinda Regional Health Center Fund of the City of Clarinda as of June 30, 2025, or the changes in its cash basis financial position thereof for the year then ended in accordance with the cash basis of accounting described in Note 1.

Unmodified Opinions on Governmental Activities, Discretely Presented Component Unit, Each Major Governmental Fund, the Major Enterprise Funds, Water and Sewer and the Aggregate Remaining Fund Information

In our opinion, the accompanying financial statements referred to above present fairly, in all material respects, the respective cash basis financial position of the governmental activities, the discretely presented component unit, each major governmental fund, the major Enterprise Funds, Water and Sewer and the aggregate remaining fund information of the City of Clarinda as of June 30, 2025, and the respective changes in cash basis financial position for the year then ended in accordance with the cash basis of accounting described in Note 1.

Basis for Adverse and Unmodified Opinions

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 Financial Statements section of our report. We are required to be independent of the City of Clarinda, and to meet our other ethical responsibilities, in accordance with the relevant ethical requirements relating to our audit. We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our audit opinions.

Matter Giving Rise to Adverse Opinion on the Business Type Activities and the Enterprise, Clarinda Regional Health Center Fund

The financial statements do not include data for the Enterprise, Clarinda Regional Health Center Fund because the Clarinda Regional Health Center reports in accordance with U.S. generally accepted accounting principles, a different financial reporting framework than the City's cash basis of accounting. Accounting principles require this fund be presented as a major Enterprise Fund and financial information about the Enterprise, Clarinda Regional Health Center Fund be part of the business type activities, thus increasing that activity's receipts and disbursements and changing its net position. The amounts by which this departure affects the receipts, disbursements and cash balance of the business type activities and the omitted major fund are \$70,911,001, \$72,202,907 and \$8,328,725, respectively.

Emphasis of Matter – Basis of Accounting

We draw attention to Note 1 of the financial statements, which describes the basis of accounting. The financial statements are 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 opinions are not modified with respect to this matter.

Responsibilities of Management for the Financial Statements

Management is responsible for the preparation and fair presentation of these financial statements 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 statements in the circumstances. Management is also responsible for 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 Responsibilities for the Audit of the Financial Statements

Our objectives are to obtain reasonable assurance about whether the financial statements as a whole are free from material misstatement, whether due to fraud or error, and to issue an auditor's report that includes our opinions. Reasonable assurance is a high level of assurance but is not absolute assurance and therefore is not a guarantee that an audit conducted in accordance with 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 statements.

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

Supplementary Information

Our audit was conducted for the purpose of forming opinions on the financial statements that collectively comprise the City of Clarinda's basic financial statements. We previously audited, in accordance with the standards referred to in the Auditor's Responsibilities for the Audit of the Financial Statements section of this report, the financial statements for the nine years ended June 30, 2024 (which are not presented herein) and expressed adverse opinions on the business type activities and the Enterprise, Clarinda Regional health Center Fund due to the omission of the Enterprise, Clarinda Regional Health Center Fund from the City's financial statements and unmodified opinions on those financial statements of the governmental activities, the discretely presented component unit, the major governmental funds, the major Enterprise Funds, Water and Sewer and the aggregate remaining fund information which were prepared on the cash basis of accounting. The supplementary information included in Schedules 1 through 3, is presented for purposes of additional analysis and is not a required part of the basic financial statements. Such information is the responsibility of management and was derived from and relates directly to the underlying accounting and other records used to prepare the basic financial statements. The information has been subjected to the auditing procedures applied in the audit of the basic financial statements and certain additional procedures, including comparing and reconciling such information directly to the underlying accounting and other records used to prepare the basic financial statements or to the basic financial statements themselves, and other additional procedures in accordance with GAAS. In our opinion, the supplementary information in Schedules 1 through 3 is fairly stated, in all material respects, in relation to the basic financial statements as a whole.

Other Information

Management is responsible for the other information included in this report. The other information comprises the Budgetary Comparison Information, the Schedule of the City's Proportionate Share of the Net Pension Liability (Asset) and the Schedule of City Contributions on pages 34 through 42 but does not include the basic financial statements and our auditor's report thereon. Our opinions on the basic financial statements do not cover the other information, and we do not express an opinion or any form of assurance thereon.

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

Other Reporting Required by Government Auditing Standards

In accordance with Government Auditing Standards, we have also issued our report dated March 18, 2026 on our consideration of the the City of Clarinda's internal control over financial reporting and on our tests of its compliance with certain provisions of laws, regulations, contracts and grant agreements and other matters. The purpose of that report is solely to describe the scope of our testing of internal control over financial reporting and compliance and the results of that testing and not to provide an opinion on the effectiveness of the City's internal control over financial reporting or on compliance. That report is an integral part of an audit performed in accordance with Government Auditing Standards in considering the City of Clarinda's internal control over financial reporting and compliance.



Brian R. Brustkern, CPA
Deputy Auditor of State

March 18, 2026

City of Clarinda

Basic Financial Statements

City of Clarinda

Cash Basis Statement of Activities and Net Position

As of and for the year ended June 30, 2025

	Disbursements	Program Receipts		
		Charges for Service	Operating Grants, Contributions and Restricted Interest	Capital Grants, Contributions and Restricted Interest
Functions/Programs:				
Primary Government:				
Governmental activities:				
Public safety	\$ 1,450,756	128,681	32,492	-
Public works	903,254	56,009	762,502	-
Health and social services	5,000	-	-	-
Culture and recreation	1,370,173	283,252	115,755	86,190
Community and economic development	318,851	-	-	729,808
General government	582,572	32,501	-	-
Debt service	461,470	-	-	-
Capital projects	1,393,476	-	-	-
Total governmental activities	6,485,552	500,443	910,749	815,998
Business type activities:				
Water	1,489,127	1,540,692	-	-
Sewer	1,644,486	1,734,913	-	-
Yard waste	14,259	24,233	-	-
Storm water	105,971	62,006	-	-
Total business type activities	3,253,843	3,361,844	-	-
Total primary government	\$ 9,739,395	3,862,287	910,749	815,998
Component Unit:				
Clarinda Economic Development Corporation	\$ 48,340	-	138,578	-
General Receipts:				
Property and other city tax levied for:				
General purposes				
Debt service				
Tax increment financing				
Local option sales tax				
Hotel/motel tax				
Property tax replacement				
Rent				
Unrestricted interest on investments				
General obligation bond proceeds, net premium of \$183,667 and issuance costs of \$96,693				
Sale of capital assets				
Miscellaneous				
Total general receipts				
Change in cash basis net position				
Cash basis net position beginning of year				
Cash basis net position end of year				
Cash Basis Net Position				
Restricted:				
Nonexpendable:				
Permanent funds				
Expendable:				
Streets				
Employee benefits				
Debt service				
Capital projects				
Library purposes				
Other purposes				
Unrestricted				
Total cash basis net position				

See notes to financial statements.

Net (Disbursements) Receipts and Changes in Cash Basis Net Position			
Primary Government			Component Unit
Governmental Activities	Business Type Activities	Total	Clarinda Economic Development Corporation
(1,289,583)	-	(1,289,583)	
(84,743)	-	(84,743)	
(5,000)	-	(5,000)	
(884,976)	-	(884,976)	
410,957	-	410,957	
(550,071)	-	(550,071)	
(461,470)	-	(461,470)	
(1,393,476)	-	(1,393,476)	
(4,258,362)	-	(4,258,362)	
-	51,565	51,565	
-	90,427	90,427	
-	9,974	9,974	
-	(43,965)	(43,965)	
-	108,001	108,001	
(4,258,362)	108,001	(4,150,361)	
			90,238
2,248,493	-	2,248,493	-
452,765	-	452,765	-
251,432	-	251,432	-
707,539	-	707,539	-
161,323	-	161,323	-
192,868	-	192,868	-
58,732	-	58,732	-
40,570	81,953	122,523	8,008
3,975,815	-	3,975,815	-
549,432	-	549,432	-
4,565	-	4,565	-
8,643,534	81,953	8,725,487	8,008
4,385,172	189,954	4,575,126	98,246
4,116,269	3,805,910	7,922,179	313,122
\$ 8,501,441	3,995,864	12,497,305	411,368
\$ 160,666	-	160,666	-
879,009	-	879,009	-
726,742	-	726,742	-
315,395	-	315,395	-
4,878,821	-	4,878,821	-
568,431	-	568,431	-
89,489	-	89,489	-
882,888	3,995,864	4,878,752	411,368
\$ 8,501,441	3,995,864	12,497,305	411,368

City of Clarinda

Statement of Cash Receipts, Disbursements
and Changes in Cash Balances
Governmental Funds

As of and for the year ended June 30, 2025

	Special Revenue			
	General	Road Use Tax	Employee Benefits	Local Option Sales Tax
Receipts:				
Property tax	\$ 1,518,511	-	618,805	-
Tax increment financing	-	-	-	-
Local option sales tax	-	-	-	707,539
Other city tax	272,500	-	-	-
Licenses and permits	16,107	-	-	-
Use of money and property	155,252	-	-	-
Intergovernmental	184,901	762,502	44,482	-
Charges for service	292,687	-	-	-
Special assessments	12,617	-	-	-
Miscellaneous	103,428	-	-	-
Total receipts	2,556,003	762,502	663,287	707,539
Disbursements:				
Operating:				
Public safety	1,081,255	-	312,995	-
Public works	75,794	684,866	142,594	-
Health and social services	5,000	-	-	-
Culture and recreation	1,128,360	-	143,449	-
Community and economic development	199,079	-	-	-
General government	555,457	-	27,115	-
Debt service	-	-	-	-
Capital projects	-	-	-	-
Total disbursements	3,044,945	684,866	626,153	-
Excess (deficiency) of receipts over (under) disbursements	(488,942)	77,636	37,134	707,539
Other financing sources (uses):				
Sewer revenue bond proceeds	-	-	-	-
General obligation bond proceeds, net premium of \$183,667 and issuance costs of \$96,693	-	-	-	-
Sale of capital assets	201,632	-	-	-
Transfers in	613,139	-	-	-
Transfers out	(138,449)	-	-	(707,539)
Total other financing sources (uses)	676,322	-	-	(707,539)
Change in cash balances	187,380	77,636	37,134	-
Cash balances beginning of year	695,508	801,373	689,608	-
Cash balances end of year	\$ 882,888	879,009	726,742	-
Cash Basis Fund Balances				
Nonspendable:				
Cemetery perpetual care	\$ -	-	-	-
Library	-	-	-	-
Restricted for:				
Streets	-	879,009	-	-
Employee benefits	-	-	726,742	-
Debt service	-	-	-	-
Capital projects	-	-	-	-
Library purposes	-	-	-	-
Other purposes	-	-	-	-
Unassigned	882,888	-	-	-
Total cash basis fund balances	\$ 882,888	879,009	726,742	-

See notes to financial statements.

Debt Service	Capital Projects	Nonmajor	Total
452,765	-	-	2,590,081
-	-	251,430	251,430
-	-	-	707,539
-	-	-	272,500
-	-	-	16,107
-	-	14,289	169,541
31,412	735,754	-	1,759,051
-	-	-	292,687
-	-	-	12,617
-	-	170,496	273,924
484,177	735,754	436,215	6,345,477
-	-	56,506	1,450,756
-	-	-	903,254
-	-	-	5,000
-	-	98,364	1,370,173
-	-	119,772	318,851
-	-	-	582,572
461,470	-	-	461,470
-	1,393,476	-	1,393,476
461,470	1,393,476	274,642	6,485,552
22,707	(657,722)	161,573	(140,075)
-	388,841	-	388,841
-	3,586,974	-	3,586,974
-	347,800	-	549,432
-	279,954	-	893,093
-	-	(47,105)	(893,093)
-	4,603,569	(47,105)	4,525,247
22,707	3,945,847	114,468	4,385,172
41,574	932,974	955,232	4,116,269
64,281	4,878,821	1,069,700	8,501,441
-	-	60,666	60,666
-	-	100,000	100,000
-	-	-	879,009
-	-	-	726,742
64,281	-	251,114	315,395
-	4,878,821	-	4,878,821
-	-	568,431	568,431
-	-	89,489	89,489
-	-	-	882,888
64,281	4,878,821	1,069,700	8,501,441

City of Clarinda

City of Clarinda

Statement of Cash Receipts, Disbursements
and Changes in Cash Balances
Proprietary Funds

As of and for the year ended June 30, 2025

	Enterprise			Total
	Water	Sewer	Nonmajor	
Operating receipts:				
Charges for service	\$ 1,530,692	1,734,913	86,239	3,351,844
Miscellaneous	10,000	-	-	10,000
Total operating receipts	1,540,692	1,734,913	86,239	3,361,844
Operating disbursements:				
Business type activities	998,676	773,829	120,230	1,892,735
Excess (deficiency) of operating receipts over (under) operating disbursements	542,016	961,084	(33,991)	1,469,109
Non-operating receipts (disbursements):				
Interest on investments	13,129	68,824	-	81,953
Debt service	(431,860)	(870,657)	-	(1,302,517)
Capital outlay	(58,591)	-	-	(58,591)
Net non-operating disbursements	(477,322)	(801,833)	-	(1,279,155)
Change in cash balances	64,694	159,251	(33,991)	189,954
Cash balances beginning of year	759,428	2,747,185	299,297	3,805,910
Cash balances end of year	\$ 824,122	2,906,436	265,306	3,995,864
Cash Basis Fund Balances				
Unrestricted	\$ 824,122	2,906,436	265,306	3,995,864

See notes to financial statements.

City of Clarinda

Notes to Financial Statements

June 30, 2025

(1) Summary of Significant Accounting Policies

The City of Clarinda is a political subdivision of the State of Iowa located in Page County. It was first incorporated in 1866 and operates under the Home Rule provisions of the Constitution of Iowa. The City operates under the Mayor-Council form of government with the Mayor and Council Members elected on a non-partisan basis. The City provides numerous services to citizens, including public safety, public works, health and social services, culture and recreation, community and economic development and general government services. The City also provides water and sewer utilities for its citizens.

A. Reporting Entity

For financial reporting purposes, the City of Clarinda has included all funds, organizations, agencies, boards, commissions and authorities except for the Enterprise, Clarinda Regional Medical Center Fund. The City 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 City are such that exclusion would cause the City'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 City to impose its will on the organization or (2) the potential for the organization to provide specific benefits to or impose specific financial burdens on the City.

These financial statements present the City of Clarinda (the primary government), the Clarinda Economic Development Corporation, the Clarinda Library Foundation and Clarinda Fire and Rescue (component units). These component units, discussed below, are included in the City's reporting entity because of the significance of their operational or financial relationship with the City. These nonprofit organizations were formed under Chapter 504A of the Code of Iowa.

Discretely Presented Component Unit

The Clarinda Economic Development Corporation (CEDC) is presented in a separate column to emphasize it is legally separate from the City but is financially accountable to the City or its relationship with the City is such that exclusion would cause the City's financial statements to be misleading or incomplete. The CEDC is governed by a nine-member board. One member is elected from the Clarinda City Council. The CEDC is dependent on City funding to maintain its existence.

Blended Component Units

The Clarinda Library Foundation (Foundation) and Clarinda Fire and Rescue (Fire and Rescue) are legally separate from the City, but are so intertwined with the City they are, in substance, part of the City. The Foundation and Fire and Rescue collect donations which are to be used to purchase items not included in the City's budget and to make donations to the City to help finance a new library and fire equipment. The financial transactions are reported as Special Revenue Funds of the City.

Jointly Governed Organizations

The City participates in several jointly governed organizations that provide goods or services to the citizenry of the City but do not meet the criteria of a joint venture since there is no ongoing financial interest or responsibility by the participating governments. City officials are members of the Page County Assessor's Conference Board, the Page County Emergency Management Commission, the Page County Joint 911 Service Board and the Page County Landfill.

Related Organization

The City Council is responsible for appointing the members of the Low Rent Housing Board, but the City's accountability for this organization does not extend beyond making the appointments.

B. Basis of Presentation

Government-wide Financial Statement – The Cash Basis Statement of Activities and Net Position reports information on all of the nonfiduciary activities of the City. For the most part, the effect of interfund activity has been removed from this statement. Governmental activities, which are supported by tax and intergovernmental receipts, are reported separately from business type activities, which rely to a significant extent on fees and charges for service.

The Cash Basis Statement of Activities and Net Position presents the City's nonfiduciary net position. Net position is reported in the following categories:

Nonexpendable restricted net position is subject to externally imposed stipulations which require the cash balance to be maintained permanently by the City, including the City's Permanent Funds.

Expendable restricted net position results when constraints placed on the use of cash balances are either externally imposed or are imposed by law through constitutional provisions or enabling legislation.

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

The Cash Basis Statement of Activities and Net Position demonstrates the degree to which the direct disbursements of a given function are offset by program receipts. Direct disbursements are those clearly identifiable with a specific function. Program receipts 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 on investments restricted to meeting the operational or capital requirements of a particular function. Property tax and other items not properly included among program receipts are reported instead as general receipts.

Fund Financial Statements – Separate financial statements are provided for governmental funds and proprietary funds. Major individual governmental funds and major individual enterprise funds are reported as separate columns in the fund financial statements. All remaining governmental funds and enterprise funds are aggregated and reported as nonmajor governmental funds and nonmajor proprietary funds.

The City reports the following major governmental funds:

The General Fund is the general operating fund of the City. All general tax receipts from general and emergency levies and other receipts 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 disbursements, the fixed charges and the capital improvement costs not paid from other funds.

Special Revenue:

The Road Use Tax Fund is used to account for the road use tax allocation from the State of Iowa to be used for road construction and maintenance.

The Employee Benefits Fund is used to account for the employee benefits property tax levy for the payment of employee benefits.

The Local Option Sales Tax Fund is used to account for receipts from the tax authorized by referendum and used for property tax relief, community protection, streets and economic development.

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

The Capital Projects Fund is utilized to account for all resources used in the acquisition and construction of capital facilities with the exception of those financed through Enterprise Funds.

The City reports the following major proprietary funds:

The Enterprise, Water Fund accounts for the operation and maintenance of the City's water system.

The Enterprise, Sewer Fund accounts for the operation and maintenance of the City's wastewater treatment and sanitary sewer system.

C. Measurement Focus and Basis of Accounting

The City maintains its financial records on the basis of cash receipts and disbursements and the financial statements of the City are prepared on that basis. The cash basis of accounting does not give effect to accounts receivable, accounts payable and accrued items. Accordingly, the financial statements do not present financial position and results of operations of the funds in accordance with accounting principles generally accepted in the United States of America.

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

When a disbursement in governmental funds can be paid using either restricted or unrestricted resources, the City's policy is generally to first apply the disbursement toward restricted fund balance and then to less-restrictive classifications – committed, assigned and then unassigned fund balances.

Proprietary 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 a proprietary fund's principal ongoing operations. All receipts and disbursements not meeting this definition are reported as non-operating receipts and disbursements.

D. Property Taxes and Governmental Cash Basis Fund Balances

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

Property tax revenues recognized in the governmental funds become due and collectible in September and March of the current fiscal year with a 1½% per month penalty for delinquent payments: is based on January 1, 2023 assessed property valuations; is for the tax accrual period July 1, 2024 through June 30, 2025 and reflects tax asking contained in the budget certified to the City Council in April 2024.

In the governmental fund financial statements, cash basis fund balances are classified as follows:

Nonspendable – Amounts which cannot be spent 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.

E. Budgets and Budgetary Accounting

The budgetary comparison and related disclosures are reported as Other Information. During the year ended June 30, 2025, disbursements did not exceed the amounts budgeted.

(2) Cash and Pooled Investments

The City'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 City 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 City Council; 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 City had no investments meeting the disclosure requirements of Governmental Accounting Standards Board Statement No. 72.

At June 30, 2025, the Clarinda Library Foundation (Foundation), a blended component unit, had the following investments:

Investment	Carrying Amount	Fair Value	Maturity
Mutual funds	\$ 287,173	312,606	N/A
Prospect Cap Corp	9,950	9,919	July 1, 2025
GS FIN CORP	4,950	4,850	September 30, 2025
JP Morgan Chase NA CD CL	54,986	55,018	October 1, 2025
Ford Motor Credit Company FR	9,916	9,737	October 20, 2025

The Foundation uses the fair value hierarchy established by generally accepted accounting principles based on the valuation inputs used to measure the fair value of the asset. Level 1 inputs are quoted prices in active markets for identical assets, Level 2 inputs are significant other observable inputs, Level 3 inputs are significant unobservable inputs.

The recurring fair value of the Foundation's mutual funds were determined using quoted market prices. (Level 1 inputs)

Interest Rate Risk – The City's investment policy limits the investment of operating funds (funds expected to be expended in the current budget year or within 15 months of receipt) to instruments that mature within 397 days. Funds not identified as operating funds may be invested in investments with maturities longer than 397 days, but the maturities shall be consistent with the needs and use of the City.

Credit Risk – The investments in mutual funds are unrated.

Concentration of Credit Risk – The Foundation places no limit on the amount that may be invested in any one issuer.

(3) Long-Term Debt

Bonds

A summary of changes in bonds and notes payable for the year ended June 30, 2025 is as follows:

	Beginning Balances	Increases	Decreases	Ending Balances	Due Within One Year
Governmental activities:					
General obligation bonds	\$ 2,230,000	3,500,000	410,000	5,320,000	315,000
Lease agreement	-	57,464	7,842	49,622	10,612
Governmental activities total	<u>\$ 2,230,000</u>	<u>3,557,464</u>	<u>417,842</u>	<u>5,369,622</u>	<u>325,612</u>
Business type activities:					
Water revenue bonds - Direct borrowing	\$ 843,000	-	415,000	428,000	428,000
Sewer revenue bonds - Direct borrowing	12,841,430	388,841	727,271	12,503,000	733,000
Business-type activities total	<u>\$ 13,684,430</u>	<u>388,841</u>	<u>1,142,271</u>	<u>12,931,000</u>	<u>1,161,000</u>

General Obligation Bonds

A summary of the City's June 30, 2025 general obligation bonds payable is as follows:

Year Ending June 30,	Corporate Purpose Issued Mar 11, 2020			Corporate Purpose Issued Mar 10, 2021		
	Interest Rates	Principal	Interest	Interest Rates	Principal	Interest
2026	3.00%	\$ 155,000	24,750	2.00%	\$ 160,000	15,820
2027	3.00	160,000	20,100	2.00	160,000	12,620
2028	3.00	165,000	15,300	2.00	165,000	9,420
2029	3.00	170,000	10,350	1.50	170,000	6,120
2030	3.00	175,000	5,250	1.00	170,000	3,570
2031-2035	-	-	-	1.10	170,000	1,870
2036-2040	-	-	-	-	-	-
2041-2044	-	-	-	-	-	-
Total		<u>\$ 825,000</u>	<u>75,750</u>		<u>\$ 995,000</u>	<u>49,420</u>

Year Ending June 30,	Corporate Purpose Issued March 10, 2025			Total		
	Interest Rates	Principal	Interest	Principal	Interest	Total
2026	5.00%	\$ -	195,934	\$ 315,000	236,504	551,504
2027	5.00	125,000	160,675	445,000	193,395	638,395
2028	5.00	130,000	154,425	460,000	179,145	639,145
2029	5.00	140,000	147,925	480,000	164,395	644,395
2030	5.00	145,000	140,925	490,000	149,745	639,745
2031-2035	5.00	845,000	587,625	1,015,000	589,495	1,604,495
2036-2040	4.00-5.00	1,075,000	356,875	1,075,000	356,875	1,431,875
2041-2044	4.125-4.00	1,040,000	108,369	1,040,000	108,369	1,148,369
Total		<u>\$ 3,500,000</u>	<u>1,852,753</u>	<u>\$ 5,320,000</u>	<u>1,977,923</u>	<u>7,297,923</u>

On March 11, 2020, the City issued \$1,500,000 of general obligation bonds with an interest rate of 3.00% per annum. The bonds were issued for the purpose of paying the costs, to that extent, of constructing street repairs and improvements, including incidental related public infrastructure work. During the year ended June 30, 2025, the City paid \$150,000 of principal and \$29,250 of interest on the bonds.

On March 10, 2021, the City issued \$2,000,000 of general obligation bonds with interest rates ranging from 1.00% to 2.00% per annum. The bonds were issued for the purpose of paying the costs, to that extent, of constructing street repairs and improvements, including incidental related infrastructure work, acquiring a fire truck, and a current refunding of the 2015 general obligation bonds. During the year ended June 30, 2025, the City paid \$260,000 of principal and \$21,020 of interest on the bonds.

On March 10, 2025, the City issued \$3,500,000 of general obligation bonds with interest rates ranging from 4.125% to 5.00% per annum. The bonds were issued for the purpose of paying the costs, to that extent, of constructing street, water, sanitary sewer and storm water drainage improvements, and acquiring and installing street lighting, signage and signalization improvements. During the year ended June 30, 2025, the City did not pay any principal or interest on the bonds.

Water Revenue Bonds – Direct Borrowing

A summary of the City’s June 30, 2025 water revenue bonds payable is as follows:

Year Ending June 30,	Water			
	Issued Oct 19, 2005			
Interest Rates	Principal	Interest	Total	
2026	1.75%	\$ 428,000	7,490	435,490

On October 19, 2005, the City entered into an agreement with the Iowa Finance Authority (IFA) for the issuance of up to \$6,500,000 of drinking water revenue bonds with interest at 3.0% per annum. The Iowa Finance Authority approved a reduction to the interest rate from 3.0% per annum to 1.75% per annum effective December 1, 2015. The bonds were issued pursuant to the provisions of Sections 384.24A and 384.83 of the Code of Iowa for the purpose of paying the cost of construction of a drinking water treatment facility. In the event of a default, the issuer shall have the right to take any action authorized under the regulations, the revenue bond or the agreement and to take whatever other action at law or equity may appear necessary or desirable to collect the amounts then due and thereafter to become due under the agreement or to enforce the performance and observance of any duty, covenant, obligation or agreement of the participant under the agreement. The total amount borrowed by the city was \$6,409,000. The agreement also requires the City to annually pay a .25% servicing fee on the outstanding principal balance. During the year ended June 30, 2025, the City paid principal of \$415,000 and interest of \$14,753 leaving a principal balance of \$428,000 at June 30, 2025.

The City has pledged future water customer receipts, net of specified operating disbursements, to repay the water revenue bonds. The bonds are payable solely from water customer net receipts. Annual principal and interest payments on the bonds are expected to require approximately 79.3% of net receipts. The total principal and interest remaining to be paid on the bonds is \$435,490. For the current year, principal and interest paid and total customer net receipts were \$429,753 and \$542,016, respectively.

The resolution providing for the issuance of the water revenue bonds includes the following provisions:

- (a) The bonds will only be redeemed from the future earnings of the enterprise activity and the bond holders hold a lien on the future earnings of the funds.
- (b) The rents, rates and other charges shall be at least sufficient to meet the operation and maintenance expenses of the water system and to produce and maintain net receipts at a level not less than 110% of the amount of the annual principal and interest due on the revenue bonds.

Sewer Revenue Bonds – Direct Borrowing

A summary of the City’s June 30, 2025 sewer revenue bonds payable is as follows:

Year Ending June 30,	Sewer			
	Issued December 20, 2019			
	Interest Rates	Principal	Interest	Total
2026	0.84%	\$ 733,000	105,025	838,025
2027	0.84	740,000	98,868	838,868
2028	0.84	746,000	92,652	838,652
2029	0.84	752,000	86,385	838,385
2030	0.84	758,000	80,069	838,069
2031-2035	0.84	3,889,000	303,719	4,192,719
2036-2040	0.84	4,054,000	137,634	4,191,634
2041	0.84	831,000	6,980	837,980
Total		<u>\$ 12,503,000</u>	<u>911,332</u>	<u>13,414,332</u>

On December 20, 2019, the City entered into an agreement with the Iowa Finance Authority (IFA) for the issuance of up to \$15,400,000 of sewer revenue bonds with interest at 0.84% per annum. The City is also required to pay a .25% servicing fee annually on the outstanding principal balance. The notes were issued pursuant to Chapters 384.24A and 384.83 of the Code of Iowa to provide financing for constructing a wastewater treatment facility. In the event of default, the issuer shall have the right to take any action authorized under the regulations, the revenue bond or the agreement and to take whatever other action at law or equity may appear necessary or desirable to collect the amounts then due and thereafter to become due under the agreement or to enforce the performance and observance of any duty, covenant, obligation or agreement of the participant under the agreement. The City will draw down funds from IFA upon request to reimburse the City for costs as they are incurred. During the year ended June 30, 2025, the City drew down \$388,841 of the authorized amount. The total amount borrowed by the City was \$15,187,281. A final repayment schedule was adopted November 1, 2024. During the year ended June 30, 2025, the City paid principal of \$727,271 and interest of \$110,500 leaving a principal balance of \$12,503,000 at June 30, 2025.

The City has pledged future sewer customer receipts, net of specified operating disbursements, to repay the sewer revenue bonds which are payable through June 2041. The bonds are payable solely from sewer customer net receipts. Annual principal and interest payments on the bonds are expected to require approximately 87.2% of net receipts. The total principal and interest remaining to be paid on the bonds is \$13,414,332. For the current year, principal and interest paid and total customer receipts were \$837,771 and \$961,084, respectively.

The resolution providing for the issuance of the sewer revenue bonds includes the following provisions:

- (a) The bonds will only be redeemed from the future earnings of the enterprise activity and the bond holders hold a lien on the future earnings of the funds.
- (b) The rents, rates and other charges shall be at least sufficient to meet the operation and maintenance expenses of the sewer system and to produce and maintain net receipts at a level not less than 110% of the amount of the annual principal and interest due on the revenue bonds.

Lease Agreement

On October 15, 2024, the City entered into a noncancelable lease agreement for a copy machine. An initial lease liability was recorded in the amount of \$57,464. The agreement requires monthly payments of \$1,099 over five years, with an implicit interest rate of 2.0% and a final payment on October 14, 2029. During the year ended June 30, 2025, the City paid \$7,842 in principal and \$2,049 in interest. Future principal and interest payments are as follows:

Year Ending June 30,	Copier		
	Principal	Interest	Total
2026	\$ 10,612	2,576	13,188
2027	11,238	1,950	13,188
2028	11,902	1,286	13,188
2029	12,604	584	13,188
2030	3,266	31	3,297
Total	\$ 49,622	6,427	56,049

(4) Pension Plan

Plan Description – IPERS membership is mandatory for employees of the City, except for those covered by another retirement system. Employees of the City 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 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.

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

The formula used to calculate a Protection Occupation member's monthly IPERS benefit includes:

- 60% of average salary after completion of 22 years of special service, plus an additional 1.5% of average salary for more than 22 years of special service but not more than 30 years of service.
- The member's highest three-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 City contributed 9.44% of covered payroll, for a total rate of 15.73%. Protection Occupation members contributed 6.21% of covered payroll and the City contributed 9.31% of covered payroll, for a total rate of 15.52%.

The City's contributions to IPERS for the year ended June 30, 2025 totaled \$166,440.

Net Pension Liability, Pension Expense, Deferred Outflows of Resources and Deferred Inflows of Resources Related to Pensions – At June 30, 2025, the City reported a liability of \$207,334 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 City’s proportion of the net pension liability was based on the City’s share of contributions to IPERS relative to the contributions of all IPERS participating employers. At June 30, 2024, the City’s proportion was 0.005694%, which was a decrease of 0.002226% from its proportion measured as of June 30, 2023.

For the year ended June 30, 2025, the City’s pension expense, deferred outflows of resources and deferred inflows of resources totaled \$75,646, \$450,117 and \$366,670, 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 a quadrennial experience study covering the period of 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 weighing 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	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 City 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 of 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 City's Proportionate Share of the Net Pension Liability (Asset) to Changes in the Discount Rate – The following presents the City's proportionate share of the net pension liability (asset) calculated using the discount rate of 7.00%, as well as what the City's proportionate share of the net pension liability (asset) would be if it were calculated using a discount rate that is 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%)
City's proportionate share of the net pension liability (asset)	\$ 1,114,427	207,344	(552,638)

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.

(5) Other Postemployment Benefits (OPEB)

Plan Description – The City operates a single-employer health benefit plan which provides medical/prescription drug benefits for employees, retirees and their spouses. Group insurance benefits are established under Iowa Code Chapter 509A.13. The City currently finances the benefit plan on a pay-as-you-go basis. For the year ended June 30, 2025, the City contributed \$426,005 and plan members eligible for benefits contributed \$59,300 to the plan. At June 30, 2025, no assets have been accumulated in a trust that meets the criteria in paragraph 4 of GASB Statement No. 75.

OPEB Benefits – Individuals who are employed by the City 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 benefits as active employees, which results in an implicit rate subsidy.

Retired participants must be age 55 or older at retirement, with the exception of special service participants who must be age 50 with 22 years of services. At June 30, 2025, there were 23 active employees and no inactive employees or beneficiaries receiving benefit payments.

(6) Compensated Absences

City employees accumulate a limited amount of earned but unused vacation, holiday, compensatory hours and sick leave for subsequent use or for payment upon termination, retirement or death. These accumulations are not recognized as disbursements by the City until used or paid. The City’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, holiday, compensatory time and sick leave to employees at June 30, 2025 is as follows:

<u>Type of Benefit</u>	<u>Amount</u>
Vacation	\$ 164,000
Holiday	29,000
Compensatory time	50,000
Sick time	<u>45,000</u>
Total	<u>\$ 288,000</u>

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

(7) Hospital Revenue Notes

The City has issued a total of \$45,170,000 of hospital revenue bonds for Clarinda Regional Health Center under the provisions of Chapter 419 of the Code of Iowa, of which \$28,242,870 is outstanding at June 30, 2025. The bonds and related interest are payable solely from the revenues of the health center, and the bond principal and interest do not constitute liabilities of the City.

(8) Interfund Transfers

The detail of interfund transfers for the year ended June 30, 2025 is as follows:

Transfer to	Transfer from	Amount
General	Special Revenue:	
	Local Option Sales Tax	\$ 566,034
	Tax Increment Financing	<u>47,105</u>
		613,139
Capital Projects	General	138,449
	Special Revenue:	
	Local Option Sales Tax	<u>141,505</u>
		<u>279,954</u>
Total		<u>\$ 893,093</u>

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

(9) Development and Rebate Agreements

The City has entered into development and rebate agreements to assist in an urban renewal project. The City agreed to rebate incremental property tax paid by the developers in exchange for public improvement infrastructure constructed by the developers as set forth in the urban renewal plan.

In accordance with the development and rebate agreements, the incremental property tax to be received by the City under Chapter 403.19 of the Code of Iowa from the developer will be rebated for a period of ten years beginning with the tax year in which property tax on the completed value of the improvement is first paid. The total amount rebated each year shall be 100% of the incremental property tax received by the City, not to exceed \$3,200,000. During the year ended June 30, 2025, the City rebated \$119,773 of the incremental property tax received. The total cumulative amount rebated since inception of the agreements is \$729,218. The estimated outstanding balance to be paid on the agreements at June 30, 2025 is \$2,470,782. Of this amount, \$1,812,091 is subject to annual appropriation.

These agreements are not a general obligation of the City. However, the agreements are subject to the constitutional debt limitation of the City.

(10) Risk Management

The City 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 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 City'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 City's contributions to the Pool for the year ended June 30, 2025 were \$268,308.

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 City'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 City'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 City'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 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 a 60-day prior written notice may withdraw from the Pool. Upon withdrawal, payments for all casualty claims and claims 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 City also carries commercial insurance purchased from other insurers for coverage associated with workers' compensation, airport liability and employee blanket bond in the amounts of \$1,000,000, \$1,000,000 and \$250,000, respectively. The City 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) Tax Abatements

Governmental Accounting Standards Board Statement No. 77 defines tax abatements as a reduction in tax receipts which 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 receipts 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.

City Tax Abatements

The City 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 City enters into agreements with developers which require the City, 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 pay the developers a predetermined dollar amount.

Additionally, the City provides tax abatements for urban revitalization projects under Chapter 404 of the Code of Iowa. For these types of projects, the City will abate up to \$150,000 of assessed value of a property for the revitalized portion of taxes upon prior approval of the City Council. No other commitments were made by the City as part of these agreements.

For the year ended June 30, 2025, \$74,094 of property tax was diverted from the City under the urban renewal and economic development agreements and \$8,346 of property tax under the urban revitalization projects.

(12) Lease Agreements

On October 6, 1999, the City entered into a twenty-year lease with a private organization for the use of land for a cellular telecommunications system. On October 6, 2019, the lease was automatically renewed for an additional five years and has three additional five-year options that will automatically renew. The annual rental amount for each renewal term shall be equal to 120% of the previous term's annual rental amount. The City is to receive annual payments ranging from \$1,440 to \$2,488, with an incremental lending rate of 1.79%.

On September 13, 2023, the City entered into a fifty-year lease with a private organization for the use of the vacant half of City Hall starting on October 1, 2023. After 25 years, the lease may be renegotiated. A renewal option of an additional five years is available after the 50-year lease expires. The City is to receive monthly payments for \$1,500 each month for an annual payment of \$18,000, with an incremental lending rate of 2.0%.

During the year ended June 30, 2025, the City received a total principal of \$8,032 and interest of \$11,696 on these lease agreements.

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

Year Ending June 30,	Cell Towers			FMTC		
	Principal	Interest	Total	Principal	Interest	Total
2026	\$ 1,266	462	1,728	\$ 6,926	11,074	18,000
2027	1,288	440	1,728	7,066	10,934	18,000
2028	1,311	417	1,728	7,209	10,791	18,000
2029	1,335	393	1,728	7,354	10,646	18,000
2030	1,704	369	2,073	7,503	10,497	18,000
2031-2035	9,405	1,378	10,783	39,848	50,152	90,000
2036-2040	9,523	430	9,953	44,035	45,965	90,000
2041-2045	-	-	-	48,663	41,337	90,000
2046-2050	-	-	-	53,776	36,224	90,000
2051-2055	-	-	-	59,427	30,573	90,000
2056-2060	-	-	-	65,671	24,329	90,000
2061-2065	-	-	-	72,572	17,428	90,000
2066-2070	-	-	-	80,197	9,803	90,000
2071-2074	-	-	-	56,594	1,906	58,500
Total	\$ 25,832	3,889	29,721	\$ 556,841	311,659	868,500

Year Ending June 30,	Total		
	Principal	Interest	Total
2026	\$ 8,192	11,536	19,728
2027	8,354	11,374	19,728
2028	8,520	11,208	19,728
2029	8,689	11,039	19,728
2030	9,207	10,866	20,073
2031-2035	49,253	51,530	100,783
2036-2040	53,558	46,395	99,953
2041-2045	48,663	41,337	90,000
2046-2050	53,776	36,224	90,000
2051-2055	59,427	30,573	90,000
2056-2060	65,671	24,329	90,000
2061-2065	72,572	17,428	90,000
2066-2070	80,197	9,803	90,000
2071-2074	56,594	1,906	58,500
Total:	\$ 582,673	315,548	898,221

(13) Interfund Loan

As of the year ended June 30, 2025, the General Fund has loaned the Special Revenue, Urban Renewal Tax Increment fund (TIF) \$175,921 at no interest. The loan was established to help provide economic development support to developers undertaking the development of residential subdivisions in an urban renewal area. Payments are to be made on the loan starting in fiscal year 2025 to the extent there are incremental tax receipts available which have been allocated to the Special Revenue, TIF fund. For the year ending June 30, 2025, \$47,105 of repayments have been made. The remaining balance to be paid as of June 30, 2025 is \$128,816.

Other Information

City of Clarinda

Budgetary Comparison Schedule
of Receipts, Disbursements, and Changes in Balances –
Budget and Actual – All Governmental Funds and Proprietary Funds

Other Information

Year ended June 30, 2025

	Governmental Funds Actual	Proprietary Funds Actual (Excluding Clarinda Regional Health Center)	Unaudited Clarinda Regional Health Center Actual
Receipts:			
Property tax	\$ 2,590,081	-	-
Tax increment financing	251,430	-	-
Other city tax	980,039	-	-
Licenses and permits	16,107	-	-
Use of money and property	169,541	81,953	(7,505,889)
Intergovernmental	1,759,051	-	-
Charges for service	292,687	3,351,844	68,940,638
Special assessment	12,617	-	-
Miscellaneous	273,924	10,000	9,393,252
Total receipts	6,345,477	3,443,797	70,828,001
Disbursements:			
Public safety	1,450,756	-	-
Public works	903,254	-	-
Health and social services	5,000	-	-
Culture and recreation	1,370,173	-	-
Community and economic development	318,851	-	-
General government	582,572	-	-
Debt service	461,470	-	-
Capital projects	1,393,476	-	-
Business type activities	-	3,253,843	72,202,907
Total disbursements	6,485,552	3,253,843	72,202,907
Excess (deficiency) of receipts over (under) disbursements	(140,075)	189,954	(1,374,906)
Other financing sources, net	4,525,247	-	83,000
Change in balances	4,385,172	189,954	(1,291,906)
Balances beginning of year	4,116,269	3,805,910	9,620,631
Balances end of year	\$ 8,501,441	3,995,864	8,328,725

See accompanying independent auditor's report.

Less Funds not Required to be Budgeted	Total	Budgeted Amounts		Variance
		Original	Final	
-	2,590,081	2,576,840	2,576,840	13,241
-	251,430	254,258	254,258	(2,828)
-	980,039	907,423	932,423	47,616
-	16,107	9,000	9,000	7,107
1,219	(7,255,614)	78,000	282,000	(7,537,614)
-	1,759,051	1,939,251	2,015,251	(256,200)
-	72,585,169	96,853,740	96,863,740	(24,278,571)
-	12,617	-	-	12,617
170,496	9,506,680	10,000	35,000	9,471,680
171,715	80,445,560	102,628,512	102,968,512	(22,522,952)
56,506	1,394,250	1,377,039	1,427,039	32,789
-	903,254	1,155,585	1,155,585	252,331
-	5,000	25,000	25,000	20,000
98,364	1,271,809	1,111,823	1,271,823	14
-	318,851	409,258	419,258	100,407
-	582,572	650,674	650,674	68,102
-	461,470	461,470	461,470	-
-	1,393,476	2,000,000	2,000,000	606,524
-	75,456,750	96,283,523	96,423,523	20,966,773
154,870	81,787,432	103,474,372	103,834,372	22,046,940
16,845	(1,341,872)	(845,860)	(865,860)	(476,012)
-	4,608,247	495,000	495,000	4,113,247
16,845	3,266,375	(350,860)	(370,860)	3,637,235
414,456	17,128,354	17,805,217	17,787,217	(658,863)
431,301	20,394,729	17,454,357	17,416,357	2,978,372

City of Clarinda

City of Clarinda

Notes to Other Information – Budgetary Reporting

June 30, 2025

The budgetary comparison is presented 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 City Council annually adopts a budget on the cash basis following required public notice and hearing for all funds except the blended and discretely presented component units. The City's budget includes the Clarinda Regional Health Center, a City department which is excluded from the City's financial statements because the Health Center uses a financial reporting framework which differs from the financial reporting framework used by the City. The annual budget may be amended during the year utilizing similar statutorily prescribed procedures.

Formal and legal budgetary control is based upon nine major classes of disbursements known as functions, not by fund. These nine functions are: public safety, public works, health and social services, culture and recreation, community and economic development, general government, debt service, capital projects and business type activities. Function disbursements required to be budgeted include disbursements for the General Fund, the Special Revenue Funds, the Debt Service Fund, the Capital Projects Fund, the Permanent Funds and the Enterprise Funds. Although the budget document presents function disbursements by fund, the legal level of control is at the aggregated function level, not by fund. During the year, one budget amendment increased budgeted disbursements by \$360,000.

During the year ended June 30, 2025, disbursements did not exceed the amounts budgeted.

City of Clarinda

Schedule of the City's Proportionate Share of the Net Pension Liability (Asset)

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

Other Information

	2025	2024	2023	2022
City's proportion of the net pension liability (asset)	0.005694%	0.007920%	0.005859%	0.129391% **
City's proportionate share of the net pension liability (asset)	\$ 207	357	221	(447)
City's covered payroll	\$ 1,583	1,452	1,438	1,377
City's proportionate share of the net pension liability (asset) as a percentage of its covered payroll	13.08%	24.59%	15.37%	(32.46)%
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.

2021	2020	2019	2018	2017	2016
0.010725%	0.009671%	0.009795%	0.010573%	0.011433%	0.010974%
753	560	620	704	719	542
1,338	1,299	1,253	1,250	1,246	1,305
56.28%	43.11%	49.48%	56.32%	57.70%	41.53%
82.90%	85.45%	83.62%	82.21%	81.82%	85.19%

City of Clarinda

Schedule of City Contributions

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

Other Information

	<u>2025</u>	<u>2024</u>	<u>2023</u>	<u>2022</u>
Statutorily required contribution	\$ 166	147	136	135
Contributions in relation to the statutorily required contribution	<u>(166)</u>	<u>(147)</u>	<u>(136)</u>	<u>(135)</u>
Contribution deficiency (excess)	<u>\$ -</u>	<u>-</u>	<u>-</u>	<u>-</u>
City's covered payroll	\$ 1,772	1,583	1,452	1,438
Contributions as a percentage of covered payroll	9.37%	9.29%	9.37%	9.39%

See accompanying independent auditor's report.

2021	2020	2019	2018	2017	2016
131	130	127	116	116	115
(131)	(130)	(127)	(116)	(116)	(115)
-	-	-	-	-	-
1,377	1,338	1,299	1,253	1,250	1,246
9.51%	9.72%	9.78%	9.26%	9.28%	9.23%

City of Clarinda

Notes to Other Information – Pension Liability (Asset)

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%.

Supplementary Information

City of Clarinda

Schedule of Cash Receipts, Disbursements
and Changes in Cash Balances
Nonmajor Governmental Funds

As of and for the year ended June 30, 2025

	Special Revenue			
	Tax Increment Financing	Library Special	Clarinda Library Foundation	Clarinda Fire and Rescue
Receipts:				
Tax increment financing	\$ 251,430	-	-	-
Use of money and property	-	13,070	89	1,130
Miscellaneous	-	-	85,244	85,252
Total receipts	<u>251,430</u>	<u>13,070</u>	<u>85,333</u>	<u>86,382</u>
Disbursements:				
Operating:				
Public safety	-	-	-	56,506
Culture and recreation	-	-	98,364	-
Community and economic development	119,772	-	-	-
Total disbursements	<u>119,772</u>	<u>-</u>	<u>98,364</u>	<u>56,506</u>
Excess (deficiency) of receipts over (under) disbursements	131,658	13,070	(13,031)	29,876
Other financing sources:				
Transfers out	(47,105)	-	-	-
Change in cash balances	84,553	13,070	(13,031)	29,876
Cash balances beginning of year	<u>166,561</u>	<u>213,549</u>	<u>354,843</u>	<u>59,613</u>
Cash balances end of year	<u>\$ 251,114</u>	<u>226,619</u>	<u>341,812</u>	<u>89,489</u>
Cash Basis Fund Balances				
Nonspendable:				
Cemetery perpetual care	\$ -	-	-	-
Library	-	-	-	-
Restricted for:				
Debt service	251,114	-	-	-
Library purposes	-	226,619	341,812	-
Other purposes	-	-	-	89,489
Total cash basis fund balances	<u>\$ 251,114</u>	<u>226,619</u>	<u>341,812</u>	<u>89,489</u>

See accompanying independent auditor's report.

<u>Permanent</u>			
Cemetery	Library		Total
<u>Perpetual</u>	<u>Bequest</u>		
<u>Care</u>			
-	-		251,430
-	-		14,289
-	-		170,496
-	-		436,215
-	-		56,506
-	-		98,364
-	-		119,772
-	-		274,642
-	-		161,573
-	-		(47,105)
-	-		114,468
60,666	100,000		955,232
60,666	100,000		1,069,700
60,666	-		60,666
-	100,000		100,000
-	-		251,114
			568,431
			89,489
60,666	100,000		1,069,700

City of Clarinda

City of Clarinda

Schedule of Cash Receipts, Disbursements
and Changes in Cash Balances
Nonmajor Proprietary Funds

As of and for the year ended June 30, 2025

	Enterprise		
	Yard Waste	Storm Water	Total
Operating receipts:			
Charges for service	\$ 24,233	62,006	86,239
Operating disbursements:			
Business type activities	14,259	105,971	120,230
Excess (deficiency) of operating receipts over (under) operating disbursements	9,974	(43,965)	(33,991)
Cash balances beginning of year	93,606	205,691	299,297
Cash balances end of year	\$ 103,580	161,726	265,306
Cash Basis Fund Balances			
Unrestricted	\$ 103,580	161,726	265,306

See accompanying independent auditor's report.

City of Clarinda

Schedule of Receipts By Source and Disbursements By Function –
All Governmental Funds

For the Last Ten Years

	2025	2024	2023	2022
Receipts:				
Property tax	\$ 2,590,081	2,498,025	2,393,787	2,302,904
Tax increment financing	251,430	230,542	193,322	104,041
Local option sales tax	707,539	714,375	677,340	694,843
Other city tax	272,500	237,872	248,723	180,631
Licenses and permits	16,107	22,962	23,847	21,940
Use of money and property	169,541	180,011	141,567	112,639
Intergovernmental	1,759,051	2,122,436	1,911,143	1,228,948
Charges for service	292,687	279,198	300,036	299,660
Special assessments	12,617	17,099	1,961	10,567
Miscellaneous	273,924	583,475	145,434	456,469
Total	\$ 6,345,477	6,885,995	6,037,160	5,412,642
Disbursements:				
Operating:				
Public safety	\$ 1,450,756	1,332,274	1,262,180	1,194,482
Public works	903,254	1,010,660	853,742	772,792
Health and social services	5,000	5,000	5,000	5,000
Culture and recreation	1,370,173	1,315,826	1,369,842	1,314,743
Community and economic development	318,851	358,068	381,811	287,851
General government	582,572	491,735	468,256	417,391
Debt service	461,470	460,920	460,120	467,202
Capital projects	1,393,476	1,525,003	2,507,492	1,500,971
Total	\$ 6,485,552	6,499,486	7,308,443	5,960,432

See accompanying independent auditor's report.

2021	2020	2019	2018	2017	2016
2,275,500	2,121,700	2,066,458	2,019,399	2,040,810	2,042,509
55,283	171,241	167,565	170,265	110,598	66,907
753,417	511,220	488,406	542,615	511,170	455,211
175,147	173,651	191,856	175,769	99,793	107,662
17,457	21,272	20,015	19,468	16,858	14,802
81,978	87,048	91,850	77,532	74,953	85,594
1,361,341	895,706	1,196,064	1,125,602	1,400,193	941,078
246,922	237,631	299,894	321,272	339,578	334,123
768	-	1,955	3,615	908	649
163,285	202,157	100,630	405,858	128,393	82,627
5,131,098	4,421,626	4,624,693	4,861,395	4,723,254	4,131,162
1,172,231	1,149,486	1,125,549	1,125,113	1,105,094	1,127,618
669,523	1,099,734	598,093	596,175	622,860	940,471
4,000	3,250	2,000	2,000	1,500	1,500
981,798	976,787	1,009,856	950,356	1,116,212	948,919
216,479	205,122	243,351	193,316	118,514	99,782
432,522	346,166	349,854	370,490	346,732	328,951
587,028	572,532	581,225	578,520	573,720	581,306
1,611,045	411,445	622,764	454,177	939,136	1,162,085
5,674,626	4,764,522	4,532,692	4,270,147	4,823,768	5,190,632



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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 Financial Statements Performed in Accordance with
Government Auditing Standards

To the Honorable Mayor and Members of the City Council:

We have audited in accordance with auditing standards generally accepted in the United States of America and the standards applicable to financial audits contained in Government Auditing Standards, issued by the Comptroller General of the United States, the financial statements of the governmental activities, the business type activities, each major fund and the aggregate remaining fund information of the City of Clarinda, Iowa, as of and for the year ended June 30, 2025, and the related Notes to Financial Statements, which collectively comprise the City's basic financial statements, and have issued our report thereon dated March 18, 2026. Our report expressed unmodified opinions on the governmental activities, the discretely presented component unit, the General Fund, the major Special Revenue Funds, including the Road Use Tax, the Employee Benefits and the Local Option Sales Tax Funds, the Debt Service Fund, the Capital Projects Fund, the major Enterprise Funds, including the Water and Sewer Funds, and the aggregate remaining fund information of the City of Clarinda, Iowa as of June 30, 2025. We expressed adverse opinions on the business type activities and the Enterprise, Clarinda Regional Health Center Fund.

Report on Internal Control Over Financial Reporting

In planning and performing our audit of the financial statements, we considered the City of Clarinda'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 opinions on the financial statements, but not for the purpose of expressing an opinion on the effectiveness of the City of Clarinda's internal control. Accordingly, we do not express an opinion on the effectiveness of the City of Clarinda'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 City's financial statements will not be prevented, or detected and corrected, on a timely basis. We consider the deficiency described in the accompanying Schedule of Findings 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 through 2025-004 to be significant deficiencies.

Report on Compliance and Other Matters

As part of obtaining reasonable assurance about whether the City of Clarinda's financial statements are free from material misstatement, we performed tests of its compliance with certain provisions of laws, regulations, contracts and grant agreements, noncompliance with which could have a direct and material effect on the financial statements. However, providing an opinion on compliance with those provisions was not an objective of our audit and, accordingly, we do not express such an opinion. The results of our tests disclosed no instances of noncompliance or other matters 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 City's operations for the year ended June 30, 2025 are based exclusively on knowledge obtained from procedures performed during our audit of the financial statements of the City. 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.

City of Clarinda's Responses to Findings

Government Auditing Standards requires the auditor to perform limited procedures on the City of Clarinda's responses to the findings identified in our audit and described in the accompanying Schedule of Findings. The City of Clarinda's responses were not subjected to the other auditing procedures applied in the audit of the financial statements 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 City's internal control or on compliance. This report is an integral part of an audit performed in accordance with Government Auditing Standards in considering the City's internal control and compliance. Accordingly, this communication is not suitable for any other purpose.

We would like to acknowledge the many courtesies and assistance extended to us by personnel of the City of Clarinda 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

March 18, 2026

City of Clarinda

Schedule of Findings

Year ended June 30, 2025

Findings Related to the Financial Statements:

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 City's financial statements.

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

- (1) Investments – detailed record keeping, custody and reconciling.
- (2) Receipts – opening mail is not segregated from other accounting functions. In addition, an initial listing of mail receipts is not prepared.
- (3) Revenues – a review of voided receipts is not conducted by an independent person who cannot void receipts.

Cause – The City 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 City'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 – The City should review its control activities to obtain the maximum internal control possible under the circumstances utilizing currently available staff, including elected officials, to provide additional control through review of financial transactions, reconciliations and reports. The independent reviews should be documented by the signature or initials of the reviewer and the date of the review.

Response – The City will continue to review its control activities to obtain the maximum internal controls possible.

Conclusion – Response accepted.

City of Clarinda

Schedule of Findings

Year ended June 30, 2025

2025-002 Segregation of Duties – Clarinda Lied Recreation Center and Public Library

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 City’s financial statements.

Condition – The Lied Recreation Center and Lied Public Library are departments of the City. For those departments, collecting and the posting of receipts to the receipts journal are performed by the same person.

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

Effect – Inadequate segregation of duties could adversely affect the City’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 – The City should review its operating procedures to obtain the maximum internal control possible under the circumstances. Currently available staff, including elected officials or other City employees, should be utilized to provide additional controls through review of the financial transactions, reconciliations and financial report. The reviews should be documented by the signature or initials of the reviewer and the date of the review.

Response – The City will continue to review operating procedures to obtain the maximum internal controls possible. The limited number of staff and resources poses challenges in achieving a complete segregation of duties.

Conclusion – Responses acknowledged. Elected officials or other City employees should be utilized to provide additional control through review of financial transactions, reconciliations and financial reports.

City of Clarinda

Schedule of Findings

Year ended June 30, 2025

2025-003 Segregation of Duties – Component Units

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 component unit financial statements.

Condition – For the Library Foundation and the Clarinda Fire and Rescue, the collecting, depositing, posting of cash receipts to the cash receipts journal, disbursement preparation and check signing are all performed by the same person.

Cause – The Library Foundation and Clarinda Fire and Rescue have a limited number of Board members and 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 Library Foundation’s and the Clarinda Fire and Rescue’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 – The Library Foundation and the Clarinda Fire and Rescue operating procedures should be reviewed to obtain the maximum internal control possible under the circumstances. Currently available staff and Board members should be utilized to provide additional control through a review of financial transactions and reconciliations.

Responses –

Library Foundation – Due to a limited number of Board members, segregation of duties are difficult. Nothing is done without a motion from the Board.

Clarinda Fire and Rescue – Due to a limited number of Board members, segregation of duties is not possible. All claims must be approved by the Board before payment can be made.

Conclusion - Response acknowledged. The Library Foundation and Clarinda Fire and Rescue should segregate duties to the extent possible with existing personnel and Board members and utilize administrative personnel to provide additional control through review of financial transactions and reports.

City of Clarinda

Schedule of Findings

Year ended June 30, 2025

2025-004 Prenumbered Receipts – Component Units

Criteria – Prenumbered receipts should be issued at the time of collection to provide additional control over the proper collection and recording of all money.

Condition – For the Library Foundation and the Clarinda Fire and Rescue, prenumbered receipts are not issued for all collections.

Cause – The Library Foundation and Clarinda Fire and Rescue do not require prenumbered receipts to be issued for all collections.

Effect – Lack of prenumbered receipts could result in unrecorded or unaccounted for transactions and the opportunity for misappropriation.

Recommendation – The Library Foundation and the Clarinda Fire and Rescue should use prenumbered receipts for donation and other miscellaneous receipts.

Responses –

Library Foundation – The Library Foundation presently provides non-numbered receipts and logs information into accounting software. The Library Foundation will review its policies and procedures to strengthen internal controls and will review periodically for additional opportunities to strengthen internal controls.

Clarinda Fire and Rescue – The Clarinda Fire Department presently provides non-numbered receipts and logs information into our accounting software. The Clarinda Fire Department will review its policies and procedures to strengthen internal controls and will review periodically for additional opportunities to strengthen internal controls. The Clarinda Fire Department is also looking for a way to number receipts within Quickbooks.

Conclusion – Response accepted.

INSTANCES OF NONCOMPLIANCE:

No matters were noted.

City of Clarinda

Schedule of Findings

Year ended June 30, 2025

Other Findings Related to Required Statutory Reporting:

- 2025-A Certified Budget – Disbursements during the year ended June 30, 2025 did not exceed the amounts budgeted.
- 2025-B Questionable Disbursements – No disbursements we believe may not meet the requirements of public purpose as defined in an Attorney General’s opinion dated April 25, 1979 were noted.
- 2025-C Travel Expense – No disbursements of City money for travel expenses of spouses of City officials or employees were noted.
- 2025-D Business Transactions – No business transactions between the City and City officials or employees were noted.
- 2025-E Restricted Donor Activity – No transactions were noted between the City, City officials, City employees and restricted donors in compliance with Chapter 68B of the Code of Iowa.
- 2025-F Bond Coverage – Surety bond coverage of City 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.
- 2025-G City Council Minutes – No transactions were found that we believe should have been approved in the City Council minutes but were not.
- 2025-H Deposits and Investments – Except as noted below, no instances of non-compliance with the deposit and investment provisions of Chapters 12B and 12C of the Code of Iowa and the City’s investment policy were noted.

A resolution naming official depositories has been adopted by the City. However, the maximum deposit amount stated in the resolution was exceeded during the year.

Recommendation – The City Council should review the depository resolution annually to ensure the stated maximum deposit amount is sufficient for the City’s needs.

Response - The City of Clarinda will review the depository resolution annually to ensure that the maximum amount allowed is sufficient.

Conclusion - Response accepted.

- 2025-I Revenue Bonds – No instance of noncompliance with the revenue bond resolution were noted.
- 2025-J Annual Urban Renewal Report – The Annual Urban Renewal Report was properly approved and certified to the Iowa Department of Management on or before December 1.
- 2025-K Tax Increment Financing – The Special Revenue, Tax Increment Financing (TIF) Fund properly disbursed payments for TIF loans and rebates. Also, the City of Clarinda properly completed the Tax Increment Debt Certificate Forms to request TIF property taxes.

City of Clarinda

Schedule of Findings

Year ended June 30, 2025

2025-L Donations – During the fiscal year, the City donated \$50,000 to the Clarinda Economic Development Corporation and \$20,755 to the Clarinda Chamber of Commerce.

The Constitution of the State of Iowa prohibits governmental bodies from making a gift to private, nonprofit corporations. Article III, Section 31 of the Constitution of the State of Iowa states, “...no public money or property shall be appropriated for local or private purposes, unless such appropriation, compensation, or claim, be allowed by two-thirds of the members elected to each branch of the General Assembly.”

At least six official Iowa Attorney General Opinions since 1972 have consistently concluded “a governmental body may not donate public funds to a private entity, even if the entity is established for charitable educational purposes and performs work which the government can’t perform directly.” The Opinions further state, “Even if the function of a private nonprofit corporation fits within the scope of activities generally recognized as serving a public purpose, a critical question exists regarding whether funds or property transferred to a private entity will indeed be used for those public purposes.”

“Political subdivisions and municipalities, including cities, counties, schools and townships are municipal-governmental entities. As governmental entities they are governed by elected bodies, are directly responsible to the public as a whole, and are subject to the limitations imposed on them by the state. Although a private organization may be formed to provide and support ‘public’ services which are the same or similar to the services provided by government, the private organizations are not subjected to the same degree of public accountability and oversight as governmental entities.”

Recommendation – We are not aware of any statutory authority for the City to donate public funds to private nonprofit organizations. If the nonprofit organization provides a service to the City, the City may enter into an agreement properly established under Chapter 28E of the Code of Iowa or an ordinary contract for services similar to one they would enter with a private entity providing services. Either way, the agreement should detail the services provided and the cost of those services, as well as provide transparency for the City which allows confirmation the funds were spent as agreed and a clawback provision in the event they were not spent as agreed. If the entity is not providing a service to the City, the City should immediately cease making such donations.

Response – The City of Clarinda pays the Chamber of Commerce and Clarinda Economic Development Corporation for providing Marketing and Recruitment of Business services for the City of Clarinda. Both entities provide a much-needed service for the City of Clarinda. We do not look at it as a donation, we look at it as paying for the services provided. The City of Clarinda will enter into an agreement with each organization.

Conclusion – Response accepted

City of Clarinda

Staff

This audit was performed by:

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