

**DOUGLAS SOIL AND WATER  
CONSERVATION DISTRICT**

**FINANCIAL STATEMENTS**

**DECEMBER 31, 2018**

**DOUGLAS SOIL AND WATER CONSERVATION DISTRICT  
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FOR THE YEAR ENDED DECEMBER 31, 2018**

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## INDEPENDENT AUDITOR'S REPORT

To the Board of Supervisors  
Douglas Soil and Water Conservation District  
Alexandria, Minnesota

### Report on the Financial Statements

We have audited the accompanying financial statements of the governmental activities and the general fund of Douglas Soil and Water Conservation District, Alexandria, Minnesota, as of and for the year ended December 31, 2018, and the related notes to the financial statements, which collectively comprise Douglas Soil and Water Conservation District's basic financial statements as listed in the table of contents.

### Management's Responsibility for the Financial Statements

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

### Auditor's Responsibility

Our responsibility is to express opinions on these financial statements based on our audit. We conducted our audit in accordance with 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. Those standards require that we plan and perform the audit to obtain reasonable assurance about whether the financial statements are free from material misstatement.

An audit involves performing procedures to obtain audit evidence about the amounts and disclosures in the financial statements. The procedures selected depend on the auditor's judgment, including the assessment of the risks of material misstatement of the financial statements, whether due to fraud or error. In making those risk assessments, the auditor considers internal control relevant to the entity's preparation and fair presentation of the financial statements in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the entity's internal control. Accordingly, we express no such opinion. An audit also includes evaluating the appropriateness of accounting policies used and the reasonableness of significant accounting estimates made by management, as well as evaluating the overall presentation of the financial statements.

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

## Opinions

In our opinion, the financial statements referred to above present fairly, in all material respects, the respective financial position of the governmental activities and the general fund of Douglas Soil and Water Conservation District as of December 31, 2018, and the respective changes in financial position for the governmental activities and the general fund for the year then ended in accordance with accounting principles generally accepted in the United States of America.

## Other Matters

### *Required Supplementary Information*

Management has omitted the management's discussion and analysis that accounting principles generally accepted in the United States of America require to be presented to supplement the basic financial statements. Such missing information, although not a part of the basic financial statements, is required by the Governmental Accounting Standards Board, who considers it to be an essential part of financial reporting for placing the basic financial statements in an appropriate operational, economic, or historical context. Our opinion on the basic financial statements is not affected by this missing information.

Accounting principles generally accepted in the United States of America require that the budgetary comparison statement on page 17 and defined benefit pension plan schedules on page 18 be presented to supplement the basic financial statements. Such information, although not a part of the basic financial statements, is required by the Governmental Accounting Standards Board who considers it to be an essential part of financial reporting for placing the basic financial statements in an appropriate operational, economic, or historical context. We have applied certain limited procedures to the required supplementary information in accordance with auditing standards generally accepted in the United States of America, which consisted of inquiries of management about the methods of preparing the information and comparing the information for consistency with management's responses to our inquiries, the basic financial statements, and other knowledge we obtained during our audit of the basic financial statements. We do not express an opinion or provide any assurance on the information because the limited procedures do not provide us with sufficient evidence to express an opinion or provide any assurance.

### **Other Reporting Required by Government Auditing Standards**

In accordance with *Government Auditing Standards*, we have also issued our report dated September 30, 2019, on our consideration of the Douglas Soil and Water Conservation District'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 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 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 Douglas Soil and Water Conservation District's internal control over financial reporting and compliance.

*Peterson Company Ltd*

PETERSON COMPANY LTD  
Certified Public Accountants  
Waconia, Minnesota

September 30, 2019

**DOUGLAS SOIL AND WATER CONSERVATION DISTRICT**  
**ALEXANDRIA, MINNESOTA**  
**STATEMENT OF NET POSITION AND**  
**GOVERNMENTAL FUND BALANCE SHEET**  
**DECEMBER 31, 2018**

	General Fund	Adjustments	Statement of Net Position
<b>Assets</b>			
Cash and Cash Equivalents	\$ 1,232,151	\$ -	\$ 1,232,151
Due from Other Governments	65,677	-	65,677
Interest Receivables	89	-	89
Capital Assets:			
Equipment (net of accumulated depreciation)	-	57,734	57,734
Total Assets	<u>1,297,917</u>	<u>57,734</u>	<u>1,355,651</u>
<b>Deferred Outflows of Resources</b>			
Defined Benefit Pension Plan	-	47,661	47,661
<b>Combined Assets and Deferred Outflows of Resources</b>	<u>\$ 1,297,917</u>	<u>\$ 105,395</u>	<u>\$ 1,403,312</u>
<b>Liabilities</b>			
Current Liabilities:			
Accrued Wages	\$ 19,026	\$ -	\$ 19,026
Sales Tax Payable	29	-	29
Unearned Revenue	522,132	-	522,132
Long-term Liabilities:			
Net Pension Liability	-	194,166	194,166
Compensated Absences	-	56,914	56,914
Total Liabilities	<u>541,187</u>	<u>251,080</u>	<u>792,267</u>
<b>Deferred Inflows of Resources</b>			
Defined Benefit Pension Plan	-	52,617	52,617
<b>Combined Liabilities and Deferred Inflows of Resources</b>	<u>\$ 541,187</u>	<u>\$ 303,697</u>	<u>\$ 844,884</u>
<b>Fund Balance/Net Position</b>			
Fund Balance			
Assigned - Compensated Absences	\$ 56,914	\$ (56,914)	\$ -
Unassigned	699,816	(699,816)	-
Total Fund Balance	<u>\$ 756,730</u>	<u>\$ (756,730)</u>	<u>\$ -</u>
<b>Net Position</b>			
Investments in Capital Assets		\$ 57,734	\$ 57,734
Unrestricted		500,694	500,694
Total Net Position		<u>\$ 558,428</u>	<u>\$ 558,428</u>

Notes are an integral part of the basic financial statements.

**DOUGLAS SOIL AND WATER CONSERVATION DISTRICT  
ALEXANDRIA, MINNESOTA  
STATEMENT OF ACTIVITIES AND  
GOVERNMENTAL FUND REVENUES, EXPENDITURES AND CHANGES IN FUND BALANCE  
FOR THE YEAR ENDED DECEMBER 31, 2018**

	General Fund	Adjustments	Statement of Activities
<b>Revenues</b>			
Intergovernmental	\$ 747,000	\$ -	\$ 747,000
Charges for Services	115,045	-	115,045
Interest Earnings	8,420	-	8,420
Miscellaneous	25,050	-	25,050
Total Revenues	<u>\$ 895,515</u>	<u>\$ -</u>	<u>\$ 895,515</u>
<b>Expenditures/Expenses</b>			
Conservation			
Current	\$ 741,767	\$ 22,690	\$ 764,457
Capital Outlay	14,104	(14,104)	-
Total Expenditures/Expenses	<u>\$ 755,871</u>	<u>\$ 8,586</u>	<u>\$ 764,457</u>
Excess of Revenues Over (Under) Expenditures/Expenses	\$ 139,644	\$ (8,586)	\$ 131,058
Fund Balance/Net Position January 1	<u>\$ 617,086</u>	<u>\$ (189,716)</u>	<u>\$ 427,370</u>
Fund Balance/Net Position December 31	<u>\$ 756,730</u>	<u>\$ (198,302)</u>	<u>\$ 558,428</u>

Notes are an integral part of the basic financial statements.

**DOUGLAS SOIL AND WATER CONSERVATION DISTRICT**  
**NOTES TO THE FINANCIAL STATEMENTS**  
**DECEMBER 31, 2018**

**Note 1 – Summary of Significant Accounting Policies**

The financial reporting policies of the Douglas Soil and Water Conservation District conform to generally accepted accounting principles. The Governmental Accounting Standards Board (GASB) is responsible for establishing GAAP for state and local governments through its pronouncements (statements and interpretations).

**Financial Reporting Entity**

The Douglas Soil and Water Conservation District is organized under the provisions of Minnesota Statutes Chapter 103C. The District is governed by a Board of Supervisors composed of five members nominated by voters of the District and elected to four-year terms by the voters of the County.

The purpose of the District is to assist land occupiers in applying practices for the conservation of soil and water resources. These practices are intended to control wind and water erosion, pollution of lakes and streams, and damage to wetlands and wildlife habitats.

The District provides technical and financial assistance to individuals, groups, districts, and governments in reducing costly waste of soil and water resulting from soil erosion, sedimentation, pollution and improper land use.

Each fiscal year the District develops a work plan which is used as a guide in using resources effectively to provide maximum conservation of all lands within its boundaries. The work plan includes guidelines for employees and technicians to follow in order to achieve the District's objectives.

Generally accepted accounting principles require that the financial reporting entity include the primary government and component units for which the primary government is financially accountable. Under these principles the District does not have any component units.

**Government-Wide Financial Statements**

The government-wide financial statements (i.e. The Statement of Net Position and The Statement of Activities) report information on all of the nonfiduciary activities of the District.

The Statement of Activities demonstrates the degree to which the direct expenses of a given function or segment are offset by program revenues. Direct expenses are those that are clearly identifiable with a specific function.

The government-wide financial statements are reported using the economic resources measurement focus and the accrual basis of accounting. Revenues are recorded when earned and expenses are recorded when a liability is incurred, regardless of the timing of cash flows. Grants and similar items are recognized as revenues as soon as all eligibility requirements imposed by the provider have been met.

**Fund Financial Statements**

The government reports the General Fund as its only major governmental fund. The general fund accounts for all financial resources of the government.

**DOUGLAS SOIL AND WATER CONSERVATION DISTRICT**  
**NOTES TO THE FINANCIAL STATEMENTS**  
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Governmental fund financial statements are reported using the current financial resources measurement focus and the modified accrual basis of accounting. Revenues are recognized as soon as they are both measurable and available. Revenues are considered to be available when they are collectible within the current period or soon enough thereafter to pay liabilities of the current period. For this purpose, the District considers all revenues, except reimbursement grants, to be available if they are collected within 60 days of the end of the current fiscal period.

Reimbursement grants are considered available if they are collected within one year of the end of the current fiscal period. Expenditures are recorded when a liability is incurred under accrual accounting.

Intergovernmental revenues are reported in conformity with the legal and contractual requirements of the individual programs. Generally, grant revenues are recognized when the corresponding expenditures are incurred.

Interest earnings are recognized when earned. Other revenues are recognized when they are received in cash because they usually are not measurable until then.

In accordance with Governmental Accounting Standards Board Statement No. 33, *Accounting and Financial Reporting for Nonexchange Transactions*, revenues for nonexchange transactions are recognized based on the principal characteristics of the revenue. Exchange transactions are recognized as revenue when the exchange occurs.

Budget Information

The District adopts an estimated revenues and expenditures budget for the general fund. Comparisons of estimated revenues and budgeted expenditures to actual are presented in the financial statements in accordance with generally accepted accounting principles. Amendments to the original budget require Board approval. Appropriations lapse at year-end. The District does not use encumbrance accounting.

Use of Estimates

The preparation of financial statements in conformity with generally accepted accounting principles requires management to make estimates and assumptions which affect: the reported amounts of assets and liabilities, the disclosure of contingent assets and liabilities at the date of the financial statements, and the reported amounts of revenues and expenditures during the reporting period. Actual results could differ from those estimates.

Assets, Deferred Outflows of Resources, Liabilities, Deferred Inflows of Resources, and Net Position

Assets

Cash and cash equivalents are stated at fair value, except for non-negotiable certificates of deposit, which are on a cost basis and short-term money market investments, which are stated at amortized cost.

Receivables are collectible within one year.



**DOUGLAS SOIL AND WATER CONSERVATION DISTRICT**  
**NOTES TO THE FINANCIAL STATEMENTS**  
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Capital assets are reported on a net (depreciated) basis. General capital assets are valued at historical or estimated historical cost.

Unearned Revenue

Governmental funds and government-wide financial statements report unearned revenue in connection with resources that have been received, but not yet earned.

Long-Term Liabilities

Compensated Absences and Net Pension Liability are accounted for as an adjustment to net position.

Classification of Net Position

Net position in the government-wide financial statements is classified in the following categories:

Investment in capital assets – the amount of net position representing capital assets net of accumulated depreciation.

Restricted net position – the amount of net position for which external restrictions have been imposed by creditors, grantors, contributors, or laws or regulations of other governments; and restrictions imposed by law through constitutional provisions or enabling legislation.

Unrestricted net position – the amount of net position that does not meet the definition of restricted or investment in capital assets.

Deferred Outflows/Inflows of Resources

In addition to assets, the statement of financial position will sometimes report a separate section for deferred outflows of resources. This separate financial statement element, deferred outflows of resources, represents a consumption of net position that applies to a future period(s) and so will not be recognized as an outflow of resources (expense/expenditure) until then. Currently, the District has only one item that qualifies for reporting in this category, deferred amounts related to their pension obligations. The length of the expense recognition period for deferred amounts is equal to the average of the expected remaining service lives of all employees that are provided with pensions through the pension plan, determined as of the beginning of the measurement period.

In addition to liabilities, the statement of financial position will sometimes report a separate section for deferred inflows of resources. This separate financial statement element, deferred inflows of resources, represents an acquisition of net position that applies to a future period(s) and so will not be recognized as an inflow of resources (revenue) until that time. The District has only one type of item that qualifies for reporting in this category, amounts related to their pension obligations. These deferred amounts represent differences between projected and actual earnings on pension plan investments and are recognized over a five-year period. They also include differences between expected and actual experience, changes in assumptions and changes in proportion, which are recognized over a four-year period.

Pensions

For purposes of measuring the net pension liability, deferred outflows/inflows of resources, and pension expense, information about the fiduciary net position of the Public Employees Retirement Association

**DOUGLAS SOIL AND WATER CONSERVATION DISTRICT**  
**NOTES TO THE FINANCIAL STATEMENTS**  
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(PERA) and additions to/deductions from PERA's fiduciary net position have been determined on the same basis as they are reported by PERA, except that PERA's fiscal year end is June 30. For this purpose, plan contributions are recognized as of employer payroll paid dates and benefit payments and refunds are recognized when due and payable in accordance with the benefit terms. Investments are reported at fair value.

Classifications of Fund Balances

Fund balance is divided into five classifications based primarily on the extent to which the District is bound to observe constraints imposed upon the use of the resources in the General Fund. The classifications are as follows:

Nonspendable – the non-spendable fund balance category includes amounts that cannot be spent because they are not in spendable form or are legally or contractually required to be maintained intact. The “not in spendable form” criterion includes items that are not expected to be converted to cash.

Restricted – fund balance is reported as restricted when constraints placed on the use of resources are either externally imposed by creditors (such as through debt covenants), grantors, contributors, or laws or regulations of other governments; or are imposed by law through constitutional provisions or enabling legislation.

Committed – the committed fund balance classification includes amounts that can be used only for the specific purposes imposed by formal action (resolution) of the Board. Those committed amounts cannot be used for any other purposes unless the Board removes or changes the specified use by taking the same type of action (resolution) it employed to previously commit those amounts.

Assigned – amounts in the assigned fund balance classification the District intends to use for specific purposes that do not meet the criteria to be classified as restricted or committed. In the General Fund, assigned amounts represent intended uses established by the Board or the Board Administrator who has been delegated that authority by Board resolution.

Unassigned – Unassigned fund balance is the residual classification for the general fund and includes all spendable amounts not contained in the other fund balance classifications.

The District applies restricted resources first when expenditures are incurred for purposes for which either restricted or unrestricted (committed, assigned, and unassigned) amounts are available. Similarly, within unrestricted fund balance, committed amounts are reduced first followed by assigned, and then unassigned amounts when expenditures are incurred for purposes for which amounts in any of the restricted fund balance classifications could be used.

Subsequent Events

In preparing these financial statements, the District has evaluated events and transactions for potential recognition or disclosure through September 30, 2019, the date the financial statements were available to be issued.

**DOUGLAS SOIL AND WATER CONSERVATION DISTRICT**  
**NOTES TO THE FINANCIAL STATEMENTS**  
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Explanation of Adjustments Column in Statements

Capital Assets: In the Statement of Net Position and Governmental Fund Balance Sheet, an adjustment is made if the District has capital assets. This adjustment equals the net book balance of capitalized assets as of the report date and reconciles to the amount reported in the Capital Assets Note.

Long-Term Liabilities: In the Statement of Net Position and Governmental Fund Balance Sheet, an adjustment is made to reflect the total Compensated Absences and Net Pension Liability the District has as of the report date. See note on Long-Term Liabilities.

Depreciation, Net Pension Expense and Change in Compensated Absences for the year:  
In the Statement of Activities and Governmental Fund Revenues, Expenditures and Changes in Fund Balance, the adjustment equals the total depreciation for the year reported, plus or minus the net pension expense and the change in compensated absences between the reporting year and the previous year.

Vacation and Sick Leave

Under the District's personnel policies, employees are granted vacation leave in varying amounts based on their length of service. Vacation leave accrual varies from 4 to 8 hours per pay period. Sick leave accrual is 4 hours per pay period. The limit on the accumulation of vacation leave is 240 hours and may be carried forward at the end of each calendar year. Sick leave hours can continue to accrue with no maximum. Employees are also entitled to accumulate compensation based on time and a half for meetings or work outside of regular working hours. The maximum compensation time that can be carried forward at the end of the calendar year is 75 hours. Upon resignation or retirement of employment from the District, employees are paid accrued vacation leave and up to half of accrued sick leave not to exceed 400 hours and compensation hours not to exceed 50 hours.

Risk Management

The District is exposed to various risks of loss related to tort; theft of, damage to, and destruction of assets; errors and omissions; injuries to employees; workers' compensation claims; and natural disasters. Property and casualty liabilities and workers' compensation are insured through Minnesota Counties Intergovernmental Trust. The District retains risk for the deductible portion of the insurance. The amounts of these deductibles are considered immaterial to the financial statements.

The Minnesota Counties Intergovernmental Trust is a public entity risk pool currently operated as a common risk management and insurance program for its members. The District pays an annual premium based on its annual payroll. There were no significant increases or reductions in insurance from the previous year or settlements in excess of insurance coverage for any of the past three fiscal years.

**DOUGLAS SOIL AND WATER CONSERVATION DISTRICT**  
**NOTES TO THE FINANCIAL STATEMENTS**  
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**Note 2 – Detailed Notes**

**Capital Assets**

Changes in Capital Assets, Asset Capitalization and Depreciation:

	Beginning	Addition	Deletion	Ending
Equipment	\$ 159,947	\$ 14,104	\$ -	\$ 174,051
Less: Accumulated Depreciation	104,172	12,145	-	116,317
Net Capital Assets	<u>\$ 55,775</u>			<u>\$ 57,734</u>

The cost of property and equipment is depreciated over the estimated useful lives of the related assets. Leasehold improvements are depreciated over the lesser of the term of the related lease or the estimated useful lives of the assets. Depreciation is computed on the straight-line method. For the purpose of computing depreciation, the useful life for Machinery and Equipment is 5 to 10 years. Current year depreciation is \$12,145.

The District uses the threshold of \$750 for capitalizing assets purchased.

**Unearned Revenue**

Unearned revenue represents unearned advances from the Minnesota Board of Water and Soil Resources (BWSR) for administrative service grants and for the cost-share program. Revenues will be recognized when the related program expenditures are recorded. Unearned revenue for the year ended December 31, 2018, consists of the following: BWSR Service Grants \$20,172; Nature Conservancy \$8,500; Conservation Planner \$153,364; Soil Investigations \$45,713; Buffer \$20,000; Buffer Cost Share \$25,300; BWSR State Cost Share \$37,936; Local Capacity \$170,146; Low Income Septic \$9,910; Water Plan \$9,450; WCA \$21,641; Total \$522,132.

**Long-Term Liabilities**

Changes in long-term liabilities for the period ended December 31, 2018 are:

	January 1, 2018	Increases	Decreases	December 31, 2018
Net Pension Liability	\$ 210,670	\$ -	\$ 16,504	\$ 194,166
Compensated Absences	49,868	7,046	-	56,914
Total	<u>\$ 260,538</u>	<u>\$ 7,046</u>	<u>\$ 16,504</u>	<u>\$ 251,080</u>

**Deposits**

Minnesota Statutes 118A.02 and 118A.04 authorize the District to designate a depository for public funds and to invest in certificates of deposit. Minnesota Statute 118A.03 requires that all District deposits be protected by insurance, surety bond, or collateral. When not covered by insurance or surety bonds, the market value of collateral pledged shall be at least ten percent more than the amount on deposit (plus accrued interest) at the close of the financial institution's banking day.

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Authorized collateral includes treasury bills, notes and bonds; issues of U.S. government agencies; general obligations rated "A" or better; revenue obligations rated "AA" or better; irrevocable standard letters of credit issued by the Federal Home Loan Bank; and certificates of deposit. Minnesota Statutes require that securities pledged as collateral be held in safekeeping in a restricted account at the Federal Reserve Bank or in an account at a trust department of a commercial bank or other financial institution that is not owned or controlled by the financial institution furnishing the collateral.

Custodial Credit Risk Deposits

Custodial credit risk is the risk that in the event of a financial institution failure, the District's deposits may not be returned to it. The District does not have a deposit policy for custodial credit risk. The market value of collateral pledged must equal 110% of deposits not covered by insurance or bonds. The District has no additional deposit policies addressing custodial credit risk. As of December 31, 2018, the District's deposits were not exposed to custodial credit risk.

**Note 3 – Defined Benefit Pension Plan**

Plan Description

The District participates in the following cost-sharing multiple-employer defined benefit pension plan administered by the Public Employees Retirement Association of Minnesota (PERA). PERA's defined benefit pension plans are established and administered in accordance with Minnesota Statutes, Chapters 353 and 356. PERA's defined benefit pension plans are tax qualified plans under Section 401 (a) of the Internal Revenue Code.

All full-time and certain part-time employees of the District are covered by the General Employees Plan. General Employees Plan members belong to the Coordinated Plan. Coordinated Plan members are covered by Social Security.

Benefits Provided

PERA provides retirement, disability, and death benefits. Benefit provisions are established by state statute and can only be modified by the state legislature. Vested, terminated employees who are entitled to benefits, but are not receiving them yet, are bound by the provisions in effect at the time they last terminated their public service.

General Employees Plan benefits are based on a member's highest average salary for any five successive years of allowable service, age, and years of credit at termination of service. Two methods are used to compute benefits for PERA's Coordinated Plan members. Members hired prior to July 1, 1989, receive the higher of Method 1 or Method 2 formulas. Only Method 2 is used for members hired after June 30, 1989. Under Method 1, the accrual rate for Coordinated members is 1.2 percent of average salary for each of the first ten years of service and 1.7 percent of average salary for each additional year. Under Method 2, the accrual rate for Coordinated members is 1.7 percent of average salary for all years of service. For members hired prior to July 1, 1989, a full annuity is available when age plus years of service equal 90 and normal retirement age is 65. For members hired on or after July 1, 1989, normal retirement age is the age for unreduced Social Security benefits capped at 66.

Benefit increases are provided to benefit recipients each January. Increases are related to the funding ratio of the plan. If the General Employees Plan is at least 90 percent funded for two consecutive years, benefit recipients are given a 2.5 percent increase. If the plan has not exceeded 90 percent funded, or

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has fallen below 80 percent, benefit recipients are given a one percent increase. A benefit recipient who has been receiving a benefit for at least 12 full months as of June 30, will receive a full increase. Members receiving benefits for at least one month but less than 12 full months as of June 30, will receive a pro rata increase.

Contributions

Minnesota Statutes Chapter 353 sets the rates for employer and employee contributions. Contribution rates can only be modified by the state legislature.

Coordinated Plan members were required to contribute 6.50 percent of their annual covered salary in fiscal year 2018 and the District was required to contribute 7.50 percent for Coordinated Plan members. The District's contributions to the General Employees Fund for the year ended December 31, 2018, were \$19,366. The District's contributions were equal to the required contributions as set by state statute.

Pension Costs

At December 31, 2018, the District reported a liability of \$194,166 for its proportionate share of the General Employees Fund's net pension liability. The District's net pension liability reflected a reduction due to the State of Minnesota's contribution of \$16 million to the fund in 2018. The State of Minnesota is considered a non-employer contributing entity and the State's contribution meets the definition of a special funding situation. The State of Minnesota's proportionate share of the net pension liability associated with the District totaled \$6,343. The net pension liability was measured as of June 30, 2018, and the total pension liability used to calculate the net pension liability was determined by an actuarial valuation as of that date. The District's proportionate share of the net pension liability was based on the District's contributions received by PERA during the measurement period for employer payroll paid dates from July 1, 2017 through June 30, 2018, relative to the total employer contributions received from all of PERA's participating employers. At June 30, 2018, the District's proportionate share was 0.0035 percent, which was an increase of 0.0002 percent from its proportionate share measured as of June 30, 2017.

The District's proportionate share of the net pension liability	\$ 194,166
State of Minnesota's proportionate share of the net pension liability associated with the District	<u>6,343</u>
Total	<u>\$ 200,509</u>

For the year ended December 31, 2018, the District recognized pension expense of \$3,499 for its proportionate share of the General Employees Plan's pension expense. In addition, the District recognized an additional \$1,479 as pension expense (and grant revenue) for its proportionate share of the State of Minnesota's contribution of \$16 million to the General Employees Fund.

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Pension Costs (continued)

At December 31, 2018, the District reported its proportionate share of the General Employees Plan's deferred outflows of resources and deferred inflows of resources from the following sources:

	Deferred Outflows of Resources	Deferred Inflows of Resources
Differences between expected and actual economic experience	\$ 5,454	\$ 5,501
Changes in actuarial assumptions	18,018	21,735
Difference between projected and actual investment earnings	-	22,349
Changes in Proportion	14,323	3,032
Contributions paid to PERA subsequent to the measurement date	9,866	-
Total	<u>\$ 47,661</u>	<u>\$ 52,617</u>

The \$9,866 reported as deferred outflows of resources related to pensions resulting from District contributions subsequent to the measurement date will be recognized as a reduction of the net pension liability in the year ended December 31, 2019. Other amounts reported as deferred outflows and inflows of resources related to pensions will be recognized in pension expense as follows:

Year ended December 31:	Pension Expense Amount
2019	\$ 10,422
2020	(8,496)
2021	(11,932)
2022	(4,816)

Actuarial Assumptions

The total pension liability in the June 30, 2018, actuarial valuation was determined using an individual entry-age normal actuarial cost method and the following actuarial assumptions:

Inflation	2.50 percent per year
Active Member Payroll Growth	3.25 percent per year
Investment Rate of Return	7.50 percent

Salary increases were based on a service-related table. Mortality rates for active members, retirees, survivors and disabilitants were based on RP 2014 tables for males or females, as appropriate, with slight adjustments to fit PERA's experience. Cost of living benefit increases after retirement for retirees are assumed to be 1.25 percent per year for the General Employees Plan.

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Actuarial assumptions used in the June 30, 2018 valuation were based on the results of actuarial experience studies. The most recent six-year experience study in the General Employees Plan was completed in 2015. Economic assumptions were updated in 2017 based on a review of inflation and investment return assumptions.

The following changes in actuarial assumptions occurred in 2018:

- The mortality projection scale was changed from MP-2015 to MP-2017.
- The assumed post-retirement benefit increase rate was changed from 1.0 percent per year through 2044 and 2.50 percent per year thereafter to 1.25 percent per year.

The State Board of Investment, which manages the investments of PERA, prepares an analysis of the reasonableness on a regular basis of the long-term expected rate of return using a building-block method in which best-estimate ranges of expected future rates of return are developed for each major asset class. These ranges are combined to produce an expected long-term rate of return by weighting the expected future rates of return by the target asset allocation percentages. 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	Target Allocation (%)	Long-Term Expected Real Rate of Return (%)
Domestic Stocks	36	5.10
International Stocks	17	5.30
Bonds	20	0.75
Alternative Assets	25	5.90
Cash	2	0.00
Total	100%	

Discount Rate

The discount rate used to measure the total pension liability in 2018 was 7.50 percent. The projection of cash flows used to determine the discount rate assumed that contributions from plan members and employers will be made at the rates set in Minnesota Statutes. Based on these assumptions, the fiduciary net position of the General Employees Fund was projected to be available to make all projected future benefit payments of current plan members. Therefore, the long-term expected rate of return on pension plan investments was applied to all projected benefit payments to determine the total pension liability.



**DOUGLAS SOIL AND WATER CONSERVATION DISTRICT**  
**NOTES TO THE FINANCIAL STATEMENTS**  
**DECEMBER 31, 2018**

**Pension Liability Sensitivity**

The following presents the District's proportionate share of the net pension liability for all plans it participates in, calculated using the discount rate disclosed in the preceding paragraph, as well as what the District's proportionate share of the net pension liability would be if it were calculated using a discount rate 1 percentage point lower or 1 percentage point higher than the current discount rate:

	1% Decrease in Discount Rate (6.5%)	Discount Rate (7.5%)	1% Increase in Discount Rate (8.5%)
District's proportionate share of the GERS net pension liability:	\$ 315,544	\$ 194,166	\$ 93,971

**Pension Plan Fiduciary Net Position**

Detailed information about each pension plan's fiduciary net position is available in a separately-issued PERA financial report that includes financial statements and required supplementary information. That report may be obtained on the Internet at [www.mnpera.org](http://www.mnpera.org).

**Note 4 – Operating Leases**

The District leases office space on a yearly basis. Under the current agreement total costs for 2018 were \$10,527.

**Note 5 – Stewardship, Compliance and Accountability**

Excess of expenditures over budget – The General Fund had expenditures in excess of budget for the year as follows: Expenditures \$754,392; Budget \$608,383; Excess \$146,009.

**Note 6 – Commitments and Contingencies**

The District is not aware of any existing or pending lawsuits, claims or other actions in which the District is a defendant.

**DOUGLAS SOIL AND WATER CONSERVATION DISTRICT**  
**NOTES TO THE FINANCIAL STATEMENTS**  
**DECEMBER 31, 2018**

**Note 7 – Reconciliation of Fund Balance to Net Position**

Governmental Fund Balance, January 1	\$ 617,086
Plus: Excess of Revenues Over Expenditures	139,644
Governmental Fund Balance, December 31	<u>\$ 756,730</u>
Adjustments from Fund Balance to Net Position:	
Plus: Capital Assets	\$ 57,734
Plus: Deferred Outflows of Resources	47,661
Less: Long-Term Liabilities	(251,080)
Less: Deferred Inflows of Resources	(52,617)
Net Position	<u>\$ 558,428</u>

**Note 8 – Reconciliation of Change in Fund Balance to Change in Net Position**

Change in Fund Balance	\$ 139,644
Capital Outlay	14,104
Pension Expense, net	(3,499)
The cost of capital assets are allocated over the capital assets' useful lives at the government-wide level.	(12,145)
In the statement of activities certain operating expenses including compensated absences are measured by the amounts earned.	(7,046)
Change in Net Position	<u>\$ 131,058</u>

**DOUGLAS SOIL AND WATER CONSERVATION DISTRICT  
ALEXANDRIA, MINNESOTA  
BUDGETARY COMPARISON STATEMENT  
BUDGET AND ACTUAL  
GENERAL FUND  
YEAR ENDED DECEMBER 31, 2018**

	Original/ Final Budget	Actual	Variance With Final Budget Positive (Neg)
<b>Revenues</b>			
Intergovernmental			
County	\$ 292,552	\$ 334,335	\$ 41,783
State Grant	167,291	412,665	245,374
Total Intergovernmental	<u>\$ 459,843</u>	<u>\$ 747,000</u>	<u>\$ 287,157</u>
Charges for Services	<u>\$ 133,540</u>	<u>\$ 115,045</u>	<u>\$ (18,495)</u>
Miscellaneous			
Interest Earnings	\$ 1,500	\$ 8,420	\$ 6,920
Other	13,500	25,050	11,550
Total Miscellaneous	<u>\$ 15,000</u>	<u>\$ 33,470</u>	<u>\$ 18,470</u>
Total Revenues	<u>\$ 608,383</u>	<u>\$ 895,515</u>	<u>\$ 287,132</u>
<b>Expenditures</b>			
District Operations			
Personnel Services	\$ 453,705	\$ 399,908	\$ 53,797
Other Services and Charges	37,300	56,819	(19,519)
Supplies	3,300	3,333	(33)
Capital Outlay	35,000	14,104	20,896
Total District Operations	<u>\$ 529,305</u>	<u>\$ 474,164</u>	<u>\$ 55,141</u>
Project Expenditures			
District	\$ 65,950	\$ 68,397	\$ (2,447)
State	13,128	213,310	(200,182)
Total Project Expenditures	<u>\$ 79,078</u>	<u>\$ 281,707</u>	<u>\$ (202,629)</u>
Total Expenditures	<u>\$ 608,383</u>	<u>\$ 755,871</u>	<u>\$ (147,488)</u>
Excess of Revenues Over (Under)			
Expenditures	\$ -	\$ 139,644	\$ 139,644
Fund Balance - January 1	<u>\$ 617,086</u>	<u>\$ 617,086</u>	<u>\$ -</u>
Fund Balance - December 31	<u><u>\$ 617,086</u></u>	<u><u>\$ 756,730</u></u>	<u><u>\$ 139,644</u></u>

Notes are an integral part of the basic financial statements.

**DOUGLAS SOIL AND WATER CONSERVATION DISTRICT  
ALEXANDRIA, MINNESOTA**

**SCHEDULE OF CONTRIBUTIONS  
GENERAL EMPLOYEES RETIREMENT FUND  
DECEMBER 31, 2018**

Fiscal Year Ending	Statutorily Required Contributions (a)	Contributions in Relation to the Statutorily Required Contributions (b)	Contribution Deficiency (Excess) (a-b)	Covered Payroll (c)	Contributions as a Percentage of Covered Payroll (b/c)
2015	\$ 14,316	\$ 14,316	\$ -	\$ 190,877	7.50%
2016	\$ 16,728	\$ 16,728	\$ -	\$ 223,059	7.50%
2017	\$ 16,168	\$ 16,168	\$ -	\$ 215,575	7.50%
2018	\$ 19,366	\$ 19,366	\$ -	\$ 258,218	7.50%

\* This schedule is intended to show information for ten years. Additional years will be displayed as they become available. The amounts presented for each year-end were determined December 31.

**SCHEDULE OF PROPORTIONATE SHARE OF NET PENSION LIABILITY  
GENERAL EMPLOYEES RETIREMENT FUND  
DECEMBER 31, 2018**

Fiscal Year Ending	Employer's Proportion of Net Pension Liability (Asset)	Employer's Proportionate Share of the Net Pension Liability (Asset) (a)	State's Proportionate Share of the Net Pension Liability Associated with the District (b)	Total (a+b)	Covered Payroll (c)	Employer's Proportionate Share of the Net Pension Liability (Asset) as a Percentage of Covered Payroll ((a+b)/c)	Plan Fiduciary Net Position as a Percentage of the Total Pension Liability
2015	0.0032%	\$ 165,841	\$ -	\$ 165,841	\$ 188,542	87.96%	78.19%
2016	0.0034%	\$ 276,063	\$ 2,408	\$ 278,471	\$ 207,954	133.91%	68.90%
2017	0.0033%	\$ 210,670	\$ 2,673	\$ 213,343	\$ 214,544	99.44%	75.90%
2018	0.0035%	\$ 194,166	\$ 6,343	\$ 200,509	\$ 236,256	84.87%	79.50%

\* This schedule is intended to show information for ten years. Additional years will be displayed as they become available. The amounts presented for each fiscal year were determined June 30.

**INDEPENDENT AUDITOR'S REPORT ON  
MINNESOTA LEGAL COMPLIANCE**

To the Board of Supervisors  
Douglas Soil and Water Conservation District  
Alexandria, Minnesota

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 and the general fund of Douglas Soil and Water Conservation District of Alexandria, Minnesota, as of and for the year ended December 31, 2018, and the related notes to the financial statements, which collectively comprise the Douglas Soil and Water Conservation District's basic financial statements, and have issued our report thereon dated September 30, 2019.

The *Minnesota Legal Compliance Audit Guide for Political Subdivisions*, promulgated by the State Auditor pursuant to Minnesota Statutes 6.65, contains six categories of compliance to be tested: contracting and bidding, deposits and investments, conflicts of interest, claims and disbursements, miscellaneous provisions, and tax increment financing. Our audit considered all of the listed categories, except that we did not test for compliance with the provisions for tax increment financing because the District is not allowed to collect taxes.

In connection with our audit, nothing came to our attention that caused us to believe that the Douglas Soil and Water Conservation District failed to comply with the provisions of the *Minnesota Legal Compliance Audit Guide for Political Subdivisions*. However, our audit was not directed primarily toward obtaining the knowledge of such noncompliance. Accordingly, had we performed additional procedures; other matters may have come to our attention regarding the Douglas Soil and Water Conservation District's noncompliance with the above referenced provisions.

The purpose of this report is solely to describe the scope of our testing of compliance and the results of that testing, and not to provide an opinion on compliance. Accordingly, this communication is not suitable for any other purpose.

*Peterson Company Ltd*

PETERSON COMPANY LTD  
Certified Public Accountants  
Waconia, Minnesota

September 30, 2019

**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 Board of Supervisors  
Douglas Soil and Water Conservation District  
Alexandria, Minnesota

We have audited, in accordance with the 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 and the general fund of Douglas Soil and Water Conservation District, Alexandria, Minnesota, as of and for the year ended December 31, 2018, and the related notes to the financial statements, which collectively comprise Douglas Soil and Water Conservation District's basic financial statements, and have issued our report thereon dated September 30, 2019.

**Internal Control Over Financial Reporting**

In planning and performing our audit of the financial statements, we considered Douglas Soil and Water Conservation District's internal control over financial reporting to determine the 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 Douglas Soil and Water Conservation District's internal control over financial reporting. Accordingly, we do not express an opinion on the effectiveness of Douglas Soil and Water Conservation District's internal control over financial reporting.

A deficiency in internal control over financial reporting exists when the design or operation of a control does not allow management or employees, in the normal course of performing their assigned functions, to prevent, or detect and correct, misstatements on a timely basis. A material weakness is a deficiency, or combination of deficiencies, in internal control over financial reporting such that there is a reasonable possibility that a material misstatement of the entity's financial statements will not be prevented or detected and corrected on a timely basis.

A significant deficiency is a deficiency, or a combination of deficiencies, in internal control over financial reporting that is less severe than a material weakness, yet important enough to merit attention by those charged with governance. We consider the deficiency in internal control as described in the accompanying Schedule of Findings and Responses as item 2018-001 to be a significant deficiency.

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

## **Compliance and Other Matters**

As part of obtaining reasonable assurance about whether Douglas Soil and Water Conservation District'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 determination of financial statement amounts. However, providing an opinion on compliance with those provisions was not an objective of our audit, and accordingly, we do not express such an opinion. The results of our tests disclosed no instances of noncompliance or other matters that are required to be reported under *Government Auditing Standards*.

## **Douglas Soil and Water Conservation District's Response to Findings**

Douglas Soil and Water Conservation District's response to the findings identified in our audit is described in the accompanying Schedule of Findings and Responses. The Douglas Soil and Water Conservation District's response was not subjected to the auditing procedures applied in the audit of the financial statements and, accordingly, we express no opinion on it.

## **Purpose of this Report**

The purpose of this 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 entity's internal control over financial reporting or on compliance. This report is an integral part of an audit performed in accordance with *Government Auditing Standards* in considering the entity's internal control and compliance. Accordingly, this communication is not suitable for any other purpose.

*Peterson Company Ltd*

PETERSON COMPANY LTD  
Certified Public Accountants  
Waconia, Minnesota

September 30, 2019

**DOUGLAS SOIL AND WATER CONSERVATION DISTRICT  
SCHEDULE OF FINDINGS AND RESPONSES  
DECEMBER 31, 2018**

**2018-001 Segregation of Duties**

Criteria: Generally, a system of internal control contemplates separation of duties such that no individual has responsibility to execute a transaction, has physical access to the related assets, and has responsibility or authority to record the transaction.

Condition: Substantially all accounting procedures are performed by one person.

Cause: This condition is common to organizations of this size due to the limited number of staff.

Effect: The lack of an ideal segregation of duties subjects the District to higher risk that errors or fraud could occur and not be detected in a timely manner.

Recommendation: Any modification of internal controls in this area must be viewed from a cost/benefit perspective.

Management Response: The District has adequate policies and procedures in place to compensate for the lack of segregation of duties, including having all disbursements approved by the Board of Supervisors.