

# STATE OF MINNESOTA

## Office of the State Auditor



**Patricia Anderson**  
**State Auditor**

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**POPE-DOUGLAS SOLID WASTE BOARD**  
**ALEXANDRIA, MINNESOTA**

**FOR THE YEAR ENDED DECEMBER 31, 2005**

## **Description of the Office of the State Auditor**

The Office of the State Auditor serves as a watchdog for Minnesota taxpayers by helping to ensure financial integrity, accountability, and cost-effectiveness in local governments throughout the state.

Through financial, compliance, and special audits, the State Auditor oversees and ensures that local government funds are used for the purposes intended by law and that local governments hold themselves to the highest standards of financial accountability.

The State Auditor performs approximately 250 financial and compliance audits per year and has oversight responsibilities for over 4,300 local units of government throughout the state. The office currently maintains five divisions:

**Audit Practice** - conducts financial and legal compliance audits for local governments;

**Government Information** - collects and analyzes financial information for cities, towns, counties, and special districts;

**Legal/Special Investigations** - provides legal analysis and counsel to the Office and responds to outside inquiries about Minnesota local government law; as well as investigates allegations of misfeasance, malfeasance, and nonfeasance in local government;

**Pension** - monitors investment, financial, and actuarial reporting for over 700 public pension funds; and

**Tax Increment Financing, Investment and Finance** - promotes compliance and accountability in local governments' use of tax increment financing through financial and compliance audits.

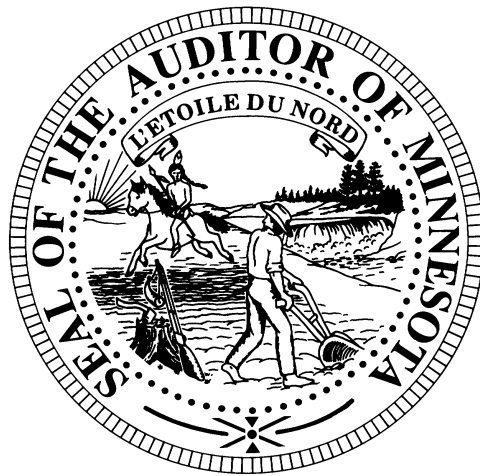
The State Auditor serves on the State Executive Council, State Board of Investment, Land Exchange Board, Public Employee's Retirement Association Board, Minnesota Housing Finance Agency, and the Rural Finance Authority Board.

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**POPE-DOUGLAS SOLID WASTE BOARD  
ALEXANDRIA, MINNESOTA**

**For the Year Ended December 31, 2005**



**Audit Practice Division  
Office of the State Auditor  
State of Minnesota**

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**POPE-DOUGLAS SOLID WASTE BOARD  
ALEXANDRIA, MINNESOTA**

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**POPE-DOUGLAS SOLID WASTE BOARD  
ALEXANDRIA, MINNESOTA**

ORGANIZATION  
DECEMBER 31, 2005

		<u>Term Expires</u>
Board of Directors		
Douglas County		
Board Member	John Mingus	December 2006
Board Member	Dan Olson	December 2006
Board Member	David Nelson	Indefinite
Pope County		
Chair	Robert McCrory	December 2006
Board Member	Keith Naig	December 2006
Officers		
Executive Director	Dennis Nagle	Indefinite
Environmental Coordinator	Bonita Gilbertson	Indefinite
Plant Manager	Peter Olmscheid	Indefinite
Office Manager	Donna Pederson	Indefinite

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# STATE OF MINNESOTA

## OFFICE OF THE STATE AUDITOR

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PATRICIA ANDERSON  
STATE AUDITOR

### INDEPENDENT AUDITOR'S REPORT

Board of Directors  
Pope-Douglas Solid Waste Board

We have audited the basic financial statements of the Pope-Douglas Solid Waste Board (a component unit of Douglas County) as of and for the year ended December 31, 2005, as listed in the table of contents. These financial statements are the responsibility of the management of the Pope-Douglas Solid Waste Board. Our responsibility is to express an opinion 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 of material misstatement. An audit includes examining, on a test basis, evidence supporting the amounts and disclosures in the financial statements. An audit also includes assessing the accounting principles used and significant estimates made by management, as well as evaluating the overall financial statement presentation. We believe that our audit provides a reasonable basis for our opinion.

In our opinion, the basic financial statements referred to above present fairly, in all material respects, the financial position of the Pope-Douglas Solid Waste Board at December 31, 2005, and the results of its operations and its cash flows for the year then ended in conformity with accounting principles generally accepted in the United States of America.

The Management's Discussion and Analysis is not a required part of the basic financial statements but is supplementary information required by the Governmental Accounting Standards Board. We have applied certain limited procedures, which consisted principally of inquiries of management regarding the methods of measurement and presentation of the required supplementary information. However, we did not audit the information and express no opinion on it.

In accordance with *Government Auditing Standards*, we have also issued a report dated May 22, 2006, on our consideration of the Pope-Douglas Solid Waste Board'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 on the results of that testing, and not to provide an opinion on the internal control over financial reporting or on compliance. That report is an integral part of an audit performed in accordance with *Government Auditing Standards* and should be considered in assessing the results of our audit.

*/s/Pat Anderson*

PATRICIA ANDERSON  
STATE AUDITOR

*/s/Greg Hierlinger*

GREG HIERLINGER, CPA  
DEPUTY STATE AUDITOR

End of Fieldwork: May 22, 2006

## **MANAGEMENT'S DISCUSSION AND ANALYSIS**

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**POPE-DOUGLAS SOLID WASTE BOARD  
ALEXANDRIA, MINNESOTA**

**MANAGEMENT'S DISCUSSION AND ANALYSIS  
DECEMBER 31, 2005  
(Unaudited)**

The Pope-Douglas Solid Waste Board's Management's Discussion and Analysis (MD&A) provides an overview of the Board's financial activities for the fiscal year ended December 31, 2005. Since this information is designated to focus on the current year's activities, resulting changes, and currently known facts, it should be read in conjunction with the Board's financial statements.

The Pope-Douglas Solid Waste Board is a joint enterprise operation of Pope and Douglas Counties to operate and manage an integrated waste management system within Pope and Douglas Counties. The Board operates a waste-to-energy plant, a materials recycling facility, and a landfill.

The Pope-Douglas Solid Waste Board is a component unit of Douglas County because Douglas County is financially accountable for the Board. The Board's financial statements are discretely presented in the Douglas County financial statements.

**OVERVIEW OF THE FINANCIAL STATEMENTS**

This MD&A is intended to serve as an introduction to the basic financial statements. The Pope-Douglas Solid Waste Board's basic financial statements consist of two parts: the financial statements and the notes to the financial statements. The MD&A (this section) is required to accompany the basic financial statements and, therefore, is included as required supplementary information.

The financial statements present the Pope-Douglas Solid Waste Board's financial activities and consist of the following:

- The statement of net assets compares the assets and liabilities to give an overall view of the financial health of the Board.
- The statement of revenues, expenses, and changes in net assets provides information on changes in the Board's finances. All of the current year's revenues and expenses are taken into account regardless of when the cash is received or paid.
- The statement of cash flows reports sources and uses of cash for the Board.

## FINANCIAL ANALYSIS

### Net Assets

	2005	2004 (Restated)	Increase (Decrease)	Percent Change (%)
<b>Assets</b>				
Current and other assets	\$ 7,509,452	\$ 6,911,550	\$ 597,902	8.7%
Capital assets	13,155,009	14,048,176	(893,167)	(6.4%)
<b>Total Assets</b>	<b>\$ 20,664,461</b>	<b>\$ 20,959,726</b>	<b>\$ (295,265)</b>	<b>(1.4%)</b>
<b>Liabilities</b>				
Long-term liabilities	\$ 455,714	\$ 273,103	\$ (182,611)	(66.9%)
Other liabilities	219,390	232,009	12,619	5.4%
<b>Total Liabilities</b>	<b>\$ 675,104</b>	<b>\$ 505,112</b>	<b>\$ (169,992)</b>	<b>(33.7%)</b>
<b>Net Assets</b>				
Invested in capital assets	\$ 13,155,009	\$ 14,048,176	\$ (893,167)	(6.4%)
Restricted	755,000	895,722	(140,722)	(15.7%)
Unrestricted	6,079,348	5,510,716	568,632	10.3%
<b>Total Net Assets</b>	<b>\$ 19,989,357</b>	<b>\$ 20,454,614</b>	<b>\$ (465,257)</b>	<b>(2.3%)</b>

Net assets of the Board decreased slightly by 2.3 percent. Unrestricted net assets totaling \$6,079,348 are available to finance the day-to-day operations of the Board.

### Change in Net Assets

	2005	2004 (Restated)	Increase (Decrease)	Percent Change (%)
<b>Operating Revenues</b>				
Charges for services	\$ 2,513,770	\$ 2,251,621	\$ 262,149	11.6%
Miscellaneous	95	27,824	(27,729)	(99.7%)
<b>Nonoperating Revenues</b>				
Special assessments	1,193,450	966,103	227,347	23.5%
Intergovernmental	141,840	259,546	(117,706)	(45.4%)
Interest income	151,844	87,355	64,489	73.8%
<b>Total Revenues</b>	<b>\$ 4,000,999</b>	<b>\$ 3,592,449</b>	<b>\$ 408,550</b>	<b>11.4%</b>

	2005	2004 Restated	Increase (Decrease)	Percent Change (%)
Operating Expenses				
Payroll	\$ 1,122,223	\$ 1,093,867	\$ (28,356)	(2.6%)
Employee benefits and payroll taxes	282,579	264,161	(18,418)	(7.0%)
Professional services	378,098	286,009	(92,089)	(32.2%)
Supplies	232,251	187,399	(44,852)	(23.9%)
SCORE	363,582	393,371	29,789	7.6%
Travel	19,885	10,400	(9,485)	(91.2%)
Telephone	3,494	3,328	(166)	(5.0%)
Utilities	164,237	163,499	(738)	(0.5%)
Advertising	7,299	5,583	(1,716)	(30.7%)
Insurance	150,486	136,552	(13,934)	(10.2%)
Postage	1,329	942	(387)	(41.1%)
Commodity freight	9,805	5,627	(4,178)	(74.2%)
Repairs and maintenance	600,142	514,866	(85,276)	(16.6%)
Miscellaneous	16,810	7,822	(8,988)	(114.9%)
Depreciation	942,285	817,094	(125,191)	(15.3%)
Landfill closure and postclosure care costs	171,751	8,026	(163,725)	(2,039.9%)
Total Operating Expenses	\$ 4,466,256	\$ 3,898,546	\$ (567,710)	(14.6%)
Increase (Decrease) in Net Assets	\$ (465,257)	\$ (306,097)	\$ (159,160)	52.0%

Revenues increased 11.4 percent. The increase in charges for services was due to an increase in tons of waste received. The Board also approved an increase in special assessments in 2005. Expenses increased in 2005 because of additional costs related to permitting the landfill to receive fines, and the Board started using a new cell.

## CAPITAL ASSETS AND DEBT ADMINISTRATION

### Capital Assets (Net of Depreciation)

	2005	2004 (Restated)	Increase (Decrease)	Percent Change (%)
Land	\$ 179,288	\$ 179,288	\$ -	-
Land improvements	2,668,783	2,812,103	(143,320)	(5.1%)
Buildings	4,279,237	4,476,039	(196,802)	(4.4%)
Machinery, furniture, and equipment	6,027,701	6,580,746	(553,045)	(8.4%)
Totals	\$ 13,155,009	\$ 14,048,176	\$ (893,167)	(6.4%)

There were no major additions of capital assets in 2005.

During 2005 and 2004, the Pope-Douglas Solid Waste Board did not have any outstanding debt.

## **CONTACTING THE BOARD'S FINANCIAL MANAGEMENT**

This financial report is designated to provide our citizens, taxpayers, customers, and creditors with a general overview of the Pope-Douglas Solid Waste Board's finances and to show the Board's accountability for the money it receives. If you have questions about this report, or need additional financial information, contact the Executive Director, Dennis Nagle, 2115 South Jefferson, Alexandria, Minnesota 56308.

## **BASIC FINANCIAL STATEMENTS**

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**POPE-DOUGLAS SOLID WASTE BOARD  
ALEXANDRIA, MINNESOTA**

**EXHIBIT 1**

**STATEMENT OF NET ASSETS  
DECEMBER 31, 2005**

**Assets**

Current assets	
Cash and pooled investments	\$ 2,268,039
Petty cash and change funds	300
Investments	3,663,052
Special assessments	
Current	28,024
Accounts receivable - net	379,351
Accrued interest receivable	15,498
Due from other governments	8,446
Prepaid items	9,375
Restricted assets	
Investments	1,134,153
Accrued interest receivable	3,214
<b>Total current assets</b>	<b>\$ 7,509,452</b>
Noncurrent assets	
Capital assets	
Nondepreciable	\$ 179,288
Depreciable - net	12,975,721
<b>Total capital assets</b>	<b>\$ 13,155,009</b>
<b>Total Assets</b>	<b>\$ 20,664,461</b>

**Liabilities**

Current liabilities	
Accounts payable	\$ 105,225
Salaries payable	54,044
Compensated absences payable - current	59,423
Due to other governments	698
<b>Total current liabilities</b>	<b>\$ 219,390</b>
Noncurrent liabilities	
Compensated absences payable - long-term	\$ 73,347
Estimated liability for landfill closure and postclosure care costs	382,367
<b>Total noncurrent liabilities</b>	<b>\$ 455,714</b>
<b>Total Liabilities</b>	<b>\$ 675,104</b>

**Net Assets**

Invested in capital assets	\$ 13,155,009
Restricted for closure and postclosure care costs	755,000
Unrestricted	6,079,348
<b>Total Net Assets</b>	<b>\$ 19,989,357</b>

**POPE-DOUGLAS SOLID WASTE BOARD  
ALEXANDRIA, MINNESOTA**

**EXHIBIT 2**

**STATEMENT OF REVENUES, EXPENSES, AND CHANGES IN NET ASSETS  
FOR THE YEAR ENDED DECEMBER 31, 2005**

<b>Operating Revenues</b>	
Charges for services	\$ 2,513,770
Miscellaneous	95
	<hr/>
<b>Total Operating Revenues</b>	<b>\$ 2,513,865</b>
<b>Operating Expenses</b>	
Payroll	\$ 1,122,223
Employee benefits and payroll taxes	282,579
Professional services	378,098
Supplies	232,251
SCORE	363,582
Travel	19,885
Telephone	3,494
Utilities	164,237
Advertising	7,299
Insurance	150,486
Postage	1,329
Commodity freight	9,805
Repairs and maintenance	600,142
Miscellaneous	16,810
Depreciation	942,285
Landfill closure and postclosure care costs	171,751
	<hr/>
<b>Total Operating Expenses</b>	<b>\$ 4,466,256</b>
<b>Operating Income (Loss)</b>	<b>\$ (1,952,391)</b>
<b>Nonoperating Revenues (Expenses)</b>	
Special assessments	\$ 1,193,450
Intergovernmental	141,840
Interest income	151,844
	<hr/>
<b>Total Nonoperating Revenues (Expenses)</b>	<b>\$ 1,487,134</b>
<b>Change in Net Assets</b>	<b>\$ (465,257)</b>
<b>Net Assets - January 1, as restated (Note 1.E.)</b>	<b>20,454,614</b>
	<hr/>
<b>Net Assets - December 31</b>	<b>\$ 19,989,357</b>
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**POPE-DOUGLAS SOLID WASTE BOARD  
ALEXANDRIA, MINNESOTA**

**EXHIBIT 3**

**STATEMENT OF CASH FLOWS  
FOR THE YEAR ENDED DECEMBER 31, 2005  
Increase (Decrease) in Cash and Cash Equivalents**

<b>Cash Flows From Operating Activities</b>	
Receipts from customers and users	\$ 2,378,144
Payments to suppliers	(1,818,382)
Payments to employees	(1,532,662)
	<b>\$ (972,900)</b>
<b>Cash Flows From Noncapital Financing Activities</b>	
Special assessments	\$ 1,175,214
Intergovernmental	174,685
	<b>\$ 1,349,899</b>
<b>Cash Flows From Capital and Related Financing Activities</b>	
Purchases of capital assets	<b>\$ (52,053)</b>
<b>Cash Flows From Investing Activities</b>	
Proceeds from sales of investments	\$ 1,400,000
Purchase of investments	(48,307)
Investment earnings received	181,333
	<b>\$ 1,533,026</b>
	<b>\$ 1,857,972</b>
<b>Net Increase (Decrease) in Cash and Cash Equivalents</b>	<b>\$ 1,857,972</b>
<b>Cash and Cash Equivalents at January 1</b>	<b>410,367</b>
<b>Cash and Cash Equivalents at December 31</b>	<b>\$ 2,268,339</b>
<b>Reconciliation of operating income (loss) to net cash provided by (used in) operating activities</b>	
Operating income (loss)	<b>\$ (1,952,391)</b>
Adjustments to reconcile operating income (loss) to net cash provided by (used in) operating activities	
Depreciation expense	\$ 942,285
(Increase) decrease in accounts receivable	(127,275)
(Increase) decrease in due from other governments	(5,511)
Increase (decrease) in accounts payable	(20,060)
Increase (decrease) in salaries payable	7,059
Increase (decrease) in compensated absences payable	10,544
Increase (decrease) in due to other governments	698
Increase (decrease) in landfill closure and postclosure care costs	171,751
	<b>\$ 979,491</b>
<b>Net Cash Provided by (Used in) Operating Activities</b>	<b>\$ (972,900)</b>
<b>Noncash investing, capital, and financing activities</b>	
Change in fair value of long-term investments	<b>\$ (65,117)</b>

The notes to the financial statements are an integral part of this statement.

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**POPE-DOUGLAS SOLID WASTE BOARD  
ALEXANDRIA, MINNESOTA**

**NOTES TO THE FINANCIAL STATEMENTS  
AS OF AND FOR THE YEAR ENDED DECEMBER 31, 2005**

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1. Summary of Significant Accounting Policies

The Pope-Douglas Solid Waste Board's financial statements are prepared in accordance with generally accepted accounting principles (GAAP) for the year ended December 31, 2005. The Governmental Accounting Standards Board (GASB) is responsible for establishing GAAP for state and local governments through its pronouncements (statements and interpretations). Governments are also required to follow the pronouncements of the Financial Accounting Standards Board (FASB) issued through November 30, 1989, (when applicable) that do not conflict with or contradict GASB pronouncements. Although the Board has the option to apply FASB pronouncements issued after that date, the Board has chosen not to do so. The more significant accounting policies established in GAAP and used by the Board are discussed below.

A. Financial Reporting Entity

The Pope-Douglas Solid Waste Board is a joint enterprise operation of Pope and Douglas Counties (the Counties). The Board was established by a Joint Powers Agreement dated December 7, 1983, amended May 1, 1990, and amended again April 9, 1997, pursuant to Minn. Stat. § 471.59, Joint Powers Act.

Each of the Counties is authorized and obligated pursuant to Minn. Stat. chs. 115A and 400, to provide for the management and disposal of solid waste in its respective county. It is the intention of the Counties to cooperate in a joint venture to operate and manage an integrated waste management system within Douglas and Pope Counties. This purpose, without limitation, shall include the planning, administration, and operation of recycling programs; the ownership and operation of a waste-to-energy facility; and the ownership, operation, and management of any ash and/or by-pass landfill. The facility and administrative office is located in Alexandria, Minnesota.

The Board is governed by a five-member Board of Directors, two appointed from Pope County and three from Douglas County. Receipts and disbursements are recorded in the Solid Waste Fund by the Douglas County Auditor/Treasurer. Douglas County's ownership is 75 percent, and Pope County's ownership is 25 percent.

The Pope-Douglas Solid Waste Board is a component unit of Douglas County because Douglas County is financially accountable for the Board. The Board's financial statements are discretely presented in the Douglas County financial statements.

**POPE-DOUGLAS SOLID WASTE BOARD  
ALEXANDRIA, MINNESOTA**

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1. Summary of Significant Accounting Policies (Continued)

B. Basic Financial Statements

The accounts of the Board are organized as an enterprise fund. The fund operating revenues, such as charges for services, result from exchange transactions associated with the principal activity of the fund. Exchange transactions are those in which each party receives and gives up essentially equal values. Nonoperating revenues, such as subsidies and investment earnings, result from nonexchange transactions or incidental activities. The Board's net assets are reported in three parts: (1) invested in capital assets, (2) restricted net assets, and (3) unrestricted net assets.

C. Measurement Focus and Basis of Accounting

The Board's financial statements are reported using the economic resources measurement focus and the accrual basis of accounting. Revenues are recorded when earned, and expenses are recorded when a liability is incurred, regardless of the timing of related cash flows. Special assessments are recognized as revenues in the year for which they are levied. Shared revenues are generally recognized in the period the appropriation goes into effect. Grants and similar items are recognized as revenue as soon as all eligibility requirements imposed by the provider have been met. When both restricted and unrestricted resources are available for use, it is the Board's policy to use restricted resources first, then unrestricted as they are needed.

D. Assets, Liabilities, and Net Assets or Equity

1. Cash and Cash Equivalents

For the purposes of the statement of cash flows, cash and cash equivalents include cash and pooled investments and petty cash. The Board's cash is pooled and invested with Douglas County and is treated as a cash equivalent because the Board can deposit or effectively withdraw cash at any time without prior notice or penalty. Interest is credited to the Solid Waste Fund. Douglas County obtains collateral to cover the deposits in excess of insurance coverage.

2. Fund Investments

The Douglas County Auditor/Treasurer purchases investments for the Pope-Douglas Solid Waste Board upon its direction. Fund investments are reported at their fair value at December 31, 2005, based on market prices. Interest

**POPE-DOUGLAS SOLID WASTE BOARD  
ALEXANDRIA, MINNESOTA**

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1. Summary of Significant Accounting Policies

D. Assets, Liabilities, and Net Assets or Equity

2. Fund Investments (Continued)

earned on such restricted investments is credited to the Solid Waste Fund. Additional disclosures as required by GASB Statement No. 40, *Deposit and Investment Risk Disclosures*, are disclosed on a County-wide basis in the Douglas County Annual Financial Report.

Minn. Stat. §§ 118A.04 and 118A.05 generally authorize the following types of investments as available to the Board:

- (1) securities which are direct obligations or are guaranteed or insured issues of the United States, its agencies, its instrumentalities, or organizations created by an act of Congress, except mortgage-backed securities defined as “high risk” by Minn. Stat. § 118A.04, subd. 6;
- (2) mutual funds through shares of registered investment companies provided the mutual fund receives certain ratings depending on its investments;
- (3) general obligations of the State of Minnesota and its municipalities, and in certain state agency and local obligations of Minnesota and other states provided such obligations have certain specified bond ratings by a national bond rating service;
- (4) bankers’ acceptances of United States banks;
- (5) commercial paper issued by United States corporations or their Canadian subsidiaries that is rated in the highest quality category by two nationally recognized rating agencies and matures in 270 days or less; and
- (6) with certain restrictions, in repurchase agreements, securities lending agreements, joint powers investment trusts, and guaranteed investment contracts.

**POPE-DOUGLAS SOLID WASTE BOARD  
ALEXANDRIA, MINNESOTA**

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1. Summary of Significant Accounting Policies

D. Assets, Liabilities, and Net Assets or Equity (Continued)

3. Receivables

All receivables are shown net of an allowance for uncollectibles.

Special assessments receivable consist of delinquent special assessments payable in the years 2000 through 2005 and are offset by an estimated uncollectible amount.

4. Prepaid Items

Certain payments to vendors reflect costs applicable to future accounting periods and are recorded as prepaid items in the statements.

5. Restricted Assets

Restricted assets represent the amounts set aside by the Board for landfill closure and postclosure financial assurances. Below is a summary of the restricted assets at December 31, 2005.

Restricted for closure and postclosure care costs	\$ 1,134,153
Accrued interest on restricted investments	<u>3,214</u>
Total	<u>\$ 1,137,367</u>

6. Capital Assets

Capital assets, which include property, plant, and equipment are reported in the financial statements. Capital assets are defined by the Board as assets with an estimated useful life in excess of two years. Such assets are recorded at historical cost or estimated historical cost if purchased or constructed. Donated capital assets are recorded at estimated fair value at the date of donation.

The costs of normal maintenance and repairs that do not add to the value of the asset or materially extend assets' lives are not capitalized.

**POPE-DOUGLAS SOLID WASTE BOARD  
ALEXANDRIA, MINNESOTA**

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1. Summary of Significant Accounting Policies

D. Assets, Liabilities, and Net Assets or Equity

6. Capital Assets (Continued)

Major outlays for capital assets and improvements are capitalized as projects are constructed. Interest incurred during the construction phase of capital assets is included as part of the capitalized value of the assets constructed. During the current period, the Board did not have any capitalized interest.

Property, plant, and equipment of the Board is depreciated using the straight-line method over the following estimated useful lives:

<u>Assets</u>	<u>Years</u>
Landfill	Based on capacity
Buildings	20 - 40
Building improvements	20 - 40
Furniture, equipment, and vehicles	5 - 10

7. Compensated Absences

The liability for compensated absences reported in the financial statements consists of unpaid, accumulated annual and sick leave balances. The liability has been calculated using the vesting method, in which leave amounts for both employees who currently are eligible to receive termination payments and other employees who are expected to become eligible in the future to receive such payments upon termination are included. Compensated absences are accrued when incurred.

8. Deferred Revenue

The financial statements defer revenue for resources that have been received, but not yet earned.

**POPE-DOUGLAS SOLID WASTE BOARD  
ALEXANDRIA, MINNESOTA**

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1. Summary of Significant Accounting Policies

D. Assets, Liabilities, and Net Assets or Equity (Continued)

9. Use of Estimates

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

E. Prior Period Adjustment--Correction of Error

In prior years, depreciation expense on land improvements was overstated. The January 1, 2005, capital assets have been restated to correct this error. The effect on net assets is:

Net Assets - January 1	\$ 18,945,693
Prior period adjustment	<u>1,508,921</u>
Net Assets - January 1, as restated	<u>\$ 20,454,614</u>

**POPE-DOUGLAS SOLID WASTE BOARD  
ALEXANDRIA, MINNESOTA**

2. Detailed Notes on All Funds

A. Assets

1. Receivables

Receivables as of December 31, 2005, including the applicable allowances for uncollectible accounts, are as follows:

	Total Receivables	Amounts Not Scheduled for Collection During the Subsequent Year
Special assessments	\$ 28,024	\$ -
Accounts	379,351	-
Interest - unrestricted	15,498	-
Due from other governments	8,446	-
Interest - restricted	3,214	-
Total	\$ 434,533	\$ -

2. Capital Assets

Capital asset activity for the year ended December 31, 2005, was as follows:

	Beginning Balance (Restated)	Increase	Decrease	Ending Balance
Capital assets not depreciated				
Land	\$ 179,288	\$ -	\$ -	\$ 179,288
Capital assets depreciated				
Land improvements	\$ 3,377,612	\$ -	\$ -	\$ 3,377,612
Buildings	6,065,561	-	-	6,065,561
Machinery, furniture, and equipment	8,663,909	52,053	3,260	8,712,702
Total capital assets depreciated	\$ 18,107,082	\$ 52,053	\$ 3,260	\$ 18,155,875
Less: accumulated depreciation for				
Land improvements	\$ 565,509	\$ 143,320	\$ -	\$ 708,829
Buildings	1,589,522	196,802	-	1,786,324
Machinery, furniture, and equipment	2,083,163	602,163	325	2,685,001
Total accumulated depreciation	\$ 4,238,194	\$ 942,285	\$ 325	\$ 5,180,154
Total capital assets depreciated, net	\$ 13,868,888	\$ (890,232)	\$ 2,935	\$ 12,975,721
Capital Assets, Net	\$ 14,048,176	\$ (890,232)	\$ 2,935	\$ 13,155,009

**POPE-DOUGLAS SOLID WASTE BOARD  
ALEXANDRIA, MINNESOTA**

2. Detailed Notes on All Funds (Continued)

B. Liabilities

1. Payables

Payables at December 31, 2005, were as follows:

	Total Payables
Accounts	\$ 105,225
Salaries	54,044
Due to other governments	698
Total Payables	\$ 159,967

2. Leases

Operating Leases

The Pope-Douglas Solid Waste Board contracts with Alex Rubbish Services, Inc., to transport ash from the waste-to-energy incinerator, provide services to operate the landfill, and transport any leachate to a facility designated by the Board. The lease provides payments based upon the formula provided in the agreement. Lease payments were \$144,000 in 2005. The lease, beginning August 16, 2004, is for a two-year period and contains a 90-day cancellation notice by either party.

3. Changes in Long-Term Liabilities

Long-term liability activity for the year ended December 31, 2005, was as follows:

	Beginning Balance	Additions	Reductions	Ending Balance	Due Within One Year
Estimated liability for landfill closure and postclosure care costs	\$ 210,616	\$ 171,751	\$ -	\$ 382,367	\$ -
Compensated absences	122,226	75,579	65,035	132,770	59,423
Long-Term Liabilities	\$ 332,842	\$ 247,330	\$ 65,035	\$ 515,137	\$ 59,423

**POPE-DOUGLAS SOLID WASTE BOARD  
ALEXANDRIA, MINNESOTA**

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3. Employee Retirement Systems and Pension Plans

A. Plan Description

All full-time and certain part-time employees of the Pope-Douglas Solid Waste Board are covered by defined benefit plans administered by the Public Employees Retirement Association of Minnesota (PERA). The PERA administers the Public Employees Retirement Fund, which is a cost-sharing, multiple-employer retirement plan. The plan is established and administered in accordance with Minn. Stat. chs. 353 and 356.

Public Employees Retirement Fund members belong to either the Coordinated Plan or the Basic Plan. Coordinated Plan members are covered by Social Security, and Basic Plan members are not. All new members must participate in the Coordinated Plan.

The PERA provides retirement benefits as well as disability benefits to members and benefits to survivors upon death of eligible members. Benefits are established by state statute and vest after three years of credited service. The retirement 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 Coordinated and Basic Plan members. The retiring member receives the higher of a step-rate benefit accrual formula (Method 1) or a level accrual formula (Method 2). Under Method 1, the annuity accrual rate for a Basic Plan member is 2.2 percent of average salary for each of the first ten years of service and 2.7 percent for each year thereafter. For a Coordinated Plan member, the annuity accrual rate is 1.2 percent of average salary for each of the first ten years and 1.7 percent for each successive year. Using Method 2, the annuity accrual rate is 2.7 percent of average salary for Basic Plan members and 1.7 percent for Coordinated Plan members for each year of service.

For Public Employees Retirement Fund members whose annuity is calculated using Method 1, a full annuity is available when age plus years of service equal 90. A reduced retirement annuity is also available to eligible members seeking early retirement.

The benefit provisions stated in the previous paragraphs of this section are current provisions and apply to active plan participants. Vested, terminated employees who are entitled to benefits but are not yet receiving them are bound by the provisions in effect at the time they last terminated public service.

**POPE-DOUGLAS SOLID WASTE BOARD  
ALEXANDRIA, MINNESOTA**

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3. Employee Retirement Systems and Pension Plans

A. Plan Description (Continued)

The PERA issues a publicly available financial report that includes financial statements and required supplementary information for the Public Employees Retirement Fund. That report may be obtained on the internet at mnpera.org; by writing to PERA at 60 Empire Drive, Suite 200, Saint Paul, Minnesota 55103-2088; or by calling 651-296-7460 or 1-800-652-9026.

B. Funding Policy

Pension benefits are funded from member and employer contributions and income from the investment of fund assets. Minn. Stat. ch. 353 sets the rates for employer and employee contributions. These statutes are established and amended by the State Legislature. The Board makes annual contributions to the pension plans equal to the amount required by state statutes. Public Employees Retirement Fund Basic Plan members and Coordinated Plan members were required to contribute 9.10 and 5.10 percent, respectively, of their annual salary in 2005. Contribution rates in the Coordinated Plan increased in 2006 to 5.50. The Board is required to contribute the following percentages of annual covered payroll:

In 2005

Public Employees Retirement Fund	
Basic Plan members	11.78%
Coordinated Plan members	5.53

In 2006

Public Employees Retirement Fund	
Basic Plan members	11.78%
Coordinated Plan members	6.00

The Board's contributions for the years ending December 31, 2005, 2004, and 2003, were \$65,239, \$60,760, and \$54,317, respectively, equal to the contractually required contributions for each year as set by state statute.

4. Landfill Closure and Postclosure Care Costs

State and federal laws and regulations require the Board to place a final cover on its landfill site when it stops accepting waste and to perform certain maintenance and monitoring functions at the site for 30 years after closure. Although closure and postclosure care costs

**POPE-DOUGLAS SOLID WASTE BOARD  
ALEXANDRIA, MINNESOTA**

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4. Landfill Closure and Postclosure Care Costs (Continued)

will be paid only near or after the date that the landfill stops accepting waste, the Board reports a portion of these closure and postclosure care costs as an operating expense in each period based on landfill capacity used as of each balance sheet date. The \$382,367 landfill closure and postclosure care liability at December 31, 2005, represents the cumulative amount reported to date based on the use of 6.9 percent of the estimated capacity of the landfill. The Board will recognize the remaining estimated cost of closure and postclosure care of \$1,104,355 as the remaining estimated capacity is filled. These amounts are based on what it would cost to perform all closure and postclosure care in 2005. The Board expects to close the landfill in 2161. Actual cost may be higher due to inflation, changes in technology, or changes in regulations.

The Board is required by state and federal laws and regulations to make annual contributions to a trust to finance closure and postclosure care. The Board is in compliance with these requirements and, at December 31, 2005, investments of \$1,134,153 are held for these purposes. These are reported as restricted assets on the statement of net assets. The Board expects that future inflation costs will be paid from investment earnings on these annual contributions. However, if investment earnings are inadequate or additional postclosure care requirements are determined (due to changes in technology or applicable laws and regulations, for example), these costs may need to be covered by charges to future landfill users or from future tax revenue.

5. Risk Management

The Board is exposed to various risks of loss related to torts; theft of, damage to, or destruction of assets; errors or omissions; injuries to employees; or natural disasters for which the Board carries commercial insurance. To cover these risks, the Board is a member of both the Minnesota Counties Insurance Trust (MCIT) Workers' Compensation and Property and Casualty Divisions. For other risk, the Board carries commercial insurance. There were no significant reductions in insurance from the prior year. The amount of settlements did not exceed insurance coverage for the past three fiscal years.

The Workers' Compensation Division of MCIT is self-sustaining based on the contributions charged, so that total contributions plus compounded earnings on these contributions will equal the amount needed to satisfy claims liabilities and other expenses. MCIT participates in the Workers' Compensation Reinsurance Association with coverage at \$390,000 per claim in 2006. Should the MCIT Workers' Compensation Division liabilities exceed assets, MCIT may assess the Board in a method and amount to be determined by MCIT.

**POPE-DOUGLAS SOLID WASTE BOARD  
ALEXANDRIA, MINNESOTA**

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5. Risk Management (Continued)

The Property and Casualty Division of MCIT is self-sustaining, and the Board pays an annual premium to cover current and future losses. MCIT carries reinsurance for its property lines to protect against catastrophic losses. Should the MCIT Property and Casualty Division liabilities exceed assets, MCIT may assess the Board in a method and amount to be determined by MCIT.

The Board participates in the Douglas County self-insurance program for employee health coverage. The activity is recorded in the Douglas County Self-Insurance Internal Service Fund.

6. Summary of Significant Contingencies and Other Items

A. Contingent Liabilities

Amounts received or receivable from grant agencies are subject to audit and adjustment by grantor agencies. Any disallowed claims, including amounts already collected, may constitute a liability of the applicable funds. The amount, if any, of the expenditures that may be disallowed by the grantor cannot be determined at this time, although the Board expects such amounts, if any, to be immaterial.

B. Designated Funds

The Board has set aside funds for construction of a landfill and equipment replacement. Below is a summary of the investments set aside at December 31, 2005.

Designated for landfill construction	\$ 1,120,806
Designated for equipment replacement	<u>3,856,022</u>
Total	<u>\$ 4,976,828</u>

**POPE-DOUGLAS SOLID WASTE BOARD  
ALEXANDRIA, MINNESOTA**

6. Summary of Significant Contingencies and Other Items (Continued)

C. Operating Budgets

	Budget	Actual	Variance Favorable (Unfavorable)
Operating Revenues	\$ 1,920,700	\$ 2,513,865	\$ 593,165
Operating Expenses	3,152,671	4,466,256	(1,313,585)
Operating Income (Loss)	\$ (1,231,971)	\$ (1,952,391)	\$ (720,420)
Nonoperating Revenues (Expenses)	1,231,971	1,487,134	255,163
Net Income (Loss)	\$ -	\$ (465,257)	\$ (465,257)

D. Affiliated Debt

In financing the construction of the materials recycling facility, the sponsoring counties sold general obligation bonds; these bonds are the liability of Pope and Douglas Counties and not of the Pope-Douglas Solid Waste Board. Outstanding debt of each county related to the financing is as follows:

Type of Indebtedness	Final Maturity	Installment Amounts	Net Interest Rates (%)	Original Issue Amount	Outstanding Balance December 31, 2004
2002 Pope County G.O. Solid Waste Bonds	2011	\$90,000 - \$115,000	3.3531	\$ 1,030,000	\$ 640,000
2002C Douglas County G.O. Solid Waste Disposal Bonds	2021	\$105,000 - \$225,000	4.5377	\$ 3,075,000	\$ 2,570,000

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**POPE-DOUGLAS SOLID WASTE BOARD  
ALEXANDRIA, MINNESOTA**

**SCHEDULE OF FINDINGS AND RECOMENDATIONS  
FOR THE YEAR ENDED DECEMBER 31, 2005**

**FINDINGS RELATED TO FINANCIAL STATEMENTS AUDITED IN ACCORDANCE  
WITH *GOVERNMENT AUDITING STANDARDS***

INTERNAL CONTROL

PREVIOUSLY REPORTED ITEM NOT RESOLVED

96-1 Segregation of Duties

Due to the limited number of office personnel within the Pope-Douglas Solid Waste Board's office, segregation of accounting functions necessary to ensure adequate internal accounting control is not possible. This is not unusual in operations the size of the Pope-Douglas Solid Waste Board; however, the Board's management should constantly be aware of this condition and realize that the concentration of duties and responsibilities in a limited number of individuals is not desirable from an accounting point of view.

Examples of incompatible duties which should be performed by separate individuals are:

- receipting collections, posting collections to registers, and making deposits with Douglas County; and
- entering data and reviewing the monthly detailed report of receipts and disbursements for accuracy.

We recommend that the Board continue to be aware of the problem and, if possible, develop oversight procedures to ensure adequate controls over cash and other items.

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PATRICIA ANDERSON  
STATE AUDITOR

**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***

Board of Directors  
Pope-Douglas Solid Waste Board

We have audited the basic financial statements of the Pope-Douglas Solid Waste Board as of and for the year ended December 31, 2005, and have issued our report thereon dated May 22, 2006. 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.

Internal Control Over Financial Reporting

In planning and performing our audit, we considered the Pope-Douglas Solid Waste Board's internal control over financial reporting in order to determine our auditing procedures for the purpose of expressing our opinion on the financial statements and not to provide an opinion on the internal control over financial reporting. However, we noted a matter involving the internal control over financial reporting and its operation that we consider to be a reportable condition. Reportable conditions involve matters coming to our attention relating to significant deficiencies in the design or operation of the internal control over financial reporting that, in our judgment, could adversely affect the Board's ability to record, process, summarize, and report financial data consistent with the assertions of management in the financial statements. The reportable condition is described in the accompanying Schedule of Findings and Recommendations as item 96-1.

A material weakness is a reportable condition in which the design or operation of one or more of the internal control components does not reduce to a relatively low level the risk that misstatements caused by error or fraud in amounts that would be material in relation to the financial statements being audited may occur and not be detected within a timely period by employees in the normal course of performing their assigned functions. Our consideration of the internal control over financial reporting would not necessarily disclose all matters in the internal

control that might be reportable conditions and, accordingly, would not necessarily disclose all reportable conditions that are also considered to be material weaknesses. However, we do not believe the reportable condition indicated above is a material weakness.

### Compliance and Other Matters

As part of obtaining reasonable assurance about whether the Pope-Douglas Solid Waste Board's financial statements are free of 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*.

### Minnesota Legal Compliance

We conducted our audit in accordance with auditing standards generally accepted in the United States of America and the provisions of the *Minnesota Legal Compliance Audit Guide for Local Government*, promulgated by the State Auditor pursuant to Minn. Stat. § 6.65. Accordingly, the audit included such tests of the accounting records and such other auditing procedures as we considered necessary in the circumstances.

The *Minnesota Legal Compliance Audit Guide for Local Government* contains six categories of compliance to be tested: contracting and bidding, deposits and investments, conflicts of interest, public indebtedness, claims and disbursements, and miscellaneous provisions. Our study included all of the listed categories.

The results of our tests indicate that, for the items tested, the Pope-Douglas Solid Waste Board complied with the material terms and conditions of applicable legal provisions.

This report is intended solely for the information and use of the Board of Directors and management and is not intended to be, and should not be, used by anyone other than those specified parties.

*/s/Pat Anderson*

PATRICIA ANDERSON  
STATE AUDITOR

*/s/Greg Hierlinger*

GREG HIERLINGER, CPA  
DEPUTY STATE AUDITOR

End of Fieldwork: May 22, 2006