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AUDITOR GENERAL

December 31, 2025

TO: Large Municipalities – GAAP Reporting

FROM: Rod Fortin, Director of Local Government Assistance

RE: 2025 Municipal Annual Report Forms

Annual report forms and related instructions for use in completing your 2025 annual financial report can be found on DLA's website at

<http://legislativeaudit.sd.gov/resources/municipalities/annualreportforms/gaapbasis.aspx>

The annual report forms, worksheets and related instructions are to be used in completing your 2025 annual financial report. These forms are for municipalities that have made the decision to report in accordance with GAAP (generally accepted accounting principles).

SDCL 9-22-21 requires the annual financial report to be **submitted to the governing body** no later than the first regular meeting of May of each year and that the report be **published** in the official newspaper, or any other newspaper as the governing body may direct within thirty days after the report is made to the governing body or on completion of an annual audit. SDCL 9-22-21 also requires that by the last day of May each year the financial officer shall **file** a copy of the report with the Department of Legislative Audit.

File by E-mail: sheri.doolittle@state.sd.us OR rod.fortin@state.sd.us

File by Mail: Department of Legislative Audit
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MUNICIPAL ANNUAL FINANCIAL REPORT PACKAGE

MANAGEMENT'S DISCUSSION AND ANALYSIS (MD&A)

The MD&A should introduce the basic financial statements and provide an analytical overview of the government's financial activities. It is Required Supplementary Information (RSI) but it must be placed BEFORE the basic financial statements. The MD&A should provide basic financial information in a verbal format for users of the financial statements that do not desire to go into great detail on the various transactions and balances.

The MD&A should provide an objective and easy-to-read analysis of the government's financial activities based upon currently known facts, decisions or conditions. For the purposes of the MD&A, GASB 34 defines "currently known facts" as information that management is aware of as of the date of the independent audit's report. Therefore, any matters (known facts) that arise between the preparation of the MD&A and annual financial report by the government and the date of the independent auditor's report must be analyzed for possible modification of the MD&A.

The MD&A should include comparisons of the current year to the prior year based on the government-wide information with emphasis being placed on the current year. The fact-based analysis should discuss both the positive and negative aspects of the comparison with the prior year.

The MD&A should focus on the primary government. Comments in MD&A should distinguish between information pertaining to the primary government and that of component units. The decision to discuss matters relating to a component unit should be based on the individual component unit's significance to the total of all discretely present component units and that individual component unit's relationship with the primary government.

The MD&A must contain the following:

- a. **A brief discussion of the basic financial statements.** This should include the relationships of the statements to each other and the significant differences in the information they provide. This discussion should include analyses that assist readers in understanding why measurements and results reported in fund financial statements either reinforce information in government-wide statements or provide additional information.
- b. **Condensed financial information derived from government-wide financial statements comparing the current year to the prior year.** (only as available in the first year) At a minimum, the MD&A should present the information needed to support the analysis of financial position and results of operations as required in item c below. The MD&A should include the following elements:
 - Total assets, distinguishing between capital and other assets.
 - Total deferred outflows of resources.
 - Total liabilities, distinguishing between long-term liabilities and other liabilities.
 - Total deferred inflows of resources.
 - Total net position, distinguishing amount amounts invested in capital assets, net of related debt; restricted amounts; and unrestricted amounts.
 - Program revenues, by major source.
 - General revenues, by major source.

- Total revenues.
- Program expenses, at a minimum by function.
- Total expenses.
- Excess (deficiencies) before contributions to any term and permanent endowments or permanent fund principal, special and extraordinary items, and transfers.
- Contributions.
- Special and extraordinary items.
- Transfers.
- The change in net position.
- The ending net position.

- c. **An analysis of the government's overall financial position and the results of operations.** This should assist users in assessing whether financial position has improved or deteriorated as a result of the year's operations. This analysis should address:
- both governmental and business-type activities as reported in the government-wide financial statements,
 - and should further include reasons for significant changes from the prior year and not just the amounts or percentages of changes.

In addition, important economic factors, such as changes in the tax base that significantly affected operating results for the year should be discussed.

- d. **An analysis of balances and transactions of individual funds.** This analysis should address:
- the reasons for significant changes in fund balances or fund net position,
 - and whether restrictions, commitments, or other limitations significantly affect the availability of fund resources for future use.
- e. **An analysis of significant variations between the original and final budget amounts and between final budget amounts and the actual budget results for the General Fund.** This analysis should include any currently know reasons for these variations that are expected to have a significant effect on future services or liquidity.
- f. **A description of significant capital asset and long-term debt activity during the year.** This should include a discussion of:
- commitments made for capital expenditures,
 - any changes in credit ratings,
 - and debt limitations that might affect the financing of planned facilities or services.
- g. **A description of currently know facts, decisions, or conditions that are expected to have a significant effect on financial position (the net position) or the results of operations (meaning revenues, expenses and other changes in net position).** For the purposes of the MD&A, GASB 34 defines "currently known facts" as information that management is aware of as of the date of the independent auditor's report. Therefore, any matters (known facts) that arise between the preparation of the MD&A by the government and the field work date of the actual audit report must be analyzed for possible modification of the MD&A.

MUNICIPAL ANNUAL FINANCIAL STATEMENTS

INTRODUCTION

The municipal annual financial statements consist of two government-wide financial statements and seven fund financial statements. The government wide financial statements provide both long-term and short-term information about the municipality's overall financial status. The fund financial statements focus on individual parts of the municipal government, reporting the municipality's operations in more detail than the government-wide statements to keep track of specific sources of funding and spending for specific purposes.

STATEMENT LISTING AND EXPLANATION

EXHIBIT 1 – STATEMENT OF NET POSITION – GOVERNMENT WIDE

The statement of net position is a listing of assets, deferred outflows of resources, liabilities, deferred inflows of resources and net position, by governmental activities and business-type activities as of December 31, and shows the financial position of the municipality at that time. The statement also presents the assets, deferred outflows of resources, liabilities, deferred inflows of resources and net position of component units of the municipality as a separate column. Fiduciary fund activity is not included in the government-wide financial statements. This statement is presented on the accrual basis of accounting and reflects balance sheet items such as capital assets, net of accumulated depreciation expense.

EXHIBIT 2 – STATEMENT OF ACTIVITIES – GOVERNMENT-WIDE

This statement shows the results of operations, by governmental activities and business-type activities for each expenditure function of government for the fiscal year. The statement matches program revenues related to each expenditure function and nets the program expenses against program revenues. Program revenues are classified in the statement of activities as capital grants and contributions, charges for services and operating grants and contributions. All the remaining revenues which do not qualify as program revenues are listed separately as general revenues to compute the change in net position and ultimately the December 31, net position. The statement of activities also includes the respective revenues and expenditures of the component units as a separate column.

EXHIBIT 3 – BALANCE SHEET- GOVERNMENTAL FUNDS - FUND FINANCIAL STATEMENTS

Exhibit 3 shows the assets, deferred outflows of resources, liabilities, deferred inflows of resources and fund balances of major individual governmental funds at December 31. Each major governmental fund will be presented individually and a total column for all funds is required. Nonmajor governmental funds may be reported individually or be combined and reported as a separate column before the total column for all governmental funds. This exhibit should be presented on the modified accrual basis of accounting. A reconciliation is required to explain the differences between the numbers reported on the governmental fund balance sheet and the numbers reported for governmental activities in the government-wide statement of net position and must be presented in an accompanying schedule immediately following the balance sheet.

EXHIBIT 4 – STATEMENT OF REVENUES, EXPENDITURES AND CHANGES IN FUND BALANCES – GOVERNMENTAL FUNDS - FUND FINANCIAL STATEMENTS

Exhibit 4 shows the revenues, expenditures and changes in fund balances of major individual governmental funds for the fiscal year. Each major governmental fund will be presented individually and a total column for all funds is required. Nonmajor governmental funds may be reported individually or be combined and reported as a separate column before the total column for all governmental funds. Revenues should be presented by major source and expenditures should be reported by sub-function/department. A reconciliation is required to explain the differences between the numbers reported on the governmental fund statement of revenues, expenditures and changes in fund balance and the numbers reported for governmental activities in the government-wide statement of activities and must be presented in an accompanying schedule immediately following this exhibit. This exhibit should be presented on the modified accrual basis of accounting.

EXHIBIT 5 – STATEMENT OF NET POSITION – PROPRIETARY FUNDS - FUND FINANCIAL STATEMENTS

Exhibit 5 shows the assets, deferred outflows of resources, liabilities, deferred inflows of resources and net position of proprietary funds at December 31. Each major enterprise fund will be presented in its own column, with a total column for all enterprise funds. Nonmajor enterprise funds may be reported individually or be combined and reported as a separate column before the total column for all enterprise funds. Internal service funds will be aggregated in a single column, presenting all internal service funds separately from enterprise funds. This exhibit should be presented on the accrual basis of accounting.

EXHIBIT 6 – STATEMENT OF REVENUES, EXPENSES AND CHANGES IN FUND NET POSITION – PROPRIETARY FUNDS – FUND FINANCIAL STATEMENTS

Exhibit 6 shows the revenues, expenses and changes in fund net position of proprietary funds for the fiscal year. Each major enterprise fund will be presented in its own column, with a total column for all enterprise funds. Nonmajor enterprise funds may be reported individually or be combined as reported as a separate column before the total column for all enterprise funds. Internal service funds will be aggregated in a single column, presenting all internal service funds separately from enterprise funds. This exhibit should be presented on the accrual basis of accounting.

EXHIBIT 7 – STATEMENT OF CASH FLOWS – PROPRIETARY FUNDS – FUND FINANCIAL STATEMENTS

Exhibit 7 shows the effects of cash flows of proprietary funds for the fiscal year. Each major enterprise fund will be presented in its own column, with a total column for all enterprise funds. Nonmajor enterprise funds may be reported individually or be combined and reported as a separate column before the total column for all enterprise funds. Internal service funds will be aggregated in a single column, presenting all internal service funds separately from enterprise funds. Only the direct method for reporting cash flows, as explained in GASB Statement No. 9 is allowable.

EXHIBIT 8 – STATEMENT OF NET POSITION – FIDUCIARY FUNDS

Exhibit 8 shows the assets, liabilities and net position of fiduciary funds at December 31. Fiduciary funds are never considered to be major funds. Instead each fiduciary fund type (i.e., pension trust funds, investment trust funds, private-purpose trust funds and custodial funds) will

be reported as a separate column. The fiduciary funds are not reported as part of the government-wide financial statements.

EXHIBIT 9 – STATEMENT OF CHANGES IN NET POSITION – FIDUCIARY FUNDS

Exhibit 9 shows the additions, deductions and changes in net position of fiduciary funds for the fiscal year. Each fiduciary fund type will be reported as a separate column. The fiduciary funds are not reported as part of the government-wide financial statements.

WORKSHEET INSTRUCTIONS FOR COMBINING FUND FINANCIAL STATEMENTS

The fund financial statements present combined data for nonmajor governmental funds, nonmajor enterprise funds, internal service funds and fiduciary fund types which contain more than one fund. This means that the data for individual funds generic to that particular fund type must be added together in a total column before the data can be presented on the fund financial statements. For example, a municipality may contain more than one nonmajor governmental fund, based on the entity's determination of major funds, which would need to be added together in an aggregate total before it is presented on the governmental funds financial statement as a separate column. This same procedure applies for all financial statements whether assets, deferred outflows of resources, liabilities, deferred inflows of resources and equity or revenue and expenditures are being reported. This procedure applies only when there are two or more individual funds of the same type.

The combining procedures will require a combining worksheet for each statement upon which combined data will be presented. A separate column should be set up on the worksheet for each individual fund. The data for each individual fund is listed. When these individual fund columns are complete, the data is then combined in a separate total column to show the total data by fund type. These totals are then transferred to the exhibits of the financial statements under the appropriate generic fund type heading.

These combining worksheets must be retained and filed with your copy of the financial statements in the finance office.

WORKSHEET TO RECONCILE ADJUSTMENTS FROM FUND FINANCIAL STATEMENTS TO GOVERNMENT WIDE FINANCIAL STATEMENTS

The fund financial statements are prepared on the modified accrual basis of accounting and the government-wide financial statements are prepared on the accrual basis of accounting. Therefore, a working trial balance worksheet format should be prepared to show the reconciliation process of generating the government-wide statement of net position and statement of activities. The worksheet starts with the fund financial statement format and employs journal entries to consolidate the financial data to a government-wide financial statement format.

NOTES TO THE FINANCIAL STATEMENTS

Notes to the financial statements are an integral part of the financial statements. Even though an independent auditor may provide guidance and technical advice, and even assist in drafting them, the information in the notes to the financial statements is the responsibility of management of the municipality. Municipalities are encouraged to prepare their own notes to the financial statements. Completing the notes to the financial statements may save a

municipality audit time and audit cost. A suggested format for the Notes to the Financial Statements is available on the Department of Legislative Audit municipal web page.

REQUIRED SUPPLEMENTARY INFORMATION

Required supplementary Information includes any other schedules, statistical data, or other information that GASB has determined are an essential part of financial reporting.

a. Budgetary Comparison Schedule

Budgetary schedules will now present the original budget and the final budget in separate columns. Budgetary comparisons used to be required for all fund types adopting budgets but now are required for the General Fund and for each major special revenue fund that is legally required to adopt a budget. (In many cases counties will report all special revenue funds as major funds; therefore, every governmental fund will be a major fund). Budgetary reporting is not required for nonmajor special revenue funds. In addition, budgetary comparison reporting is not required for any capital projects funds. Under GASB 34, budgetary comparison schedules will be reported as required supplementary information instead of as a basic financial statement, as is done now. The budgetary comparison schedules will follow the notes to the financial statements.

b. Notes to Required Supplementary Information- Budgetary Comparison Schedules

The notes to the required supplementary information for the budgetary comparison schedules are required and used to disclose the Municipality's procedures in establishing the budgetary data reflected in the financial statements, to disclose any overdrafts of the expenditures compared to appropriations at the legal level of budgetary control, and to disclose any differences between GAAP basis and Budgetary Accounting basis.

c. Schedule of Funding Progress

For those entities that have OPEB (Other Post-Employment Benefits) a Schedule of Funding Progress must be included as required supplementary information. This schedule reports select OPEB information covering three years.

d. Schedule of Municipality's Proportionate Share of the Net Pension Liability (Asset)

This 10-year schedule presents the following for each year: 1) the Municipality's proportion (percentage) of the collective net pension liability (asset); 2) the Municipality's proportionate share (amount) of the collective net pension liability (asset); and 3) the pension plan's fiduciary net position as a percentage of the total pension liability.

e. Schedule of Pension Contributions

This 10-year schedule presents the following for each year: 1) the Municipality's statutorily or contractually required contribution; 2) the amount of contributions recognized by the pension plan in relation to the Municipality's statutorily or contractually required contributions; and 3) the difference between the Municipality's statutorily or contractually required contribution and the amount of contributions recognized by the pension in relation to its statutorily or contractually required contribution.

f. Notes to Required Supplementary Information- Pension Schedules

Notes disclosing information about factors that significantly affect trends in the amounts reported in the Pension Schedules. For example, changes of benefit terms, changes in the size or composition of the population covered by the benefit terms, or the use of different assumptions should be presented as notes to the schedules. (Note that the amounts presented for prior years should not be restated for the effects of changes that occurred subsequent to the measurement date of that information.)

OTHER SUPPLEMENTARY INFORMATION

a. Combining Statements (discussed above)

b. Schedule of Changes in Long-Term Debt

A schedule of changes in long-term debt should be presented as supplementary information. The schedule should also include long-term interfund loans as part of long-term debt reporting.

c. Schedule of Expenditures of Federal Awards (if applicable).

This schedule, listing federal dollars spent by program (Assistance Listing Number (ALN)), should be prepared and retained for use by the independent auditor.