

INTRODUCTORY
SECTION



December 22, 2023

TO THE CITIZENS, GOVERNOR AND MEMBERS OF THE IOWA GENERAL ASSEMBLY

In accordance with Iowa Code Section 8A.502(8), we are pleased to submit the Annual Comprehensive Financial Report (ACFR) for the State of Iowa for the fiscal year ended June 30, 2023. As required by State statute, this report has been prepared in accordance with U.S. Generally Accepted Accounting Principles (GAAP) for governments as promulgated by the Governmental Accounting Standards Board (GASB).

The Department of Administrative Services and the Department of Management are responsible for both the accuracy of the presented data and the completeness and fairness of the presentation. We believe the information presented is accurate in all material respects and the necessary disclosures have been made in order to enable the reader to understand the State's financial activity.

The State's system of internal controls over assets recorded in the accounting system have been designed to provide reasonable, but not absolute, assurance that assets are safeguarded against unauthorized use or disposition and financial records from all appropriate sources are reliable for preparing financial statements and maintaining accountability. The concept of reasonable assurance recognizes the cost of internal controls should not exceed the benefits likely to be derived from their use. To monitor the adequacy of internal controls, the Auditor of State reviews internal control procedures as an integral part of departmental audits.

The Auditor of State is required by Iowa Code Chapter 11 to audit annually all departments of the State. The accompanying basic financial statements of the State of Iowa have been audited by the Auditor of State in accordance with U.S. generally accepted auditing standards and the standards applicable to financial audits contained in Government Auditing Standards, issued by the Comptroller General of the United States. The Auditor of State's report appears elsewhere herein. In addition, the Auditor of State conducts a single audit under the requirements set forth in the Single Audit Act of 1984, the Single Audit Amendments of 1996 and Title 2, U.S. Code of Federal Regulations, Part 200, Uniform Administrative Requirements, Cost Principles and Audit Requirements for Federal Awards (Uniform Guidance) which is issued separately.

GAAP requires that management provide a narrative introduction, overview and analysis to accompany the basic financial statements in the form of the Management's Discussion and Analysis (MD&A). This letter of transmittal is designed to complement the MD&A and should be read in conjunction with it. The MD&A can be found immediately following the Independent Auditor's Report.

PROFILE OF THE GOVERNMENT

The State of Iowa was admitted into the Union as the 29th state in 1846. Iowa is a midsize state with a mid-continent location. It covers 56,272 square miles, making it the 26th largest state in the United

States. The Mississippi River carves out Iowa's eastern border, while the flow of the Missouri River and Big Sioux River forms the western border. Iowa has a population of 3.2 million.

In Iowa, government power is distributed among three branches. The Legislative branch creates laws that establish policies and programs; the Executive branch carries out the policies and programs created in the laws; and the Judicial branch resolves any conflicts arising from interpretation or application of the laws. The Executive branch agencies are the Governor, Lieutenant Governor, Secretary of State, Treasurer of State, Secretary of Agriculture, Attorney General, and Auditor of State, as well as 37 agencies led by appointed State officials. The Legislative branch is comprised of two houses, a 50 member Senate and a 100 member House of Representatives. The Judicial branch is presided over by the Iowa Supreme Court, which is led by the Chief Justice of the Iowa Supreme Court.

The State provides a range of services such as education, health and human services, highway maintenance and construction, natural resources and agriculture management, law enforcement, public safety, and economic development programs.

This report includes all of the fund types, departments and agencies of the State, as well as the boards, commissions, authorities and universities for which the State is financially accountable. Component units also included in the report are the Iowa Finance Authority, Iowa Economic Development Authority, Iowa State Fair Authority, Iowa Lottery Authority, University of Iowa Center for Advancement & Affiliate, Iowa State University Foundation, University of Northern Iowa Foundation, University of Iowa Research Foundation, and University of Iowa Health System. The reader is directed to Note 1.B in the Notes to the Financial Statements for a more complete description of the factors used to define the reporting entity.

State Budget and Budgetary Controls. The annual budgetary process serves as the foundation for the State's financial planning and control. Each year State departments submit budget requests to the Governor's Office by October 1. The State's budget is prepared by the Governor on an annual basis and is required to be submitted, along with proposed appropriation bills, to the General Assembly by February 1 prior to the new fiscal year. The General Assembly approves appropriation bills which establish spending authority for the upcoming fiscal year. The Governor has the ability to approve, veto or item veto appropriation bills as they are presented to the Governor.

Departments may request revisions to allotments, appropriation transfers, or supplemental appropriations. The Department of Management approves revised allotments within an appropriation, subject to the Governor's review. The Governor and the Department of Management approve all appropriation transfers. The General Assembly and the Governor act on supplemental appropriation bills in a manner similar to original appropriations. Appropriations lapse at fiscal year-end and all unencumbered or unobligated balances revert to the State treasury, unless otherwise provided.

All claims presented for payment must be approved by the appropriate department. The expenditure must be for a purpose intended by law and a sufficient existing and unexpended appropriation balance must be available. Budgetary controls are incorporated into State accounting systems. The annual budget of the State is established through separate appropriations to individual departments for specific purposes, special outlays and/or operating expenditures. Budgetary control is essentially maintained at the department level, except for certain grant and aid programs where control is maintained at the program level.

ECONOMIC CONDITION AND OUTLOOK

National Economic Outlook 2022-2023

During calendar year 2022, real gross domestic product increased by 1.9 percent as the national economy was still coming out of the COVID-19 pandemic which had a decrease in calendar year 2020 of 2.2 percent. According to Moody's Analytics, the projection for gross domestic product growth in calendar year 2023 is for a growth of 2.1 percent and slowing growth into calendar year 2024 of 1.3 percent.

Job growth has also grown coming out of the COVID-19 pandemic. During calendar year 2022, 4.3 million jobs were gained nationally. Projections provided by Moody's Analytics for calendar year 2023 are for a continued recovery of 2.3 million jobs, with growth of 0.6 million jobs in 2024.

State and Local Economy

Iowa's economy is supported by a diverse mixture of industry, agriculture, services and government employment. In calendar year 2022, 16.5 percent of the State's gross domestic product was in manufacturing, down slightly from 16.7 percent 10 years ago. The finance, insurance, and real estate sectors have continued to be the largest part of the State's economy at 22.7 percent during calendar year 2022, up from 12.7 percent 10 years ago. Agriculture has increased from 6.7 percent in 2012 to 7.8 percent in 2022. For calendar year 2022, Iowa's real gross domestic product decreased 1.5 percent, ranking Iowa 48th nationally. The United States' average increase in real gross domestic product during the calendar year was 2.1 percent.

Personal Income. Personal income, as reported by the U.S. Department of Commerce, for the nation increased 2.4 percent during calendar year 2022. Iowa's personal income rose 3.3 percent for calendar year 2022, ranking Iowa 16th in growth rate nationally.

Employment. Over the past 10 years, Iowa's unemployment rate has been below the national average. As of September 2023, the State's unemployment rate stood at 3.0 percent, while the national average stood at 3.8 percent. During calendar year 2022, nonfarm employment on a seasonally adjusted basis increased a net 28,000 jobs as the State's economy continues to recover from the impact of the COVID-19 pandemic. During this time period, the leisure & hospitality sector gained 7,100 jobs, the government sector gained 3,500 jobs, the trade and transportation sector gained 1,300 jobs, manufacturing sector gained 3,700 jobs, the education and health section gained 8,100 jobs and other sectors gained 4,500, while the financial activities sector lost 200 jobs.

Exports. Exporting industries have been an important factor in Iowa's economic growth since the 1990s. Growth in exports of various agriculture and manufacturing commodities have helped diversify Iowa's economy. In calendar year 2022, according to the U.S. Census Bureau, the value of Iowa exports increased 13.8 percent, after increasing 25.3 percent in calendar year 2021 and decreasing 4.2 percent in calendar year 2020.

For exported goods, Canada and Mexico remain Iowa's first and second best trading partners, respectively. In 2022, Iowa's agricultural export value was second only to California nationally.

Farmland Values. The Federal Reserve Bank of Chicago, in their August 2023 public release, reported that farmland values for the Seventh Federal Reserve District (Chicago) had increased 9.0 percent from a year ago for the second quarter of 2023. Farmland values in Iowa increased 2.0 percent for the period

July 1, 2022 to July 1, 2023. According to the majority of survey respondents, District farmland values were expected to stay the same in the near future.

Manufacturing. Iowa’s manufacturing employment increased from the 2021 average of 218,000 jobs to the 2022 average of 223,800 jobs. During calendar year 2022, durable goods products accounted for about 55.9 percent of manufacturing employment.

Financial Policies

The Governor and General Assembly have statutory responsibility to balance the budget.

- Spending is limited to 99.0 percent of adjusted revenues, 95.0 percent of any new revenue implemented in a fiscal year, and any carry-over from the previous year.
- The Governor and the Legislature are required to use the revenue estimates agreed to by the December Revenue Estimating Conference, or the spring estimate if it is lower, as a basis to determine the General Fund budget for the following fiscal year.
- Two reserve funds have been created: The Cash Reserve Fund and the Economic Emergency Fund. Expenditures from these funds are limited by statute for nonrecurring, emergency expenditures.

MAJOR INITIATIVES AND ISSUES

Supporting Success at School. During the 2023 legislative session, the General Assembly passed and Governor Reynolds signed into law, HF68 which provided universal school choice, giving parents the power to determine the best educational setting for their children. This legislation created flexibility for schools to increase teacher pay and for public schools to share operational functions. HF68 also provided public schools with approximately \$1,205 in new funding for each resident student who attends an accredited non-public school.

Tax Relief. During the 2023 legislative session, the General Assembly and Governor Reynolds signed into law, SF181 which clarified legislative intent on the multi-residential assessment limitation and prevented a property tax increase of \$112 million. In addition, HF718 reduced property taxes by \$100 million by curbing the growth of local governments, providing additional property tax relief for older Iowans and military families, and required property tax bill transparency.

Building Workforce. During the 2023 legislative session, the General Assembly passed and Governor Reynolds signed into law, SF318 which established the Iowa Office of Apprenticeship to oversee and expand apprenticeship programs at the state level and promote opportunities to build Iowa’s workforce.

Aligning State Government. During the 2023 legislative session, the General Assembly passed and Governor Reynolds signed into law, SF514 which aligned state government structure and operations to improve collaboration among state agencies, create efficiencies, and elevate services to Iowans. SF514 reduced the number of cabinet-level departments from 37 to 16, creating significant savings for taxpayers.

AWARDS AND ACKNOWLEDGMENTS

Certificate of Achievement. The Government Finance Officers Association of the United States and Canada (GFOA) awards Certificates of Achievement for Excellence in Financial Reporting. The Certificate of Achievement is a prestigious national award that recognizes conformance with the highest standards of preparation of state and local government reports. A Certificate of Achievement is valid for a period of one year only. We are submitting the state's fiscal year 2023 ACFR to GFOA to determine its eligibility for the certificate.

Acknowledgment. The preparation of this report requires the collective efforts of numerous finance personnel throughout the State and is made possible only with the cooperation and support of the Executive, Legislative and Judicial branch agencies, universities and component units of the State.

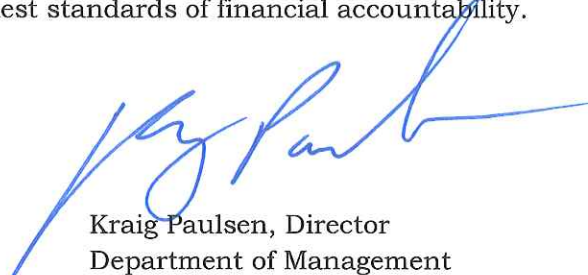
This report was accomplished through the professionalism and dedication of the staff in the Department of Management, the Department of Administrative Services – State Accounting Enterprise, the Auditor of State's Office, and the financial and management personnel throughout State government.

This report, issued for the thirty-fifth consecutive year, continues our commitment to the citizens of the State of Iowa, the Governor, the Legislature and the financial community, to maintain our financial statements in conformance with the highest standards of financial accountability.

Respectfully submitted,

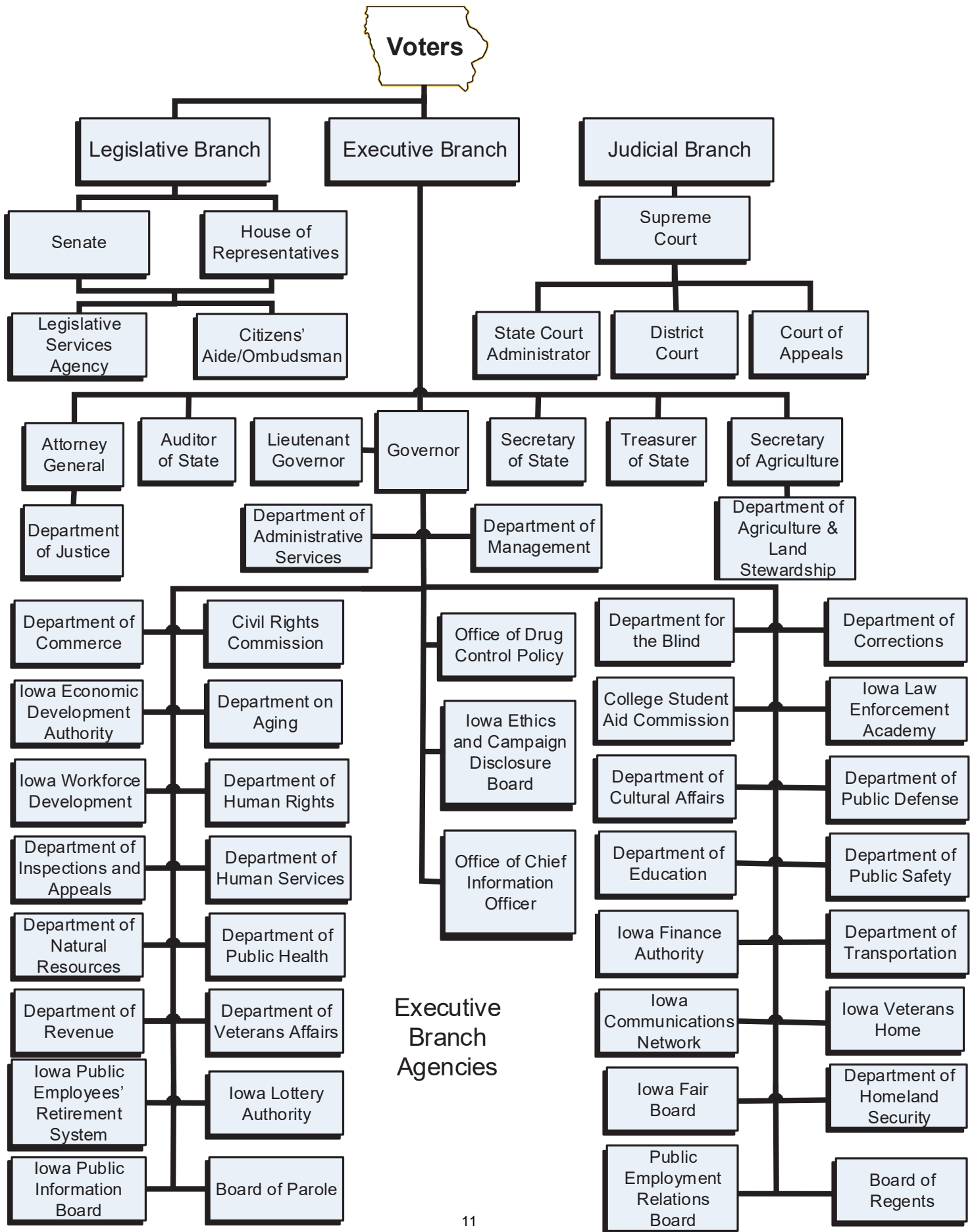


Adam Steen, Director
Department of Administrative Services



Kraig Paulsen, Director
Department of Management

State of Iowa Organizational Chart



Principal Officials

as of June 30, 2023

Elected Officials

GOVERNOR	-	Kim Reynolds
LIEUTENANT GOVERNOR	-	Adam Gregg
SECRETARY OF STATE	-	Paul D. Pate
AUDITOR OF STATE	-	Rob Sand
TREASURER OF STATE	-	Roby Smith
SECRETARY OF AGRICULTURE	-	Mike Naig
ATTORNEY GENERAL	-	Brenna Bird

Legislative Branch

PRESIDENT OF THE SENATE	-	Amy Sinclair
SPEAKER OF THE HOUSE OF REPRESENTATIVES	-	Pat Grassley

Judicial Branch

CHIEF JUSTICE OF THE SUPREME COURT	-	Susan Christensen
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