CHAPTER 9: SECTION 1

ACCOUNTING FOR CAPITAL ASSETS, INFRASTRUCTURE AND RELATED DEBT

All governmental funds, except permanent funds, are required to account for and depreciate capital assets in Fund 471 on COFRS if those assets meet the capitalization threshold. All proprietary funds, including institutions of higher education, are required to account for and depreciate their capital assets in their respective funds.

1.1 Capital Asset Reporting Systems

All state agencies and institutions are required to maintain a detailed record of all capital assets. At a minimum the records should include the cost, acquisition date, disposal date, estimated useful life, calculated annual depreciation, and accumulated depreciation for each capitalizable asset. Acceptable systems for maintaining capital asset records include the COFRS Fixed Asset module, approved stand-alone fixed asset systems, databases, and spreadsheets such as Microsoft Excel. Agencies are reminded that the State Controller's approval is required before a stand-alone fixed assets system is purchased.

1.2 Definition of Capital Assets

Capital assets are long-lived assets, owned by the state, that are held primarily for use in an agency's operations and programs. Examples of such assets include land, improvements to land, buildings, leasehold improvements, equipment (including furniture, fixtures, machinery, equipment, vehicles, and computer software), library books, works of art, historical treasures, and infrastructure. These assets result from either expenditures made by the agency or donations made to the agency from an external source. Capital assets have a useful life greater than one year and must be capitalized if they meet cost thresholds established in this section. Capital assets include both nondepreciable and depreciable assets.

The state will report nondepreciable capital assets in the following broad classes:

- Land
- Land Improvements (such as grading)
- Construction in Progress
- Collections (works of art and historical treasures whose useful lives are not diminished by display, educational, or research applications)
- Infrastructure (Department of Transportation only)

State agencies are encouraged, but not required, to capitalize works of art and historical treasures that are:

- Held for public exhibition, education or research,
- Protected, cared for or preserved, and
- Subject to an organizational policy that requires the proceeds from sales to be used to acquire other items.

The state will report depreciable or amortizable capital assets in the following broad classes:

- Leasehold and Land Improvements
- Buildings
- Vehicles and Equipment (including software)
- Library Materials and Collections
- Other Capital Assets

- Infrastructure (Department of Natural Resources only)

1.3 Valuing Capital Assets

Capital assets built or acquired by the state are recorded at historical cost, including ancillary costs necessary to place the assets in their intended location and condition for use. Ancillary costs include freight charges, site preparation, appraisal fees, and legal claims directly attributable to the asset's acquisition. In proprietary funds, agencies should capitalize interest costs accruing during the time when activities necessary to prepare the asset for its intended use are in progress. Generally this is the construction period, but it may also include the plan development period. A salvage value does not need to be estimated when recording and depreciating capital assets. However, if a state agency has historically estimated a salvage value on capital assets or believes not estimating a salvage value would have a material impact on the annual depreciation calculation, it is permissible to include a salvage value when recording and depreciating capital assets.

Donated capital assets are recorded at the estimated fair value of the assets at the time of donation. If historical cost information is unavailable after a search of bond documents, capital appropriations, donor records, etc., an estimate of the original cost using current replacement costs discounted by appropriate price indices is allowed.

1.4 Capitalization Criteria

The dollar amount of the purchase and the estimated useful life of the asset are the primary criteria the state uses to determine what assets are capital assets. Purchases of assets that meet the dollar thresholds in 1.4.1 and have an estimated useful life of more than one year will be capitalized.

1.4.1 Dollar Thresholds

For the purchase or construction of new assets, the following dollar thresholds should be used by agencies to determine if the asset should be capitalized. A state agency may select a lower minimum dollar threshold to capitalize the purchase of an asset, but an agency may not choose a higher dollar threshold.

Type of Asset	Capitalization Threshold
Land	All purchases are capitalized, regardless of cost
Land Improvements	$50,000
Building	$50,000
Leasehold Improvements	$50,000
Infrastructure	$500,000
Furniture and Equipment	$5,000 per item
Software (purchased)	$5,000
Software (internally developed)	$50,000
Library Materials and Collections	All purchases are capitalized, regardless of cost
Works of Art and Historical Treasures	$5,000 per item/collection

For expenditures related to repair, remodeling, or expansion of an existing capital asset, the agency must determine if the expenditure increased the capacity, operating efficiency or extended the useful life of the asset. If so, such expenditures are capitalized as part of the costs of the asset. Agencies should use the thresholds identified above to capitalize repair, remodeling, or expansion expenditures. Expenditures that only serve to restore a capital asset to a working condition or do not enhance or extend the useful life should be recorded as repair and maintenance expense and should not be capitalized. A state agency must maintain appropriate documentation to support what constitutes an enhancement or useful life extension. Software purchases should be assessed for capitalization at the system purchase level; the assessment should not be done based on individual disbursements or on a per unit basis, such as, cost per license.

1.5 Estimated Useful Lives

The estimated useful life of a capital asset is a function of each agency's own experience. The OSC considers engineering studies and actual experience documented in the records of similar assets as adequate support for determining the estimated useful life of an asset or group of assets. Some agencies may be required to follow the useful lives identified by third party regulators such as those specified by the American Hospital Association Depreciation Guide.

The following useful lives guidelines may be used by state agencies when calculating depreciation expense only if they have no supportable estimates of their own.

CAPITAL ASSET	ESTIMATED USEFUL LIFE
Buildings:	
Type 1 - Fireproof construction	40 years
Type 2 - Noncombustible construction (as classified by the Department of Public Safety in accordance with 780 CMR 402.0 and 403.0)	27.5 years
Type 3 - External masonry wall construction	27.5 years
Type 4 - Frame construction (as classified by the Department of Public Safety in accordance with 780 CMR 404.0 and 405.0)	27.5 years
Building Improvements	20 years
Leasehold Improvements	The greater of 5 years or the term of the lease
Equipment (nonoffice)	10 years
Computer Equipment	3 years
Software	5 years
Other Office Equipment: Items such as copiers, ovens, washers, dryers, office files	6 years
Life Safety Improvements: Building or leasehold improvements or equipment acquisitions made solely to satisfy the requirements of any department regarding life safety or physical environment. Purpose must be documented.	5 years
New Motor Vehicles	5 years
Used Motor Vehicles	3 years
Residential Furnishings	3 years
Office Furnishings	10 years
Land Improvements Subject to Depreciation	20 years
Industrial Steam and Electric Generation and Distribution Systems	22 years
Aircraft	6 years
Watercraft	20 years
Buses	9 years
Roads, Tunnels, and Bridges	50 years
Boating Facilities - buildings, piers, ramps	25 years

It is allowable to componentize capital assets such that various components of the asset are depreciated over different useful lives. An example is a building. As the building ages, the shell or foundation may be depreciated over a longer useful life than the HVAC (Heating, Ventilation, Air-Conditioning) system.

1.6 Recording of Capital Assets

Capital assets purchased by proprietary funds, including institutions of higher education, are recorded and depreciated in the fund in which they operate. Capital assets purchased by all governmental funds other than permanent funds, are recorded in Fund 471.

Normally nondepreciable land is the only capital assets of the permanent funds. Thus they are recorded in the permanent funds and there is no depreciation. In the rare instance that a depreciable capital asset is held by a permanent fund then the asset would be capitalized in the permanent fund but depreciated in Fund 471. Contact the Office of the State Controller if further clarification is needed.

The recording and reporting of capital assets for financial reporting purposes is different than management's responsibility to safeguard fixed assets. An agency may want to maintain inventory control over purchases of fixed assets that do not meet the capitalization thresholds discussed in this chapter. When an agency makes this choice, it is essential that the object of expenditure recorded is not in the capital purchases series (61XX, 62XX, 63XX, 64XX, 65XX, 66XX, 23XX). Through the diagnostic reports process, Reporting & Analysis will determine if agencies have completed the Fund 471 entries by matching the credit totals in Fund 471 to the debit totals in governmental funds for the capital purchases object series. This includes items normally recorded in the 19XX object codes, such as, Engineering and Architectural Fees. If these expenditures are to be capitalized, agencies should use object code 6510 instead of the 19XX objects.

The COFRS chart of accounts includes numerous balance sheet codes in the 18XX series to record the various types of capital assets within the above broad classes. Definitions are available on the Office of the State Controller web page in the chart of account definitions and in the accounting standards for higher education institutions. It is the policy of the State of Colorado that only the Departments of Transportation and Natural Resources will record and report infrastructure capital assets.

Example of the Purchase of a Capital Asset in a Governmental Fund

Under modified accrual used in governmental funds, capital purchases are expenditures, and interest incurred during construction is not capitalized. The normal budgetary and financial entries for a governmental fund (using Fund 100 as an example) are shown below on the first three lines. The entries required in Fund 471 are necessary to reverse out the expenditure related to the purchase and capitalize the asset for the government-wide statements.

		FUND 100		FUND 471	
22	Capitalized Property Purchase	5,000			
22	Interest Expense*	50			
01	Cash		5,050		
01	Equipment*			5,000	
22	Capitalized Property Purchase				5,000

*Note that the Interest Expense remains an expenditure and is not included in the capital valuation of the asset.

Example of the Purchase of a Capital Asset in a Proprietary Fund

Under the full accrual basis of accounting used in proprietary funds, capital assets and interest expense incurred during construction of capital assets are both capitalized in the fund. A Type 23 account is used to record the budget expenditure and to record the equipment on the balance sheet at its capital cost of $5,050, which includes interest. No Fund 471 entry is required.

		FUND 505		FUND 471	
23	Capitalized Property Purchase	5,000			
23	Interest Expense	50			
01	Cash		5,050		

The use of a Type 23 in the proprietary fund, instead of a Type 22, results in an entry being made to both the budgetary ledger and the related asset account in the general ledger. This results in the property purchase and interest being shown correctly as an expense on the COFRS budgetary reports, but not on the financial reports. On the financial report $5,050 was properly capitalized in an 18XX balance sheet account.

Example of the Donation of a Capital Asset

Under modified accrual, donated capital assets are not accounted for in a governmental fund, but are recorded at their fair market value at the time of donation in Fund 471.

		FUND 100		FUND 471	
01	Land			10,000	
31	Donation-CA Land (Revenue Account 6609)				10,000

Governmental Fund Capital Assets Funded 100 Percent by the Capital Construction Fund

In the example below, an agency has made leasehold improvements that benefit a governmental fund and are funded by capital construction money. The money is spent (Type 22) in the Capital Construction Fund and the asset is capitalized in Fund 471.

		FUND 461		FUND 471	
22	Leasehold Improv-Dir Purchase	55,000			
01	Cash		55,000		
01	1830 Leasehold Improvements			55,000	
22	Leasehold Improv-Dir Purchase				55,000

Proprietary Fund Capital Assets Funded 100 Percent by the Capital Construction Fund

Using the same set of facts as the example immediately above except, that the fund benefiting from the asset is a proprietary fund, then the asset is capitalized in the proprietary fund.

		FUND 461		FUND 5XX	
22	Leasehold Improv-Dir Purchase	55,000			
01	Cash		55,000		
01	1830 Leasehold Improvements			55,000	
31	8800 Capital Contribution				55,000

Proprietary Fund Capital Assets Funded 100 Percent by the Proprietary Fund

For non-higher education funds when there is no capital construction funding of a capital asset then all of the accounting is done in the proprietary fund using a Type 23 account to record both the expenditure for budgetary accounting and an asset for financial accounting.

The following discussion addressing higher education capital asset construction refers to the NACUBO fund structure used by Higher Education institutions in their internal accounting systems. Higher Education institutions that are fully qualified TABOR enterprises will report all activity (except funds 100, 461, 333, and 399) in Fund 320. Higher Education institutions that are not fully qualified TABOR enterprises will report their activity (except funds 100, 461, 333, and 399) in Funds 305 and 320 depending on the TABOR status of the individual activity. In the following discussion, references to the plant fund should be interpreted as COFRS Fund 305 or 320 depending on the TABOR status of institution and the individual activity.

All higher education capital construction projects are accounted for in the plant funds, but some capital construction projects are accounted for in both Fund 461 and the plant funds. For higher education funds where the project is a S.B. 202 project, the accounting is done solely in the plant fund. Where the project is not a S.B. 202 project, the original accounting is done in either the capital construction fund or the plant fund, and the accounting is duplicated in the other fund. If the primary accounting is done in Fund 461, then the expenditures are recorded in the Fund 461 and cash is transferred to Fund 461 as augmenting revenue from the higher education fund. The Office of the State Controller records postclosing adjustments to eliminate the augmenting revenue and associated expenditures in Fund 461 so that the duplicate accounting is eliminated for the state's financial statements.

Proprietary Fund Capital Assets Split Funded by the Capital Construction Fund

If the project is funded both by the capital construction fund and a non-higher education proprietary fund, then it must be accounted for in the capital construction fund. The proprietary fund must record a receivable when it moves cash to Fund 461. Fund 461 records the cash and revenue. At year-end, the proprietary fund must capitalize the asset, reduce the receivable for the cash funded portion that was capitalized, and record a capital contribution for the capital construction funded portion.

		FUND 461		FUND 5XX	
01	1350 IG Receivables- General			27,500	
01	Cash				27,500
01	Cash	27,500			
31	7312 Advance from State Gov.		27,500		
22	Capitalized Property Purchase	55,000			
01	Cash		55,000		
	At Year-end				
01	18XX Capital Asset Account			55,000	
01	1350 IG Receivables – General				27,500
31	8800 Capital Contribution				27,500

For split-funded projects in higher education, accounting entries must be duplicated in the plant funds and Fund 461. The plant fund expenses the money reimbursed to the capital construction fund instead of treating it as an intergovernmental receivable. When the asset is capitalized in either Fund 399 or the plant fund, the expense is eliminated instead of the intergovernmental receivable. The plant fund also records a transfer-in (Type 31- revenue source code EBGD) for the capital construction funded portion of the project. At year-end the Office of the State Controller eliminates Fund 461 expenditures to the extent of the cash funded augmenting revenues recorded in Fund 461 leaving the capital construction funded expenditures in place. The Office of the State Controller will also reclassify the unbalanced transfer-in code in the plant fund (revenue source code EBGD) to a capital contribution (revenue source code 8800). This treatment results in the state's fund level financial statements reporting the capital construction funded portion as an expenditure in Fund 461 and as a capital contribution in the plant fund.

The result is the same when construction payments are made from the plant fund and Fund 461 reimburses the plant fund for the capital construction funded portion. Under this scenario, the institution records an expenditure for the cash reimbursed to the plant fund and an expenditure offset by augmenting revenue (revenue source code 9400 or 9401) in Fund 461 for the cash funded portion. Transfer codes should never be used for the Fund 461 memo entries when recording augmenting revenue in Fund 461. Institutions should either use the revenue source code of the original revenue recording or use revenue source code 9400 or 9401.

1.7 Recording Depreciation or Amortization Expense

All exhaustible capital assets are depreciated using the straight-line method, estimated salvage value (agency option), and the estimated useful lives as determined by the agency or obtained from the table above. The following discussion applies equally to assets that are amortized such as software and other intangible as it does to depreciable capital assets.

Agencies have the option of depreciating each capital asset or depreciating by class of capital asset. Agencies also have the option of using an estimated salvage value when calculating depreciation. Agencies are required to record depreciation expense on capital assets at least by the end of the fiscal year. More frequent entries to record depreciation expense are permitted. Depreciation expense is recorded in Fund 471 for the capital assets of the governmental funds and in each fund for proprietary funds.

The Office of the State Controller recommends, but does not require, that agencies use the “half-year” convention when calculating depreciation expense in the year in which an asset is purchased and disposed. The “half-year” convention works as follows: Regardless of what month you place the asset in service, you calculate and record depreciation expense as if the agency placed the asset in service on January 1 of the fiscal year. This results in the agency recording depreciation expense for one-half of the first fiscal year of service. Likewise, regardless of when an asset that is not fully depreciated is disposed, the agency treats the asset as if it was disposed on January 1 of the fiscal year and records a half year of depreciation expense. An alternative methodology is to calculate depreciation expense based on the actual month the capital asset is placed in service. Taking a full year’s depreciation in the year an asset is placed in service is not permitted unless the asset is placed in service on July 1.

1.8 Disposing of Capital Assets in Governmental Funds

Under full accrual accounting required for the state’s government-wide financial statements, state agencies must recognize a gain or loss on the sale or disposal of capital assets. An accounting gain or loss on the disposal of a capital asset occurs when the net book value of the asset, that is, original cost minus accumulated depreciation, does not equal the cash or other consideration received when the asset is disposed.

Before recording the disposal entries, depreciation expense must be recorded for the asset in Fund 471 for the year in which it is disposed. At disposition, accumulated depreciation is debited equal to the amount of accumulated depreciation recorded for the asset since the asset was placed in service. The capital asset balance sheet code is credited in an amount equal to the original cost of the asset plus any amounts added to the cost of the asset over time. Revenue source code 6502 Sale of Real Property or 6503 Gain/Loss on Sale of Equipment is then debited to balance the entry. This entry is made whether or not the agency received cash on the disposal of the asset. The cash is recorded in the governmental fund with the corresponding credit to the revenue accounts 6502 or 6503.

The following is an example of a gain on disposal. An asset with a cost of $5,000 and a book value of $3,500 is sold for $4,000.

		FUND 100		FUND 471	
01	Cash	4,000			
31	Gain/Loss on Sale of Fixed Asset		4,000		
31	Gain/Loss on Sale of Fixed Asset			3,500	
01	Accumulated Depreciation			1,500	
01	Equipment				5,000

The following is an example of a loss on disposal. An asset with a cost of $5,000 and a book value of $3,500 is sold for $3,000. Note that the entries are exactly the same in Fund 471 as the sale of the asset with a gain. The gain or loss is determined only when the funds are merged and the ending balance is either a debit or a credit.

		FUND 100		FUND 471	
01	Cash	3,000			
31	Gain/Loss on Sale of Fixed Asset		3,000		
31	Gain/Loss on Sale of Fixed Asset			3,500	
01	Accumulated Depreciation			1,500	
01	Equipment				5,000

1.9 Recording Depreciation on Capital Assets Near the End of Their Useful Life

If at the implementation of GASB Statement No. 34 an agency was using depreciation for expensing capital assets against federal grants and those assets were fully depreciated (whether directly to the grants or through an indirect charge), then those assets were recorded on the accounting system as fully depreciated whether or not those assets were still in use.

For other capital assets that are approaching the end of their originally estimated useful life, agencies should make an estimate of how much useful life remains and adjust future depreciation accordingly. In other words, it would not be expected that assets that were still serving an economic purpose would be recorded on the books as fully depreciated. For example, if an agency had an asset that it originally was going to depreciate over a three-year useful life but determined in the third year that the asset would last four years then the last one-third of the remaining book value of the asset would be depreciated over those remaining two years. This only applies to material amounts. If the remaining book value is greater than the state's capitalization criteria for that asset type then it is considered material.

1.10 Transfer of Capital Assets Between Agencies

If a capital asset is transferred between two governmental fund agencies and there is no exchange of cash, then the asset and related accumulated depreciation should be removed from the sending agencies books and the identical amounts should be added to the receiving agencies books with any needed debit or credit to the revenue code 650X Gain/Loss On Disposal Of Property.

For example a server valued at $7,500, with a useful life of 3 years and depreciated for one year using the mid-year convention is being transferred from Human Services to Health Care Policy and Financing. Both agencies record the equipment in Fund 471. Note that at the Statewide level the Gain/Loss is zero.

		Agency IHA		Agency UHA	
01	1840 Furniture and Equipment		7,500	7,500	
01	1849 Accumulated Depreciation	1,250			1,250
31	6503 Gain/Loss on Equipment	6,250			6,250

1.11 Capital Asset Impairment and Insurance Recoveries – GASB Statement No. 42

The state implemented GASB Statement No. 42 in FY06-07. GASB Statement No. 42 requires state agencies to measure and record an impairment loss if an event indicates impairment and passes the impairment tests in the standard. Agencies are not required to search for impairment because the standard states that asset impairments are prominent, conspicuous, and expected to have prompted discussion by the governing board, management, or media.

For an event to pass the impairment test, the decline in service utility must be both unexpected and significant. Agencies should consult GASB Statement No. 42 for guidance on measuring impairment losses. If an asset impairment meets the definition of an extraordinary event (both unusual and infrequent), it should be reported on the Exhibit U1, Section B, and the OSC will reclassify the amount so that it is presented on the financial statements as an extraordinary item. If the impairment does not meet the definition of extraordinary, the OSC will disclose the amount based on the balances in revenue source codes 6504 – Gain/Loss on Impairment. The OSC will disclose the description of the impairment based on the agency provided information on Exhibit U2, Section C. The OSC is also required to disclose in the notes to the financial statements the carrying amount of any idle impaired capital assets, which is also reported on Exhibit U2, Section C.

The standard requires that insurance recoveries in governmental funds be recorded as other financing sources separate from the restoration or replacement expenditure. This requirement precludes netting the insurance proceeds against the restoration or replacement expenditure in the governmental fund. Insurance recoveries may or may not be related to an asset impairment. If the event does not qualify as an asset impairment under GASB Statement No. 42, then the expenditure to restore the asset will be a noncapitalizable object code such as 2220-Bldg Maintenance/Repair SVCS. If an insurance recovery is realizable in the same year, it should be recorded in the governmental fund (debit cash or receivable, credit 31-5860), and no entry is required in Fund 471. The insurance recovery offsets the maintenance expense in the government-wide financial statements, so no effect is reported at that level for costs covered by insurance. If the event does qualify as an asset impairment under GASB Statement No. 42, then the expenditure to restore the capital asset will be a capitalizable object codes such as 6110-Buildings Direct Purchase and related capitalization entries are required in Fund 471. See Chapter 9, Section 2 for information on converting governmental fund modified accrual insurance recovery entries to full accrual in Fund 471.

In proprietary funds and on the government-wide statements, the restoration or replacement transaction (debit asset, credit cash – or credit capitalizable expenditure if the entry is in Fund 471) is also required to be separate from the impairment loss (debit impairment loss, credit asset). However, the standard requires that the insurance recovery (debit cash, credit insurance recoveries) be offset against the impairment loss if the recovery is realizable in the same year as the impairment loss. On the financial statements the impairment loss and the insurance recovery are reported in the same line item, so the offsetting occurs at the financial statement level. If the recovery becomes realizable in subsequent years, it must be reported as revenue rather than as an offset to the impairment loss (debit cash and credit insurance recoveries). Insurance recoveries realizable in the same year as the impairment should be recorded in the existing revenue source code 5860, and insurance recoveries that become realizable in years after the year of the impairment should be recorded in revenue source code 5861. Insurance recoveries are considered realizable when an insurance company acknowledges responsibility for the claim or has paid the claim. Gain or loss on asset impairments should be recorded in revenue source code 6504. A gain on impairment will be reported on the financial statements when insurance proceeds realized in the same year exceed the impairment loss recorded. Insurance proceeds realized in a year subsequent to the year that the asset impairment was recognized will be reported in a separate financial statement line item and not offset impairment losses of that year.

1.12 Accounting and Reporting the Cost of Computer Software Developed or Obtained for Internal Use

This guidance is based on Statement of Position (SOP) 98-1, issued by the Accounting Standards Executive Committee on March 4, 1998. The American Institute of Certified Public Accountants (AICPA) did not make SOP 98-1 applicable to government; however, the State Controller has decided to apply the main provisions of SOP 98-1 to achieve consistency in capitalization within the State. In addition, during 2007 the Governmental Accounting Standards Board issued Statement No. 51 - Accounting and Financial Reporting for Intangible Assets, which addresses capitalization of software and is effective for fiscal years beginning after June 15, 2009. Examples of recently developed or purchased software include Colorado Benefits Management System (CBMS), BANNER, and Genesys.

SOP 98-1 defines internal use software and categorizes the development into phases. The general treatment of costs for each phase is summarized below:

Phases:	General treatment of costs:
Preliminary Project Stage	Expensed
Application Development Stage	Capitalized
Post Implementation/Operation Stage	Expensed

THE FOLLOWING DEFINITIONS ARE APPLICABLE IN THIS SECTION.

Internal Use Computer Software - Internal use computer software has both of the following characteristics; the software is acquired, internally developed, or modified solely to meet the entity's internal needs, and during the software's development or modification, no substantive plan exists or is being developed to market the software externally

Preliminary Project Stage – Includes determination of system requirements, development of alternatives, vendor demonstrations of their software, evaluation of alternatives, and final selection of alternatives.

Application Development Stage – Includes software configuration and interface, coding, installation of hardware, testing, and data conversion.

Post-Implementation/Operation Stage – Includes training and maintenance costs.

Upgrades and enhancements – Includes modifications to existing internal use software that result in additional functionality – modifications to enable the software to perform tasks that it was previously incapable of performing.

Internal Costs – Costs paid to employees or other organizations within the entity, for example, payroll costs and programming costs of internal programmers.

External Costs – Costs paid to outside vendors, for example, software licenses.

Estimated Useful Life – The period over which the internal use computer software will be amortized. In assessing estimated useful life, entities should consider the effects of obsolescence, technology, competition, and other economic factors. Given the history of rapid changes in technology, software often has had a relatively short useful life.

Costs to be Expensed

The following costs should be expensed as they are incurred:

- Internal and external costs incurred during the preliminary project stage
- Training during all project stages
- Data conversion costs are normally considered part of the post implementation/operations stage and should be expensed unless they are determined to be necessary to make the computer software operational
- Internal costs incurred for maintenance
- General and administrative costs and overhead costs
- Maintenance costs in post implementation/operation stage

Costs to be Capitalized

The following costs should be capitalized and amortized over the useful life:

- Internal and external costs incurred to develop internal use computer software during the application development stage
- External direct costs of materials and services consumed in developing or obtaining internal use software. Examples include fees paid to third parties for services provided to develop the software during the application development stage, costs incurred to obtain computer software from third parties, and travel expenses incurred by employees in their duties directly associated with developing software.
- Payroll and payroll-related costs such as benefits for employees who are directly associated with and who devote time to the internal use computer software project, to the extent of the time spent directly on the project. Examples include coding and testing during the application development stage.
- Interest costs incurred while developing internal use computer software (proprietary fund accounting only – governmental type activities should not capitalize related interest costs).

Multiple Element Software Arrangements Included in Purchase Price

Where the price of internal use computer software from a third party includes multiple elements, the entity should allocate the costs among all individual elements. Examples of these elements are training, maintenance fees, and data conversion. The allocation should be based on objective evidence of fair value of the elements in the contract, not necessarily separate prices stated within the contract for each element. The separate elements should be accounted for in accordance with the provisions of this guidance and SOP 98-1.

Timing of Capitalization

Capitalization of costs should begin when both of the following occur: preliminary project stage is completed; and management authorizes and commits to funding a computer software project, and it is probable that the project will be completed and the software will be used to perform the function intended. Capitalization should cease no later than the point at which a computer software project is substantially complete and ready for its intended use – after all substantial testing is completed.

Amortization

For each module or component of a software project, amortization should begin when the computer software is ready for its intended use – after all substantial testing is completed. The capitalized costs of internal use computer software should be amortized on a straight-line basis unless another systematic and rational basis is more representative of the software's use.

Upgrades and Enhancements

Costs for upgrades and enhancements that are material in relation to total project costs, should be capitalized or expensed using the same guidelines used for internal use software described in this guidance and SOP 98-1. Costs for upgrades and enhancements that are not material should be expensed as incurred.

Impairment

Impairment should be recognized and measured in accordance with the provision of paragraph 9 of GASB Statement No. 42. In addition, stoppage of development of computer software constitutes an asset impairment.

Internal Use Software Marketed

If, after the development of internal use software is completed, an agency decides to market the software, the entity should consult SOP 98-1 for the appropriate accounting treatment.

Split Funded Projects

Internal use software projects that are funded from more than one funding source should follow this guidance.

CHAPTER 9: SECTION 2

BASIC FINANCIAL STATEMENTS AND MANAGEMENTS DISCUSSION AND ANALYSIS -- FOR STATE AND LOCAL GOVERNMENTS

The state implemented GASB statements No. 34 and No. 35 beginning July 1, 2001. Changes were made in the state's fund groupings and chart of accounts to accommodate the reporting requirements of the new reporting model. In addition, some funds changed fund types. Funds 471 and 472 are no longer reported in the fund financial statements. Agencies now report depreciation on their capital assets and the state's major infrastructure has been added to the financial records. Capital assets are segregated into depreciable and nondepreciable. Grants are segregated into capital and operating. The colleges and universities now report as a single proprietary fund. In the governmental funds, modified accrual accounting is done in the funds with additional entries made in Fund 471 to convert the modified accrual basis to full accrual for presentation in the government-wide statements.

2.1 Statements Required Under GASB Statement No. 34

- Government-wide Statements
  - Statement of Net Assets
  - Statement of Activities
- Fund Level Statements
  - Governmental Funds
    - Balance Sheet
    - Statement of Revenues, Expenditures, and Changes in Fund Balance
  - Proprietary Funds
    - Statement of Net Assets
    - Statement of Revenues, Expenses, and Changes in Net Assets
    - Statement of Cash Flow
  - Fiduciary Funds
    - Statement of Fiduciary Net Assets
    - Statement of Changes in Fiduciary Net Assets

2.2 Fund Structure Under GASB Statement No. 34

- Governmental Funds
  - General Fund
  - Special Revenue Funds
  - Debt Service Fund
  - Capital Projects Fund
  - Permanent Funds
- Proprietary Funds

Enterprise Funds

Internal Service Funds

Fiduciary Funds

Pension and Other Employee Benefit Trust Funds

Private Purpose Trust Funds

Agency Funds

Please refer to the FY08-09 chart of accounts in this manual for a detailed list of the fund numbers by fund category and type. Note that due to the reclassification of funds for GASB Statement No. 34, the fund numbers are no longer "smart-coded."

2.3 Required Financial Statements for Stand-alone Statements

Proprietary funds that issue stand-alone statements are required to issue the following:

- Management Discussion and Analysis;
- Statement of Net Assets;
- Statement of Revenues, Expenses, and Changes in Fund Net Assets;
- Statement of Cash Flows; and
- Notes to the financial statements.

Governmental funds that issue stand-alone statements are required to issue the following:

- Management Discussion and Analysis;
- Balance Sheet;
- Statement of Revenues, Expenditures, and Changes in Fund Balances;
- Notes to the financial statements; and
- Budget to Actual Statement as Required Supplementary Information for their participation in the General Fund or any major special revenue fund.

2.4 GASB Statement No. 34 Specific Tasks Required to Be Performed by State Agencies

1. See Section 1 of this chapter for a detailed description of the following items:
   - Separately record depreciable and nondepreciable capital assets.
   - Record depreciation on all depreciable assets.
   - Maintain records for infrastructure maintenance using the modified approach.
2. All Governmental Funds
   - Segregate deferred revenue balances in distinct accounts:
     - Deferred revenue related to long-term assets, and
     - Deferral of advances.
   - Permanent Funds Only
     - Code additions to permanent funds to revenue source code 9525.
     - Account for the expendable and nonexpendable portions of the permanent funds in separate funds.
   - Separately code restricted assets (usually cash, investments, or receivables) whose restrictions are:

   - Externally imposed by creditors, grantors, contributors, or laws or regulations of the federal government, or
   - Imposed by the state constitution.
- Classify investments as short-term and long-term, and classify liabilities as current and noncurrent. Please note that in order to properly present current liabilities, a portion of noncurrent liabilities may need to be reclassified to a current liability at the end of each fiscal year.
- Separately code capital asset related debt from other debt.

3. All Proprietary Funds
   - Classify proprietary fund-type assets and liabilities into current and noncurrent for the fund's Statement of Net Assets. Current assets are those that will be converted into cash in the next fiscal year. Current liabilities are those that will be liquidated in the next fiscal year.
   - Separately code restricted assets (usually cash, investments, or receivables) whose restrictions are:
      - Externally imposed by creditors, grantors, contributors, or laws or regulations of the federal government, or
      - Imposed by the state constitution.
   - Separately code capital asset related debt from other debt.
   - Internal services funds must use revenue source codes to identify the agencies from which they receive revenue. Refer to the chart of accounts in this manual for the proper account codes to use. This information will be used to prepare the state's "look-back adjustment", which adjusts the expenses of the buying function for any over or under charge by an internal service fund.
4. Fiduciary Funds Only
   - Clear all agency funds of payables to other state agencies by agency close each fiscal year.
   - Record group benefits plans as a pension and other employee benefit trust fund.
   - Separately record deferred compensation (457 plans) receipts as employer pension contributions and member pension contributions.
5. Colleges and Universities Only
   - Report cash flow information by governing board on Exhibit V to the OSC.
   - Report higher education segment financial information to the OSC on Exhibit T.
6. All Funds
   - Separately code operating and capital grants.
   - Separately code grants to other state agencies between federal subrecipient codes and state government codes. Each of the federal and state subrecipient codes must be further segregated into intrafund and interfund.
   - Complete Exhibit U1 and U2 for special and extraordinary items and other miscellaneous financial statement disclosures at each fiscal year-end.
   - Capitalize material inventory amounts at each fiscal year-end.

2.5 Other Uses of Fund 471

2.5.1 Recording Deferred Revenue for Long-term Receivables in Governmental Funds

Under modified accrual, the revenue for long-term receivables is deferred in the fund, but under full accrual the revenue is not deferred. The fund financial statements use modified accrual, but the government-wide statements use full accrual. In the following example $250 of taxes receivable are accrued but $75 dollars is not expected to be collected until after the following fiscal year. Under modified accrual, as practiced by governmental funds, that amount should be deferred so that it is not available for appropriation in the subsequent fiscal year. In Fund 471 the deferral is reversed so that when Fund 100 and Fund 471 are combined at the government-wide level, the deferral is zero and the revenue is recognized.

		FUND 100		FUND 471	
01	Taxes Receivable	250			
31	Tax Revenue		175		
02	Deferral of Long-Term Receivable		75		
02	Deferral of Long-Term Receivable			75	
31	Tax Revenue				75

2.5.2 Inception of a Capital Lease

Under modified accrual, a capital lease is recorded as a Capitalized Property Purchase expenditure and an Other Financing Source. Under full accrual a capital lease is recorded as an asset and a liability. In Fund 471 the Capitalized Property Purchase expenditure and Other Financing Source balances are reversed and the asset and payable are recorded.

		FUND 100		FUND 471	
24	Capital Lease Purchase Expenditure	5,000			
31	Future Capital Lease Payments		5,000		
01	Equipment			5,000	
02	Leases Payable				5,000
31	Future Capital Lease Payments			5,000	
24	Capital Lease Purchase Expenditure				5,000

2.5.3 Capital Lease Payment

Under modified accrual, the total lease payment is an expenditure of the current period while under full accrual only the interest cost is an expense of the current period. In Fund 471, the Capital Lease Principal Expenditure is converted to a reduction of the lease payable.

		FUND 100		FUND 471	
22	Capital Lease Principal Expenditure	1,000			
22	Capital Lease Interest Expenditure	500			
01	Cash		1,500		
02	Leases Payable			1,000	
22	Capital Lease Principal Expenditure				1,000

2.5.4 Bond Issuance and Payments

Bond issuance costs and payments are handled similarly to capital leases described in sections 2.5.2 and 2.5.3 of this chapter. Issuance costs, premium/discount, and gain/loss on refunding are amortized over the life of the bond in Fund 471.

		FUND 100		FUND 471	
01	Cash	5,000			
31	Bond Proceeds (Face Amount)		5,000		
31	Bond Proceeds (Face Amount)			5,000	
02	Bonds Payable				5,000
22	Bond Issuance Expenditure	100			
01	Cash		100		
01	Deferred Bond Issuance Cost			100	
22	Bond Issuance Expense				100
22	Bond Principal Payment	1,000			
22	Bond Interest Expense	250			
01	Cash		1,250		
02	Capital Bonds Payable			1,000	
22	Bond Principal Payment				1,000
22	Bond Interest Expense			20	
01	Deferred Bond Issuance Cost				20

In order to determine the amount of fund balance to be restricted for capital assets, net of related debt, unspent bond proceeds must be reclassified. If bond proceeds are unspent at year-end (a material amount still remains in cash) then that amount of Capital Bonds Payable must be reclassified to Noncapital Bonds Payable. Certificates of Participation are treated similarly to Bonds Payable, and similar accounts exist for unspent proceeds and unamortized balances.

2.5.5 State Grants and Federal Pass-Through Grants

Due to the need to eliminate interfund state grants and federal pass-through grants for the government-wide statements, but not the fund statements, agencies are required to use specific object codes to record these grants. Federal grants passed through to another state agency should be recorded either in object code 5770 (intrafund) or 5771 (interfund) depending on whether they are intrafund or interfund. State grants and contracts should be recorded either in object code 5775 (intrafund) or 5776 (interfund) depending on whether they are intrafund or interfund. The matching subrecipient revenue source codes do not carry the intra/interfund designations, and therefore, agencies must be extra careful that the object coding correctly reflects the intra or interfund nature of the transaction. See Chapter 3, Section 3.17 for a table that defines intra and interfund transactions.

2.5.6 Other Items

Other items that are different between modified accrual and full accrual, and thus have to be accounted for in Fund 471, are the amortization of bond premium/discount and the amortization of the gain/loss on debt refunding. You should contact your field accounting specialist if you have difficulty in recording these entries.

2.6 Special and Extraordinary Items

Significant transactions or other events within the control of management that are either unusual in nature or infrequent in occurrence are considered special items. Significant transactions or other events that are both unusual in nature and infrequent in occurrence are extraordinary items whether or not they are under control of management. Both special and extraordinary items must be reported on Exhibit U1.

2.7 Capital and Noncapital Grants

Agencies must segregate their grant revenues on COFRS between capital and noncapital grants for correct presentation on the government-wide Statement of Activities. If an agency has discretion as to whether the grant revenues may be spent on operating or capital items then the grant is always noncapital. If the grant is restricted by the grantor for capital items then it is a capital grant and the revenue should be recorded as such on COFRS. When the grantor specifies portions of the grant as capital and noncapital, and they are material to the grant, then the agency should prorate the revenue between capital and noncapital grant revenue source codes. The chart of accounts has additional revenue source codes for recording the revenue from capital grants (7430, 7530, 7630, 7730, 7770, and 7830).

2.8 Restricted Assets

Cash, investments, and receivables are to be reported as restricted when external creditors, grantors, contributors or the laws and regulations of the federal government place constraints on their use. Normally, federal funds are on a cost reimbursement basis or are offset by deferred revenue and would not give rise to an asset to be restricted. These assets may also be reported as restricted when they are constrained by the state constitution. They cannot be restricted solely at the discretion of the legislature or agency management.

In order for the Office of the State Controller to identify restricted net assets, agencies are required to account for the restricted assets, and the liabilities to be paid from these assets, in a fund other than the fund in which the agency accounts for its normal operations. Where this is not practical, agencies should account for their restricted assets in the balance sheet accounts 1034 Restricted Cash, 1634 Restricted Investments, and 1345 Restricted Receivables. Agencies with restricted assets, not accounted for in a separate fund, should also make a fund balance entry at year-end to the appropriate 32XX Restricted Fund Balance account for the amount of the restricted net assets.

When a fund contains both restricted and unrestricted assets, and the assets are fungible, the state must disclose which assets are expended first. Normally this would be the unrestricted assets. For example: The general fund diversion to the Highway Users Trust Fund (HUTF), which is unrestricted, is considered expended first, before the HUTF funds, which are considered restricted, are expended.

2.9 Risk Management Funds

On July 1, 2001, the state implemented GASB Interpretation No. 6 in conjunction with GASB Statements No. 34 and No. 35. Under Interpretation No. 6, fund liabilities related to claims and judgments are accrued only to the extent that they are due and payable at June 30. Incurred but not reported (IBNR) claims will not be accrued as a fund liability in the General Fund. The incurred but not reported (IBNR) will be accrued as a long-term liability in Fund 471.

2.10 Retirement Payouts

Under GASB Interpretation No. 6, adopted by the state effective July 1, 2001, the fund liability in governmental funds for compensated absences is accrued when paid. Agencies should not accrue retirement payouts in a governmental fund if they are payable after the end of the fiscal year.

If an employee who is eligible to retire, announces that their retirement date is June 30 or earlier in the same fiscal year, then the agency must accrue a fund liability for their retirement payout, even if the payment will not be made until the July payroll. However, if the employee announces that they are retiring July 1 or later, then there is no expenditure or fund liability at June 30, as the retirement date is in the following fiscal year.

2.11 Insurance Recoveries

GASB Statement No. 42, which the state implemented in FY05-06, sets the accounting and reporting standard for insurance recoveries as well as asset impairment. Insurance recoveries are deemed realizable when payment is received or when the insurance provider acknowledges coverage of the event. Some insurance recoveries are related to asset impairment and some are not (see Chapter 9, Section 1 for more information on asset impairment).

When an event does not meet the GASB Statement No. 42 requirements for asset impairment, the insurance recovery is recorded as an Other Financing Source in the governmental fund and the restoration or replacement cost is recorded as a maintenance expenditure. In this instance the carrying value of the capital asset is not adjusted, and therefore, no entries are required in Fund 471. The insurance recovery offsets the maintenance expense in the government-wide financial statements, so no effect is reported at that level for costs covered by insurance. Expenditures that increase the efficiency or capacity of the asset or increase its useful live should be capitalized.

When an event meets the GASB Statement No. 42 requirements for asset impairment, the insurance recovery is recorded as an Other Financing Source in the governmental fund and the restoration or replacement cost is recorded as a capitalizable property purchase. This requires an adjustment in Fund 471 to convert the transactions to the full accrual basis of accounting, and to reflect the impairment. The insurance recovery is offset against the impairment loss on the government-wide Statement of Activities. The following example assumes that the insurance recovery is realizable in the same year as the impairment. Note that the transaction results in a 400 gain on impairment because the insurance recovery exceeded the impairment loss originally calculated. (In order to simplify the example, the effect of Accumulated Depreciation is not shown.)

		FUND 100		FUND 471	
22	Capitalizable Property Purchase Expenditure	1,000			
01	Cash		1,000		
01	Cash	900			
31	Insurance Recovery (Other Financing Source)		900		
22	Capitalizable Property Purchase Expenditure				1,000
01	Capital Asset			1,000	
31	Capital Asset Impairment Loss			500	
01	Capital Asset				500

If the insurance recovery is not realizable in the same year the restoration or replacement occurs, then the following accounting transactions should be recorded. Note that the accounting entries shown in the following table result in an impairment loss in Year 1 due to the write down of the asset and an impairment gain in Year 2 due to the insurance recovery.

		FUND 100		FUND 471	
	YEAR 1				
22	Capitalizable Property Purchase Expenditure	1,000			
01	Cash		1,000		
22	Capitalizable Property Purchase Expenditure				1,000
01	Capital Asset			1,000	
31	Capital Asset Impairment Loss			500	
01	Capital Asset				500
	YEAR 2				
01	Cash	900			
31	Insurance Recovery (Other Financing Source)		900		
	(No entry is necessary in Fund 471 in Year 2. The Insurance Recovery will be presented as program revenue on the government-wide Statement of Activities).				

The entries for proprietary fund accounting are similar to those above except that they are all made in the proprietary fund and the Capitalizable Property Purchase Expenditure is replaced with a Type 23 entry that capitalizes the asset automatically at the time the budgeted expenditure is recorded. The OSC will report the Capital Asset Impairment Loss and the current year Insurance Recovery in the same line item on the proprietary fund and government-wide statements to comply with the GAAP requirement to net the insurance recovery against the impairment loss. Insurance recoveries in the subsequent year will be presented in a separate line or in program income.