

City of Orting

Capital Assets Policies And Procedures

August 2012

CITY OF ORTING

CAPITAL ASSETS POLICIES AND PROCEDURES

Purpose

This policy is established to provide guidelines to ensure adequate stewardship over City resources through control and accountability of capital assets, and to collect and maintain complete and accurate capital assets information required for preparation of financial statements in accordance with generally accepted accounting principles.

Reference

Specific requirements of the Washington State Auditors Office are contained in *Budgeting and Reporting System* (BARS) Volume 1, Part 3, Chapter 7, which will be applied by the City as relevant. In addition, the federal government has issued property management requirements which apply to all governments that receive federal assistance. Each federal agency has published a Federal Agency Implementation of the Common Rule which will be adhered to as applicable. The policies and procedures contained in this policy are not intended to and may not supersede federal, state or local laws.

Definitions

“Assets” - All land, buildings, improvements, infrastructure, works of art and historic collections and equipment purchased, donated, constructed, or acquired by the City.

“Capital Assets” – Land of any value; artwork and historic collections of any value; improvements and infrastructure; buildings, their furnishings, fixtures, and furniture; equipment, machinery, vehicles, and tools, with a value of \$5,000 or more for non-infrastructure or \$10,000 or more per item for infrastructure, and having a useful life exceeding one year from the date of acquisition.

“Control” - Being in charge of, and having the authority to manage the asset. Having the custodial responsibility of the asset that includes, but is not limited to the caring, keeping, safekeeping and protecting the asset.

“Infrastructure” - Roads, bridges, sidewalks, water lines, sewers, drainage systems, and the like.

“Inventory” – The process of physically confirming the existence and location of capital assets.

“Small and Attractive Assets” – small and attractive assets are those assets that are particularly at risk or vulnerable to loss and cost less than \$5,000. Departments have discretion in defining small and attractive assets in many instances; however, departments must include, at a minimum, the following assets with unit costs of \$500 or more as *small and attractive*:

- Communications Equipment; both Audio and Video
- Optical Devices, Binoculars, Telescopes, Infrared Viewers, and Range finders
- Cameras and Photographic Projection Equipment
- Microcomputer Systems, Laptop and Notebook Computers
- Other data processing Accessory Equipment and Components (Scanners, Data Displays, etc.)
- Office Equipment
- Stereos, Radios, Television Sets, Tape Recorders, DVD players, VCRs, and Video Cameras

Applicability

This policy applies to all departments of the City of Orting. The term "Department" is defined to include every city office, officer, and every department, division, board and commission.

Department responsibilities

Departments are responsible for protecting and controlling the use of City assets assigned to their department. The department head or their designee are to be responsible for maintaining and safeguarding the department's capital assets and small and attractive assets. Any time an asset is added, deleted, or transferred, the Department Inventory Officer will complete an Asset Control Sheet which will be submitted to the Finance Department with the related documentation.

Capitalization Threshold

All non-infrastructure assets with a cost of \$5,000 or more, and infrastructure additions where individual items cost \$10,000 or more, will be capitalized. Although *Small and Attractive Assets* (assets costing less than \$5,000) do not meet the city's capitalization threshold, due to ease of conversion to private use, they are considered assets for purposes of marking and identification, records keeping, and tracking.

Improvement/Repair/Maintenance Expenses

Routine repair and maintenance costs will be expensed as they are incurred and will not be capitalized. Major repairs will be capitalized if they result in betterments/improvements. To the extent that a project replaces the "old" part of a capital asset, outlays will not be capitalized; and to the extent that the project is betterment/improvement, outlays will be capitalized.

When the cost of improvement is substantial or where there is a change in the estimated useful life of an asset, depreciation charges for future periods will be revised based on the new book value and the new estimated remaining useful life. No adjustment will be made to prior periods.

Additions

The city may acquire property via purchase, construction, donation, or lease. Capital assets shall be capitalized and purchased from a capital (60's) BARS line of either:

- 61 – Land and Land Improvements;
- 62 – Buildings and Structures;
- 63 – Other Improvements;
- 64 – Machinery & Equipment;
- 65 – Construction of Capital Assets.

When a capital asset is purchased, the department will send a copy of the invoice to the Finance Department for payment. The Finance Department will identify those assets that meet the capitalization requirements. Finance will assign a unique inventory control number to the asset, assign an inventory ID tag number, if applicable, and will prepare an Asset Control Sheet (Attachment A) which will be sent to the department to complete. When the Asset Control Sheet and ID tag are received by the department, the department designee will immediately affix the ID tag to the asset, complete and sign the Asset Control Sheet, and return the completed form to Finance. Finance will then update the capital asset system with the information from the asset control sheet.

Whenever feasible, each piece of property will be affixed with an inventory ID tag identifying the capital asset as the property of the City of Orting, and including city identification number. Departments may determine where to place the tag on the capital asset. However, the identification and control number should be located on the principal body of the asset, rather than a removable part. Such tag will be removed or obliterated only when the item is sold, scrapped, or otherwise disposed of. Should the inventory ID tag be removed or defaced, the item shall be assigned a new inventory ID tag, and the new number recorded in the capital assets database.

Occasionally, it will be impractical or impossible to mark some inventorial capital assets according to these standards. For example, do not tag if the capital asset:

- Is stationary in nature and not susceptible to theft (such as land, infrastructure, buildings, improvements other than buildings, and leasehold improvements);
- Has a unique permanent serial number that can be used for identification, security and inventory control (such as vehicles);
- Would lose significant historical or resale value by being tagged; or
- Would have its warranty negatively impacted by being permanently marked;

In these cases, the identification tag is not required, and the department is to apply alternative procedures to inventory and identify such assets.

Deletions

Asset deletion may be required due to the sale of the asset, scrapping, lost or stolen items, or involuntary conversion (fire, flood, etc). Due to the monetary value, capital assets deleted from the capital asset system for any reason require authorization from the City Council.

Disposal

Disposal of capital assets may occur only after being declared surplus by the City Council. Disposal will be made in whichever manner is determined to be most cost effective for the City. This may include sale, disposal, conversion, or any other means as approved by the City Council in the surplus declaration.

When original or replacement equipment acquired under a grant or subgrant is no longer needed for the original project or program, disposition of the equipment will be made as follows:

- 1) Items of equipment with a current per-unit fair market value of less than \$5,000 may be retained, sold or otherwise disposed of with no further obligation to the awarding agency.
- 2) Items of equipment with a current per-unit fair market value of \$5,000 or more may be retained, sold or otherwise disposed of only as authorized by the awarding agency.

In the event the City is provided federally owned equipment:

- 1) Title will remain vested in the federal government.
- 2) The City will manage the equipment in accordance with federal agency rules and procedures, and submit an annual inventory listing.
- 3) When the equipment is no longer needed, the City will request disposition instructions from the federal agency.

Lost or stolen property

When suspected or known losses of capital assets or small and attractive items occur, departments should conduct a search for the missing property. The search should include transfers to other divisions or departments, storage, scrapping, conversion to another asset, etc.

If the missing property is not found:

- Notify the inventory control officer and department head.
- Have the individual deemed to be primarily responsible for the asset, as well as that individual's supervisor, complete and sign a statement to include a description of events surrounding the disappearance of the property, who was notified of the loss, and steps taken to locate the property.
- Finance will report known or suspected losses of assets to the State Auditor's office in accordance with RCW 43.09.185, and a copy of the report will be provided to the Mayor, City Administrator, and City Council.
- Finance will remove the lost or stolen property from the department's inventory and accounting records where applicable.

Transfers

Occasional transfers of property between departments, individuals within a department or funds may occur. The original controlling department is accountable for all assets in its inventory and for initiating a notice of transfer. Interdepartmental transfers involving a proprietary fund (i.e. Surface Water) require a transfer of money. The sale price will be fair market value, which may result in a gain or a loss on sale of capital assets.

Modifications

Larger assets such as major pieces of equipment, water or sewer lines, and many buildings are often modified to increase their lifetime or usefulness. Modifications may include partial additions or deletions, major repairs (new engine for fire truck), or component replacement (new roof, heating system, etc.). Several vouchers may be prepared for the modification as the work is in progress. Therefore, it is very important to notify the Finance Department that modifications are coded as capital outlay and when it is given to accounts payable for payment. The inventory number should be included on the voucher of the equipment; building or other structure reflecting what is being modified.

Inventory

A physical inventory will be conducted at least once every year. By January 31st of each year, the Finance Department will supply each department with an inventory worksheet of all capital assets under their control as of December 31st of the prior year. Each department will conduct a physical inventory of the items, verifying the existence and condition of each item on the worksheet, and making note of any additions, deletions, interdepartmental transfers, modifications, or leases of property that are not reflected on the list. The final list will be reviewed and signed by the department head, and returned to the Finance Department by February 28th of every year. Verification of the inventory shall be done annually by the Finance Department by performing a sampling of the physical inventory of the items.

In order to ensure objective reporting of inventory items, personnel having no direct responsibility (custody and receipt/issue authority) for the assets should perform the physical inventory. If it is not feasible to use such personnel for all or a part of the inventory, then those portions are; at least, to be tested and verified by a person with neither direct responsibility for that portion of the inventory nor supervised by the person directly responsible. Departments are encouraged to exchange and use personnel from other departments to perform their inventory if possible.

Physical inventory instructions

Written physical inventory instructions will be documented and distributed to each person participating in the inventory process. The instructions will describe:

- How and where to record each item,
- What information to record,
- What to do when they have a question,
- What procedures to follow when they finish their assignments,
- What procedures to follow when equipment is located but not listed,
- The procedure by which the person counting the assets attests to the accuracy of the count, such as by signing his or her name at the bottom of each inventory page, or signing a cover page for a group of pages sorted by another method (batches, location, equipment type, etc.), and
- How to record assets not being used or in an obviously unserviceable condition.
Such information is to be used to schedule repair or disposition of such assets.

Physical inventory reconciliation

After the physical inventory count is completed, the department inventory officer is to conduct the reconciliation process. Only when all differences have been identified and explained, is the inventory considered reconciled. Departments should conduct the following steps during the reconciliation process:

- Search the inventory lists to determine whether inventory noted during the count as unrecorded is, in fact, listed on another portion of the inventory.
- Enter unrecorded assets into the inventory system as soon as possible after discovery.
- If a significant number of unrecorded assets are located, a major problem with the asset recording procedures may exist. The department inventory officer should contact the Finance Department for assistance in determining why the problem is occurring and how to correct it.
- Conduct a search in an effort to locate missing assets.
- For assets not located, follow the lost or stolen property procedures in this policy.

After the inventory is reconciled, the department inventory officer is to certify the reconciliation with a statement and signature that it is correct and report this to the supervisor. If the certification cannot be made, the inventory officer is to disclose that fact and the supervisor is to determine the appropriate course of action.

Retaining physical inventory records

The certification, together with the reconciliation and the inventory listing, serves as the support for the inventory balance and for accounting adjustments, if any, and must be retained by the Finance Department. The documentation will be retained in accordance with the approved records retention schedules. At a minimum the asset records must be retained until after the next annual audit.

Small and Attractive Assets Procedures

Small and attractive assets shall be expensed and purchased from either a small tools and equipment (35) BARS line or a (33) non-inventory operating supplies.

All small and attractive assets shall be tracked and recorded in a database by each department in control of those assets.

Annually each department will have the small and attractive asset inventory listing under their control verified by the Finance Department on a sampling basis.

Small and attractive assets may not be transferred, traded, sold, auctioned, gifted, surplus, or discarded without authorization from the Finance Department.

Valuation of Capital Assets

Capital assets shall be valued at cost - including any ancillary charges necessary to place the asset in its intended location and condition for use. However expenses which do not add to the utility of an asset shall not be capitalized. For example, an expenditure to repair a piece of equipment that was damaged during shipment should be expensed.

Values will be determined in the following manner:

Purchased Assets

Historical costs including taxes (e.g., sales taxes), and all appropriate ancillary costs less any discounts or rebates. If the historical cost is not practicably determinable, estimated cost will be used.

Land

The capitalized value of land includes the purchase price plus costs such as legal fees, fill, and any excavation costs incurred to put the land in condition for its intended use. If land is acquired by gift, the capitalized value will reflect its appraised or fair market value at the time of acquisition.

Equipment

Furniture, fixtures, or other equipment should be classified as equipment. Since they are not an integral part of a building they are not considered capital improvements. The cost for this asset type should reflect the actual or estimated cost of the asset, including the cost of an extended maintenance/warranty contract if the contract is purchased at the same time (or soon thereafter) as the capital asset.

Infrastructure

In accordance with the Governmental Accounting Standards Board Statement Number 34, acquisitions of capital assets defined as *infrastructure* which meet the City's capitalization policy are to be capitalized.

Self-Constructed Assets

All direct costs associated with construction and management costs associated with a construction project will be capitalized.

Construction in Progress

Construction in Progress will be closed out and the costs capitalized when a project is substantially complete, accepted, and placed into service. Depreciation will not be applied to construction in progress.

Donated Assets

Donated assets will be recorded at the fair market value at the time of acquisition plus all appropriate ancillary costs. If the fair market value is not determinable due to lack of sufficient records, estimated cost will be used.

Improvement, Repair and/or Maintenance Expenditures

Routine repair and maintenance costs will be expensed as they are incurred. Extraordinary repairs, betterments or improvements will be capitalized if they increase future benefits from an existing capital asset beyond its previously assessed standard of performance. Increased future benefits typically include an extension in the estimated useful life of the asset or an increase in the capacity or efficiency of an existing capital asset.

Replacements

For building, improvements other than buildings, and equipment the cost of outlays that replace a part of another capital asset will be capitalized when the cost of the replacement is \$5,000 or more **and** at least 10 percent of the total replacement value of the asset, or \$100,000, whichever is less.

Example:

A \$9,000 replacement of a heating boiler in a building having a replacement value of \$120,000 would not be capitalized. In this case \$9,000 is not at least 10 percent of the building's replacement value. Had the building's replacement value been less than \$90,000, the \$9,000 boiler replacement would have been capitalized.

1. Improvement cost exceeds \$5,000
2. Building cost is greater than \$100,000
3. Improvement is < 10% of replacement

EXCEPTIONS to this policy are:

- Replacement roof coverings are not capitalized unless the replacement extends the useful life of the building.
- Replacement floor coverings and window coverings are not capitalized.
- Costs to remodel (convert) a building to a different use, where the remodeling does not extend the useful life of the structure itself, are not capitalized.

After replacing a part of another asset, the capitalized value and the associated accumulated depreciation of the replaced item will be removed from the accounting records, and the costs of the replacement will be capitalized.

In the case of capital outlays that are partly replacements and partly betterments/improvements, to the extent that the project replaces the “old” part of a capital asset, outlays will not be capitalized; and to the extent that the project is betterment/improvement, outlays will be capitalized. When the distinction between replacement and betterment/improvement is not easily determinable, the City will expense the entire cost of the project. When the cost of improvement is substantial or where there is a change in the estimated useful life of an asset, depreciation charges for future periods will be revised based on the new book value and the new estimated remaining useful life.

Ancillary Costs

Normally, ancillary costs will be included in the cost of a capital asset. However, minor ancillary costs, not measurable at the time a capital asset is recorded, are not required to be capitalized.

Ancillary costs for *Land* include:

- Legal and title fees;
- Professional fees of engineers, attorneys, appraisers, financial advisors, etc.;
- Surveying fees;
- Appraisal and negotiation fees;
- Damage payments;
- Site preparation costs; and
- Costs related to demolition of unwanted structures.

Ancillary costs for *Infrastructure* include:

- Professional fees of engineers, attorneys, appraisers, financial advisors, etc.;
- Survey fees;
- Appraisal and negotiation fees;
- Damage payments;
- Site preparation costs; and
- Costs related to demolition of unwanted structures.

Ancillary costs for *Buildings* and *Building Improvements* include:

- Professional fees of architects, engineers, attorneys, appraisers, etc.;
- Damage payments;
- Costs of fixtures permanently attached to a building or structure;
- Insurance premiums, interest, and related costs incurred during construction; and
- Any other costs necessary to place a building or structure into its intended location and condition for use.

For *furnishings*, equipment, or other capital assets;

- Transportation charges,
- Sales tax,
- Installation costs; and
- Extended maintenance/warranty contracts or any other normal or necessary costs required to place the asset in its intended location and condition for use.

Depreciation of Capital Assets

The following shall be considered when recording depreciation:

- 1) Except for land and artwork, all capital assets will be depreciated. For quarries, timberlands, and mineral rights, depletion expenses must be recorded.
- 2) Scrap value will be ignored in establishing the amount to depreciate.
- 3) Depreciation will be based on a reasonable estimate of expected useful life; that is, the number of years, miles, service hours, etc., that the City expects to use that asset in operations. An asset that is surplus or that is held for possible future use is an investment and will not be depreciated.
- 4) Depreciation will be calculated using the straight-line method. In straight-line depreciation, the cost of the asset is pro-rated over the estimated useful life of the asset.
- 5) Depreciation will be based on the entire cost of the asset, including any amounts contributed or donated.
- 6) Depreciation charges will be made for each full calendar month that an asset is in service.
- 7) If it is determined that there is a need to revise the expected useful life of an asset, any such change will be applied prospectively; that is, the rate will be recalculated based on the remaining useful life at the time of the revision, and the new rate will be applied in the present and future accounting periods.
- 8) No changes will be made to financial records of previous years for revised estimates.
- 9) Depreciation will generally begin when an asset is purchased or completed. However, if it is not placed into service immediately, depreciation should begin when the asset is placed into service or otherwise begins to lose value.

Useful Life Schedule for Capital Assets

Assets will be depreciated over their estimated useful life as specified in the Useful Life Schedule provided in Attachment B.