# Statewide Financial Statements Guidance

http://www.myfloridacfo.com/Division/AA/Links/default.htm

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# Statewide Financial Statements Guidance

*If there are questions on any of these items, please contact the Statewide Financial Statement Section at 850-413-5511 or sfrs@myfloridacfo.com.*

## Checklist Item 1 - Funds in Balance

The trial balance for *every* fund within the agency is in balance.

Debit and Credit balances for General Ledger (GL) codes 1XXXX through 7XXXX must equal zero. Debit and Credit balances for GLs 8XXXX and 9XXXX must equal zero**.**

**To verify accuracy run the report** *Checklist Item 01 - Balance Report* **in the Working Trial Balance (WTB) database** that is located on the Division of Accounting and Auditing website http://www.myfloridacfo.com/division/AA/default.htm.

## Checklist Item 2 - Intra-Fund Balances

Intra-agency balances are amounts in due to/from, transfer and advance GLs that have offsetting amounts in other fund(s) ***within the same agency***. Intra-fund balances are amounts in due to/from, transfer, and advance GLs that have offsetting amounts within the same fund at the Fund Identifier (FID) level. Intra-agency & intra-fund amounts **must** be balanced by the specified due date.

- Intra-agency amounts must be supported by Form 03-INTRA data indicating in the fund2 field the other fund(s) within the agency with related amounts. To verify accuracy, refer to Fund1 and Fund2 Agreement Report provided by SFRS after the first agency submission of Form 03-INTRA.
- Intra-fund amounts must be supported by Form 03-INTRA data indicating in the fund2 field the same fund as contained in the fund1 field. To verify accuracy, refer to Fund1 and Fund2 Agreement Report provided by SFRS after the first agency submission of Form 03-INTRA.
- Intra-agency and Intra-fund amounts reported in the agency's trial balances must agree with amounts reported in Form 03-INTRA. To verify accuracy, refer to Trial Balance Comparison Report provided by SFRS after the first agency submission of Form 03-INTRA.

**Additional Information:** In order to balance, go to ***Working with Form 3-INTRA and Form 3-INTER*** document on the website located at http://www.myfloridacfo.com/Division/AA/Links/default.htm (select Form 3 Completeness).

## Checklist Item 3 - Inter-Fund Balances

Inter-agency balances are amounts in due to/from, transfer and advance GLs that have offsetting amounts in fund(s) at ***another state agency***.

- Inter-agency amounts should be balanced by the specified due date.
- Inter-agency amounts must be supported by Form 03-INTER data indicating in the fund2 field the funds at other agencies with related balances. To verify accuracy, refer to Fund1 and Fund2 Agreement Report provided by SFRS after the first agency submission of Form 03-INTER.

- Inter-agency amounts reported in the agency's trial balances must agree with amounts reported in Form 03-INTER. To verify accuracy, refer to Trial Balance Comparison Report provided by SFRS after the first agency submission of Form 03-INTER.

What is a transfer?

A transfer is the movement of cash from one fund to another that is not payment for goods and services. Transactions using a transfer category code may or may not be a transfer for financial reporting. Similarly, transactions without a transfer category code may be transfers for purposes of financial reporting.

Examples of transactions that **must** be accounted for as transfers:

- Payment of the General Revenue Service Charge (GL 758XX).
- Payment of overhead earnings sent to General Revenue (GL 758XX).
- Administrative Assessments.
- Payments to internal service funds that are not based on services provided but are in effect a subsidy to the internal service fund.
- Fixed assets or capital assets purchased by a governmental fund, but recorded as an asset of a proprietary fund at the time it is purchased. This is an operating subsidy.
- Movement of fund equity between funds.
- Money received from Department of Management Services (DMS) from the sale of surplus property/auctions. Proceeds from the sale of surplus property, as defined in Florida Statute (F.S) section 273.055, shall be recorded as a transfer-in from DMS and not as expenditure refunds, in accordance with Generally Accepted Accounting Principles (GAAP) and F.S. Section 273.055(5), F.S. was amended in 2006 removing the spending authority provision for these proceeds. Budget authority to expend the proceeds received from the sale must be obtained through the appropriations process. The appropriate revenue Source code for transfers-in from DMS is 001500 Transfers, or001520 Transfers – Subject to Service Charge.
- Movement of capital assets (GL 652XX/752XX) between General Capital Asset funds (Statewide Government Fund (SWGF 80), Proprietary funds (SWGF 50 & 60) and Fiduciary funds (SWGF 71, 73, 74 & 76). Governmental funds (SWGF 10, 20, 30, 40 & 72) do not use GL 652/752 because these funds are not used to record capital assets. Governmental funds account for the non-business activities of the government and its **current, expendable,** general resources.
- Cash payment to General Revenue for the Statewide Cost Allocation Plan.
- Cash payment for tobacco settlement.
- Payment to the State Board of Administration for debt service.
- Funds sent to the unclaimed property fund at the Department of Financial Services (DFS).
- Funds sent to the Division of Administrative Hearings:
  - 729700-10-1-000227
  - 729700-20-2-510150
- Payments to the State Personnel System Trust Fund at DMS for personnel assessments:
  - 720000-20-2-678001
- Payments to the DFS for Workers Compensation.
- Payments to the Department of Economic Opportunity for Re-employment Assistance.
- Return of funds that were accounted for as a transfer–in/transfer-out when they were received/sent (e.g., unused grant funds returned to the grantor)
- Insurance claims received from DFS.

Examples of transactions that **must** **not** be accounted for as transfers:

- Payments to DMS for services provided such as SUNCOM, building rent, use of automobiles, etc.

- Refunds of expenditures paid to Internal Service Funds for goods or services provided.
- Payment to the State Risk Management Trust Fund at DFS for property insurance and casualty insurance: 430000-10-2-078001
- Payments to the Florida Retirement System.
- Payments to the Department of State for the Administrative Weekly, copies of statute books, administrative rules or archives.
- Payments of tolls to Department of Transportation.
- Payments to internal service funds that are based on actual services provided not just a Departmental assessment.
- Payment to or from state universities and state colleges.
- Payment of administrative fee to the State Treasury for investments.
- Payment of fire marshal fees to DFS for building inspections.
- Payment to agencies of state owed debt collected by the Lottery from Lottery winners.
- Payment to the Department of Legal Affairs for legal services.
- Repayment of loans from another fund.
- Payment to Justice Administrative Commission for legal fees.
- There are no transfers to or from a fund that is a SWGF = 74.
- Corrections of disbursement made from the incorrect fund or expense redistribution to other funds (JT-1).

**Additional Information:** In order to balance, go to ***Working with Form 03-INTRA and Form 03-INTER*** document on the website located at http://www.myfloridacfo.com/Division/AA/Links/default.htm (select Form 3 Completeness).

## Checklist Item 4 - Cash Balances

Cash balances for all funds in GL codes 121XX, 122XX, and 224XX must equal the State Treasury.

**To verify accuracy run the report** *Checklist Item 04 – Cash Balance Check Report* in the WTB database.

Any deposits made in the State Treasury, but not verified should be recorded as *Cash in State Treasury Unverified* (GL124XX).

**To verify accuracy run the report** *Checklist Item 04 – Cash in State Treasury Unverified Report* in the WTB database

Use Treasury's report, "unverified deposits" to confirm deposits made, but not verified.
http://www.myfloridacfo.com/Division/AA/Memos/cfo/2010s/CFOM0414.pdf
The link below provides entry examples
http://www.myfloridacfo.com/Division/AA/Training/UnverifiedDepositsatYear-Endv6.pdf

## Checklist Item 5 – Investments in State Treasury

GL 141XX, Pooled Investments w/State Treasury
\+ GL 225XX, Restricted Investments w/State Treasury
\+ GL 241XX, Long Term Investments w/State Treasury
Pool 1 Investments (Trust Fund) reported by the State Treasury

GL 143XX, Special Investments with State Treasury = Pool 2 Investments reported by the State Treasury

Amounts recorded in these GLs **must not include** the interest accrued for June.

**To verify accuracy run the report** *Checklist Item 05 – Cash Investments with State Treasury Report* in the WTB database

## Checklist Item 6 - Beginning Equity

After the Statewide Financial Statements are completed each year, Statewide Financial Reporting Section (SFRS) provides the AGNCYBS FLAIR Report that has the final post audit balance sheets for each fund. These are the beginning balances for the current year. Agencies must adjust beginning equity to the balances shown on this year-end report. Therefore, your agency's beginning fund balances and net positions must reconcile (excluding GL's 518XX, 519XX, 532XX, and 542XX).

Governmental Funds (SWGF = 10, 20, 30, 40 or 72)

5XXXX
Less 542XX
Less 518XX
Less 519XX
Ending Equity on AGNCYBS

Proprietary Funds (SWGF = 50 and 60)

53XXX
Less 532XX
Less 518XX
Less 519XX
Ending Equity on year end AGNCYBS

**To verify accuracy run the report** *Checklist Item 06 – Equity Check Report* in the WTB database.

***Note*****:** Review the information below regarding prior period adjustments for an explanation of why GLs 532XX and 542XX are **excluded** from the **beginning equity** requirements above.

What is a prior period adjustment?
A prior period adjustment is a correction of an error in previously issued financial statements. This would include:

- Mathematical errors.
- Mistakes in applying accounting principles.
- Items that were overlooked, such as:
  - Items that should have been included in the financial statements but were not.
  - Items included in the financial statements that should not have been.

Corrections not considered prior period adjustments:

- Changes in estimates.
- Immaterial prior period adjustments.
- Adjustments made by SFRS to an agency's funds during the financial statement preparation process.

For statewide financial statements, the **materiality level** to use is **$1 million**. Prior period adjustments under this threshold should be run through current year operations. Balances in a prior period adjustment GL must be ***supported by Form 28*** to explain the adjustment.

## Checklist Item 7 - Collections, General Revenue (GL 546XX)

When preparing your little generals (State Fund 1) for year-end close out, GL 546XX Collections - General Revenue **must** be closed out against the revenue account(s) that were used to accumulate the balance. The balance of GL 546XX **must** be zero after this process.

| Revenue is received: | Debit | Credit |
|---|---|---|
| 546XX Collections, General Revenue | XXX | |
| 6XXXX Revenue Account | | XXX |

| Year-end close out of GL 546XX: | | |
|---|---|---|
| 6XXXX Revenue Account | XXX | |
| 546XX Collections, General Revenue | | XXX |

**To verify accuracy run the report** *Checklist Item 07 – General Revenue Report* in the WTB database.

## Checklist Item 8 - Depreciation

Your Property Custodian must run depreciation for **all** depreciable capital assets before your agency closes. Prior to running depreciation in FLAIR, verify all items in the Property Pending file have been appropriately addressed.

Utilize the report "Checklist Item 14 – No Change in GL Balance Report" in WTB to analyze accumulated depreciation GLs (265XX, 268XX, 273XX, 275XX, 277XX, 283XX, 285XX, and 289XX) to determine if there were changes in amounts from prior year to current year. Instances where there is no change from prior year to current year may require additional research for justification.

**Additional Information:** Refer to the following for information to assist in this process:

1) ***Capital Asset Guidance and Rules for Tangible Personal Property*** memo on the website at CHIEF FINANCIAL OFFICER MEMORANDUM NO. 13 (2019-2020) under "Memos" in Quick Links.
2) ***Capital Assets and Long Term Debt Accounting Entries*** document located on the website at under "Reference" in Quick Links.
3) ***Florida Department of Financial Services FLAIR Procedures Manual***, *Chapters 517-519* on the website at http://www.myfloridacfo.com/Division/AA/Manuals/default.htm under "Manuals" in Quick Links.

## Checklist Item 9 - Fund Balance Reporting

Ensure your fund balance classifications are reported properly. Refer to CFO Memorandum No. 03(2013-2014) ***FUND BALANCE REPORTING*** located on the website at http://www.myfloridacfo.com/Division/AA/Memos/default.htm

**To verify accuracy** run the following reports in the WTB database:

- *Checklist Item 09 - Fund Balancing Reporting – Nonspendables*
- *Checklist Item 09 - Fund Balancing Reporting – Nonspendables (LT)*

## Checklist Item 10 – Net Investment in Capital Assets (GL 536XX)

*All* Net Investment in Capital Assets (GL 536XX) for proprietary funds [Statewide GAAFR Funds (SWGFs) 50 and 60] are properly recorded in the trial balance.

Refer to information on **Form 24** located on the website at http://www.myfloridacfo.com/Division/AA/Forms/default.htm and **CFO Memorandum No. 05 (2011-2012) – "Capital Asset Guidance and Rules for Tangible Personal Property"** on the website at http://www.myfloridacfo.com/Division/AA/Memos/default.htm.

Net Investment in Capital Assets is calculated as follows:

| | |
|---|---|
| | Net Capital Assets (Capital Assets less Accumulated Depreciation) |
| Add | Related Deferred Outflows of Resources |
| Less | Net Debt Related to Capital Assets (Total Debt less unspent bond proceeds) |
| Less | Related Deferred Inflows of Resources |
| | **Net Investment in Capital Assets** |

**To verify accuracy, run the report** *Checklist Item 10 – Net Investment in Capital Assets* in the WTB database.

## Checklist Item 11 - Compensated Absences

All compensated absences, short-term (GL 386XX) and long-term (486XX) for applicable funds should be calculated by completing **Form 49 - Compensated Absences** (DFS-A1-1883) and reported in your agency trial balance. People First Report 3: *Agency Leave Liability by Leave Type*, provided by the Department of Management Services, should be used to complete Form 49.

Compensated absences must be recorded as follows:

**Governmental Funds**

Short-term portion:

- 60 day leave payout (between 7/1 and 8/31) – recorded in GL 386XX in the governmental fund (SWGF 10, 20, 30, 40, or 72)
- 305 day leave usage and payout - (9/1 – 6/30) – recorded in GL 386XX in Long-term Debt Fund (SWGF 90)

Long-term portion:

- >365 days – recorded in GL 486XX in the Long-term Debt Fund (SWGF 90)

*Note:* SWGF 90 is calculated by the accumulation of all Form 49's long-term debts.

**Proprietary and Fiduciary Funds**

The short-term portion must be recorded in 386XX and the long-term portion must be recorded in GL 486XX in the Proprietary/Fiduciary Fund.

## Checklist Item 12 - Capital Assets

For all revenues and expenditures in GL codes (only use for items capitalized) GLs 622XX, 721XX, 722XX, 723XX, and 724XX that are recorded in governmental fund (SWGF 10, 20, 30, 40 or 72) **must** have an exact offsetting balance within the Capital Asset Fund/**SWGF 80**.

In governmental funds (SWGF 10, 20, 30, 40 or 72), do **not** use GL codes 721XX, 722XX, 723XX and 724XX to record disbursements for property items that are not going to be capitalized and reported as capital assets by the state of Florida, even if the state may be using the item. Amounts recorded in these GL codes during the fiscal year that are not capitalized should be reclassified (by category) to GL code 711XX "Expenditures, Current". Amounts recorded in GL codes 721XX, 722XX, 723XX and 724XX should comprise the increases column of the Changes in Capital Assets request received from the Statewide Financial Reporting Section.

All disbursements from category 14XXXX "Grants and Aid to Local Governments/Nonprofit Organizations – Fixed Capital Outlay" are to be coded using GL 711XX. These are not fixed capital outlay disbursements; they are grant and aid to local governments.

All disbursements to or for local government projects that will be owned by or turned over to a local government and no matter what category is used are to be recorded using GL 711XX "Current Expenditures".

Property acquired by the state, but will not be owned by the state should not be capitalized.

**Additional Information:** Refer to ***CFO Memorandum No. 05 (2011-2012)*** *– "Capital Asset Guidance and Rules for Tangible Personal Property"* on the website at http://www.myfloridacfo.com/Division/AA/Memos/default.htm and ***Capital Assets and Long Term Debt Accounting Entries*** document located on the website at https://www.myfloridacfo.com/Division/AA/Links/documents/CapitalAsset-LongTermDebtActgEntries.pdf

**To verify accuracy run the report** *Checklist Item 12 – Capital Asset Accounts Report* in the WTB database.

## Checklist Item 13 - Long-Term Debt

For all revenues and expenditures in GL codes 693XX, 694XX, 695XX, 731XX, 733XX, 795XX, and 691XX that are recorded in governmental fund (SWGF 10, 20, 30, 40 or 72) **must** have an exact offsetting balance within the Long-Term Debt Account/ **SWGF 90**.

Long-term liabilities must be recorded required payments extending beyond one fiscal year.

**Additional Information:** Refer to ***Capital Assets and Long Term Debt Accounting Entries*** document located on the website at http://www.myfloridacfo.com/Division/AA/Links/default.htm under "Reference" in Quick Links.

**To verify accuracy run the report** *Checklist Item 13 – Long-term Debt Accounts Report* in the WTB database.

## Checklist Item 14 - Analytical Procedures

Analytical procedures are to be performed for all funds to identify **invalid GL's**, **atypical GL balances**, over-constraint of equity, and **inconsistent GL usage from prior year**. The analytical process involves establishing expectations for financial information, determining reasons why financial information may differ from expectations, and taking appropriate actions to correct it.

**Use the following reports in WTB for each of these analytical processes.** These **must** be run prior to closing and in conjunction with your post-closing adjustments. The reports are as follows:

- ***Checklist Item 14 - Atypical GL Report***
- ***Checklist Item 14 – Equity Constraints vs Total Ending Equity (Equity Analysis)***
- ***Checklist Item 14 - GL Balance Analytics – Current Year vs. Prior Year***
- ***Checklist Item 14 - Invalid GL Report***
- ***Checklist Item 14 – No Change in GL Balance Report***

These examples are not a comprehensive list of analytical procedures.

| Analytical Procedures | Sources of Information |
|---|---|
| Comparison of current-year GL balances to those of one or more comparable periods. | SWFS Trial Balance (e.g., comparing current year to prior year) |
| Evaluation of the relationships of current-year balances to other current year balances for conformity with predictable patterns based on the agency's experience. | Financial relationships among accounts in the current period. For example, can the changes in the receivable GL's be traced to the activity in the revenue GL's? |
| Comparison of the current-year account balances results found in the agency's budgets and forecasts. | Agency's budgets and forecasts. For example, compare financial accounting data to budget data. Can the differences be traced to the accruals or refunds of expenditures? |
| Comparison of the current-year account balances and ratios with similar agency information. | Can the agency trace advances, due to/from(s), and transfers from another agency? |

## Checklist Item 16 - Fund Questionnaires

The **Fund Questionnaire** form (DFS-A1-1832) is used for determination of a new fund and re-determination of an existing fund to establish fund classification and type. The questionnaire includes detailed instructions. An e-mail is sent directly to your Administrative Service Director by DFS, Director of Division of Accounting and Auditing regarding the Fund Questionnaire.

The Reporting Entity Determination form (DFS-A1-1833) is used to determine funds related to component units.

Both forms are located at http://www.myfloridacfo.com/Division/AA/Forms/default.htm

## Checklist Item 17 - Statewide Financial Statement Forms

All applicable statewide financial statement forms for the primary government must be complete. For a "list" of the forms required for your agency go to the WTB database and run the *Forms Due Report*. Amounts reported on all forms must tie to amounts recorded in applicable general ledgers in the trial balance for each fund.

To obtain the forms go to the website located at http://www.myfloridacfo.com/Division/AA/Forms/default.htm.

## Checklist Item 18 - Component Units

Audited financial statements, adjustments, and applicable statewide financial statement forms pertaining to component units with a fiscal year-end *before* June 30, must be complete and submitted **by agency closing date** and component units with a June 30, fiscal year-end must be complete and submitted to SFRS **by September 30.**

For a "list" of the forms for component units go to the WTB database – *Discretely Presented Component Unit Forms Report.* To obtain the forms go to the website located at http://www.myfloridacfo.com/Division/AA/Forms/default.htm.

## Checklist Item 19 - Schedule of Expenditures and Federal Awards (SEFA)

This is reporting your federal awards. To obtain the **SEFA** (DFS-A1-1830) form, go to the website located at http://www.myfloridacfo.com/Division/AA/Forms/default.htm.

## Checklist Item 20 - Consideration of Fraud in Financial Reporting

The **Consideration of Fraud in Financial Reporting** (DFS-A1-1834) form is the agency head attesting to controls are in place to prevent and detect fraud. In the event that agency management is aware of instances of fraud that may have a material effect on the agency's financial statements, this information must be timely provided to the Department of Financial Services in writing. The form is on the Accounting & Auditing webpage.

## Checklist Item 21 - Budgeted Revenue Amounts

Estimated revenues recorded in GLs 8XXXX and 9XXXX are all final budgeted revenue amounts. Note: The final budget is the original budget adjusted by all budgetary reserves, transfers, allocations, supplemental appropriations, and other legally authorized changes.

**FINAL BUDGET** = **original budget adjusted** by and made during the year by all:

- budgetary reserves
- transfers
- allocations
- supplemental appropriations
- other legally authorized changes requested.

Budgetary reserves are defined in F.S.s 216.011(1)(hh) listed below.

F.S.s, 216.011(1)(hh) “Budget reserve” means the withholding, as authorized by the Legislature, of an appropriation, or portion thereof. The need for a budget reserve may exist until certain conditions set by the Legislature are met by the affected agency, or such need may exist due to financial or program changes that have occurred since, and were unforeseen at the time of, passage of the General Appropriations Act.

When recording estimated revenues for GLs 8XXXX and 9XXXXX remember to consider the adjustments listed in the first paragraph. For example:

- Additional transfer requests made and approved to cover unexpected expenses should also consider and incorporate additional revenue/transfer-in to cover additional expenses.
- Reversions of unused revenues or
- Reserves released as a result of completing the necessary requirements
- Consider related estimated revenues required to cover approved expenditure authority based on subsequent requests.

**To verify accuracy run the report** *Checklist Item 21 – Final Budgeted Revenues* in the WTB database.

## Checklist Item 22 - Component Units GASB Notification

An A&A memo is provided each year to agency’s regarding this checklist item to include the *Governmental Accounting Standard Boards (GASB) Implementation Schedule* for FY working and the *Statewide Component Units List*. The agency is responsible for providing by e-mail the GASB Implementation Schedule and any reporting requirements to their Component Unit’s (CU) and cc: SFRS (sfrs@myfloridacfo.com). This e-mail certifies when the CU received the GASB notification. The Implementation Schedule and Statewide Component Units List are also on the Division of Accounting and Auditing website.

## Checklist Item 23 - Revolving Funds

Revolving funds are local bank accounts maintained on an imprest (a loan or advance of money) basis. They are used to make immediate disbursements on behalf of an agency, which are later reimbursed. Revolving funds may be cash on hand, cash in the bank or a combination of both and must be approved in writing by the Chief Financial Officer. They can be established from either General Revenue or a trust fund.

Revolving Fund Established from General Revenue (GR):
Revolving funds established from GR are established from General Revenue Unallocated (the big general) not from the general revenue allocated to the agencies (little generals). At June 30, the following amounts are all that should remain in a revolving fund established from GR:

| | | Debit | Credit |
|---|---|---|---|
| 111XX or 112XX | Cash (approved amount) | XXX | |
| 451XX | Advances from Other Funds | | XXX |

Revolving Fund Established from a Trust Fund:
Ensure that amounts are not double reported in the source fund and in the revolving fund (i.e., cash).

***Note*****:** There should not be any amounts in GL 168XX, Due from Revolving Funds, or GL 358XX, Due To Revolving Fund at year end.

## Checklist Item 24 - Interfund Loans Receivables and/or Payables

Ensure all interfund loan balances at year-end are reported appropriately as interfund loans payable or receivable. These loans provide resources to other funds and are reciprocal in nature (i.e., include a repayment requirement). [Reference: *GASB Codification of Governmental Accounting, and Financial Reporting Standards, Section 1800.102(a)(1).]*

For reporting purposes, these loan activities **cannot be classified as Transfers In/Out or other Expense, Expenditure/Revenue line item**. Since FLAIR functionality records this activity as operating receipts and disbursements, entries must be posted to reverse the automated FLAIR postings in GL and record the interfund loan balances either during fiscal year 1 or at year-end 2.

***Note*****:** Interfund loans are treated similar to other interfund activity (i.e., due to/from) and are assumed to be short-term in nature.

The sample entries on the following page can be used as a guide for loans:

- between funds within an agency OR
- with other agencies (e.g., DFS's Trust Funds Control - 430000-20-2-732001)

**ENTRIES FOR ACCRUALS POSTED DURING THE FISCAL YEAR**[1]

| | Loan Repaid Within Same Fiscal Year | | Loan Partially Repaid Within the Fiscal Year | | No Repayment During the Fiscal Year | |
|---|---|---|---|---|---|---|
| **DISTRIBUTING FUND:** | DR | CR | DR | CR | DR | CR |
| GL 757XX or 759XX (Transfer Out) | 100,000 | | 100,000 | | 100,000 | |
| GL 122XX (Released Cash) | | 100,000 | | 100,000 | | 100,000 |
| *To record loan funds distributed.* | | | | | | |
| GL 162XX or 163XX (Due From) | 100,000 | | 100,000 | | 100,000 | |
| GL 757XX or 759XX (Transfer Out) | | 100,000 | | 100,000 | | 100,000 |
| *To record receivable.* | | | | | | |
| GL 121XX (Unreleased Cash) | 100,000 | | 50,000 | | | |
| GL 657XX or 659XX (Transfer In) | | 100,000 | | 50,000 | | |
| *To record repayment received.* | | | | | | |
| GL 657XX or 659XX (Transfer In) | 100,000 | | 50,000 | | | |
| GL 162XX or 163XX (Due From) | | 100,000 | | 50,000 | | |
| *To clear initial receivable and revenue recorded.* | | | | | | |
| **RECEIVING FUND:** | | | | | | |
| GL 121XX (Unreleased Cash) | 100,000 | | 100,000 | | 100,000 | |
| GL 657XX or 659XX (Transfer In) | | 100,000 | | 100,000 | | 100,000 |
| *To record receipt of loan funds from another fund or agency.* | | | | | | |
| GL 657XX or 659XX (Transfer In) | 100,000 | | 100,000 | | 100,000 | |
| GL 352XX or 353XX (Due To) | | 100,000 | | 100,000 | | 100,000 |
| *To record payable.* | | | | | | |
| GL 757XX or 759XX (Transfer Out) | 100,000 | | 50,000 | | | |
| GL 122XX (Released Cash) | | 100,000 | | 50,000 | | |
| *To record repayment of loan funds.* | | | | | | |
| GL 352XX or 353XX (Due To) | 100,000 | | 50,000 | | | |
| GL 757XX or 759XX (Transfer Out) | | 100,000 | | 50,000 | | |
| *To record loans payable.* | | | | | | |

**ENTRIES FOR ACCRUALS POSTED AT YEAR-END**[2]

| | Loan Repaid Within Same Fiscal Year | | Loan Partially Repaid Within the Fiscal Year | | No Repayment During the Fiscal Year | |
|---|---|---|---|---|---|---|
| **DISTRIBUTING FUND:** | DR | CR | DR | CR | DR | CR |
| GL 757XX or 759XX (Transfer Out) | 100,000 | | 100,000 | | 100,000 | |
| GL 122XX (Released Cash) | | 100,000 | | 100,000 | | 100,000 |
| *To record loan funds distributed to another fund or agency.* | | | | | | |
| GL 121XX (Unreleased Cash) | 100,000 | | 50,000 | | | |
| GL 657XX or 659XX (Transfer In) | | 100,000 | | 50,000 | | |
| *To record repayment received.* | | | | | | |
| GL 162XX or 163XX (Due From) | | | 50,000 | | 100,000 | |
| GL 657XX or 659XX (Transfer In) | 100,000 | | 50,000 | | | |
| GL 757XX or 759XX (Transfer Out) | | 100,000 | | 100,000 | | 100,000 |
| *Closing entry.* | | | | | | |
| **RECEIVING FUND:** | | | | | | |
| GL 121XX (Unreleased Cash) | 100,000 | | 100,000 | | 100,000 | |
| GL 657XX or 659XX (Transfer In) | | 100,000 | | 100,000 | | 100,000 |
| *To record receipt of loan funds from another fund or agency.* | | | | | | |
| GL 757XX or 759XX (Transfer Out) | 100,000 | | 50,000 | | | |
| GL 122XX (Released Cash) | | 100,000 | | 50,000 | | |
| *To record repayment made.* | | | | | | |
| GL 657XX or 659XX (Transfer In) | 100,000 | | 100,000 | | 100,000 | |
| GL 757XX or 759XX (Transfer Out) | | 100,000 | | 50,000 | | |
| GL 352XX or 353XX (Due To) | | | | 50,000 | | 100,000 |
| *Closing entry.* | | | | | | |

## Checklist Item 25 - Public Deposit Requirements

This is confirming *ALL* public deposits are in a Qualified Public Depository (QPD) and the agency is in compliance with the public deposit program established in Chapter 280, Florida Statutes. QPD's are banks and savings associations that have been granted the authority to hold Florida public deposits and the list is on file with Department of Financial Services, Division of Treasury.

The agency is certifying they have an original, signed, *Public Depositor Identification & Acknowledgement Form* (DFS-J1-1295) *completed when the account was opened* for each deposit account (fund) on file for their agency and have submitted to Treasury by November 30th of previous year their "*Public Depositor Annual Report to the Chief Financial Officer*" (DFS-J1-1009) for the period ended September 30.

State agencies that **only** have bank account services through the Consolidated Revolving Account (CRA) administered by the Treasury, Bureau of Funds Management are not required to file the Public Depositor Annual Report to the Chief Financial Officer because those accounts are controlled and administered by the Treasury under contracts they have entered into with banking organizations. *The submission of the annual report is preferred regardless if required or not so Treasury's records can remain current with having the most updated contact information so if an agency opens its own bank account in the future when Treasury sends out the reminder it will prompt the agency to act upon receipt of the annual notice sent out to the agencies concerning the public depositor annual report and ensure compliance. However, it is not required to be submitted in this instance and it **must** also be marked on the agencies DFS-A1-1859 Form 17-Deposits for funds that fall under CRA.*

**Note**: If an agency is not in compliance, then it could potentially have to be stated in the CAFR as a "Custodial Credit Risk" in Note 2.

## Checklist Item 15 - Other Guidance

### Late Payment Interest

When recording "late payment interest" it **must** not be recorded as an interest expenditure/expense.

- Late payment interest paid from governmental funds should be charged to GL 711XX - Current Expenditures.

- Late payment interest paid by proprietary funds should be recorded using the same GL as the late payment used, unless, it was for an item that was capitalized. If the interest was paid on an item that was capitalized, the interest should be recorded using GL 762XX Fiscal Charges Expense.

### Residual Equity Transfers

Residual Equity Transfer is a nonrecurring or non-routine transfer of equity between funds.
For financial statement reporting purposes Residual Equity Transfers should be used in the following instances:

- When transferring a fund or funds to a different agency.
- When transferring funds between different GAAFR fund types.

*Residual Equity Transfer should not be used when combining funds within the same agency and the same GAAFR fund type*. When an agency is combining funds within the same statewide fund type, they should record this as a transfer within agency or division or contact the SFRS for further advice.

### Escheat Property - GASB Statement No. 21

What is Escheat Property?

Escheat means the reversion of property to a governmental entity in the absence of legal claimants or heirs. This property can usually be reclaimed by the rightful owner or heir provided the claimant can establish his or her right to the property. For the purposes of GASB 21, the term escheat property also includes abandoned and unclaimed property.

Private Purpose Trust Fund - Where the revenue from *Escheat Property* should be recorded.
(430000-71-2-007001 Unclaimed Property Trust Fund)

Ultimate Fund - The fund where the escheat property (monies) or the monies received after the non-monetary escheat property is auctioned off/cashed, ultimately is sent from the Expendable Trust Fund.
(480000-20-2-543001 State School Trust Fund)

When to Record Revenue?
Revenue from escheat property in the Expendable Trust Fund is only recognized for cash items.
Any items (i.e., autographed baseballs, jewelry, collectibles etc.) or investment instruments received should not be recorded as revenue until they are converted to cash.

Cash sent by other state funds to the Expendable Trust Fund as escheat property should be recorded as a "Transfer between Funds". (See page 4 & 5)

Liability for Estimated Returns to Claimants
A liability representing the best estimate of the amount ultimately expected to be reclaimed and paid to claimants or their heirs should be established in the Expendable Trust Fund. To record this liability, revenue should be reduced and a liability "Deposits Payable" G/L 331XX should be increased. Subsequent payments to claimants are to be used to reduce the liability. *This liability may differ from an amount specified by law to be held for payment to claimants.*

Funds sent to the Ultimate Fund
Amounts sent from the *Private Purpose Trust Fund* to the *Ultimate Fund* should be recorded as a "Transfer Between Funds".

Year End Reporting
At year-end if the assets in the *Private Purpose Trust Fund* are less than the liabilities, the difference should be shown as "Advances To Other Funds" (G/L 251XX) in the *Private Purpose Trust Fund* and "Advances From Other Funds" (G/L 451XX) in the *Ultimate Fund*.

**Year-end Entries**
Record Liability for amounts expected to be returned to claimants

**Example Entries to record the advance**

| Private Purpose Trust Fund | | DR | CR |
|---|---|---|---|
| 251XX | Advances to Other Funds | XXX | |
| 759XX | Transfers to Other Dept. | | XXX |

(Reduce the amount of the Transfers Out)

| Ultimate Fund | | | |
|---|---|---|---|
| 659XX | Transfer in from Other Dept. | XXX | |
| 451XX | Advances from Other Funds | | XXX |

(Reduce the amount of the Transfers In)

**Accounting for Risk Financing - GASB Statements No. 10 and No. 66**

GASB 10 is concerned with the following kinds of risk:

a) Torts
b) Theft of, damage to, or destruction of assets.
c) Business Interruption.
d) Errors or omissions.
e) Job-related illnesses or injuries to employees.
f) Acts of God
g) Other risks of loss.
h) Losses from providing accident and health, dental, and other medical benefits to employees, retirees, their dependents and beneficiaries, based on covered events that have already occurred.

GASB 10 does not deal with post-employment benefits that the state expects to provide for current and future retirees.

In accordance with GASB statement 66 paragraph 3, risk financing activities can be accounted for using a governmental fund (i.e. general or special revenue fund) or an internal service fund

Estimated losses from a claim should be reported as an expense (GL 777XX) and a liability (GL 314XX) for any claim that meets the following conditions:

a) Information available before the financial statements are issued indicates that it is probable that an asset has been impaired or a liability has been incurred at June 30.
b) The amount of loss can be reasonably estimated.
    1. If the amount of loss is a range, the amount that appears as the best estimate at the time is what should be reported. The areas in the range should be:
        a. *Probable* - The future event(s) are likely to occur or
        b. *Reasonably Possible* - The chance of the future event(s) occurring is more remote but less than likely or
        c. *Remote* - The chance of the future event(s) occurring is slight.
    2. If no amount within a range appears to be the best estimate, then the minimum amount should be accrued.

If an incurred, but not reported (IBNR) loss can be reasonably estimated and it is probable that a claim will be asserted, the expense and liability should be recognized. IBNR includes:

a) Known loss events that are expected to later be presented as claims.
b) Unknown loss events that are expected to become claims.
c) Expected future development on claims already reported.

IBNR, is largely an estimate of loss and claim adjustment expenses associated with future likely claims activity based on historical actual results that establish a reliable pattern. For example, after reviewing historical claims experience, one might find that only 40 percent of all claims are normally reported during the year of occurrence, an additional 50 percent the next year, and the remainder in the third year. This pattern could be used to estimate IBNR amounts and the timing of those amounts for financial statement purposes.

The claims liability including IBNR, should be based on the estimated ultimate cost of settling claims (including the effects of inflation and other societal and economic factors), using past experience adjusted for current trends and any other factors that would modify past experience.

If annuity contracts have been purchased in a claimant's name to satisfy a claim liability and the likelihood is that additional payments on the claim are remote, these claims need not be included in the outstanding liability.

Claims expense and the related liability should be reduced by amounts expected to be recovered through insurance.

Insurance funds - Casualty Type
Payments from other funds should be recorded as "Sales of Goods and Services-State" (GL 671XX).

The paying fund should charge "Current Expenditure" (GL 711XX) or "Contractual Services" (GL 772XX) as appropriate.

Payments for claims processed by a claims servicing company should be charged to "Insurance Claims Expense" (GL 777XX), the fee paid to a servicing company should be charged to "Contractual Services" (GL 772XX).

Health Insurance
The employee portion of the health insurance premium should be recorded in the Health Insurance Fund as "Sale of Goods and Services -Non-State" (GL 672XX).  Only the State's portion should be classified "Sale of Goods and Services - State" (GL 671XX).

Payments made to Health Maintenance Organizations (HMO) etc. must be charged to "Benefit Payments" (GL 779XX).  Payments for claims processed by a claims servicing company must be charged to "Insurance Claims Expense" (GL 777XX).  The fee paid to a servicing company must be charged to "Contractual Services" (GL 772XX).

## Accrual of Taxes Receivable

Taxes are recorded in the period they become both measurable and available.

Accruing Taxes Receivable
Taxes that were collected on behalf of the state or were payable to the state on or before June 30, and were received by July 31 are to be recorded as Taxes Receivable (G/L 152XX) and Taxes (G/L 611XX) net of estimated refunds.

Recording Receivables in General Revenue Funds
Any General Revenue receivable or due from other Agency that is collected by August 31, must be recorded in an agency's "little general" even though the receivable was not certified forward.  Unless the receivable was certified forward as a current year expenditure refund, a "Due to General Revenue" G/L 356XX will be recorded and **Form 4** completed.

If a trust fund within the same agency owes General Revenue a "Due to General Revenue" G/L 356XX should be recorded in the trust fund and a Form 4 completed.  This is not a due to/due from within the same agency.

## Proprietary Fund Type Revenue and Expense

The following Statewide GAAFR Funds (SWGF) is Proprietary Fund Types:

- 50 Enterprise Funds
- 55 Component Unit Proprietary Funds
- 60 Internal Service Funds

***Note***:  GAAFR Funds 71, 73, 75 and 76 also use proprietary general ledger codes, although the financial statements for these GAAFR fund types do not distinguish between operating and non-operating revenues and expenses.

In proprietary fund types operating activities generally result from providing goods or services, and include all transactions involved in delivering those goods or services.  In the state of Florida, the goods or services include such things as:

- Licensing
- Permitting
- Testing
- Regulating
- Loan programs
- The Florida Lottery
- The Florida Turnpike and other toll facilities
- Reemployment Assistance
- Training
- Sale of surplus property
- Motor pool
- Facilities rental
- Telephone/Suncom
- Aircraft

Licensing, regulating and permitting are considered providing a service.  By licensing, permitting or regulating businesses or individuals, you are providing them a service by allowing them to conduct their business in Florida.

In general, any revenues or expenses directly involved in providing these goods or services must be considered operating revenues/expenses.

Late payment interest is not interest expense.  It must be charged to the same GL as the payment that caused the late interest to be assessed was charged.

The following items are generally not considered operating revenues or expenses:

- Interest payments on bonds, capital leases or installment purchases
- Amortization of bond premium or discount
- Interest earnings
- Transfers
- Grants to others
- Proceeds from the sale of fixed assets
- Operating or capital grants or donations
- Loans made to others (Non-loan program)
- Advances

Refer to the GL list for general ledger codes and related information to be used for proprietary funds.

**Capital Grants and Contributions - Governmental and Proprietary**

Capital grants and contributions include revenues or capital assets received from other governments, organizations, or individuals that are restricted for state capital purposes (i.e., to purchase, construct, or renovate state capital assets associated with a specific program). Capital assets are defined as land, improvements to land, easements, buildings, building improvements, vehicles, machinery, equipment, works of art and historical treasures, infrastructure, and all other tangible or intangible assets that are used in operations and that have initial useful lives extending beyond a single reporting period. Capital grants and contributions also include donated materials and services used in the construction of state capital assets.

Capital grants and contributions should be reported in the following general ledger codes:

| Governmental Funds | Proprietary Funds |
|---|---|
| GL Code 621XX -Capital Grants and Contributions | GL Code 687XX – Capital Grants and Contributions |

Grants and contributions that may be used for *either* operating expenses *or* for capital expenditures of a program are not considered capital grants and contributions and should continue to be reported in the following general ledger codes:

| Governmental Funds | Proprietary Funds |
|---|---|
| GL Code 614XX – Non-capital (operating) Grants and Contributions | GL Code 683XX – Non-capital (operating) Grants and Contributions |

Moneys received by the state and passed through to other entities for capital purposes should be reported by the state as operating grants and contributions.

**Revenue and Expense/Expenditure Recognition**

To properly account for revenues that are received in advance or unearned and disbursements that should not be recorded as an expense or expenditure at the time they are made, the following GL codes are available:

| GL | Title |
|---|---|
| 193XX | Prepaid Charges – Current |
| 252XX | Prepaid Charges – Non-current |
| 255XX | Advances to Other Governments/Entities |
| 388XX | Unearned Revenues – Current |
| 389XX | Revenues Received in Advance– Current |
| 488XX | Unearned Revenues – Non-current |
| 489XX | Revenues Received in Advance– Non-current |

Receivables and revenue recognition

The following is a guide on when a receivable should be recorded:

- Exchange and exchange like transactions – A receivable should be recognized as soon as the underlying exchange occurs.
- Nonexchange transactions
  - Derived tax revenues - A receivable should be recorded when the underlying transaction takes place. (i.e., sales tax – when the sale takes place)
  - Imposed nonexchange revenues - As soon as an enforceable legal claim is obtained. (i.e., Fines and forfeits)

- Government mandated and voluntary exchange transactions - As soon as all eligibility requirements have been met.
  ***Note***: In some instances you may not know you have a receivable/revenue for nonexchange transactions until you actually receive the cash. In other cases, there may be historical records that could be used to prepare an estimate.)

The modified accrual method of accounting used by governmental funds (SWGF 10, 20, 30, 40 or 72) relates to when revenue is recognized, not when receivables should be recorded. **Deferred Inflows-Unavailable Revenue** exists when you have a receivable and are unable to recognize/accrue revenue in a governmental fund because of time restraints in the collection process. The modified accrual method used in governmental funds requires that amounts be earned **and** available to finance current expenditures. The availability requirement is met only if collection occurs within 60 days of fiscal year-end. If this criterion is not met, the amount is recorded in the governmental funds as GL 473XX Deferred Inflows –Unavailable Revenues. However, since the entity-wide perspective is based on full accrual, the deferred amounts would be recognized as revenue in the government-wide statements.

For Proprietary and some Fiduciary type funds (SWGF 50, 60, 71, 73 or 76) any receivable expected to be collected within the next fiscal year should be recognized as revenue. If it is not expected to be collected within 1 year it should be considered a Deferred Inflow.

See section - “Deferred Outflows of Resources and Deferred Inflows of Revenues” for additional guidance.

<u>Expenditure/Expense recognition vs. Advances to outside entities</u>
A prepaid charge is when an agency has disbursed funds that the recipients of the cash have not earned at the end of the fiscal year. Essentially an advance has been made to someone outside the reporting entity. For example, moneys have been provided to a local government to build a building. Once the building is completed they must account for the money provided and return any that was not used or not used properly. These advances should not be recorded as an expenditure/expense. They should appropriately be recorded as an “advance to” GL 255XX or “prepaid charges” [GL’s 193XX (current) or 252XX (noncurrent)]. When your agency receives documentation supporting use of the funds by the outside party, then an expenditure/expense should be recognized.

For instances where monies have been advanced and all eligibility requirements have been met except for timing, a deferred outflow of resources would be recorded (*See Deferred Outflows of resources and Deferred Inflows of Resources for additional guidance.)*

If your agency provides a grant to an outside party that voluntarily makes draw downs as it needs the funds, the amount they have not drawn down at year end should be recorded as a liability and an expense/expenditure.

<u>Expenditure/Refunds</u>
If an outside party refunds a payment or portion of a payment and the repayment is received in the same fiscal year as the original payment was made, a reduction of an expense/expenditure (credit an expense/expenditure GL – 7XXXX) is appropriate, *not a refund*. If the repayment is received in a subsequent fiscal year relative to original payment, the repayment should be recorded as revenue (credit a revenue GL, e.g., 618XX for governmental fund or 679XX/689XX for proprietary).

## Deferred Outflows of Resources and Deferred Inflows of Resources

**GASB Statement No. 63 – *Financial Reporting of Deferred Outflows of Resources, Deferred Inflows of Resources, and Net Position***
**Concepts Statement No. 4 – *Elements of Financial Statements***

**Definitions:**

Deferred outflow of resources –

- A consumption of net assets by the government that is applicable to a future reporting period
- Has a positive effect on net position, similar to assets

Deferred inflow of resources –

- An acquisition of net assets by the government that is applicable to a future reporting period
- Has a negative effect on net position, similar to liabilities

Net position –

- The residual of all other financial statement elements presented in the Statement of Net Position

**Financial Statement Change:**

Statement of **Net Position** includes:
Assets
**Deferred outflows of resources (NEW)**
Liabilities
**Deferred inflows of resources (NEW)**
Net position:
  Net investment in capital assets
  Restricted
  Unrestricted

**GASB Statement No. 53 – *Accounting and Financial Reporting for Derivative Instruments***

Derivative instruments are often complex financial arrangements used by governments to manage specific risks or to make investments. Hedging is one method that governments employ to reduce identified financial risks (for example to counter increases in interest costs, to offset price increases in the acquisition of commodities, or to protect against fair value losses). This statement provides criteria for determining if an instrument is a hedging derivative. (See the statement at www.gasb.org for further details).

Changes in fair values of hedging derivative instruments should be recognized through the application of hedge accounting. Under hedge accounting, the changes in fair values of hedging derivative instruments are reported as either deferred inflows or deferred outflows of resources in the statement of net positions.

**GL Code - 23100 Deferred Outflows – Decrease in Fair Value – Hedging Derivatives**
**GL Code - 47200 Deferred Inflows – Increase in Fair Value – Hedging Derivatives**

**GASB Statement No. 60 – *Accounting and Financial Reporting for Service Concession Arrangements***

**Definitions:**

- **Public-private OR Public-public partnerships (P3's)** are terms that are used to refer to a variety of service arrangements, management arrangements, and service concession arrangements (SCA's) between ***either*** a public entity and a private entity (i.e. public-private partnership) or two public entities (i.e. public-public partnership).
- **SCA's** are a type of public –private or public-public partnership.

**Examples of SCA's include**, but are not limited to:

a) Arrangements in which the operator will design and build a facility and will obtain the right to collect fees from third parties (for example, construction of a facility for the right to lease a portion of the facility to third parties).
b) Arrangements in which the operator will provide significant consideration in exchange for the right to access an existing facility (for example, a parking garage) and collect fees from third parties for its usage.
c) Arrangements in which the operator will design and build a facility for the transferor (for example, a new tollway), finance the construction costs, provide the associated services, collect the associated fees, and convey the facility to the government at the end of the arrangement.

**Four Criteria for SCA Determination (ALL CRITERIA MUST BE MET):**

1. ***Transferor conveys right for significant consideration*** - The transferor conveys to the operator the right and obligation to provide public services through the use and operation of a capital asset (referred to as a "facility") in exchange for significant consideration (e.g. up-front payment, installment payments, a new facility, or improvements to an existing facility).
2. ***The operator gets third party fees*** - The operator collects ***and*** is compensated by fees from third parties.
3. ***The transferor retains authority over operator actions*** - The transferor determines or has the ability to modify or approve what services the operator is required to provide, to whom the operator is required to provide the services and the prices or rates that can be charged for the services.
4. ***The transferor retains residual interest*** - The transferor is entitled to significant residual interest in the service utility of the facility at the end of the arrangement.

**Accounting and Financial Reporting:**

- Existing facility – The transferor continues to report the capital asset.
- New facility – If a new facility is purchased or constructed by the operator, the transferor reports:
  (a) The capital asset at fair value when placed in operation,
  (b) Any contractual obligations as liabilities, and
  (c) A corresponding deferred inflow of resources equal to the difference between (a) and (b).

- Liabilities – Obligations should be recorded at present value if contractual obligations are significant and meets ***EITHER*** of the following criteria:
  (a) The obligation directly relates to the facility (e.g. capital improvements, Operation &Maintenance, insurance, etc.)
  (b) The obligation relates to a commitment made by the transferor to maintain a level of service to operate. (e.g. police, fire or other emergency services or a requirement for a minimum maintenance to the surrounding area)
- Capital Asset Rules Apply –Depreciation and impairment rules should continue to be followed *unless* the asset is required to be returned to the government in its original or better condition.
- Improvements – These would follow existing capitalization and depreciation rules.
- Deferred Inflows of Resources – The difference between the consideration received and the liabilities should be reported as a deferred inflow of resources. Deferrals that are recognized initially would be reduced with revenue recognition systematically over the life of the arrangement.
  - If a liability is set up for future services that need to be provided, it would be reduced as services are provided.

- Up-front or installment payments - Transferor records:
  - Asset at present value.
  - Contractual obligations as liabilities.
  - Deferred inflow of resources as difference between asset and liability. (Revenue recognized as deferred inflow reduced.)

**Governmental Operators**

- Report an intangible asset for the right to access the facility.
- Improvements increase the intangible asset's value.
- Amortization is over the life of the agreement.
- If specified condition is required upon return and the requirement is not met:
  - If the amount is estimable, a liability and expense would be recorded.

**Accounting for Revenue Sharing Agreements**

- Transferor government only reports revenue that accrues to them when earned according to the agreement.
- If the revenue sharing amount is fixed, then the amount should be reported at present value by the transferor government and governmental operator**.**

**GL Code - 47100 Deferred Inflows – Service Concession Arrangements**

**GASB Statement No. 65 – *Items Previously Reported as Assets and Liabilities***

This Statement establishes accounting and financial reporting standards that reclassify certain items that were previously reported as assets or liabilities to deferred outflows of resources, deferred inflows of resources, outflows of resources (expense/expenditure), or inflows of resources (revenue).

The table below presents financial statement items that are required to be re-classified according to GASB Statement No. 65:

| ***Financial Statement Item*** | ***Pre-GASB 65 Classification*** | ***GASB 65 Classification*** |
|---|---|---|
| Deferred debit/(credit) amounts from the refunding of debt [1] | Asset/(Liability) | Deferred Outflow/ (Deferred Inflow) |
| Grants paid/(received) in advance of meeting the timing requirement [2] | Asset/(Liability) | Deferred Outflow/ (Deferred Inflow) |
| Deferred loss/(gain) from sale-leaseback transactions | Asset/(Liability) | Deferred Outflow/ (Deferred Inflow) |
| Fees relating to loans held for sale prior to the point of sale | Asset | Deferred Outflow |
| Debt issuance costs other than prepaid insurance costs | Asset | Expense |
| Initial direct costs incurred by the lessor for operating leases | Asset | Expense/ Expenditure |
| Acquisition costs for risk pools | Asset | Expense |
| Direct loan origination costs from lending activities | Asset | Expense |
| Proceeds from the sale of future revenues | Liability | Deferred Inflow |
| Intra-entity transfers of future revenues | Asset/(Liability) | Deferred Outflow/ (Deferred Inflow) |
| Property taxes or fines received in advance | Liability | Deferred Inflow |
| “Regulatory” credits (gains or other reductions) | Liability | Deferred Inflow |
| “Unavailable” revenue in a governmental fund [3] | Liability | Deferred Inflow |
| Points received on a loan | Liability | Deferred Inflow |
| Loan origination fees, excluding points, using lessor accounting | Liability | Revenue |
| Commitment fees | Liability | Revenue/Liability |
| Fees paid/(received) related to the purchase of a loan or group of loans | Asset/(Liability) | Expense/(Revenue) |

*Please note that this table includes examples and is not be all-inclusive.*

**GL Codes:**

[1] **23300 – Deferred Outflows – Amount Deferred on Refunding – Bonds Payable**
**23400 – Deferred Outflows – Amount Deferred on Refunding – Certificates of Participation**
**47500 – Deferred Inflows – Amount Deferred on Refunding – Bonds Payable**
**47600 – Deferred Inflows – Amount Deferred on Refunding – Certificates of Participation**
For current and advance refundings resulting in defeasance of debt, the difference between reacquisition price and net carrying amount of the old debt should be recorded as a deferred outflow or deferred inflow of resources and recognized in a systematic and rational manner over the life of the old debt or the life of the new debt, whichever is shorter.

2 **23200 – Deferred Outflows – Grants Paid in Advance**
**47400 – Deferred Inflows – Grants Received in Advance**
Advance payments made by a provider *or* resources received by a recipient in advance related to government-mandated or voluntary nonexchange transactions such as reimbursement-type or expenditure-driven grants should be recorded as a deferred outflow or deferred inflow of resources when all eligibility requirements, other than time requirements, have been met.

3 **47300 – Deferred Inflows – Unavailable Revenue**
Governmental funds recognize revenues as they become susceptible to accrual, generally when they are both measurable and available**.** Revenues collected within 60 days after the end of the fiscal year are considered available, with the exception of certain tax revenues, which are considered available when collected within 30 days after year-end. If revenues are not collected within these time frames, they are considered "unavailable". A deferred inflow of resources should be recorded until revenues become available.

**Definitions/Examples of Financial Statement Items**

- **Deferred amount from the refunding of debt** – This is the difference between the reacquisition price and the net carrying amount of the old debt.

- **Grants paid or received in advance of meeting the timing requirement** – The timing requirement would be a stipulation on the grant's resources that would require the resources to be used at a specific time. One example of a timing requirement would be receiving a grant during the current fiscal year, but being restricted from using the grant's resources until the subsequent fiscal year.

- **Deferred loss or gain from sale-leaseback transactions** – This would be the amount of loss or gain to be recognized in future periods relating to a transaction involving selling property to another party and then leasing that property back.

- **Fees relating to loans held for sale prior to the point of sale** – These fees would be recorded as deferred outflows of resources ***until*** the sale of the loans occurs. They would be recognized as an expense in the period the loans are sold to permanent investors **OR** when it becomes evident that the commitment will not be used.

- **Debt issuance costs other than prepaid insurance costs** – These are costs, such as professional fees or registration fees, associated with the issuance of debt.

- **Initial direct costs incurred by the lessor for operating leases** – These are costs that a lessor incurs during the negotiation of an operating lease. Examples would be credit check fees, legal fees, documentary stamp taxes, or commissions.

- **Acquisition costs for risk pools** – These are costs related to the acquisition of insurance or pool participant contracts.

- **<u>Direct loan origination costs from lending activities</u>** – These are costs that are paid by the borrower on a loan, such as commissions, underwriting fees, closing costs, and other loan processing fees.

- **<u>Proceeds from the sale of future revenues</u>** – Governments sometimes exchange an interest in their expected cash flows from collecting specific receivables or specific future revenues for immediate cash payments – generally, a single lump sum.

- **<u>Intra-entity transfers of future revenues</u>** – This is similar to the sales of future revenues, except it is a transfer of future revenues within the same agency.

- **<u>Property taxes or fines received in advance</u>** – Imposed nonexchange revenues are derived from assessments imposed on nongovernmental entities other than assessments on exchange transactions. Examples of imposed nonexchange transactions are property taxes and fines.

- **<u>"Regulatory" credits (gains or other reductions)</u>** – This item refers to gains or other reductions related to the net allowable costs of business-type activities that have regulated operations.

- **<u>"Unavailable" revenue in a governmental fund</u>** – Any revenue related to a governmental fund that will not be collected until 60 days (30 days for taxes) after the current fiscal year-end is deemed to be "unavailable".

- **<u>Points received on a loan</u>** – Points, sometimes called "discount points", are a form of pre-paid interest.

- **<u>Loan origination fees, excluding points, using lessor accounting</u>** – These are fees received by the lender in connection with originating, refinancing, or restructuring loans. Examples of loan origination fees include management fees, underwriting fees, placement fees, or other fees pursuant to a lending or leasing transaction.

- **<u>Commitment fees</u>** – Commitment fees are charged by a lender to a borrower for assurance that the lender will supply a loan at a specified future date and at the contracted interest rate.

- **<u>Fees paid or received related to the purchase of a loan or group of loans</u>** – These are costs incurred when acquiring purchased loans or committing to purchase loans.

The following GL codes have been re-titled as a result of implementing GASB Statement No. 65:

**38900 – Revenues Received in Advance - Current**
**48900 – Revenues Received in Advance – Long-term**
Examples of items to be recorded in these GL codes include receipt of an expenditure-driven grant in advance of the incurrence of eligible costs and receipt of a license fee at the beginning of the license period (similar to "unearned" revenue).
**19300 – Prepaid Charges – Current**
**25200 – Prepaid Charges – Long-term**
An example of an item to be recorded in these GL codes is prepaid insurance related to the issuance of bonds.

Advances received and revenue recognition – (Unearned Revenue)
If an advance is received (cash collected but the earnings process is not complete) from outside our reporting entity, it should be recorded as "unearned revenue" [GL's 388XX (current) or 488XX (noncurrent) as appropriate]. If the advance is returned to the provider, a reduction of the unearned revenue, not an expense/expenditure is appropriate. Unearned revenue is reported in governmental, proprietary, and fiduciary statements, as well as in government-wide statements.

## State Treasury Investment Pool Interest and Administrative Fee

Interest earned on deposits in the State Treasury Investment Pool should be reported separately from the administrative fee charged. The interest earned should be recorded as Interest and Dividends (GL 615XX for governmental funds) or Interest (GL 686XX for proprietary type funds). The administrative fee charged should be recorded as Expenditures Current (GL 711XX governmental funds) or Amortization and Fiscal Charges (GL 785XX proprietary type funds). These GLs can be used in conjunction with 310403 - ASSESSMENT ON INVESTMENTS.

Example: If you earned $1,000 in interest on deposits in the State Treasury Investment Pool, and the administrative fee charged was $20, the following entry should be recorded:

| | Debit | Credit |
|---|---|---|
| *Governmental Funds (10, 20, 30, 40 or 72)* | | |
| Pooled Investments with State Treasury (141XX) | $ 980 | |
| Interest and Dividends (615XX) | | $1,000 |
| Expenditures Current (711XX) | $ 20 | |
| | | |
| *Proprietary and certain Fiduciary Type Funds (50, 60, 71, 73 or 76)* | | |
| Pooled Investments with State Treasury (141XX) | $ 980 | |
| Interest (686XX) | | $1,000 |
| Amortization and Fiscal Charges (785XX) | $ 20 | |

If the $1,000 in interest has been earned but not received at June 30, the following entry should be recorded:

| | Debit | Credit |
|---|---|---|
| *Governmental Funds (10, 20, 30, 40 or 72)* | | |
| Interest and Dividends Receivable (153XX) | $1,000 | |
| Interest and Dividends (615XX) | | $1,000 |
| Due to Other Funds (353XX) * | | $ 20 |
| Expenditures Current (711XX) | $ 20 | |
| | | |
| *Proprietary and Certain Fiduciary Type Funds (50, 60, 71, 73 or 76)* | | |
| Interest and Dividends Receivable (153XX) | $1,000 | |
| Interest (615XX/686XX) | | $1,000 |
| Due to Other Funds (353XX) * | | $ 20 |
| Amortization and Fiscal Charges (785XX) | $ 20 | |
| | | |
| *Agency Funds (74)* | | |
| Interest and Dividends Receivable (153XX) | $1,000 | |
| Due to Other Funds (353XX) * | | $ 20 |
| Accounts Payable | | $ 980 |

* Use fund 43 20 2 725001 43100200 00 000300 00 (Administrative and Investment Trust Fund)

**Impairment of Capital Assets and Insurance Recoveries – GASB Statement No. 42**

Statement No. 42 of GASB, *Accounting and Financial Reporting for Impairment of Capital Assets and for Insurance Recoveries* establishes accounting and reporting requirements for capital asset impairments and related insurance recoveries. The intent is to make capital asset impairments and insurance recoveries more identifiable and to improve comparability of financial statements between governments.

The Department of Financial Services established this guidance for state agencies to achieve consistency regarding the accounting of capital asset impairments and related insurance recoveries for the preparation of the statewide financial statements. This policy does not supersede or supplant guidance or direction provided by any other organization or governmental entity for other operational purposes. For example, this policy does not replace the Florida Accounting Information Resource (FLAIR) Property Manual.

When a capital asset has been impaired, the carrying value of the capital asset is written down by the amount of the impairment loss. An impairment is a *significant* and *unexpected* decline in the service utility of a capital asset. The service utility of a capital asset is the *usable capacity* that at acquisition was expected to be used to provide service. If an impairment is determined to be temporary (not permanent), the carrying value of the capital asset is not written down.

Agency management is responsible for ensuring proper accounting and reporting of capital asset impairments. The events or changes in circumstances that lead to impairments are not considered normal and ordinary. That is, at the time the capital asset was acquired, the event or change in circumstance would not have been expected to occur during the useful life of the capital asset. Furthermore, the events or changes in circumstances affecting a capital asset that may indicate impairments are prominent; that is, conspicuous or known to the agency. Agencies are not required to perform additional procedures to identify potential impairment of capital assets beyond those already performed as part of their normal operations. The events or changes in circumstances that may indicate impairment generally are expected to have prompted discussion by agency management or the media.

To determine whether a capital asset has been impaired, a two-step process is used to first identify potential impairments and then to test for impairment. Capital assets that have potential for meeting the definition of impairment are identified through events or changes in circumstances that are prominent and that denote the presence of *indicators* of impairment. After such capital assets have been identified, a test of impairment must be performed to determine whether the circumstance or change in condition results in a *significant* and *unexpected* decline in the service utility (useful life expected at acquisition) of a capital asset.

Indicators of Potential Impairment

When events or changes in circumstances suggest that the service utility of a capital asset may have significantly and unexpectedly declined, impairment may be indicated. Common indicators of potential impairments include:

- Evidence of physical damage, such as for a building damaged by fire or flood, when the level of damage is such that restoration efforts are needed to restore service utility.
- Enactment or approval of laws or regulations or changes in environmental factors, such as new water quality standards that a water treatment plant does not meet (and cannot be modified to meet).
- Technological development or evidence of obsolescence, such as that related to a major piece of research or diagnostic equipment that is rarely used because newer equipment provides better service.
- Changes in the manner or expected duration of use of a capital asset, such as closure of a school prior to the end of its useful life.
- Construction stoppage, such as stoppage of construction of a building due to lack of funding.

A change in *demand* for the services of a capital asset is not considered a separate indicator of impairment. However, changes in demand may be caused by or associated with indicators such as those listed above, and capital assets in these circumstances should be tested for impairment. For example, decreased demand for the processing services of a mainframe computer because former users of the mainframe have transitioned to PC- and server-based systems should be considered a change in demand associated with an *indicator* of impairment (evidence of obsolescence) and the mainframe should be tested for impairment. However, a decrease in demand resulting from the completion of a special project requiring large amounts of processing time on a mainframe computer that runs other applications should not be considered a change in demand associated with an *indicat*or of impairment, and a test for impairment is not required.

Impairment Test

A capital asset identified by the Indicators of Potential Impairment should be tested for impairment by determining whether both of the following two factors are present:

- The magnitude of the decline in service utility is significant; and
- The decline in service utility is unexpected (i.e., event or change is not a part of the normal life cycle of the asset, including outside the range of normal effects of age and use).

***Note***: If an event or circumstance indicates that a capital asset may be impaired, but the test of impairment determines that impairment has not occurred, the estimates used in depreciation calculations (remaining useful life and salvage value) should be reevaluated and changed, if necessary. Changes to estimated useful lives and salvage values are accounted for on a prospective basis in future depreciation expense (not recorded as a prior period adjustment).

Measurement of Impairment

The amount of impairment is the portion of the historical cost that should be written off. There are four different methods of calculating an impairment loss. The chart below summarizes the method of measurement to be used for each of the common indicators listed in the *Indicators of Potential Impairment* section.

| Reason (Indicator Present) | Measurement Method to Use |
|---|---|
| Evidence of physical damage | Restoration cost approach |
| Changes in laws or regulations and changes in environmental factors | Service units approach |
| Technological changes or evidence of obsolescence | Service units approach |
| Change in the manner or expected duration of use | Service units approach or deflated depreciated replacement cost approach |
| Construction stoppage | Lower of carrying value or fair value |

Restoration Cost Approach

Under this approach, the amount of impairment is derived from the estimated costs to restore the utility of the capital asset. Restoration cost is the cost necessary to return the capital asset to its original condition and does not include any amount attributable to improvements or additions. Estimate the restoration costs in current year dollars, and then use one of the following two options to convert the estimated restoration costs to historical costs:

- Using current year dollars, identify the replacement cost of the entire asset. Establish a ratio by dividing the restoration cost by the current replacement cost. This will result in a percentage of the damaged portion of the capital asset. Multiply the percent of damaged portion by the carrying value (historical cost less accumulated depreciation) to calculate the impairment loss.

- Using year of acquisition dollars, determine the appropriate cost index to deflate and convert the restoration costs to historical costs. Establish a ratio by dividing the deflated restoration cost by the historical cost. Multiply the resulting percentage by the carrying value (historical cost less accumulated depreciation) to calculate the impairment loss.

Service Units Approach

This approach isolates the historical cost of the service utility of the capital asset that cannot be used due to the impairment event or change in circumstances. The amount of impairment is determined by evaluating the service provided by the capital asset (either maximum estimated service units or total estimated service units throughout the life of the capital asset) before and after the event or change in circumstance. Use one of the following three options to compare the service provided by the capital asset before the event or change in circumstance to the service provided after the event or change in circumstance using the service units approach.

- Calculate the amount of impairment loss by taking a ratio of lost units over the total units originally expected over the life of the asset and multiplying that ratio by the historical cost of the capital asset.
- Calculate the amount of impairment loss by taking a ratio of lost units per period over the total units per period originally expected over the life of the asset and multiplying that ratio by the carrying value of the capital asset.
- Calculate the amount of impairment loss by subtracting the value of units remaining after the impairment from the carrying value of the capital asset. The value of remaining units is calculated by multiplying the unit cost by the number of remaining units. The unit cost is calculated by dividing the historical cost by the total units originally expected over the life of the asset.

Deflated Depreciated Replacement Cost Approach.

This approach replicates the historical cost of the service produced. A current cost for a capital asset to replace the current level of service is estimated. This estimated current cost is depreciated to reflect the fact that the capital asset is not new, and then is deflated to convert it to historical cost dollars. This method uses the following steps:

a) Using current value, estimate a hypothetical replacement cost for an equivalent asset specifically suited to the new manner or expected duration of use.
b) Depreciate the cost of the replacement asset by multiplying the depreciated ratio of the actual asset (carrying value over historical cost) by the estimated replacement cost.
c) Using an appropriate cost index, deflate the cost of the replacement asset to restate it on the basis of acquisition year dollars.
d) Subtract the deflated depreciated replacement value from the carrying value of the impaired asset to calculate the impairment loss.

Lower of Carrying Value or Fair Value.

Impaired capital assets that will no longer be used by an agency and construction stoppage must be reported at the lower of carrying value or fair value. Thus, if the carrying value of the asset is higher than the fair value, the carrying value must be written down to fair value.

Determine Treatment as Extraordinary Item or Operating Expense

Once an asset has been determined to be impaired, the next step is to decide whether to record the impairment as an extraordinary item or operating expense. Extraordinary items are transactions or other events that are both unusual in nature and infrequent in occurrence. By definition, once an asset has met the impairment criteria, it has already been determined to be unusual in nature, or unexpected. Frequency then becomes the determining factor as to whether impairment is considered extraordinary. Thus, impaired capital assets are considered to be extraordinary items if they occur on an *infrequent* basis. Extraordinary impaired capital assets are *significant, unexpected* declines in service utility of a capital asset that occurs on an *infrequent* basis. Frequently occurring impairments are considered operating expense.

Insurance Recoveries

Insurance recoveries should be recognized only when realized or realizable. The following guidance is offered by GASB 42 to determine when an insurance recovery would be realizable:

- If an insurer has admitted or acknowledged coverage, an insurance recovery would be realizable;
- If the insurer has denied coverage, the insurance recovery generally would not be realizable.

Journal Entry Examples

SWGF 80

To record impairment loss in a governmental fund, loss is significant and results in unexpected decline in the service utility of a building, but loss is NOT both unusual in nature and infrequent in occurrence. Record in Statewide GAAFR Fund (SWGF) 80.

| | | DR | CR |
|---|---|---|---|
| 711XX | Expenditures | XXX | |
| 272XX | Buildings & Building Improvements | | XXX |

SWGF 80

To record impairment loss in a governmental fund, loss is significant and results in unexpected decline in the service utility of a building, and loss is BOTH unusual in nature and infrequent in occurrence. Record in SWGF 80.

| | | DR | CR |
|---|---|---|---|
| 719XX | Extraordinary Items | XXX | |
| 272XX | Buildings & Building Improvements | | XXX |

SWGF 50 or 60

To record impairment loss in a proprietary fund, loss is significant and results in unexpected decline in the service utility of a building, and loss is NOT both unusual in nature and infrequent in occurrence. Record in SWGF 50 or 60.

| | | DR | CR |
|---|---|---|---|
| 765XX | Capital Asset Impairment - Operating Expense | XXX | |
| 272XX | Buildings & Building Improvements | | XXX |

SWGF 50 or 60

To record impairment loss in a proprietary fund, loss is significant and results in unexpected decline in the service utility of a building, and loss is both unusual in nature and infrequent in occurrence. Record in SWGF 50 or 60.

| | | DR | CR |
|---|---|---|---|
| 788XX | Extraordinary Items | XXX | |
| 272XX | Buildings & Building Improvements | | XXX |

SWGF 10 or 20

To record insurance recoveries in a governmental fund in years subsequent to year of impairment loss NOT considered to be extraordinary. Record in SWGF 10 or 20.

| | | DR | CR |
|---|---|---|---|
| 122XX | Cash | XXX | |
| 692XX | Insurance Recoveries - Other Financing Source | | XXX |

SWGF 90

To record an offset for insurance recovery entry recorded in the governmental fund for government-wide financial statement purposes when impairment loss is not considered to be extraordinary. Record in SWGF 90.

| | | DR | CR |
|---|---|---|---|
| 692XX | Insurance Recoveries - Other Financing Source | XXX | |
| 616XX | Fines, Forfeits, Judgments, and Settlements | | XXX |

SWGF 10 or 20

To record insurance recoveries in a governmental fund in years subsequent to year of impairment loss considered to be extraordinary. Record in SWGF 10 or 20.

| | | DR | CR |
|---|---|---|---|
| 12XXX | Cash | XXX | |
| 719XX | Extraordinary Items | | XXX |

SWGF 50 or 60

To record insurance recoveries in a proprietary fund in years subsequent to year of impairment loss NOT considered to be extraordinary. Record in SWGF 50 or 60.

| | | DR | CR |
|---|---|---|---|
| 122XX | Cash | XXX | |
| 681XX | Insurance Recoveries - Non-operating Revenue | | XXX |

SWGF 50 or 60

To record insurance recoveries in proprietary fund in years subsequent to year of impairment loss considered to be extraordinary. Record in SWGF 50 or 60.

| | | DR | CR |
|---|---|---|---|
| 12XXX | Cash | XXX | |
| 788XX | Extraordinary Items | | XXX |

***Notes***:

1. To record impairment loss for capital assets other than buildings and building improvements, use the appropriate general ledger codes for the capital assets.
2. Agency should have a mechanism to track changes to historical cost and useful lives so that proper depreciation and accumulated depreciation will be reflected when changes are necessary due to impairment loss.