Capital Asset Policy Manual

Auditor-Controller's Office

Effective July 1, 2025

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I. INTRODUCTION

A. Purpose

The purpose of this policy is to present a uniform method of maintaining County of Monterey's capital asset records and to apply a consistent method of accounting for capital assets. These policies are designed to aid County departments, offices, and institutions under the control of the Board of Supervisors by clarifying the County's definition of capital assets. This policy is intended to be in accordance with Generally Accepted Accounting Principles (GAAP), Governmental Accounting Standards Board (GASB) Statement Nos. 34, 51, 83, 87, 89 and 96 and follow the best practices established for the maintenance of capital asset records.

In addition to providing a point of reference to County of Monterey officials and others relative to capital assets accounting, the objective of this policy is to provide guidance for proper and consistent capital asset accounting, which will enhance the ability of the County to:

- Prepare financial reports (Annual Comprehensive Financial Report).
- Safeguard sizable public investments.
- Establish responsibility and accountability for custody of assets.
- Assist with risk management/insurance activities.
- Formulate future acquisition and retirement policies.
- Recover eligible costs from Federal and State programs or fee reimbursement programs.

B. Overview

Capital assets are defined as tangible and intangible assets of significant value that are used in operations and have a useful life beyond one year. Capital assets include:

- Land and land improvements
- Buildings and building improvements
- Equipment, furniture & vehicles
- Infrastructure
- Intangibles
- Financed Purchases
- Leasehold improvements
- Construction in progress
- Other Capital Assets

This policy defines capital assets under each classification, identifies useful life ranges, sets minimum capitalization thresholds, provides examples of assets that would be properly includable within categories, and examples of costs to include in the value of the capital asset. Additionally, this policy discusses the treatment of unique items such as financed purchases, self-constructed assets, works of art, donated assets, construction in progress, costs incurred subsequent to acquisition, and transfers of assets between funds.

C. Auditor-Controller Responsibilities

California Government Code §26881 states that the Auditor-Controller "…shall prescribe, and shall exercise a general supervision over the accounting forms and the method of keeping the accounts of all departments, offices, and institutions under the control of the board of supervisors… ". Accordingly, the Auditor-Controller is responsible for establishing the County of Monterey's Capital Asset Policy. The Auditor-Controller will make revisions to the Policy as required by law, generally accepted accounting principles, or practical necessity. Final determination for definitions, valuations, and proper accounting entries required to record capital asset transactions rests with the Auditor-Controller. The Auditor-Controller shall maintain a capital asset system to be used for a significant portion of the County's capital assets. Alternate internal systems in use by Enterprise Funds and Internal Service Funds must provide sufficient data to support financial reporting purposes. The Auditor-Controller may verify the integrity of capital asset records by conducting periodic physical inventories of capital assets and make any necessary adjustments to the capital asset system and financial records.

D. Department Responsibilities

California Government Code §24051 states that "…each county officer or person in charge of any office, department, service, or institution of the county, …shall file with the county clerk, or with the county auditor, according to the procedure prescribed by the board, an inventory under oath, showing in detail all county property in his or her possession or in his or her charge…". This inventory is required to be completed by July 10th for each fiscal year ended June 30th. To facilitate the fulfillment of the requirements of this section and in order to prepare accurate financial reports, each department shall appoint a representative to work with the Auditor-Controller's Office (ACO) to maintain accurate and up-to-date capital asset accounting records. County Departments are also responsible for safeguarding assets that are not defined as capital assets by the Policy Guidelines. County departments are required to complete a certification of their capital assets alternating every year between Building and Equipment physical inventories, as noted in section Capital Asset Inventory Controls.

II. CAPITAL ASSET DEFINITIONS AND GUIDELINES

A. Characteristics of a Capital Asset

When purchasing certain items, a decision must be made whether to record the item as a capital asset (item will be used in operations for the benefit of multiple periods) or as a current period expenditure. There are certain criteria which distinguish whether an item should be a capitalized asset and reported on the Statement of Net Position (Government-Wide financial statement, including both governmental and business type) or recorded as a current period expenditure on the Statement of Revenues, Expenditures and Changes in Net Position (Proprietary Funds financial statement). The criteria for capital assets are:

- <u>Nature of the Asset</u> – By its nature, the asset is intended to be used in the ordinary course of business and falls within one of the categories of capital assets including: Tangible Assets (Land, Land Improvements, Buildings, Building Improvements, Equipment, Furniture, Vehicles, Infrastructure, Leasehold improvements, and certain Other Capital Assets), or; Intangible Assets (including Internally Created Software, Purchased Software, Right- to-Use Lease Assets, Right-to-Use Subscription Assets, Patents, Copyrights and Rights of Usage or Way, and Easements).

- <u>Useful Life</u> – The benefit provided by the asset is reasonably expected to last beyond one year.

- <u>Cost Basis</u> – The cost basis, including purchase price and other costs incurred in acquiring and placing the asset in service, must surpass a minimum level (Capitalization Threshold) for the asset class.

- <u>Ownership</u> – The County is identified as the titled owner of the asset. In cases where the County is not the titled owner and has the contractual right to use another entity's nonfinancial asset in an exchange or exchange-like transaction (lease) the underlying asset is considered an intangible right-to-use lease asset and recorded on the County's books and records. If ownership cannot otherwise be established (e.g. jointly funded capital assets paid for by two governmental entities with no legal title) the entity responsible for managing and maintaining the asset should be considered the owner for financial reporting purposes.

B. Characteristics of an Expenditure (Repairs and Maintenance)

Repairs and maintenance are current period expenditures/expenses incurred in connection with existing capital assets that neither lengthen the originally estimated useful life nor increase the service capacity of the asset.

Examples of expenditures/expenses which are appropriately classified as repairs and maintenance include:

- Plumbing or electrical repair
- Cleaning, pest extermination or other periodic maintenance
- Interior decorations such as draperies, blinds, curtain rods, wallpaper, paint, etc.
- Exterior decorations such as detachable awnings, decorative fences, etc.
- Maintenance-type interior renovations such as repainting, touch-up plastering, replacement of existing flooring with similar material, fixture refinishing, etc.
- Maintenance type exterior renovations such as repainting, replacement of sections of deteriorated siding, roof, masonry, etc.
- Adding, removing and/or moving walls related to renovation projects that are not considered major rehabilitation projects and do not increase the value of the building
- Improvement projects of minimal or no added life expectancy and/or value to the building
- Any other maintenance-related expenditure/expense which does not increase the value of the asset
- General equipment repairs to bring asset to original condition (replacing a broken component)

C. Capitalization Chart

The below chart contains the capitalization thresholds effective July 1, 2025, for the following asset classes:

Class	Capitalization Threshold
Land	$0
Land Improvements	$100,000
Buildings and Building Improvements	$100,000
Equipment, Furniture, and Vehicles	$10,000
Infrastructure and Infrastructure Improvements	$100,000
Intangible Assets	
Software (Canned or Internal)	$100,000
Easements	$0
Right-to-Use Lease Asset	$100,000
Right-to-Use Software Asset (SBITAs)	$100,000
Leasehold Improvements	$100,000
Construction In Progress for Year End Reporting	Projects expected to exceed capitalization threshold based on applicable class at completion
Other Capital Assets	
Works of Art or Historical Treasures	$5,000

D. Examples and Suggested Useful Lives

Useful lives are determined by suggested useful life tables and professional judgment, since similar capital assets may have different useful lives depending on how and where they are used. Questions about the useful life of a specific asset should be decided upon jointly by department personnel and the ACO. Items that have useful lives of less than one (1) year are not to be capitalized.

Asset Major Category	Asset Minor & Subcategory	Useful Life
Buildings And Improvements	Improvements & Carpeting	5 years
Buildings And Improvements	Improvements & Ceiling Finish, Computer Flooring, Interior Renovation, Roof Cover, Security System	10 years
Buildings And Improvements	Improvements & Floor Covering, Interior Construction	15 years
Buildings And Improvements	Improvements & Electrical, Elevators, HVAC, Plumbing	20 years
Buildings And Improvements	Improvements & Fire System	25 years
Buildings And Improvements	Buildings & Portable Structures	25 years
Buildings And Improvements	Improvements & Excavation, Exterior Walls, Floor Structure, Foundation, Frame	50 years
Buildings And Improvements	Buildings & Permanent Structures	50 years
Equipment	Books- Multi-Media Materials, Computer, Computer Software, Photocopiers	5 years
Equipment	Audio Visual, Business Machines	7 years
Equipment	Appliances-Food Service, Athletic, Communications, Lab -Science Law Enforcement, Musical Instruments	10 years
Equipment	Contractors-Construction, Fire Department	12 years
Equipment	Custodial, Grounds -Agricultural, Machinery and Tools, Outdoors Recreational	15 years
Equipment	Furniture, Stage and Auditorium	20 years
Infrastructure	Bike-Jogging Paths & Composite Rubber	7 years
Infrastructure	Airport Runways, Alley & Dirt, Bike-Jogging Paths & Dirt, Boat Ramps - Wood & Wood, Parking Lot & Gravel, Road Signage, Road Ways & Dirt	10 years
Infrastructure	Alley & Gravel, Bike-Jogging Paths & Gravel, Boat Ramps - Wood & Metal, Parking Lot & Asphalt, Road Ways & Gravel, Street Lighting & Wood, Traffic Lights & Hung Wire	15 years
Infrastructure	Alley & Asphaltic Concrete, Alley & Concrete, Berms and Tunnels, Bike-Jogging Paths & Asphalt, Boat Ramps & Concrete/Asphalt, Road Ways & Asphaltic Concrete, Street Lighting & Metal, Traffic Lights & Mast Arms	20 years
Infrastructure	Bridges & Pedestrian - Wood, Sidewalks & Asphalt, Small Culverts & Plastic, Storm Drains & Plastic	25 years
Infrastructure	Bike-Jogging Paths & Concrete, Bridges & Pedestrian - Concrete, Bridges & Pedestrian - Steel, Bridges & Timber-Wood, Major Culverts & Steel, Major Culverts & Timber Log Treated, Road Ways & Concrete, Sidewalks & Concrete, Small Culverts & Cast Iron, Small Culverts & Metal Corrugated, Storm Drains & Cast Iron, Storm Drains & Metal Corrugated, Street Lighting & Concrete	30 years
Infrastructure	Parking Lot & Concrete	35 years
	Bridges & Precast Concrete, Dams & Earth, Major Culverts & Precast Concrete, Sewer Lines & Metal, Small Culverts & Concrete, Storm Drains & Concrete	40 years
Infrastructure	Bridges & Prestressed Concrete, Bridges & Steel Without Truss, Major Culverts & Prestressed Concrete, Parking Lot & Brick or Stone	45 years

Infrastructure	Alley & Brick or Stone, Bike-Jogging Paths & Brick or Stone, Bridges & Steel with Truss, Marinas & Bulkheads, Marinas & Piers, Marinas & Seawalls, Reservoir, Road Ways & Brick or Stone, Sewer Lines & Concrete, Sidewalks & Brick or Stone	50 years
Infrastructure	Dams & Concrete	60 years
Infrastructure	Sewer Lines & Brick	90 years
Infrastructure	Lakes-Water Ways & Man-Made, Storm Drains & Ditch/Trench	100 years
Intangible Assets	Software (Purchased Canned Software & Internally Created Software)	5 years
Intangible Assets	Easement & Right to Use Land	Varies
Intangible Assets	Right-To-Use Lease Asset & Building, Right-To-Use Lease Asset & Equipment, Right-To-Use Lease Asset & Land, Right-To-Use Lease Asset & Other, Right-To-Use Lease Asset & Vehicle	Shorter of lease term or useful life of underlying asset
Intangible Assets	Right-To-Use Software Asset & Subscription-Based Technology Arrangements (SBITAs)	Shorter of subscription term or useful life of underlying IT asset
Land	Land	Not Applicable
Land Improvement	Boat Ramps & Wood, Landscaping, Parking Lot & Gravel	10 years
Land Improvement	Athletic Fields, Boat Ramps & Metal, Parking Lot & Asphalt, Running Track, Septic Systems, Soccer Fields	15 years
Land Improvement	Bleachers, Boat Ramps & Concrete/Asphalt, Fencing- Gates, Fountains, Golf Courses, Outdoor Lighting, Retaining Walls, Swimming Pools, Tennis Courts	20 years
Land Improvement	Outside Sprinkler System	25 years
Land Improvement	Parking Lot & Concrete	35 years
Land Improvement	Parking Lot & Brick or Stone, Stadiums	45 years
Leasehold Improvements	Leasehold Improvements	Shorter of asset class useful life or lease term
Vehicles	Licensed Vehicles	6 years
Works of Art	Works of Art	Not Applicable

E. Acquisition of Capital Assets

Acquisition of a capital asset is determined when an expenditure meets the capitalization criteria described in section II. A. Characteristics of a Capital Asset. Once it has been determined that the expenditure meets the criteria and applicable capitalization threshold, the asset should be recorded in the general ledger as a capital asset.

If a capital asset is acquired using State or Federal funding, or another restrictive source, the funding source must be noted in the asset documentation.

F. Capital Asset Cost Basis

1. Capital Asset Cost Basis

Capital assets should be reported at historical cost and should include applicable additional costs. If something other than cash is used to pay for an asset, then the fair value of the non-cash payment or consideration determines the asset's cost basis. When the value of the consideration paid can't be determined, cost basis is the asset's acquisition value. **Acquisition value** is defined as the price the county would pay to acquire an asset with equivalent service capacity in market transaction at the acquisition date.

With few exceptions, an asset's cost basis should also include necessary costs incurred to place the asset into service. Costs include invoice price plus incidental costs (e.g. insurance during transit, freight, duties, title search, registration fees, site preparation, architect and engineering fees, sales tax, installation costs and legal fees). Exceptions to this rule include interest expense associated with deferred payments and current real estate taxes paid, if any, in the acquisition of property.

Certain assets require training for the end-user to properly operate and maintain the asset. Costs for end-user training are not eligible to be capitalized.

All capital asset acquisitions require support for the capital asset cost.

2. Contributed Capital Assets (Donated)

Capital assets that are donated to the County are to be recorded at their fair market value as of the date of acceptance by the Board of Supervisors plus any ancillary costs necessary to place those assets into service. The department receiving the donation is responsible for obtaining and providing written information required to create a Capital Asset record. Surplus property purchased at nominal prices far below actual value are in part a donation and shall be valued at the estimated fair market value at the time of acquisition.

3. Capital Assets Acquired with Federal or State Grants

An asset acquired with Federal or State Grants or other funding sources often have limitations or restrictions enforced by the granting agency. The major authoritative sources for federal rules and regulations include the Common Rule issued by a number of major federal agencies and numerous Office of Management and Budget (OMB) circulars that are organization and topic specific. Refer to the grant for specific guidelines and rules regarding purchasing capital assets with these funds.

4. Construction Period Interest

Effective July 1, 2021, under GASB Statement No. 89, interest cost incurred before the end of a construction period is recognized as an expense/expenditure in the period in which the cost is incurred.

G. Depreciating/Amortizing Capital Assets

Depreciation is the process of allocating the cost of a tangible capital asset over the period of time, referred to as the "useful life," during which the owner receives benefit from the use of the asset, rather than deducting the cost as an expenditure in the year of acquisition.

Amortization applies to intangible assets and is calculated the same as depreciation. Generally, at the end of an asset's life, the sum of the amounts charged for depreciation in each accounting period (accumulated depreciation) will equal the original cost basis. The County uses the straight-line method (historical cost divided by useful life) for depreciation and amortization.

All assets placed into service on or after July 1, 2026, are depreciated/amortized using the following-month convention. All assets placed into service prior to July 1, 2026, will continue to be depreciated using the in-service date.

1. Capital Assets with Non-Exhaustible Useful Lives

   Certain capital assets are considered to be "non-exhaustible assets," where their useful life is unlimited and therefore are not depreciated. Examples of non-exhaustible assets include land, certain works of art, and certain intangible assets.

H. Disposal of Capital Assets

Disposal of a capital asset occurs when the asset is abandoned, sold, traded-in, scrapped, or otherwise removed from service during any given reporting period. Disposals must be processed on a timely basis throughout the fiscal year to ensure the accurate calculation of depreciation and amortization expense.

Surplus items are those that are no longer required by the asset's custodial department. These assets may be traded in for new assets, transferred to other departments, or transferred to Purchasing for classification as surplus and for subsequent redistribution to other departments, sale, or disposal. Any sale, transfer, donation, disposal, or dismantling of a capital asset must receive approval from the County Purchasing Manager.

When an asset is *retired/abandoned*, it is possible that a loss may be recognized for any remaining net book value. Net book value is the difference between the historical cost of the asset and the accumulated depreciation. If the net book value of the asset being disposed is zero, no loss is recorded.

When an asset is *sold*, a gain or loss must be recognized when the proceeds do not equal the net book value of the asset. If proceeds exceed the net book value, then a gain is recorded and reported as Other Financing Sources for Governmental Funds or Gain on Sale of Capital Asset for Proprietary Funds. If proceeds do not exceed the net book value, then a loss is recorded and reported as Other Financing Uses for Governmental Funds or Loss on Sale of Capital Asset for Proprietary Funds.

When an asset is *exchanged or traded-in,* for example trading in an old truck for a new truck, the original assets net book value should be added to any consideration (additional cash outlay) resulting in the cost basis of the new asset.

Stolen or missing assets must be reported to the County Purchasing Manager immediately.

All capital asset disposals require support of the capital asset change in status.

1. <u>Disposal of Capital Assets Acquired with Federal or State Grants</u>

   For all disposals involving an asset funded with federal or state funds, the finance personnel for the grant project must first ascertain if there are any grant requirements surrounding the disposal of capital assets. Typically, in the event that an asset to be sold/disposed of has a fair value in excess of $5,000, the department must report the sale/disposal to the granting agency that provided the initial funding. In some instances, departments may be required to remit some or all cash proceeds received from the sale of the asset acquired with federal or state funding to the agency involved.

   Refer to the original funding documentation for specific criteria related to asset disposal.

2. <u>Asset Retirement Obligations (AROs)</u>

   An ARO is a legally enforceable liability associated with the retirement of a tangible capital asset. Under the guidance of GASB Statement No. 83, the County is required to recognize a liability for AROs.

   The ACO *Year-End Close Procedures and Timelines* includes a request for departments to complete a GASB 83 Negative Confirmation Form. If you believe that an ARO exists prior to completing the form, contact the ACO.

I. Assets Held for Sale

Assets held for sale are items which are not used in the ordinary course of business. The economic benefit of the asset is obtained through the asset's sale rather than through its continued use in operations. The asset must be available for immediate sale in its present condition, subject only to terms that are usual and customary for sale of such assets, and its sale must be highly probable.

For the sale to be highly probable, the appropriate level of management must be committed to a plan to sell the asset, and an active program to locate a buyer and complete the plan must have been initiated. Further, the asset must be actively marketed for sale at a price that is reasonable in relation to its current fair value. In addition, the sale should be expected to qualify for recognition as a completed sale within one year from the date of classification, unless circumstances beyond the County's control extend the period to complete the sale beyond one year. An extension of the period required to complete a sale does not preclude an asset from being classified as held for sale.

If an existing asset's status is changed from a Capital Asset (active status) to Asset Held for Sale, the asset should no longer be depreciated as it is no longer used in the ordinary course of business. The value of the asset should be transferred from Capital Assets to Asset Held for Sale with a cost basis at the lower of: 1) The assets net carrying value or 2) asset's fair value less the selling costs. These Assets Held for Sale should be shown separately on the face of the balance sheet, above Capital Assets, as they are both non-current assets. These items are recorded in Enterprise, Internal Service Funds, Fiduciary Funds and the Government-Wide Statement of Net Position (not recorded in governmental funds).

J. Asset Grouping

Asset Grouping is defined as the grouping of several components which are used together to form an asset to be used in operations. Though asset grouping is to be used in limited circumstances, asset grouping can provide an accurate representation of the costs of an asset which under other circumstances would not be capitalized. When determining the composition of the asset, please keep in mind the following:

When should individually insignificant components be combined into one fixed asset or components of a system?

- If individually insignificant items are a part of placing a major asset into service, then those items should be included with the main asset. For example, a 10-gig network module to upgrade the speed of a switch should be included in the cost basis of the switch as a part of the whole fixed asset.
- Insignificant component parts of a system or network should be capitalized together. For example, if there were multiple switches that individually did not meet the capitalization threshold, however they work in conjunction with other switches as part of an overall network and have long useful lives, they should be capitalized.
- If it is expected that certain components will need to be replaced either together or are anticipated to be replaced at roughly the same time, consider grouping those assets together. By grouping assets with similar characteristics or life spans together, it will be easier to dispose of the old asset when the new one is placed into service.

K. Transfer of Asset Between Departments/Funds

Transfers are defined as the physical relocation of a capital asset either by department and/or fund. When an asset is being transferred with no other consideration involved, the asset will be transferred with the current net book value and will continue to be depreciated or amortized over the remaining useful life. It is necessary for the respective departments/funds to complete the necessary asset acquisition/sale documentation so that the asset can be properly transferred within the financial system.

L. Impairment

Impairment is a significant and unexpected permanent decline in the current service utility of a capital asset. The book value of the impaired asset is required to be adjusted to reflect the loss. How the impairment is calculated depends on whether the impaired asset will remain in use.

Indicators of impairment are:

- Physical damage where action would be needed to restore lost service utility
- Changes in laws, regulations, or other environmental factors that negatively affect service utility (beyond the control of County management)
- Technological developments that negatively affect service utility or lead to obsolescence
- A change in the manner or duration of use of a capital asset that negatively affects service utility (under-employing the asset from its originally intended use)
- Stoppage of construction or development

The cost of the impaired asset must be adjusted to reflect the impairment using one of the following three methods (additional detail contained in GASB 42 ¶12):

- Restoration Cost Approach
- Service Units Approach
- Deflated Depreciation Replacement Cost Approach

For impairments resulting from stoppage of construction or development, the lower of carrying value or fair value would be utilized.

M. Replacement of Capital Assets

For accounting purposes, replacement of equipment is the same procedure as retiring or disposing of the old asset and adding the new asset. When the new asset is added, new asset numbers/tags are to be assigned. There does not need to be a one-to-one replacement of equipment. If minor components of a fixed asset, such as power cable cords or incidental parts are replaced prior to the main asset being replaced, these costs should be recorded as an expenditure in the period incurred.

III. CAPITAL ASSET CLASSIFICATIONS

A. Land

1. <u>Land Definition</u>

   Land is the investment in the surface of the earth, which can be used to support structures, construct roads and highways, or may be used to grow crops, grass, shrubs, and trees.

2. <u>Land Capitalization Threshold</u>

   All land, regardless of cost, is capitalized.

   In the case of acquiring a parcel of land with an existing structure/improvement, the purchase price must be allocated between the land and structure/improvement. This is necessary as the structure/improvement may qualify as a depreciable asset(s).

3. <u>Land Depreciation Methodology</u>

   Land is characterized as having a non-exhaustible (unlimited) life and therefore not depreciated over time.

4. Examples of Expenditures to be Capitalized as Part of Land Costs

- Purchase price, or acquisition value at time of donation/contribution
- Professional fees (e.g. title searches, consents, condemnation, legal, appraisal, surveying, environmental assessments, commissions, etc.)
- Land excavation, fill, clearing, and grading land for use
- Demolition costs of existing buildings and improvements (less salvage) on land purchased with the intent to demolish and rebuild will be included in the cost of the land. (Please note that demolition costs related to assets already placed in service should be expensed)
- Removal, relocation, or reconstruction of property of others (e.g. railroad, telephone, and power lines)
- Hazardous waste clean-up
- Interest on mortgages accrued at date of purchase
- Accrued and unpaid taxes at date of purchase
- Other costs incurred in acquiring the land

NOTE: Receipts from sales of salvage should be credited against the land cost (e.g. selling material from demolished structures, rock or dirt, etc.).

B. Land Improvements

1. Land Improvements Definition

Land improvements are non-building assets which enhance the quality or facilitate the use of land.

Land improvements include:

- Betterments
- Excavation
- Fencing and gates
- Parking lots, driveways, parking barriers, sidewalks not associated with infrastructure (roadways, bridges, etc.)
- Retaining walls, certain lighting, landscaping and irrigation systems
- Site preparation
- Landscaping, fountains, paths and trails
- Outside sprinkler systems
- Golf courses, recreation areas and athletic fields (including bleachers)
- Landscaping of a permanent nature
- Septic systems
- Water impoundment structures or attachments (dam, liner, other water control structure)
- Swimming pools, tennis courts, basketball courts, etc.

Land improvements do not include roads, bridges, pipelines, etc., as these are classified as infrastructure.

2. Land Improvement Capitalization Threshold

Land improvements with project costs which reach or surpass $100,000 must be capitalized.

3. Land Improvement Depreciation Methodology

Land improvements must be classified as either non-exhaustible (not depreciable) or exhaustible (depreciable). For exhaustible land improvements, the asset will be depreciated using the straight-line method of depreciation (historical cost/useful life). In the event a land asset and the accompanying land improvements are disposed, all land improvements should reference the land asset it is affiliated with for easy identification.

4. Examples of Expenditures to be Capitalized as Part of Land Improvement Costs

- Professional fees (e.g. architect, legal, engineering, surveying, environmental assessments, inspections, permits, licenses, etc.)
- Land excavation, fill, clearing, and grading of existing land to ready for use
- Removal, relocation, or reconstruction of property of others (e.g. railroad, telephone, and power lines) on existing property to ready for use
- Water wells (initial cost for drilling, the pump and its casing)
- Accident or injury costs and payment of damages
- Insurance during construction

NOTE: Receipts from sales of salvage should be credited against the land improvement cost (e.g. selling material from demolished structures, rock or dirt, etc.).

C. Building and Building Improvements

1. Building Definition

A building is a structure that is permanently attached to the land, has a roof, is partially or completely enclosed by walls, and is not intended to be transportable or moveable.

Buildings should be recorded at either their acquisition cost or construction cost. The cost of new construction should be carefully evaluated. Usually, projects consist of major components such as land, land improvements, building construction (including professional fees and permits), furniture, fixtures, and equipment. In addition, buildings include components (e.g., roof, air conditioner system, boilers, elevators, etc.) that should be recorded as separate assets within the building classification. These building components typically have shorter useful lives than the building structure and are likely to be replaced during the useful life of the building. The value of each component group needs to be determined and given an appropriate useful life.

2. Building Improvement Definition

Building improvements are capital events that materially increase the buildings value either by 1) lengthening its estimated useful life or 2) increasing the asset's ability to provide service (by increasing its effectiveness or efficiency). An improvement must meet or exceeds the capitalization threshold to be capitalized and recorded as an addition. Building improvement asset addition forms must reference the existing building to which they relate.

For a replacement to be capitalized, it must be a part of a major repair or rehabilitation project, which increases the value, and/or useful life of the building, such as the renovation of a health center. A replacement may also be capitalized if the new item/part is of significantly improved quality and higher value compared to the old item/part, such as replacement of an old shingle roof with a new fireproof tile roof. Replacement or restoration to the original working condition would not qualify.

3. <u>Building and Building Improvement Capitalization Threshold</u>

All buildings and building improvements with a cost which reaches or surpasses $100,000 must be capitalized. Improvements must also extend the useful life by more than 1 year.

In the case of acquiring a parcel with land and buildings, a value should be assigned to both land and building, recorded and depreciated appropriately based on the asset class.

4. <u>Building and Building Improvements Depreciation Methodology</u>

Building and building improvements will be depreciated using the straight-line method of depreciation (historical cost/useful life).

Assets should be broken into components based on estimated useful lives including, but not limited to the following examples:

- Shell – structure of building
- Service systems – electrical & lighting systems, heating, ventilation, air conditioning, HVAC, plumbing, fire protection system, elevator
- Fixed equipment – sterilizers, casework, fume hoods, cold rooms

5. <u>Examples of Expenditures to be Capitalized as Part of Building and Building Improvement Costs</u>

- All costs associated with the construction of a new building (including excavation, grading, filling land for specific building) or purchase of an existing building
- Costs associated with remodeling, reconditioning or altering a purchased building to make it ready to use for the purpose for which it was acquired, should be capitalized as building costs
- Professional fees (e.g., legal, architect, inspections, title searches, etc.)
- Payment of unpaid or accrued taxes on buildings to date of purchase
- Costs of temporary buildings used during construction
- New Roofing, roof replacement with different material to enhance useful life and service capacity (e.g., replace a shingle roof with a tile roof) or replacement of roof which has exceed its useful life
- Major energy conservation projects or environmental compliance (e.g., asbestos abatement)
- Remodeling or replacing major building components
- Conversion of attics, basements, etc., into usable office, clinic or research space
- Structures attached to the building such as covered garages, enclosed stairwells, etc.
- Installation or upgrade of heating and cooling systems, including ceiling fans and attic vents

- Original installation of wall or ceiling covering such as carpeting, tiles, paneling or parquet
- Structural changes such as reinforcement of floors or walls, installation or replacement of beams, rafters, joists, steel grids, or other interior framing
- Interior renovation associated with a large-scale project (including casings, light fixtures, etc.)
- Exterior renovation such as installation or upgrade of siding, roofing, masonry, etc.
- Installation or upgrade of window or door frame, built-in closets or cabinets, plumbing, electrical wiring, phone or closed-circuit television systems, networks, fiber optic cable, wiring required in the installation of equipment
- Stadiums, plazas, and pavilions

D. Equipment, Furniture, and Vehicles

1. <u>Equipment Definition</u>

Equipment is defined as fixed or movable tangible assets to be used for operations. Improvements or additions to existing equipment that add service capacity or increase the life of the asset should be capitalized and recorded as an addition, referencing the existing asset.

Examples of equipment include:

- Computers (e.g., desktops, laptops, servers, etc., including software required for operation), printers, copiers
- Shop tools, machinery, trailers, forklifts
- Office trailers/mobile homes
- Appliances, televisions
- Voting equipment, lab equipment
- Firearms, weapons, tactical gear
- Cameras, camera equipment, audio equipment, projectors
- Tape recorders and dictating equipment
- Mobile, portable and two-way radio equipment
- Playground equipment, scoreboards, bleachers, marine equipment, fuel tanks
- Backhoes, heavy duty trucks, dozers, front-end loaders, large tractors, earth movers
- Mowers, tractors and attachments, grounds maintenance equipment

NOTE: Equipment does not include major systems integrated into a building or structure such as elevators, boilers, roofs, or HVAC.

2. <u>Furniture Definition</u>

Furniture is defined as certain types of equipment to be used for operations.
Examples of furniture include:

- Filing equipment
- Office equipment
- Desks, modular units, tables, etc.

Examples of furniture projects to be capitalized include:

- Furnishing a new building or office space necessary to conduct business
- Large or significant in size improvements or additions

3. Vehicle Definition

A vehicle is defined as an asset that can move itself under its own power. Cars, trucks, fire trucks, boats and busses should be classified as vehicles. Travel trailers, horse trailers, equipment trailers, ATV's (All Terrain Vehicles), etc., should be classified as equipment. Careful consideration should be given as to whether an asset is a vehicle or equipment.

4. Equipment, Furniture and Vehicles Capitalization Threshold

All equipment, furniture, and vehicles with project costs which reach or surpass $10,000 must be capitalized.

In limited circumstances, the asset grouping method of capitalization may be used. Typically, these assets work in conjunction with one another and replacement of the assets is intended to be done at approximately the same time. See II.K., Asset Grouping for more details when considering the asset grouping method.

5. Equipment, Furniture and Vehicle Depreciation Methodology

Equipment, furniture, and vehicles will be depreciated using the straight-line method of depreciation (historical cost/useful life). These asset types are to be depreciated between a 5-to-20-year useful life, as noted in II.D., Examples and suggested useful lives.

Vehicles are considered ready to be placed into service when all necessary add-on components are installed in/onto the vehicle.

6. Examples of Expenditures to be Capitalized as Part of Equipment, Furniture, and Vehicles

- Original contract or invoice price, less any discounts
- Freight, handling, storage, in-transit insurance charges and import duties
- Sales, use, or other taxes imposed on the acquisition
- Installation charges to place asset in service
- Charges for testing and preparation for use
- Costs of reconditioning when a used item is purchased
- Parts and labor associated with the construction of equipment or installation
- Parts and labor associated with additional components necessary to bring asset into service condition (light bars, radios, security, paint/branding, etc.)

NOTE: If incidental items, such as extended warranties or maintenance agreements, are included on the invoice as a separate line item, those charges should be expensed when purchased. If extended warranties or maintenance agreements are bundled with the cost of the asset, then the incidental charges are considered a part of the asset cost.

E. Infrastructure

1. Infrastructure Definition

Infrastructure is defined as long-lived capital assets that normally are: 1) stationary in nature and 2) can be preserved for a significantly greater number of years than most capital assets. Examples include:

- Pavements
- Curbs, gutters, tunnels, canals, dams, wharfs, sea walls, rest areas, fire hydrants
- Sidewalks associated with roadways, bridges, sewer systems, water distribution systems and water drainage systems
- Traffic light system
- Signage
- Airport runway, strip, taxiway, or apron
- Electric, water, and gas (e.g. main lines and distribution lines, tunnels, etc.)
- Fiber optic and telephone distribution systems (between buildings)

2. Infrastructure Capitalization Threshold

All infrastructure projects with total costs to reach or surpass $100,000 must be capitalized.

3. Infrastructure Depreciation Methodology

Infrastructure will be depreciated using the straight-line method of depreciation (historical cost/useful life). The asset should be broken into components based on estimated useful lives, if applicable.

4. Examples of Expenditures to be Capitalized as Part of Infrastructure Costs

- Construction costs (e.g., contract amounts, payroll, fringe benefits, rental value of equipment, insurance, etc.)
- Directly related legal and engineering fees
- Materials
- Payment of damage claims connected with construction
- Conservation, environmental, or temporary right-of-way easements required as part of construction

F. Intangible Assets

1. Intangible Asset Definition

GASB Statement No. 51, "Accounting and Financial Reporting for Intangible Assets," defines an intangible asset based on the following:

- Lacks Physical Substance – Includes assets that may be contained in or on an item with physical substance, such as computer software on a compact disc or assets closely associated with another item that has physical substance (e.g., the underlying land in a right-of-way easement)

- Nonfinancial In Nature – The asset is not similar to cash and investment securities, and it represents neither a claim nor right to assets in a monetary form such as receivables or prepayment for goods or services
- Initial Useful Life – Extends beyond a single reporting period

2. Intangible Asset Capitalization Threshold

   Intangible assets with a project cost which reaches or surpasses $100,000 must be capitalized.

3. Intangible Asset Depreciation Methodology

   Intangible assets are amortized using the straight-line method (historical cost/useful life). Intangible assets with an indefinite useful life should not be amortized (e.g. a permanent right-of-way easement).

4. Examples of Expenditures to be Capitalized as Intangible Assets

   - Patents, copyrights, trademarks, franchises, goodwill
   - Timber rights
   - Land rights (including minerals, etc.)

G. Purchased Canned Software (Intangible Asset)

1. Purchased canned software Definition Purchased software from a third party "as is"

2. Purchased canned software capitalization threshold

   The capitalization threshold for external software with a project cost which reaches or surpasses $100,000 must be capitalized.

3. Externally Canned Software Depreciation Methodology

   Amortized using the straight-line method (historical cost/useful life).

4. Example of Expenditure to be Capitalized as Part of Purchased canned software

   - Costs for software that allows access or conversion of old data for new systems.
   - Installation, coding, and testing.

H. Internally Created Software (Intangible Asset)

1. Internally Created Software Definition

   Internally Created Software is defined as either internally developed software, purchased software which is significantly modified to meet the County's internal needs, or developed by a third-party contractor on behalf of the County. See GASB Statement No. 51, *Accounting and Financial Reporting for Intangible Assets*, for additional guidance.

2. Internally Created Software Capitalization Threshold

   The capitalization threshold for software with a project cost which reaches or surpasses $100,000 must be capitalized.

3. Internally Created Software Amortization Methodology

Software is amortized using the straight-line method (historical cost/useful life). Capitalization of outlays should cease no later than the time the software is substantially complete and operational.

4. Examples of Expenditures to be Capitalized as Part of Internally Created Software

- Application Development Stage costs include the design of the chosen path, direct costs of materials and services, software configuration and interfaces, coding, installation to hardware, testing, payroll-related costs, and parallel processing phase.
- Costs related to the significant modification of purchased software for use by the County.
- Costs for software that allows access or conversion of old data for new systems.

I. Easements (Intangible Asset)

1. Easement Definition

An easement is defined as an interest in land owned by another individual or entity that entitles the easement holder to a specific limited use or enjoyment (right to use land). Easements are often used for conservation purposes or to access another property.

2. Easements Capitalization Threshold

All easements, regardless of cost, are to be capitalized.

3. Easements Deprecation Methodology

Easements are amortized using the useful life determined by the easement contract in place. If the easement has a limited life beyond one year, then it will be amortized using the straight-line method (historical cost/useful life). If the easement has a non-exhaustible (indefinite) life, then it will not be amortized.

4. Temporary Easements as Part of Construction Projects

Temporary easements acquired during the construction phase of a project will be capitalized as part of the overall capital asset project and not as a standalone easement.

As an example, when certain infrastructure projects are constructed, it is necessary to obtain easements for the use of neighboring land during the project. The costs of these temporary easements are included in the cost of the infrastructure project.

J. Right-to-Use Lease Asset (Intangible Asset)

1. The effective date for right-to use lease asset accounting is July 1, 2021.

2. Right-to-Use lease Asset Definition

   The right-to-use lease asset is an intangible asset representing a lessee's right to use an asset over the life of a lease. A lease is defined as a contract that conveys control of the right to use another entity's nonfinancial asset (the underlying asset) as specified in the contract for a period of time in an exchange or exchange-like transaction. Notify the ACO when an existing lease is modified, or a new lease is executed.

3. Right-to-Use Lease Capitalization Threshold

   The capitalization threshold for right-to use-lease assets is $100,000.

4. Right-to-Use Lease Asset Amortization Methodology

   A right-to use-lease asset is amortized over the shorter of the lease term or the useful life of the underlying asset. However, when the lease contains a purchase option which is reasonably certain of being exercised the right-to-use lease asset is amortized over the useful life of the underlying asset.

5. Lessee Right-to-Use Lease Asset Accounting Methodology

   Lessees with leases meeting the requirements of GASB Statement No. 87 are required to recognize the lease as a liability and the underlying asset as an intangible right-to-use lease asset amortized over the shorter of the lease term or asset life. See GASB Statement No. 87 for additional information.

6. Lessor Accounting Methodology

   A lessor agreement occurs when the County leases a nonfinancial asset to another entity. The County should recognize a lease receivable and a deferred inflow of resources at the commencement of the lease term, with certain exceptions for leases of assets held as investments, certain regulated leases, short-term leases, and leases that transfer ownership of the underlying asset. The County should not derecognize the asset underlying the lease.

K. Right-to-Use Subscription Asset (Intangible Asset)

1. The effective date for right-to use subscription asset accounting is July 1, 2022.

2. Right-to-Use Subscription Asset Definition

   Subscription-based information technology arrangements (SBITAs) are contracts that convey control of the right to use another party's subscription-based information technology (IT) software, alone or in a combination with tangible capital assets (the underlying IT assets), as specified in the contract for a period of time in an exchange or exchange-like transaction.

3. Right-to-Use Subscription Capitalization Threshold

The capitalization threshold for right-to use subscription assets is $100,000.

4. Right-to-Use Subscription Accounting Methodology

Participation on agreements qualifying as SBITAs under GASB Statement No. 96 are required to recognize the agreement as a subscription liability and the underlying asset as a right-to-use subscription asset (intangible asset) amortized over the subscription term.

L. Financed Purchases

1. Financed Purchase Definition

A Financed Purchase is a lease contract that transfers ownership of the underlying asset to the lessee by the end of the contract, does not contain termination options, but may contain a fiscal funding or cancellation clause that is not reasonably certain of being exercised. The presence of a bargain purchase option in a lease contract is not equivalent to a provision that transfers ownership of the underlying asset.

2. Financed purchase Capitalization Threshold

Assets classified as financed purchases are deemed or estimated to meet or exceed the capitalization threshold based on their applicable asset class.

3. Financed Purchase Depreciation Methodology

The asset costs should be depreciated in accordance with the standard useful lives for the applicable asset class.

4. Financed Purchase Accounting Methodology

Reported as a financed purchase of the underlying asset by the lessee or sale of the asset by the lessor.

M. Leasehold Improvements

1. Leasehold Improvements Definition

Leasehold improvements are defined as improvements to increase the service capacity of a leased property that will revert to the lessor at the expiration of the lease. Leasehold improvements include construction of new buildings or improvements made to existing structures by the lessee, who has the right to use the leasehold improvements over the term of the lease (e.g. improvements to a leased building that would normally be capitalized if those same improvements were made to a County owned building are capitalizable leasehold improvements).

2. Leasehold Improvement Capitalization Threshold

The threshold for leasehold improvements is $100,000.

Refer to Buildings and Building Improvement sections III.C.5, Examples of Expenditures to be Capitalized as Part of Building and Building Improvement Costs for additional information of what costs to capitalize or expense.

3. Leasehold Improvement Depreciation Methodology

Leasehold Improvements will be depreciated using the straight-line method of depreciation (historical cost/useful life). The useful life is determined to be the shorter of the asset class useful life or lease term. Assets should be broken into components based on estimated useful lives including (same as buildings and building improvements):

- Shell – structure of building
- Service systems – electrical & lighting systems, heating, ventilation, air conditioning, HVAC, plumbing, fire protection system, elevator
- Fixed equipment – sterilizers, casework, fume hoods, cold rooms

N. Construction-In-Progress (CIP) and Work-In-Progress (WIP)

1. Construction-In-Progress and Work-In-Progress Definition

Construction-in-progress is defined as the accumulation of all costs incurred on uncompleted land improvements, buildings, building improvements, or infrastructure. Work-in-progress is defined as the accumulation of all costs incurred on uncompleted machinery, equipment, or intangibles.

2. Capitalization Threshold

CIP or WIP projects that are estimated to meet or exceed the capitalization threshold for the applicable asset class at the earlier occurrence of filing of **Notice of Completion** documents, occupancy, or when the asset is placed into service. At the time of completion, the asset costs should be transferred to the applicable asset class and depreciated in accordance with the standard useful lives.

3. Depreciation Methodology

Costs classified as CIP or WIP are not to be depreciated until the finished asset is placed into service. The asset should be depreciated based on the depreciation methodology of the particular asset class. While it is considered CIP or WIP, the cost should be reported with land and other non-depreciable assets.

4. Accumulating and Tracking Costs

Project balances should be updated as costs are incurred. Once the project is completed for its intended purpose and placed into active service (e.g. filing of notice of completion, occupancy, etc.), all costs associated with the construction phase should be evaluated and capitalized. All costs incurred after the project is placed in service need to be addressed with the ACO. Any costs associated with end-user training or maintenance should be recorded as an expenditure in the period incurred.

O. Other Capital Assets

1. Works of Art and Historical Treasures Definition

Works of art and historical treasures are defined as collections or significant individual items that are owned by a County agency and are not held for financial gain, but rather for public exhibition, education or research as part of a public service.

2. Works of Art and Historical Treasures Capitalization Threshold

The capitalization threshold of works of art and historical treasures is $5,000 for either a collection or individual item.

Governments are encouraged, but not required, to capitalize a collection (and all additions to that collection) whether donated or purchased that meet the following conditions. The collection is:

- Held for public exhibition, education, or research in furtherance of public service, rather than financial gain; and
- Protected, kept unencumbered, cared for, and preserved; and
- Subject to an organizational policy that requires the proceeds from sales of collection items to be used to acquire other items for collections.

3. Works of Art and Historical Treasures Depreciation Methodology

If a collection or item is held for financial gain and is not capitalized, disclosures must be made in the notes to the financial statements that describe the collection or item and the reasons these assets are not capitalized.

Some collections or items are considered exhaustible (diminished by display, educational or research applications) and should be depreciated over their estimated useful life.

Collections or items which are non-exhaustible are items whose economic benefit or service is used up so slowly that the estimated useful lives are extraordinarily long. Because of their cultural, aesthetic, or historical value, holders protect and preserve these assets more than similar assets without such value. Depreciation is not required for collections which are non-exhaustible.

For further information see GASB Statement No. 34.

4. Examples of Expenditures to be Capitalized as Part of Works of Art and Historical Treasures

All costs of acquiring works of art and historical treasures should be recorded.

Collections and items acquired by gift or donation should be recorded using acquisition value as defined in section G.1.

P. Self-Constructed Asset

1. Self-Constructed Asset Definition

   Capital assets constructed by County personnel are recorded in the same manner as those acquired by purchase or construction contract.

2. Self-Constructed Asset Capitalization Threshold

   Assets classified as self-constructed are deemed or estimated to meet or exceed the capitalization threshold based on their applicable asset class.

3. Self-Constructed Asset Depreciation Methodology

   The asset costs should be depreciated in accordance with the standard useful lives for the applicable asset class.

4. Self-Constructed Asset Accounting Methodology

   Costs are initially charged to the accounts of the cost center performing the construction and are then transferred to the capital asset account. These costs include direct labor, materials, equipment usage and overhead. Overhead is limited to those items, such as worker's compensation and employee group insurance premiums, retirement, sick leave, and vacation allowances, which can be distributed on the basis of direct labor. Administrative overhead outside the cost center may be capitalized when clearly related to the construction.

IV. CAPITAL ASSET CONTROLS

A. Capital Asset Controls Overview

Departments, districts, and agencies are responsible for adhering to policy controls over their assets and minimizing the risk of loss or misuse of County property. These controls include:

- Capital asset tagging
- Capital asset inventory controls

B. Capital Asset Tagging

Capital asset tagging - tag numbers are required. Fleet assigns numbers for vehicles, trailers, boats, etc. Non-Fleet tag numbers are assigned by the ACO upon request. If your department does not have a capital asset tag, submit a request for a physical capital asset tag with the ACO.

C. Capital Asset Inventory Controls

A certification inventory of County capital assets is performed annually. This inventory is based on County capital assets placed into service as of the end of the prior fiscal year. The inventory count is based on the asset listing received from the ACO.

Note: an inventory count is taken for each major class every other year. For example, in Year 1, Equipment will be inventoried, the next inventory count for this class will be performed in Year 3.

After the inventory count is completed, the results are submitted to the ACO. The ACO is responsible for updating any changes in the system with regards to assets no longer in existence, changes in location, transfers, etc.

- Asset receiving – assets must be received by creating and paying directly from a PO Receipt.
- Capital asset inventory controls (certification) – asset certifications are performed annually, based on all assets in service as of March 31st of any given year. Completed certifications, including corrections as needed, are due to the ACO by May 31st.

For further details, comments, or inquiries, please contact the ACO General Accounting Division at 1110-GeneralAccounting@countyofmonterey.gov.