

CAPITAL ASSETS POLICY

For the Town of New Paltz (Ulster County, New York)

Policy effective January 1, 2018

1. Section I. Capital Asset Definitions and Guidelines

I. (1) Overview

The Governmental Accounting Standards Board's (GASB) Statement No. 34, *Basic Financial Statements – and Management's Discussion and Analysis – for State and Local Governments*, requires that governments depreciate their exhaustible capital assets, including infrastructure.

Capital assets are tangible and intangible assets that are used in operations and that have initial useful lives that extend beyond a single reporting period. They include land, land improvements, easements, buildings and improvements, equipment, and works of art and historical treasures.

Capital assets include infrastructure assets which are long-lived capital assets that normally are stationary in nature and can be preserved for a significantly greater number of years than most capital assets. Infrastructure assets include roads, bridges, tunnels, drainage systems, water and sewer systems, dams and lighting systems. A government with the primary responsibility for managing infrastructure assets reports that asset, even if a third part maintains it under contract.

Capital assets are reported in the statement of net assets at historical cost. The cost of a capital asset should include capitalized interest and ancillary charges (i.e., freight and transportation charges) necessary to place the assets into use. Donated capital assets should be reported at their estimated fair market value at the time of donation, plus ancillary charges, if any.

Capital assets should be depreciated over their estimated useful lives unless they are either inexhaustible (assets in which service potential is used up so slowly that the estimated useful life is extraordinary long, such as land and land improvements) or are infrastructure assets reported using the modified approach.

Depreciable assets are reported net of accumulated depreciation in the Statement of Net Assets. Accumulated depreciation may be reported on the face of the statement or disclosed in the Notes to Financial Statements. Capital assets that are not being depreciated, such as land or infrastructure assets reported using the modified approach, should be reported separately.

I. (2) Capital Asset Classifications

Capital assets are assets purchased or constructed by the Town of New Paltz (the "Town") that have a useful life of three (3) or more years and that have a value equal to or greater than the established capitalization threshold. The following class of asset categories, capitalization thresholds and useful lives are used for the Town:

Class of Asset Categories, Capitalization Thresholds and Useful Lives

Class of Asset	Capitalization Threshold	Useful Life
Land	\$5,000	Note 1
Land Improvements	\$5,000	20 years
Buildings	\$5,000	40 years
Building Improvements	\$5,000	20 years
Machinery and Equipment: (Note 4)		
Office Equipment	\$5,000	5 years
Furniture	\$5,000	10 years
Computers	\$1,000	years
Vehicles	\$5,000	Note 2
Heavy Equipment	\$5,000	10 - 20 years
Small Equipment and Tools	\$5,000	3 - 10 years
Other	\$5,000	3 - 10 years
Infrastructure:		
Bridges (including culverts)	\$5,000	40 years
Roads	\$5,000	20 years
Dams and Drainage Systems	\$5,000	30 years
Sewer Systems	\$5,000	40 years
Water Systems	\$5,000	40 years
Sewer & water connections	\$5,000	20 years
Parks, playgrounds, recreational areas	\$5,000	20 years
Construction Work in Progress		Note 3
<p>Note 1 – Not Depreciated</p> <p>Note 2 – Machinery & apparatus for construction and maintenance reference subdivision 28 of Local Finance Law Section 11. Vehicles costing \$15,000 or less, 5years/vehicles costing \$15,000 but less than \$30,000, 10 years/vehicles costing \$30,000 or more, 15 years.</p> <p>Note 3 – Depreciation is not required on Construction Work in Progress. Upon completion, the asset will be recorded in appropriate asset classification and depreciation will begin in accordance with the threshold.</p> <p>Note 4 – For control and accountability purposes, capital assets costing less than \$5,000 may be recorded in the capital assets inventory.</p>		

I. (3) Capital Asset Acquisition Cost

Capital assets shall be recorded at their historical costs, or estimated historical cost if the actual historical cost is unknown. The cost of a capital asset shall include any ancillary costs that are necessary to place the asset in its intended condition for use. These include the vendor's invoice (plus the value of any trade-in, if reflected on the invoice), initial installation cost (excluding in-house Town labor costs), modifications, attachments, accessories or apparatus necessary to make the asset usable and render it into service. Historical costs include charges such as freight and transportation costs, site preparation costs and professional fees. The costs of capital assets for governmental activities shall not include capitalized interest.

I. (4) Capital Asset Donations

Donations are defined as voluntary contributions of resources to a governmental entity by a non-governmental entity. Donated capital assets shall be reported at fair market value at the time of acquisition plus ancillary charges, if any. Fair market value is the amount at which an asset could be exchanged in a current transaction between willing parties.

Governmental funds will have to meet the standards of GASB Statement No. 33, *Accounting and Financial Reporting for Non-Exchange Transactions*. Donations must be recorded and reported at fair market value on the date of acquisition. Recipients of donated capital assets will recognize the donation and related revenue when the transaction is complete and the assets are received, providing all eligibility requirements have been met. Promises of capital asset donations should be recognized as receivables and revenues (net of estimated uncollectible amounts) when all applicable eligibility requirements have been met, providing that the promise is verifiable and the resources are measurable and probable of collection.

In some cases, donated capital assets are given with the stipulation (time requirement) that the assets cannot be sold, disbursed or consumed until a specified number of years have passed or a specific event has occurred. For such cases, the capital asset should be reported in the Statement of Net Assets as "Net Assets – Restricted" as long as the restrictions or time requirements remain in effect.

Modified Accrual Basis of Accounting – Do not report revenue from the donation of a capital asset when using the modified accrual basis of accounting, except in the following situation: If the Town receives a donation of a capital asset and intends to sell the asset immediately, revenue shall be recognized in the period the asset is donated, and the capital asset shall be reported in the same fund used to report the revenue as "Assets Held for Sale". Intent to sell should be evidenced by a sale of or contract to sell the capital asset before the financial statements are issued. Revenue shall be measured at the amount at which the capital asset is sold or its contract price. If the Town does not intend to sell the donated capital asset immediately or does not meet the criteria to sell as stated above, the donation shall not be reported in the operations of the governmental funds. Revenue from donations of financial resources such as cash, securities or capital assets shall be recognized when the Town has an enforceable legal claim to the donation and when it is probable the donation will be received, regardless of when the financial resources are actually received. Revenue shall be measured at the fair value of the financial resource donated.

Full Accrual Basis of Accounting – In accordance with GASB Statement No. 33, *Accounting and Financial Reporting for Non-Exchange Transactions*, entities currently using proprietary fund accounting (i.e., water and sewer enterprise funds) must recognize capital asset donations as revenues and not as contributed capital.

I. (5) Leased Equipment

Equipment shall be capitalized if the lease agreement meets any one of the following criteria:

- The lease transfers ownership of the property to the lessee by the end of the lease term.
- The lease contains a bargain purchase option.
- The lease term is equal to 75 percent or more of the estimated economic life of the leased property.
- The present value of the minimum lease payments at the inception of the lease, excluding executory costs, equals at least 90 percent of the fair market value of the leased property.

Leases that do not meet any of the above requirements shall be recorded as an operating lease and reported in the Notes to Financial Statements, if material.

2. I. (6) Depreciating Capital Assets

Capital assets shall be depreciated over their estimated useful lives in accordance with this policy, unless they are inexhaustible.

The straight-line depreciation method (historical cost less estimated residual value, divided by useful life) is the method that shall be used by the Town for depreciating capital assets.

Depreciation shall be calculated on an annual basis. A full year of depreciation shall be included in the year of completion or acquisition of the asset. Depreciation expense shall not be included in the year of disposition. Exception: Due to the material amount involved, depreciation expense for depreciable capital assets costing more than \$1 million dollars shall be recorded in the first and last years based on number of months such asset was in service. Accumulated depreciation will be summarized and posted to the accounting general ledger for the entity-wide financial statements.

Depreciation need not be calculated for individual assets. Instead, depreciation may be calculated for classes of assets, networks of assets and subsystems of network assets. A network of assets is defined as all assets that provide a particular type of service for a government. A subsystem of network assets is composed of all assets that make up a similar portion or segment of a network of assets. For example, a water distribution system of the Town could be a network of assets. Pumping stations, storage facilities and distribution networks could be considered subsystems of that network. Similarly, the Town’s storm sewer system could be a network, with catch basins, storm drains and inlets considered a subsystem.

3. **I. (7) Useful Lives of Capital Assets**

To estimate the useful lives of its capital assets, the Town shall consider an asset’s present condition, use of the asset, construction type, maintenance policy and how long it is expected to meet service and technology requirements. Sources of useful life information include internal information (i.e., historical records and replacement schedules), general guidelines obtained from professional or industry organizations, information for comparable assets of other governments, and use of period of probable usefulness as prescribed by the Local Finance Law.

The Town shall use as its policy guidelines for useful lives of its capital assets the information contained in the table in Section I. (2), entitled *Capital Asset Classifications*, above.

4. **I. (8) Residual Value**

Residual value is the estimated fair market value of a capital asset or infrastructure remaining at the end of its useful life. In order to calculate depreciation for an asset, the estimated residual value must be established before depreciation can be calculated. The use of historical sales information is a valuable method for determining the estimated residual value. Proceeds from sale of assets shall be netted against residual value in computing net gain or loss from sale.

The Town generally purchases assets with the intent to use such assets until its usefulness is exhausted. Therefore, the Town policy shall generally be to estimate residual value as zero for all capital assets.

I. (9) Sale of Capital Assets

When an asset is sold, a gain or loss shall be recognized when:

- Cash is exchanged and the amount paid does not equal the net book value of the asset.
- Cash is not exchanged and the asset is fully depreciated or has no residual value.

When an asset is sold, a gain or loss shall not be reported when:

- Cash exchanged equals the net book value, and the asset does not have a residual value.
- Cash is not exchanged and the asset is fully depreciated and has no residual value.

To compute a gain or loss from sale of capital assets, proceeds received shall be subtracted from the asset’s net book value. Examples:

	<u>Gain</u>	<u>Loss</u>
Asset’s historical cost	\$10,000	\$10,000
Less: Accumulated Depreciation	<u>7,000</u>	<u>7,000</u>
Net Book Value	\$ 3,000	\$ 3,000
Less: Proceeds Received	<u>5,000</u>	<u>2,000</u>
Gain/Loss from Sale of Asset	Gain \$ 2,000	Loss \$ 1,000

2. **Section II. Capital Asset Categories**

II. (1) Land

Land Definition:

Land is the surface or crust of the earth, which can be used to support structures, and may be used to grow crops, grass, shrubs and trees. Land is characterized as having an unlimited life (indefinite).

Depreciation Methodology:

Land is an inexhaustible asset and, therefore, is not depreciated.

Capitalization Threshold:

The capitalization threshold for land is \$5,000.

Examples of Expenditures to be Capitalized as Land:

- Purchase price or fair market value at time of acquisition
- Commissions
- Professional fees (title searches, architect, legal, engineering, appraisal, surveying, environmental assessment, etc.)
- Accrued and unpaid taxes at date of purchase
- Other costs incurred in acquiring the land
- Right-of-way

II. (2) Land Improvements

Land Improvements Definition:

Land improvements consist of betterments, site preparation and site improvements (other than buildings) that ready land for its intended use. Land improvements include such items as excavation, non-infrastructure utility installation, driveways, sidewalks, parking lots, flagpoles, retaining walls, fences, and outdoor lighting. They can be exhaustible or non-exhaustible.

Non-Exhaustible Land Improvements:

Expenditures for improvements that do not require maintenance or replacement. Expenditures to bring land into condition to commence erection of structures, and expenditures for land improvements that do not deteriorate with use or over the passage of time are additions to the cost of land and are generally not exhaustible and therefore not depreciated.

Exhaustible Land Improvements:

Expenditures for improvements that are part of the site, such as parking lots, landscaping and fencing, are usually exhaustible and are depreciated.

Depreciation Methodology:

Land improvements that are inexhaustible assets are not depreciated. Exhaustible land improvements are depreciated on a straight-line basis over 20 years. The straight-line depreciation method (historical cost less residual value, divided by useful life) will be used for exhaustible land improvements.

Capitalization Threshold:

The capitalization threshold for land improvements is \$5,000.

Examples of Expenditures to be Capitalized as Land Improvements:

- Site improvements such as excavation, fill, grading and utility installation
- Removal, relocation, or reconstruction of property of others (railroad, telephone and power lines)
- Fencing
- Landscaping
- Parking lots
- Skating rinks, basketball courts, tennis courts, etc.
- Retaining walls

II. (3) Buildings

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.

Depreciation Methodology:

The straight-line depreciation method (historical cost less residual value, divided by useful life) will be used for buildings.

Capitalization Threshold:

The capitalization threshold for buildings is \$5,000.

Examples of Expenditures to be Capitalized as Buildings: Purchased Buildings:

- Original purchase price

- Expenses for modeling, reconditioning or altering a purchased building to make it ready to use for the purpose for which it was acquired
- Environmental compliance (i.e., asbestos or lead abatement)
- Professional fees (legal, architect, inspections, title searches, etc.)
- Payment of unpaid or accrued taxes on the building to date of purchase
- Cancellation or buyout of existing leases
- Other costs required to place the asset into operation Constructed

Buildings:

- Completed project costs
- Interest accrued during construction
- Cost of excavation, grading or filling of land *for a specific building*
- Expenses incurred for the preparation of plans, specifications, blueprints, etc.
- Professional fees (architect, engineer, management fees for design and supervision, legal)
- Costs of temporary buildings used during construction
- Unanticipated costs, such as rock blasting, piling, or relocation of an underground stream channel
- Permanently attached fixtures or machinery that cannot be removed without impairing the use of the building
- Additions to buildings (expansions, extensions, or enlargements)

II. (4) Building Improvements

Building Improvements Definition:

Building improvements are capital events that materially extend the useful life of a building or increase the value of a building, or both. A building improvement should be capitalized as a betterment and recorded as an addition of value to the existing building if the expenditure for the improvement is at the capitalization threshold, or the expenditure increases the useful life or value of the building.

Depreciation Methodology:

The straight-line depreciation method (historical cost less residual value, divided by useful life) will be used for building improvements and their components.

Capitalization Threshold:

The capitalization threshold for building improvements is \$5,000.

Examples of Expenditures to be Capitalized as Building Improvements:

- Conversion of attics, basements, etc. to useable office, clinic, research or classroom space
- Structures attached to the building such as covered patios, sunrooms, garages, carports, enclosed stairwells, etc. Installation or upgrade of heating and cooling systems, including ceiling fans and attic vents
- Original installation/upgrade 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
- Swimming pools
- Installation or upgrade of window or door frame, upgrading of windows or doors, built-in closet and cabinets
- Interior renovation associated with casings, baseboards, light fixtures, ceiling trim, etc.
- Exterior renovation such as installation or replacement of siding, roofing, masonry, etc.
- Installation or upgrade of plumbing and electrical wiring
- Installation or upgrade of phone or closed circuit television systems, networks, fiber optic cable, wiring required in the installation of equipment (that will remain in the building)

Note: 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. 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 original utility level would not. Determinations must be made on a case-by-case basis.

Other Costs Associated with the Above Improvements Not to Capitalize:

The following are examples of expenditures not to capitalize as improvements to buildings. Instead, these items should be recorded as maintenance expenditures:

- Adding, removing and/or moving of walls relating 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
- Plumbing or electrical repairs
- Cleaning, pest extermination, or other periodic maintenance
- Maintenance-type interior renovation, such as repainting, touch-up plastering, replacement of carpet, tile, or panel sections; sink and fixture refinishing, etc.
- Maintenance-type exterior renovation such as repainting, replacement of deteriorated siding, roof, or masonry sections
- Replacement of a part or component of a building with a new part of the same type and performance capabilities, such as replacement of an old boiler with a new one of the same type and performance capabilities

II. Any other maintenance-related expenditure which does not increase the value of the building

(5) Machinery and Equipment

Machinery and Equipment Definition:

Machinery and equipment are fixed or movable tangible assets to be used for operations, the benefits of which extend three or more years from the date acquired and rendered into service. Improvements or additions to existing personal property that constitute a capital outlay or increase the value or life of the asset should be capitalized as a betterment and recorded as an addition of value to the existing asset. Note: Costs of extended warranties and/or maintenance agreements, which can be separately identified from the cost of the equipment, should not be capitalized.

Categories of Machinery and Equipment:

- Office equipment
- Furniture
- Computers
- Vehicles
- Heavy Equipment
- Small Equipment and Tools
- Other

Note: Due to the low cost and value of individual furniture pieces (which may be material in the aggregate), it will be assumed that historical cost of this class of asset is 75% of insurance appraisal value, if the historical cost is unknown.

Depreciation Methodology:

The straight-line depreciation method (historical cost less residual value, divided by useful life) will be used for machinery and equipment.

Capitalization Threshold:

The capitalization threshold for machinery and equipment is \$5,000. However, for control and accountability purposes, capital assets costing less than \$5,000 may be recorded in the capital assets inventory.

Examples of Expenditures to be Capitalized as Machinery and Equipment:

- Original contract or invoice price, including freight charges, handling and storage charges, in-transit insurance charges, charges for testing and preparation for use, and costs of reconditioning used items when purchases
- Parts and labor associated with the construction of equipment
- Dump trucks and passenger cars
- Heavy construction equipment such as front-end loaders and backhoes
- Lawn maintenance equipment, compressors and tool kits

II. Computer hardware and software

(6) Infrastructure

Infrastructure Definition:

Infrastructure are assets that are long-lived capital assets that normally are stationary in nature and can be preserved for a significantly greater number of years than most capital assets.

Infrastructure assets are often linear and continuous in nature.

Infrastructure Classifications:

- Bridges, including culverts
- Roads

- Traffic control systems
- Dams and drainage systems
- Water systems
- Sewer systems

Prospective Reporting Policy Guidelines:

Prospective recording and reporting of general infrastructure assets in the Town's accounting records and Statements of Net Assets will be implemented (i.e., as of January 1, 2018 for the Town).

Infrastructure Improvements:

Infrastructure improvements are capital events that materially extend the useful life or increase the value of the infrastructure, or both. Infrastructure improvements should be capitalized as a betterment and recorded as an addition of value to the infrastructure if the improvement or addition of value is at the capitalization threshold or increases the life or value of the asset.

Jointly Funded Infrastructure:

Infrastructure paid for jointly by multiple governmental entities should be capitalized by the entity responsible for future maintenance.

Maintenance Costs:

Maintenance costs are recurring costs that allow an asset to continue to be used during its originally established useful life. Maintenance costs are expensed in the period incurred.

Preservation Costs:

Preservation costs are generally considered to be those outlays that extend the useful life of an asset beyond its original estimated useful life, but do not increase the capacity or efficiency of the asset. Preservation costs should be capitalized under the depreciation approach.

Additions and Improvements:

Additions and improvements are those capital outlays that generally increase the capacity or efficiency of the asset. A change in capacity increases the level of service provided by an asset. For example, additional lanes can be added to a highway or the weight capacity of a bridge could be increased. A change in efficiency maintains the same service level, but at a reduced cost.

The cost of additions and improvements should be capitalized.

Depreciation Methodology:

The straight-line depreciation method (historical cost less residual value, divided by useful life) will be used for infrastructure assets.

Capitalization Threshold:

The capitalization threshold for infrastructure assets is \$5,000.

Examples of Expenditures to be Capitalized as Infrastructure:

- Roads, streets, curbs, gutters, sidewalks, fire hydrants
- Bridges, culverts, trestles
- Dams, drainage facilities
- Water mains and distribution lines
- Fiber optic and telephone distribution systems (between buildings)
- Light system (traffic, outdoor, street, etc.)
- Signage
- Sewer systems
- Water systems, including reservoirs

II. (7) Construction Work in Progress

Construction Work in Progress Definition:

Construction work in progress reflects the economic construction activity status of buildings and other structures, infrastructure (roads, water system, etc.), additions, alterations, reconstruction, installation, and maintenance and

repairs, which are substantially incomplete.

Depreciation Methodology:

Depreciation is not applicable while assets are accounted for as construction work in progress. Upon asset completion and placement into service, the value of such asset is removed from the construction work in progress account and transferred to the appropriate capital asset classification account. Depreciation then begins based upon depreciation life of the appropriate asset category. See appropriate capital asset category when asset is capitalized.

Capitalization Threshold:

Construction work in progress assets should be capitalized to their appropriate capital asset categories upon the earlier occurrence of execution of substantial completion contract documents, occupancy, or when the asset is placed into service (generally \$5,000).