RESOLUTION 2019-59

A RESOLUTION ADOPTING A CAPITAL ASSETS POLICY FOR THE CITY OF FRANKLIN, TENNESSEE

WHEREAS, the Board of Mayor and Aldermen believes it is in the best interest of the City of Franklin to adopt a Capital Assets Policy to provide guidance for tracking and reporting.

NOW THEREFORE, BE IT RESOLVED BY THE BOARD OF MAYOR AND ALDERMEN OF THE CITY OF FRANKLIN, TENNESSEE, AS FOLLOWS:

Section 1. A Capital Assets Policy, which is attached as Exhibit A, is now hereby adopted for the City of Franklin.

Section 2. Changes or revisions to the policy hereby adopted shall be made only by resolution of the Board of Mayor and Aldermen of the City of Franklin.

Section 3. The effective date of the policy hereby adopted shall be immediate upon passage and adoption of this resolution, the public welfare and the welfare of the City requiring it.

RESOLVED this 25th day of June, 2019.

ATTEST:

BY: Eric S. Stuckey

Eric S. Stuckey
City Administrator / City Recorder

CITY OF FRANKLIN, TENNESSEE

BY: ______________________

Dr. Ken Moore
Mayor

APPROVED AS TO FORM BY:

Shauna R. Billingsley

Shauna R. Billingsley, City Attorney

HISTORIC
FRANKLIN
TENNESSEE

CAPITAL ASSETS POLICY

CITY OF FRANKLIN, TENNESSEE
Capital Assets Policy

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CITY OF FRANKLIN, TENNESSEE
Capital Assets Policy

1. General Policy

The purpose of this policy is to provide guidance regarding capital assets:

(1) tracking from acquisition to disposal, and

(2) reporting in the financial statements in accordance with standards established by the Governmental Accounting Standards Board (GASB). Capital assets represent the most significant amounts on the balance sheet in the City's Comprehensive Annual Finance Report (CAFR).

2. Capital Assets Tracking from Acquisition to Disposal

2A. Capital Assets Defined

The City has various assets. To be a capital asset, three (3) criteria must be met:

(1) Either a tangible asset owned by the City or an intangible asset in which the City has rights but not ownership. (For examples of intangible assets, please see page 12)

(2) An asset with an initial, individual cost of more than the capital asset threshold (see Capital Asset Thresholds) for the asset type, and

(3) An asset with an estimated useful life of three (3) or more years.

2B. Assets Other Than Capital Assets Defined

All assets are not capital assets. The City has two (2) other asset classifications not included in capital assets:

(1) **Departmental Non-Capital Assets.** These are items in use (equipment, furniture, fire hydrants, etc.) that individually do not meet the capital asset criteria. At the discretion of the City's Comptroller, if an asset inventory purchase total exceeds the Capital Asset Threshold the purchase will be reviewed as necessary for potential depreciation as a capital asset.

(2) **Financial Inventory.** These are items held in inventory (stored parts or supplies) that comprise $25,000 or more in total within a department. Generally, these departments have included Water/Wastewater, Streets-Traffic, Streets-Fleet, Police (ammunition), and SES (waste containers). Departments perform a minimum of an annual count of financial inventory. Finance performs a spot check review of financial inventory usually after the department count. Other spot checks may be done more than annually.

2C. Non-City Assets Defined

If another government owns a capital asset, the other government reports the capital asset even if the City is responsible for its maintenance. Maintenance responsibility should be used only when ownership is unclear.

2D. Capital Asset Thresholds

Assets purchased, constructed, or received through capital lease or donation must be uniformly grouped into capital asset types. The following table summarizes the capitalization thresholds for the city's capital asset types. Amounts are capitalized when the cost or value equals or exceeds the applicable threshold amount. Projects will remain open for twelve (12) months after construction is complete to capture any late occurring costs. The threshold normally is applied to individual items in a group of similar items, rather than to the group as a whole. (Ex. fire hydrants, etc.)

Type	Threshold Amount
Land	Purchase Price
Buildings	$100,000
Improvements	$100,000
Infrastructure	$100,000
Equipment	$25,000

For assets funded with federal grants, the federal thresholds will be used in place of the above amounts to determine capitalization.

2E. Capital Assets Responsibilities

To ensure best practices, the following capital assets responsibilities are in place:

a. **Capital Investment Planning.** Departments should include estimates by asset type (street portion, streetscape portion, traffic signal portion, etc.) of capital investment projects.

b. **Budgeting.** Departments should strive to itemize capital asset acquisitions in their budgets by asset type (land, building, equipment, etc.).

c. **Tracking.** Departments should maintain a list of its capital assets from acquisition to disposal. The preferred method of tracking is within a computer database. This list should include:
   (a) Asset description
   (b) Asset identifier (address, VIN, Serial ID, tag number if applicable, etc.)
   (c) Date of acquisition
   (d) Asset cost or value when acquired
   (e) Estimated useful life
   (f) Date of disposal (in the fiscal year the asset is disposed. The asset would be removed from the list in the following fiscal year.)

d. **Acquisitions.** Acquisitions should strive to be shown by each asset (if 10 vehicles meeting the capital asset criteria are purchased, there should be 10 transactions with each having an asset identifier).

e. **Disposals.** Report any assets deemed to be surplus and unneeded by the department so that proper transfer or disposal can proceed. Theft or loss of property should be reported immediately. A police report should be obtained on all losses suspected of being stolen.

f. **Reporting.** At least annually, departments shall provide their lists to Risk Management (HR) and Finance. All departments are required to prepare and maintain an annual inventory of all assets assigned to their respective department. A second inventory listing of only assets with cost basis that are over the capitalization threshold for financial reporting should be prepared and submitted to Finance. Department directors are responsible for the inventories of their respective department.

g. **Review.** At least annually, Finance will spot check capital assets. Depending on the capital asset, Finance may recommend tagging capital assets to enhance tracking.

2F. Capital Asset Categories

The City reports five (5) categories of capital assets: Land, Buildings, Improvements, Infrastructure, and Equipment. Each category is further identified by type.

Land. Land is the surface or crust of the earth, which may be used to support structures. Land improvements consist of betterments, site preparation and site improvements (other than buildings) of a permanent nature that ready the land for its intended use. The costs associated with improvements to land are added to the cost of the land. Land and land improvements are inexhaustible assets and do not depreciate over time. For financial reporting, infrastructure right-of-way (ROW) or easements are reported in the land classification

The City reports two (2) types of capital assets as land:

(1) **Land Acquired (including right of way).** Expenditures for the purchase of land, including right-of-way. This includes land the City has ownership.

(2) **Easements Acquired.** Expenditures for the purchase of easements. This includes property the City has rights but not ownership. Temporary easements are at the discretion of the City's Comptroller, since it depends on length of the temporary acquisition.

Buildings. A building is a structure that is permanently attached to the land and is not intended to be transportable or moveable. Building improvements are capital events that materially extend the useful life of a building, increase the value of a building or both. A building improvement should be capitalized and recorded as an increase to the value of the existing building if the cost of the improvement meets or exceeds the capitalization threshold and increases the estimated useful life.

The City reports three (3) types of capital assets as buildings:

(1) **Buildings Acquired.** Expenditures for acquiring existing buildings.

(2) **Building Design and Construction.** Expenditures for design and construction of new buildings. This includes parking garages.

(3) **Building Improvements.** Expenditures for improvements made to existing buildings. Improvements means any expenditure greater than the asset type threshold that adds new capacity to an existing building or extends the estimated useful life of an existing building. This includes an addition, a new roof, or a new HVAC system.

Improvements. Improvements other than buildings include depreciable improvements and betterments made to land of a permanent nature, other than buildings that add value to land, but do not have an indefinite useful life.

The City reports two (2) types of capital asset as improvements:

(1) **Parks and Recreation Facilities.** Cost of acquisition and improvements to City parks.

(2) **Distribution and Collection Systems.** Cost of acquisition and improvements to City's water, sewer, and reclaimed distribution systems.

Infrastructure. Infrastructure assets are capitalized. The city has elected to apply depreciation expense for these assets. Costs for both maintenance and preservation of these assets are expensed in the period incurred.

Additions and improvements to existing infrastructure assets that increase capacity or efficiency are capitalized. Examples of additions and improvements that increase capacity or efficiency include adding a new lane or widening the lanes of an existing road, or alignment improvements.

For purposes of infrastructure accounting and reporting, the city has determined that roads will consist of lane miles of roadways and dissimilar assets such as drainage systems, lighting, and signalization are recorded separately.

Infrastructure is overseen by Engineering, Street Department, IT, or the Water Management Department.

The City reports eight (8) types of capital assets as infrastructure:

(1) **Drainage.** Cost of improving drainage.

(2) **Streets.** Cost of adding or improving streets.

(3) **Curb and Gutter.** Cost of adding or improving curb and gutter.

(4) **Gateway Enhancement and Streetscape.** Cost designated for adding or improving gateway enhancement and streetscape.

(5) **Bridges and Tunnels.** Cost of adding or improving bridges and tunnels.

(6) **Sidewalks.** Cost of adding or improving sidewalks.

(7) **Traffic Signals.** Cost of acquiring and installing traffic signals.

(8) **Streetlights.** Cost of installing or improving streetlights.

Equipment. Machinery and equipment is an apparatus, tool, or conglomeration of pieces to form a tool, or purchased equipment, used in operations. These items can be fixed or movable tangible assets. They will stand alone and not become a part of a basic structure or building.

The City reports fives (5) types of capital assets as equipment:

(1) **Furniture and Fixtures.** Expenditures for furniture and fixtures, including office furniture and building fixtures, with a unit cost more than the capital asset type threshold. Normally, such items would be indoors and would not require power to operate. Examples include chairs, tables, bookcases, and office cubicles.

(2) **Vehicles.** Expenditures for on-road rolling stock with a unit cost in excess of the capital asset type threshold each, used to transport persons or objects. May include expenditures for permanent improvements to new vehicles prior to placing the vehicle in service for the first time, regardless of cost (e.g., permanent attachments, pickup truck bed covers and bed liners, patrol car light bars, window tinting, etc.). Examples of vehicles include trailers, motorcycles, automobiles (e.g., sedans, pick-up trucks, SUVs) and on-road trucks to which the City affixes a license plate. Does NOT include off-road rolling stock to which the City does NOT affix a license plate.

(3) **Machinery and Equipment.** Expenditures for machinery and equipment with a unit cost in excess of the capital asset type threshold each, usually composed of a complex combination of parts. Examples include copiers, electronics, power tools, self-contained breathing apparatus, off-road rolling stock to which the City does NOT affix a license plate, traffic controllers and monitors, and radio equipment. Does NOT include computer hardware and vehicles to which the City affixes a license plate.

(4) **Computer Hardware.** Computer hardware with a unit cost over the capital asset type threshold.

(5) **Computer Software.** Non-recurring cost of computer software with a unit cost over the capital asset type threshold. For internally generated computer software, only costs incurred during the application development stage are considered capital assets.

2G. Capital Asset Costs

Capital assets are stated at historical cost or, in some instances, estimated historical cost. Donated capital assets, donated works of art and similar items, and any capital assets received in service concession arrangements are reported at acquisition value. Major outlays for capital assets and improvements are capitalized as projects are constructed. The cost of normal maintenance and repairs that do not add to the value of an asset or materially extend the asset's life is not capitalized.

Capital assets, except for land, land improvements and intangible assets with an indefinite useful life are depreciated over their estimated useful lives.

<u>Land</u>

Costs to include as land include:

- Original purchase price or estimated acquisition value at time of donation
- Professional fees (closing fees, title searches, architect, legal, engineering, appraisal, surveying, environmental assessments, etc.)
- Land excavation, fill, grading, drainage, and clearing

- Demolition of existing buildings and improvements (less salvage)
- Removal, relocation, or reconstruction of property of others (railroad, telephone and power lines)
- Water wells (including the initial cost for drilling, the pump and its casing)
- Accrued and unpaid taxes at date of acquisition

Buildings Acquired

Costs to include for buildings acquired include:

- Original purchase price
- Expenses for remodeling, reconditioning or altering the structure of a purchased building to make it ready to use for the purpose for which it was acquired (including internal payroll and payroll-related costs of employees directly involved in the activity)
- Environmental compliance costs (i.e., asbestos 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 costs of existing leases
- Other costs required to place the asset into operation

Buildings Designed and Constructed

Costs to be capitalized for buildings designed and constructed include:

- Completed structure costs
- Expenses incurred for the preparation of plans, specifications, blueprints, etc.
- Cost of building permits
- Professional fees (architectural, engineering, legal, management fees for design and supervision, etc.)
- Cost of permanently attached fixtures or machinery that cannot be removed without impairing the use of the building

Building Improvements

Costs to be capitalized for building improvements include:

- Similar costs included above in constructed buildings but rather associated with additions to buildings (expansions, extensions, or enlargements)
- Conversion of areas including attics, basements, etc., to usable space
- Structures attached to the building such as covered patios, sunrooms, garages, carports, enclosed stairwells, etc.
- Installation or upgrade of heating and cooling systems
- 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
- Installation or upgrade of window or door frames, upgrading of windows or doors, built-in closet and cabinets

- Interior renovation associated with casings, baseboards, light fixtures, ceiling trim, etc.
- Installation or upgrade of plumbing and electrical wiring
- Installation or upgrade of phone or closed-circuit television systems, networks, fiber optic cable or wiring required in the installation of equipment (that will remain in the building)

Improvements
Costs to be capitalized as improvements include:
- Park buildings
- Park fencing and gates, parking lots, driveways, parking barriers (would not include restriping or resurfacing of existing lots and driveways)
- Outside sprinkler systems
- Recreation areas and athletic fields (including bleachers)
- Paths and trails
- Water and wastewater lines
- Lift Stations, Booster Stations, Water Tanks, Treatment Facilities
- Swimming pools, tennis courts, basketball courts
- Fountains

Equipment
Costs to be included as equipment include:
- Acquisition cost, which is the net invoice price of the equipment including the cost of modifications, site preparation, assembly, attachments accessories, or auxiliary apparatus necessary to make the equipment operable.
- Separately invoiced associated charges such as the cost of installation transportation, or protective in-transit insurance, must also be included in determining the acquisition cost
- If a group of smaller items is acquired, and all items are needed to make the equipment operational for its intended purpose, all must be included when determining whether the purchase is classified as a capital asset or not
- A reduction for any trade-in value of a prior owned asset

2H. Non-Capital Assets Costs

The costs of normal maintenance and repairs that do not add to the value or materially extend the useful life of the asset are not capitalized. Repairs or replacements that are merely costs to retain an asset in its normal capacity are not to be capitalized. Repairs or replacements that have an effect on a capital asset's functionality (effectiveness or efficiency) or materially extends a capital asset's expected useful life should be capitalized.

Costs that are not included in capital assets:
- Assets the City does not own or have rights
- Assets not meeting the asset type threshold amount
- Assets not having an estimated useful life of three (3) years or more
- Adding, removing and/or moving walls in conjunction with renovation projects that are not considered major rehabilitation projects and that 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
- Interior decoration, such as draperies, blinds, curtain rods, wallpaper
- Exterior decoration, such as detachable awnings, uncovered porches, decorative fences, etc.
- 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
- Any other maintenance-related expenditure which does not increase the value or useful life of the building
- Repairs and maintenance–retain value rather than provide additional value to an asset. The cost of normal maintenance and repairs that do not add to the value of an asset or materially extend the asset's life is not capitalized
- Replacement machinery and equipment–must be evaluated as a stand- alone purchase using the capital asset criteria
- Modifications and upgrades of existing machinery and equipment– should be evaluated on a case-by-case basis. Equipment modification and upgrade costs will be capitalized when they materially extend the useful life, increase the capacity, or improve the efficiency of the original asset and meet, or exceed the city's capitalization threshold. The expenditures are capitalized and reported as a child asset of the existing machinery and equipment. The asset value and useful life of the original piece of equipment are not modified.
- Costs of extended warranties and/or maintenance agreements, which can be separately identified from the cost of the equipment, should not be capitalized.
- Training costs, which can be separately identified from the cost of the equipment, should not be capitalized.
- Items acquired for resale
- Feasibility studies
- Capitalized Interest, which is interest incurred on debt during the construction period of a capital asset

2I. Capital Asset Coding

Like other costs, capital asset costs are expensed in all funds. (However, at fiscal year-end, in proprietary funds (water and wastewater), the expense is changed to capital assets and depreciated in the general ledger.)

The fund and department that owns or has rights to the asset should also be used with the expenditure codes below.

The following expenditure codes should be used for capital and non-capital asset acquisitions:

Asset Type	Capital Asset	Non-Capital Asset
LAND		
Land Acquired	89110	n/a
Easements Acquired	89120	85170
BUILDINGS		
Buildings Acquired	89210	85180
Building Design & Construction	89220	85182
Building Improvements	89230	85184
IMPROVEMENTS		
Parks & Recreation Facilities	89310	83710
Distribution Systems	89320	83720
INFRASTRUCTURE		
Drainage	89410	83810
Streets	89420	83820
Curb & Gutter	89430	83830
Gateway Enhancement & Streetscape	89440	83840
Bridges & Tunnels	89450	83850
Sidewalks	89460	83860
Traffic Signals	89470	83870
Streetlights	89480	83880
EQUIPMENT		
Furniture, Fixtures	89510	83510
Vehicles	89520	83520
Machinery & Equipment	89530	83530
Computer Hardware	89540	83540
Computer Software	89550	83560

If capital assets are sold, proceeds from the sale should be recorded to the revenue account (36800). The fund used would be the one with ownership of the asset.

3. Capital Assets Reporting in the Financial Statements

3A. Depreciation

Although capital assets are expensed for budget purposes, they are shown as capital assets in the government-wide balance sheet of the financial statements. They are reclassified to capital assets through fiscal year-end worksheet adjustments. Depreciation of these assets are also done by worksheet adjustments. However, in proprietary funds (water and wastewater), the expenses are changed at fiscal year-end to capital assets accounts and depreciated.

Depreciation is the systematic and rational allocation of net cost (cost less estimated residual value) over the depreciable asset's estimated useful life. The City calculates depreciation on a straight-line basis over the estimated useful life. The City begins depreciation in the first month of use for a full month, or if the starting month is not known, depreciation is assumed for ½ of the fiscal year of implementation.

Residual value is the estimate of what an asset may be sold for at the end of its service life. The City utilizes capital assets until they are deemed worthless, so a residual value of zero (0) is assigned to all capital assets.

For infrastructure, the city elected to depreciate infrastructure costs in lieu of using the modified approach. Under the modified approach, depreciation expense would not have been recorded for infrastructure capital assets that met certain condition requirements.

Land acquired, easements acquired, and drainage are not depreciated.

3B. Estimated Life of Capital Assets

The City uses straight-line depreciation over the estimated useful life of the capital asset. Estimated life may vary between asset type. Unless material, the City does not adjust depreciation where actual life differs from estimated life.

The City uses the following estimated life schedule for its capital assets:

Capital Asset Type	Estimated Life (years)
LAND	
Land Acquired	Not depreciated
Easements Acquired	Not depreciated
BUILDINGS	
Buildings Acquired	50 less years since built
Building Design & Construction	50
Building Improvements	25
IMPROVEMENTS	
Parks & Recreation Facilities	10-50
Distribution Systems	10-50
INFRASTRUCTURE	
Drainage	Not depreciated
Streets	50
Curb & Gutter	40
Gateway Enhancement & Streetscape	20
Bridges & Tunnels (road bridges)	40
Bridges & Tunnels (pedestrian bridges)	30
Sidewalks	30
Traffic Signals	20
Streetlights	20
EQUIPMENT	
Furniture, Fixtures	3-10
Vehicles *	5-10 yrs (based on warranty)
Machinery & Equipment	3-10 yrs (based on warranty)
Computer Hardware	3-10
Computer Software	3-10

*Fire Apparatus Expected Life is up to 15 years

3C. Other Capital Asset Considerations

Intangible Assets
An asset that possesses lack of physical substance, nonfinancial nature, and initial useful life extending beyond three (3) or more reporting periods. Computer software is the most commonly known type of intangible. Other items could include easements, land use rights, patents, trademarks, etc. For example, the City may receive rights to use land that another government has ownership.

Trade-Ins
When the purchase of a new capital asset includes the trade-in of a similar old asset, the expenditure is the amount paid. For CAFR reporting, the book value of the old asset is added to the amount paid to reflect the acquisition cost of the new asset. No gain or loss is recorded. (For example, if a copier costs $25,000 with a $3,000 trade-in allowance for an old copier that has a book value of $8,000, the asset cost of the new copier is $30,000. This is the book value of the old asset $8,000 + the cost paid for the new copier $22,000.)

Installment Purchases
Some capital assets are acquired and owned by the City but the full acquisition price may not be immediately paid in full. The payments may occur over multiple years. For these types of purchases, each payment will be expensed. Then, for financial reporting, the capital asset will be reported at its total value along with a deferred outflow for the outstanding payments due.

Construction in Progress
Construction in Progress (CIP) is an asset account that represents the temporary accumulation of costs, such as labor, materials, equipment, and any ancillary charges directly attributable to the construction of the project. The accumulation of costs continues in the CIP account until the project is complete. Once the asset is complete and placed into service, the costs are transferred from CIP to the appropriate capital asset category. This concept would be the same for buildings, infrastructure, or internally generated assets.

Impairments
A capital asset is impaired when its service utility has permanently declined significantly and unexpectedly. Events or changes in circumstances that may be indicative of impairment include evidence of physical damage, changes in legal or environmental factors, technological changes or evidence of obsolescence, changes in the manner or duration of use of a capital asset, and construction stoppage.

Generally, an asset would be considered impaired if both:

- The expenses associated with the potentially impaired asset (i.e., continued operation and maintenance, including depreciation, or cost associated with restoration) are significant compared to its useable capacity.
- The event or change in circumstances was outside the normal life cycle of the asset.

When a department learns of a capital asset impairment, or other type of loss (other than from sales) it should contact HR Risk Management and the Finance Department.

In the event a capital asset is impaired, there are two options for reporting the impairment:

- If the asset will no longer be used then the book value of the asset should be written down to the lower of carrying value or fair market value
- If the asset will continue to be used then the book value of the asset should be adjusted by the net of the impairment loss and restoration costs.

Estimated impairment losses will be evaluated and recorded based on the above considerations. Losses should be recorded as a direct expense to the business function that owned the asset.

3D. Capital Asset Reductions

Capital Assets no longer owned or in possession of the City shall be removed from the capital asset records.

1. Sold and/or Retired – These assets will be removed from the capital asset records upon formal notification from the responsible party of such disposition. City policy regarding the sale/disposal of surplus equipment will be followed.

2. Transferred Assets – Assets that are transferred to proprietary (business-type) funds will be accounted for separately from the governmental activities of the City and will be removed from the capital asset records (in relation to governmental activities) upon transfer to a proprietary fund (i.e. the asset will be accounted for in the proprietary fund).

3. Missing – Assets not seen for two consecutive annual periods will be classified as missing and will be removed from the capital asset records upon formal notification to inventory control. These assets no longer will be searched for in regular annual inventories. However, if an asset is located at some time in the future, it will be reactivated in the system.

4. Procedures

The Finance Department will implement procedures that are in accordance with this policy. Each department is responsible for reviewing their business practices and processes for capital assets and determine where risks exist and where and how controls can be established to mitigate these risks.

5. Exceptions to Policy/Reporting of Exceptions

If a capital assets situation arises that is not covered within this policy, the City Administrator may authorize the method of handling. The capital assets exception will be reported at the next available Board of Mayor and Aldermen (BOMA) meeting as an action on behalf of the Board by the City Administrator.