# COLORADO <br> OFFICE OF THE STATE AUDITOR 



We Set the Standard for Good Government

STATE OF COLORADO
CASH FUNDS UNCOMMITTED RESERVES FISCAL YEAR ENDED JUNE 30, 2016


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STATE AUDITOR

# OF THE STATE AUDITOR 

May 5, 2017

Members of the Legislative Audit Committee:

This report contains the results of a performance audit of the Cash Funds
Uncommitted Reserves Report for the Fiscal Year Ended June 30, 2016. The
audit was conducted pursuant to Section 24-30-207(3), C.R.S., which
requires the State Auditor to conduct an audit of the Cash Funds
Uncommitted Reserves Report prepared by the Office of the State Controller.
This report presents our findings, conclusions, and recommendations and the
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This report presents our findings, conclusions, and recommendations and the responses of the various departments.


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## REPORT

HIGHLIGHTS

CASH FUNDS UNCOMMITTED RESERVES
FISCAL YEAR ENDED JUNE 30, 2016
PERFORMANCE AUDIT


#### Abstract

CONCERN The Office of the State Controller (OSC) did not meet the statutory deadline for the cash funds report. In addition, six departments had cash funds with excess uncommitted reserves and, therefore, did not comply with statutory requirements.


## KEY FACTS AND FINDINGS

- The OSC submitted the cash funds report to the JBC and OSPB on October 26, 2016, which was approximately 1 month beyond the September 20 statutory requirement.
- We identified problems that contributed to the OSC's failure to meet the statutory deadline such as delays that occurred in closing the State's accounting periods.
- We determined that six departments had funds with excess uncommitted reserves as of June 30, 2016.
- Within those six departments, seven total cash funds had excess uncommitted reserves of $\$ 4.0$ million. This was a decrease from the previous year with six departments and nine total cash funds and a total of $\$ 7.3$ million.
- Five of the seven funds have been out of compliance for more than 3 years.
- The departments that we identified as having cash funds with excess uncommitted reserves as of June 30, 2016, are:
- Department of Agriculture
- Department of Law
- Department of Personnel \& Administration
- Department of Public Health and Environment
- Department of Public Safety
- Department of State

BACKGROUND

- Section 24-75-402, C.R.S., limits the amount that departments can keep in certain cash funds at the end of a fiscal year.
- A cash fund has an excess uncommitted reserve when the year-end balance is greater than statutory reserve limits.
- The OSC is required to prepare the Cash Funds Excess Uncommitted Reserves Report by September 20 to determine which funds are in compliance.
- Each department verifies the financial information prepared by the OSC. This information is audited as part of the Statewide Financial audit.


## KEY RECOMMENDATIONS

- The OSC should ensure that it prepares and issues the cash funds report in accordance with statutory deadlines by ensuring fiscal year accounting periods are closed in a timely manner.
- The departments with excess uncommitted reserves should monitor cash funds excess uncommitted reserves and take appropriate action to ensure that all cash funds are in compliance with applicable statutory requirements.


## The Departments generally agreed with the recommendations.



# CHAPTER 1 

## OVERVIEW

In 1998, the General Assembly limited the amount of reserves that state agencies may maintain in cash funds by passing Senate Bill 98-194. Codified in Section 24-75-402, C.R.S., the law establishes a reserve limit for all cash funds, except those specifically exempted, equal to 16.5 percent of the total expenditures in the fund during the fiscal year. This amount is roughly equal to a 2month spending reserve. Some funds may be subject to alternative reserve limits that statutes establish elsewhere. If a particular fund's uncommitted reserve balance exceeds the applicable statutory limit, the agency responsible for the fund is required to reduce fees accordingly or increase expenditures in order to reduce the excess.

To help enforce these constraints, the General Assembly included a provision requiring the Office of the State Controller (OSC or State Controller) to produce an annual report of the uncommitted reserves that exist in each state cash fund. The Legislature codified this provision in Section 24-30-207, C.R.S., which specifically requires that the State Controller submit the Cash Funds Uncommitted Reserves Report (Report) to the Office of State Planning and Budgeting (OSPB) and the Joint Budget Committee (JBC) on or before September 20 of each year. The law also requires the State Auditor to audit the Report.

## METHODOLOGY TO IDENTIFY CASH FUNDS WITH EXCESS UNCOMMITTED RESERVES

Section 24-75-402, C.R.S., prescribes a methodology to determine the amount of excess uncommitted reserves for each of the State's cash funds. Exhibit 1.1 demonstrates the activity and account balances used to calculate the excess uncommitted reserve of a hypothetical cash fund to illustrate the methodology.

Fund balance (adjusted for exempt assets and previously appropriated amounts), and revenue (categorized by fee and non-fee sources), are used to derive the amount of excess uncommitted reserves. ExHibit 1.1 shows that cash fund " $Z$ " has an excess uncommitted reserve of $\$ 283,000$ at the end of the fiscal year.


## CASH FUNDS UNCOMMITTED RESERVES

FOR FISCAL YEAR 2016

The purpose of Section 24-75-402, C.R.S., was not only to eliminate excess uncommitted reserves existing on June 30, 1998, but also to keep all cash funds from increasing their uncommitted reserves in future years.

In Fiscal Year 2015, the General Assembly changed the requirements for calculating excess uncommitted reserves, stating that only funds with uncommitted reserves greater than $\$ 200,000$ with an excess are out of compliance. Prior to Fiscal Year 2015, a fund was out of compliance if it had an uncommitted reserve balance greater than $\$ 50,000$ with an excess. The General Assembly also added a provision that allows departments to request that the OSC average the calculated uncommitted reserve for a cash fund over a multi-year period if the program has a multi-year revenue collection period. As of the date of this report the OSC has not received any requests to average uncommitted reserves in accordance with this provision.

The Fiscal Year 2016 Report indicates that, overall, Section 24-75-402, C.R.S., has reduced total excess uncommitted reserves since 1998. The Fiscal Year 2016 Report shows seven cash funds with excess uncommitted reserves of about $\$ 4$ million, compared with 61 cash funds with excess uncommitted reserves of about $\$ 34.3$ million in the Fiscal Year 1998 Report. Further, the total excess uncommitted reserves decreased by $\$ 3.3$ million and two funds from Fiscal Year 2015 to Fiscal Year 2016.

EXhibit 1.2 shows the excess uncommitted reserves by fiscal year and the number of noncompliant funds since Fiscal Year 1998.


SOURCE: Office of the State Auditor analysis of the Cash Funds Uncommitted Reserves Report for Fiscal Years 1998 through 2016.
NOTE: Beginning with Fiscal Year 2015, funds with excess uncommitted reserves are defined as funds with uncommitted reserves greater than $\$ 200,000$ with an excess. For Fiscal Years 1998 through 2014, the definition applied to funds with uncommitted reserves greater than $\$ 50,000$.

EXhibit 1.3 lists the seven individual funds out of compliance and each of their corresponding departments, along with the total number of years the funds have been out of compliance with statutory requirements.

| EXHIBIT 1.3. STATE OF COLORADO CASH FUNDS WITH EXCESS UNCOMMITTED RESERVES BALANCES AS OF JUNE 30, 2016 |  |  |  |  |
| :---: | :---: | :---: | :---: | :---: |
| DEPARTMENT | Fund Name | NuMber of Years out of COMPLIANCE | EXCESS UNCOMMITTED ReSERVES 2016 | ExCESS UnCOMMITTED Reserves 2015 |
| Public Health and Environment | Medical Marijuana | 13 | \$169,156 | \$1,426,724 |
| Department of State | Department of State Cash Fund | 10 | 248,901 | 0 |
|  <br> Administration | Supplier Database | 7 | 1,805,137 | 2,209,436 |
| Department of Law | Uniform Consumer Credit Code | 7 | 265,230 | 0 |
| Department of Agriculture | Agricultural Products Inspection Fund | 4 | 255,635 | 154,541 |
| Public Safety | Instant Criminal Background Check | 2 | 747,725 | 1,418,615 |
| Department of Law | Insurance Fraud Cash Fund | 2 | 480,764 | 115,851 |
|  |  | Total | \$3,972,548 | \$5,325,167 |
| SOURCE: Office of the State Auditor analysis of the Cash Funds Uncommitted Reserves Report for the Fiscal Years Ended June 30, 2016 |  |  |  |  |

## TAXPAYER'S BILL OF RIGHTS (TABOR) IMPLICATIONS

Each year, the OSC prepares the Schedule of Computations Required Under Article X, Section 20, of the State Constitution (TABOR), which calculates the annual amount of TABOR revenue, and the annual TABOR revenue limit. If the State collects revenue in excess of the limit, it must refund that excess to taxpayers. The excess has traditionally been paid from the General Fund, not cash funds. TABOR revenue consists of two major parts: State tax revenues including income and sales taxes, and fees from cash-funded activities. The financial information relating to fee revenue contained in this audit report is a component of all fees from cashfunded activities. As reported by the OSC as of February 2017, the State had over $\$ 12.8$ billion in TABOR revenue for Fiscal Year 2016. This included $\$ 2.9$ billion in all cash funds, with $\$ 1$ billion in funds subject to the requirements of this report.

TABOR allows the State to keep revenue up to the calculated limit that is
based on revenue and collections from prior fiscal years; this limit is known as the Excess State Revenues Cap (Cap). Fiscal Year 2016 revenue was under the Cap by $\$ 122$ million.

Section 24-75-402(3)(c), C.R.S., requires a department to reduce fees if the department has excess uncommitted reserves. The General Assembly added a new provision in 2015 via House Bill 15-1261 that decreased the number of funds that have been out of compliance for three or more consecutive years. Codified in Section 24-75-402(12), C.R.S., this statute instructs the State Controller to restrict spending of any appropriation from the cash fund for the next fiscal year in an amount equal to the lesser of the excess uncommitted reserve or the applicable maximum reserve requirement. Statute also instructs the State Controller to release the restriction when the fund complies with the maximum or alternative maximum reserve requirement, or when the Joint Budget Committee approves a waiver for the fund beginning in Fiscal Year 2016. The State Controller's restriction could reduce cash fund spending beginning with Fiscal Year 2018.

When the State's TABOR revenue exceeds the Cap, excess fee revenue in cash funds may impact whether the State will owe TABOR refunds.

## DEPARTMENT REPORTING REQUIREMENTS TO OSPB

Each year, the OSPB requires each department to submit a budget packet by November 1. As part of that annual submission, the OSPB requires departments to include detailed information for all cash funds that have an appropriation from the General Assembly, including funds that are otherwise exempt from the requirements of Section 24-75-402, C.R.S. This detailed information is submitted in a report known as the "Schedule 9 ". The purpose of this schedule is to provide summary financial information to the OSPB and the JBC to assist with budget and funding decisions.

The OSPB also requires departments to submit a compliance plan in its Schedule 9 for any fund that has an excess uncommitted reserve greater than $\$ 200,000$. The July 2016 budget instructions indicate that these plans may contain information regarding whether the department plans to increase expenditures, reduce fees, or both. Of the six departments with excess uncommitted reserves, four departments were required to submit compliance plans. In our review of these compliance plans, we noted no instances of noncompliance with OSPB requirements related to cash funds reporting.

## REPORTING REQUIREMENTS

Section 24-75-402(5), C.R.S., identifies specific funds to be excluded from the Report, as well as criteria for exclusion. These criteria include the exclusion of any cash fund established to fund capital construction, any trust fund, and any cash fund with uncommitted reserves of less than \$200,000. Additionally, during Fiscal Year 2011, a legal memorandum from the Office of Legislative Legal Services concluded that if a cash fund has fees set in statute, those funds are excluded from fee revenue in the calculation of excess uncommitted reserves.

House Bill $15-1261$ specifically added state institutions of higher education to exempted entities, added repeal dates to the exclusion for 20 funds effective for Fiscal Year 2018, and added four funds to the excluded list. A complete list of excluded funds can be found in Note 3 on Page 45. The legislation also removed the exclusion for the Department of Personnel Revolving Fund.

Exhibit 1.4 shows a summary of the Report. The summary includes only cash funds with uncommitted reserves of more than $\$ 200,000$ as of June 30, 2016 or 2015, and provides the amount of excess uncommitted reserves at the end of Fiscal Year 2016 and 2015. The complete Report with all cash funds with uncommitted reserves greater than $\$ 200,000$ and subject to Section 24-75-402, C.R.S., is on Pages 40 and 41.

EXHIBIT 1.4. STATE OF COLORADO
CASH FUNDS UNCOMMITTED RESERVES REPORT SUMMARY FOR THE FISCAL YEAR ENDED JUNE 30, 2016 - RESERVES EQUAL TO OR GREATER THAN \$200,000 AND AN EXCESS (WITH COMPARATIVE AMOUNTS FOR THE FISCAL YEAR ENDED JUNE 30, 2015)

| Fund |  | 2016 |  |  |  |  |  |  | 2015 |
| :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: |
|  |  | Fee Revenue | Total Revenue | Total Expense | Non-Fee Fund Balance | Uncommitted Reserve | Maximum Reserve | Excess Uncommitted Reserve | Excess Uncommitted <br> Reserve |
| DEPARTMENT OF AGRICULTURE |  |  |  |  |  |  |  |  |  |
| 1030 | Agricultural Products Inspection | \$ 2,261,493 | \$ 2,267,063 | \$ 2,179,683 | \$ 1,515 | \$ 615,283 | \$ 359,648 | \$ 255,635 | \$ 154,541 |
| 16R0 | Inspect \& Consumer Service | N/A |  |  |  |  |  |  | 93,819 |
|  | SUBTOTAL | 2,261,493 | 2,267,063 | 2,179,683 | 1,515 | 615,283 | 359,648 | 255,635 | 248,360 |

DEPARTMENT OF LAW

|  | Uniform |  |  |  |  |  |  |  |  |
| :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: |
| 1510 | Consumer Credit Code | 1,649,489 | 1,695,687 | 1,407,629 | 13,933 | 497,489 | 232,259 | 265,230 | 0 |
| 16Z0 | Insurance <br> Fraud | 1,986,551 | 2,004,414 | 1,637,613 | 6,753 | 750,970 | 270,206 | 480,764 | 115,851 |
|  | SUBTOTAL | 3,636,040 | 3,700,101 | 3,045,242 | 20,686 | 1,248,459 | 502,465 | 745,994 | 115,851 |
| DEPARTMENT OF PERSONNEL \& ADMINISTRATION |  |  |  |  |  |  |  |  |  |
| 2810 | Supplier <br> Database | 1,228,804 | 2,143,784 | 2,204,687 | 1,614,992 | 2,168,910 | 363,773 | 1,805,137 | 2,209,436 |

DEPARTMENT OF PUBLIC HEALTH AND ENVIRONMENT

| 1210 | Newborn Genetics |  |  |  | N/A |  |  |  | 1,335,988 |
| :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: |
| 14V0 | Medical Marijuana | 1,619,089 | 1,644,578 | 3,622,235 | 12,072 | 766,825 | 597,669 | 169,156 | 1,426,724 |
|  | SUBTOTAL | 1,619,089 | 1,644,578 | 3,622,235 | 12,072 | 766,825 | 597,669 | 169,156 | 2,762,712 |

DEPARTMENT OF PUBLIC SAFETY

|  | Instant <br> 27J0 | Criminal <br> Background <br> Check | $2,486,008$ | $2,504,330$ | $3,168,340$ | 9,364 | $1,270,501$ | 522,776 | 747,725 |
| :--- | :--- | :--- | :--- | :--- | :--- | :--- | :--- | :--- | :--- |


| 1920 | Auto Dealer License | N/A |  |  |  |  |  |  | 196,059 |
| :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: |
| 2360 | Liquor Law Enforcement | N/A |  |  |  |  |  |  | 333,340 |
|  | SUBTOTAL |  |  |  |  |  |  |  | 529,399 |
| DEPARTMENT OF STATE |  |  |  |  |  |  |  |  |  |
| 2000 | Department of State | 20,622,269 | 21,462,890 | 20,429,464 | 151,684 | 3,721,140 | 3,472,239 | 248,901 | ${ }^{0}$ |
| GRAN | TOTAL | \$31,853,703 | \$33,722,746 | \$34,649,651 | \$1,810,313 | \$ 9,791,118 | \$ 5,818,570 | \$ 3,972,548 | \$7,284,373 |

 and 2015, prepared by the Office of the State Controller.

## AUDIT PURPOSE, SCOPE, AND METHODOLOGY

Section 24-30-207(3), C.R.S., requires the State Auditor to conduct an audit of the OSC's Report. We performed our audit work during the period October 2016 through April 2017. We acknowledge the cooperation and assistance provided by the State Controller and staff at the OSC, as well as staff at the various departments.

The overall objective of our audit was to determine compliance of the State's cash funds in accordance with Section 24-75-402, C.R.S., and to determine whether the schedules contained in the State Controller's Report were prepared in accordance with Statute. The Report is included in the Financial Information section of this audit report.

We also performed testwork to determine if departments submitted cash funds information to the OSPB in accordance with OSPB requirements. The instructions require departments to submit a Schedule 9 for each cash fund that has an appropriation from the General Assembly. If a cash fund has an excess uncommitted reserve greater than $\$ 200,000$, departments must also submit a compliance plan. We examined whether departments submitted a separate Schedule 9 and required compliance plan for each fund that had reportable excesses.

Our audit work was designed to assess the effectiveness of those internal controls that were significant to our audit objectives. Our conclusions on the effectiveness of those controls are described in the audit findings and recommendations.

To accomplish our audit objectives, we:

- Researched applicable state laws and regulations.
- Reviewed the OSC's calculation for Excess Uncommitted Reserves.
- Reviewed the internal controls the OSC has in place for Fiscal Year 2016 including the OSC's procedures for preparing the Report.
- Reviewed departments' compliance with cash fund statutes and OSPB rules for Fiscal Year 2016.

We conducted this audit in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

The scope of this audit does not include an opinion on the fair presentation, in all material respects, of the financial position of cash funds included in the financial statements for the State of Colorado. The financial statements for the State of Colorado were audited as part of the Fiscal Year 2016 Statewide Financial Audit. This report is based on the cash funds report provided by the OSC in October 2016, with further updates received in April 2017.

We planned our audit work to assess the effectiveness of those internal controls that were significant to our audit objectives. Our conclusions about the effectiveness of those controls, as well as specific details regarding instances of noncompliance with applicable cash funds statutes to support our findings, conclusions, and recommendations are described in CHAPTER 2.


# CHAPTER 2 <br> FINDINGS AND RECOMMENDATIONS 

# OSC COMPLIANCE AND CONTROLS OVER CASH FUNDS REPORTING 

Section 24-30-207(3), C.R.S., instructs the Office of the State Controller (OSC) to create a report of the State's uncommitted reserves, known as the Cash Funds Uncommitted Reserves Report (Report). The Report is calculated in accordance with Section 24-75-402, C.R.S. The Report contains information for each cash fund and is submitted to the Office of State Planning and Budgeting (OSPB). The OSPB and Joint Budget Committee (JBC) use this information to assist with budget planning and funding decisions.

## WHAT AUDIT WORK WAS PERFORMED AND WHAT WAS ITS PURPOSE?

We reviewed the OSC's process over the preparation of the Report to determine key internal controls and compliance with applicable statutes. We obtained the Fiscal Year 2016 Report from the OSC and reviewed the key calculations and significant balances on the Report, which included testing of fee revenue.

The purpose of the audit work was to evaluate the OSC's controls over the preparation of the Report to determine if the OSC complied with its statutory requirement to create an accurate report of the State's cash funds by the statutorily required deadline.

In addition, our audit work also included following up on our Fiscal Year 2015 audit recommendation that the OSC ensures it closes accounting periods in a timely manner and formlizes communication by requiring departments respond during the turnaround process to ensure accurate reporting. The OSC agreed with this recommendation and
stated that they planned to improve the timeliness of accounting period closes, and formalize the process for obtaining feedback on cash fund balances from departments.

## HOW WERE THE RESULTS OF THE AUDIT WORK MEASURED?

Statute requires the OSC to submit the Report to the OSPB and JBC on or before September 20 each year, as discussed in Chapter 1.

As part of the process to prepare the final Report, the OSC distributes sections of the draft Report to each department to obtain their feedback and approval of the figures in the Report. The OSC calls this procedure the "turnaround process" and is a key control utilized by the OSC to ensure the accuracy of the Report. Because statute requires that the OSC prepare the Report by September 20, the OSC typically provides a draft Report to departments in August.

## WHAT PROBLEM DID THE AUDIT WORK IDENTIFY AND WHY DID THE PROBLEM OCCUR?

The OSC did not meet the September 20, 2016, statutory deadline for cash fund reporting. The OSC submitted the final Report to the JBC and OSPB on October 26, 2016, or approximately 1 month beyond the statutory deadline.

In addition, the OSC did not ensure that accounting periods were closed in CORE in a timely manner to provide a draft Report to departments in August and complete the turnaround process.

The OSC continued to experience delays in closing the Fiscal Year 2016 financial accounting records that enabled departments to make adjustments to cash fund activity beyond the September 20 statutory reporting deadline. Because of these delays, the OSC was unable to meet its statutory reporting requirements.

## WHY DOES THIS PROBLEM MATTER?

By not meeting the statutory deadline for submitting the Fiscal Year 2016 Report in September, the departments, OSPB, and JBC did not have timely information regarding cash funds in order to make budget decisions during the annual budget setting process that began in November. In addition, by not completing the turnaround process, the OSC did not receive feedback from the departments to ensure accuracy of the Report. Thirdly, the departments with non-compliant funds that did not take timely action to reduce fees and excess uncommitted reserves may not have been able to adequately assess the need to adjust fees due to untimely closings of accounting periods during the fiscal year. Finally, fees collected in cash funds are classified as TABOR revenue that the State collects and could contribute in future years to an excess that requires State refunds.

## RECOMMENDATION 1

The Office of the State Controller should ensure that it completes the turnaround process and prepares and issues the Cash Funds Uncommitted Reserves Report in accordance with the statutory deadline by ensuring fiscal year accounting periods in the Colorado Operations Resource Engine system are closed in a timely manner.

## RESPONSE

## OFFICE OF THE STATE CONTROLLER

Agree. Implementation Date: September 2017.
With the implementation of the Colorado Operations Resource Engine in July 2014, Fiscal Year 2015 accounting period closes were delayed due to issues experienced with the labor allocation process. These issues were minimized and a regular accounting period close was established in late Fiscal Year 2016. Monthly accounting periods have closed on time throughout Fiscal Year 2017. The OSC published the Fiscal Year 2017/2018 Open/Close Calendar in April 2017, which specifies that the official books of the State for Fiscal Year 2017 will close on August 4, 2017; 35 days after the last day of the fiscal year in accordance with statute. In addition, the State anticipates providing a draft of the Cash Funds Uncommitted Reserves Report to departments in August 2017 so it can complete the turnaround process and meet the September 20 statutory deadline for Fiscal Year 2017 cash fund reporting.

# COMPLIANCE WITH STATUTORY RESERVE REQUIREMENTS 

Cash funds statutes list key dates that specify when cash funds should be in compliance with statutory requirements. Section 24-75-402(6), C.R.S., specifies that excess uncommitted reserves limitations do not apply to funds that have been in existence for fewer than 2 full fiscal years.

OSPB budget instructions state that departments must submit detailed cash funds information on the Schedule 9 with their annual budget submissions in November for each cash fund that has an appropriation from the General Assembly, even if the fund is otherwise exempt from the requirements of Section 24-75-402, C.RS. OSPB also requires departments to include compliance plans for all funds that had excess uncommitted reserves greater than $\$ 200,000$ as of the end of the most recent fiscal year.

## WHAT AUDIT WORK WAS PERFORMED AND WHAT WAS THE PURPOSE?

As part of our Fiscal Year 2016 audit of the Report, we reviewed departments' cash fund balances, obtained fund descriptions, and performed testwork on significant balances. We also examined budget packet submissions to OSPB for the six departments that had cash funds with excess uncommitted reserves at the end of Fiscal Year 2016. We found four of the six departments were required to include a Schedule 9 with their annual budget submission. We examined the Schedule 9 submissions for those four departments to determine if they included compliance plans when required and noted no exceptions.

The purpose of our audit work was to determine compliance with statutory limits on excess uncommitted reserves, and OSPB rules related to cash funds.

## HOW WERE THE RESULTS OF THE AUDIT WORK MEASURED?

Departments are allowed to keep cash fund reserves subject to limits as outlined in statute. If a cash fund is found to be out of compliance with the statutory limits, statute requires that departments take action to reduce excess uncommitted reserves by decreasing fees charged to citizens.

## WHAT PROBLEM DID THE AUDIT WORK IDENTIFY?

During our audit, we found that six departments had excess uncommitted reserves for Fiscal Year 2016 totaling approximately \$4 million in seven cash funds that are subject to statutory limits. The departments and funds not in compliance as of June 30, 2016, are described in the following department sections in this report, along with the number of years each fund has shown an excess, based on the first year of required compliance.

## WHY DID THIS PROBLEM OCCUR?

The six departments with excess uncommitted reserves for Fiscal Year 2016 did not effectively monitor their cash fund balances or take action to ensure compliance with cash funds uncommitted reserves in accordance with statutory limits.

## WHY DOES THIS PROBLEM MATTER?

As discussed in Chapter 1, because the departments did not take the necessary action to reduce fees, excess reserves were not mitigated
effectively. Further, because cash fund fees are considered part of TABOR revenue, excess cash reserves contribute to the State potentially exceeding TABOR limits in the current year.

## DEPARTMENT OF AGRICULTURE

As of June 30, 2016, the Department of Agriculture had one cash fund out of compliance, with excess uncommitted reserves totaling approximately $\$ 256,000$.

## Agricultural Products Inspection Fund

Purpose: Fixed fees assessed for the inspection and certification of fruits, vegetables, and other agricultural products. All monies collected pay for operational costs.
First year of required compliance: Fiscal Year 2003.
Status: Fiscal Year 2016 was the fourth year the Fund was not in compliance.

| EXHIBIT 2.1. AGRICULTURAL PRODUCTS INSPECTION FUND |  |  |
| :---: | :---: | :---: |
| FISCAL YEAR | AMOUNT OF EXCESS |  |
| $2003-2007^{*}$ | $\$$ | - |
| 2008 | $\$$ | 27,353 |
| 2009 | $\$$ | 40,802 |
| $2010-2014^{*}$ | $\$$ | - |
| 2015 | $\$$ | 154,541 |
| 2016 | $\$$ | 255,635 |

SOURCE: Office of the State Auditor analysis of the Cash Funds Uncommitted Reserves Report for the Fiscal Years Ended June 30, 2003-2016.
*This fund was in compliance during these years.

## RECOMMENDATION 2

The Department of Agriculture should monitor its cash funds excess uncommitted reserves and take the appropriate action to ensure that the Agricultural Products Inspection Fund complies with applicable statutory requirements.

## RESPONSE

## DEPARTMENT OF AGRICULTURE

Agree. Implementation Date: July 2017.
The Fruit \& Vegetable Inspection Service performs mandatory and nonmandatory inspections of fruits and vegetables to determine grade, size, and quality. Inspection fees were reduced by 10 percent in September 2016 in order to bring the fund into compliance.

## DEPARTMENT OF LAW

As of June 30, 2016, the Department of Law had two cash funds out of compliance, with excess uncommitted reserves totaling approximately \$746,000.

## Insurance Fraud Fund

Purpose: To provide adequate funds to the Colorado Department of Law for the investigation and prosecution of allegations of insurance fraud.

First year of required compliance: Fiscal Year 2014.
Status: Fiscal Year 2016 was the second year the Fund was not in compliance.

| EXHIBIT | 2.3. INSURANCE FRAUD FUND |  |
| :--- | :---: | :---: |
| FISCAL YEAR | AMOUNT OF EXCESS |  |
| $2014 *$ | $\$$ | - |
| 2015 | $\$$ | 115,851 |
| 2016 | $\$$ | 480,764 |

## UNIFORM CONSUMER CREDIT CODE FUND

Purpose: To collect license fees and court awards related to the enforcement of the Uniform Consumer Credit Code.
First year of required compliance: Fiscal Year 2003.
Status: Fiscal Year 2016 was the seventh year the Fund was not in compliance.

| EXHIBIT 2.4. UNIFORM CONSUMER CREDIT CODE FUND |  |  |
| :---: | :---: | :---: |
| FISCAL YEAR | AMOUNT OF EXCESS |  |
| 2003 | $\$$ | 146,836 |
| $2004^{*}$ | $\$$ | - |
| 2005 | $\$$ | 69,796 |
| 2006 | $\$$ | 187,293 |
| 2007 | $\$$ | 113,989 |
| $2008-2010^{*}$ | $\$$ | - |
| 2011 | $\$$ | 35,918 |
| 2012 | $\$$ | 176,400 |
| $2013-2015^{*}$ | $\$$ | - |
| 2016 | $\$$ | 265,230 |

## RECOMMENDATION 3

The Department of Law should monitor its cash funds excess uncommitted reserves and take appropriate action as follows:

A Ensure that the Insurance Fraud Cash Fund complies with applicable cash funds statutory requirements.

B Ensure that the Uniform Consumer Credit Code Fund complies with applicable cash funds statutory requirements.

## RESPONSE

## DEPARTMENT OF LAW

A Agree. Implementation Date: June 2018.

The Department of Law is ongoing in its efforts to comply with all fiscal and statutory requirements, including Senate Bill 98-194. The Department consistently monitors cash reserves and includes the impact of SB98-194 requirements as one component of annual fee setting. The Department of Law works closely with those in the Division of Insurance charged with fee setting to accommodate program needs (e.g., increases in insurance fraud investigations), as well as taking the fund balance and estimated reserves into consideration. The fee charged to regulated insurance companies was reduced during fee setting in April 2015 and again reduced for FY 16 to address the projected excess reserves. The Department is projecting a roughly $\$ 205,000$ reduction in the fund balance for FY 17. The Department anticipates this fund being in compliance by FY 18 fiscal year close. The Department will continue to monitor all its cash funds for compliance and make adjustments to fees as necessary.

The Department of Law is ongoing in its efforts to comply with all fiscal and statutory requirements, including Senate Bill 98-194. The Department consistently monitors cash reserves and includes the impact of SB98-194 requirements as one component of annual fee setting. This fund witnessed a change over in personnel resulting in a reversion of 1.8 FTE and associated salary and state paid benefits. This FTE reversion is roughly $14 \%$ of the total FTE associated with the program. The Department is estimating a reduction in the end of year fund balance of roughly $\$ 60 \mathrm{~K}$ for FY 17 compared to FY 16, due to adjustments in established fees. The Department anticipates this fund being in compliance by FY 18 fiscal year close. The Department will continue to monitor all its cash funds for compliance and make adjustments to fees as necessary.

## DEPARTMENT OF PERSONNEL \& ADMINISTRATION

As of June 30, 2016, the Department of Personnel \& Administration had one cash fund out of compliance, with excess uncommitted reserves totaling approximately $\$ 1,805,000$.

## Supplier Database Fund

PURPOSE: To maintain the centralized database of providers of goods and services.
First year of required compliance: Fiscal Year 2003.
Status: Fiscal Year 2016 was the seventh year the Fund was not in compliance.

| EXHIBIT 2.5. SUPPLIER DATABASE FUND |  |  |
| :---: | :---: | ---: |
| FISCAL YEAR | AMOUNT OF EXCESS |  |
| $2003-2009^{*}$ | $\$$ | - |
| 2010 | $\$$ | 142,569 |
| 2011 | $\$$ | 88,699 |
| 2012 | $\$$ | 181,983 |
| 2013 | $\$$ | 259,252 |
| 2014 | $\$$ | $1,295,229$ |
| 2015 | $\$$ | $2,209,436$ |
| 2016 | $\$$ | $1,805,137$ |

SOURCE: Office of the State Auditor analysis of the Cash Funds Uncommitted Reserves Report for the Fiscal Years Ended June 30, 2003-2016.
*This fund was in compliance during these years.
CASH FUNDS UNCOMMITTED RESERVES, FISCAL YEAR ENDED JUNE 30, 2016, PERFORMANCE AUDIT- MAY 2017

## RECOMMENDATION 4

The Department of Personnel \& Administration should monitor its cash funds excess uncommitted reserves and take appropriate action to ensure that the Supplier Database Fund complies with applicable cash funds statutory requirements.

## RESPONSE

## DEPARTMENT OF PERSONNEL \& ADMINISTRATION

Agree. Implementation Date: June 2019.
The Department of Personnel \& Administration continues to work toward ensuring the Supplier Database Fund complies with statutory requirements. For Fiscal Years 2017 and 2018, the Department will utilize $\$ 4.1$ million and $\$ 1.4$ million from this fund, respectively, to offset CORE allocations through the CORE common policy request. The Department will continue to use this fund to offset common policy allocations for CORE. Pursuant to Section 24-75-402(8), C.R.S., the Joint Budget Committee approved a waiver from the maximum reserve limit for this fund for Fiscal Year 2016-17 through Fiscal Year 201819.

## DEPARTMENT OF PUBLIC HEALTH AND ENVIRONMENT

As of June 30, 2016, the Department of Public Health and Environment had one cash fund out of compliance, with excess uncommitted reserves totaling approximately $\$ 169,000$.

## Medical Marijuana Fund

PURPOSE: To create an identification registry for cardholders and partially offset the costs of administering the medical marijuana program.
First year of required compliance: Fiscal Year 2004.
Status: Fiscal Year 2016 was the thirteenth year the Fund was not in compliance.

| EXHIBIT 2.6. MEDICAL MARIJUANA FUND |  |  |
| :---: | ---: | ---: |
| FISCAL YEAR |  |  |
| $2004^{* *}$ | AMOUNT OF EXCESS |  |
| $2005^{* *}$ | $\$$ | 282 |
| $2006^{* *}$ | $\$$ | 16,170 |
| $2007^{* *}$ | $\$$ | 23,018 |
| $2008^{* *}$ | $\$$ | 84,580 |
| $2009 * *$ | $\$$ | 189,920 |
| $2010^{* *}$ | $\$$ | 222,546 |
| $2011^{* *}$ | $\$$ | $4,127,911$ |
| 2012 | $\$$ | $7,321,922$ |
| 2013 | $\$$ | $11,322,309$ |
| 2014 | $\$$ | $12,542,567$ |
| 2015 | $\$$ | $12,977,819$ |
| 2016 | $\$$ | $1,426,724$ |

SOURCE: Office of the State Auditor analysis of the Cash Funds Uncommitted Reserves Report for the Fiscal Years Ended June 30, 2004-2016.
** This fund was not reported with excess uncommitted reserves for these years due to the Department's improper coding of revenue.

## RECOMMENDATION 5

The Department of Public Health and Environment should monitor its cash funds excess uncommitted reserves and take appropriate action to ensure that the Medical Marijuana Fund complies with applicable cash funds statutory requirements.

## RESPONSE

## DEPARTMENT OF PUBLIC HEALTH AND ENVIRONMENT

Agree. Implementation Date: June 2017.

CDPHE has initiated a variety of measures to reduce excess uncommitted reserves in the Medical Marijuana Fund. Efforts to date are as follows:

1 Fee reduction - The Colorado Board of Health ( BOH ) reduced the application fee twice; in January 2012 from $\$ 90$ to $\$ 35$, and in February 2014 from $\$ 35$ to $\$ 15$.
2 Budget Requests - the General Assembly approved the following budget requests to use fund resources to support initiatives related to medical marijuana research, data management, and education: A $\$ 10$ million for marijuana research studies (exempt from the 16.5 \% reserve requirement through FY 2018-19 per SB14-155); B $\$ 1,117,284$ for the Medical Marijuana Registration System (Capital Construction appropriation per HB 14-1336, implemented January 1, 2017); and
C $\$ 1,068,560$ for the Caregiver Registry (per SB15-014, implemented January 1, 2017).

In addition, the Central Finance Team meets with Center for Health and Environmental Data Division staff regularly to monitor and
manage fund resources. Through these efforts, the Department anticipates that the fund will be in compliance at the end of FY 201617.

# DEPARTMENT OF PUBLIC SAFETY 

As of June 30, 2016, the Department of Public Safety had one cash fund out of compliance, with excess uncommitted reserves totaling approximately $\$ 748,000$.

## Instant Criminal Background Check Fund

Purpose: To conduct criminal history record checks.
First year of required compliance: Fiscal Year 2015.
Status: Fiscal Year 2016 was the second year the Fund was not in compliance.

| EXHIBIT 2.7. INSTANT CRIMINAL BACKGROUND CHECK FUND |  |
| :---: | :---: |
| FISCAL YEAR | AMOUNT OF EXCESS |
| 2015 | $\$ 1918,615$ |
| 2016 | $\$ 747,725$ |
| SOURCE: Office of the State Auditor analysis of the Cash Funds Uncommitted Reserves |  |
| Report for the Fiscal Years Ended June 30, $2015-2016$. |  |

## RECOMMENDATION 6

The Department of Public Safety should monitor its cash funds excess uncommitted reserves and take appropriate action to ensure that the Instant Criminal Background Check Fund complies with applicable cash funds statutory requirements.

RESPONSE

DEPARTMENT OF PUBLIC SAFETY

Agree. Implementation Date: July 2017.
The Colorado Bureau of Investigations (CBI) has a plan that includes increasing staff levels to improve customer service levels and add system upgrades to automate certain functions. These efforts are expected to bring the fund into compliance by the end of FY 2016-17.

## DEPARTMENT OF STATE

As of June 30, 2016, the Department of State had one cash fund out of compliance, with excess uncommitted reserves totaling approximately \$249,000.

## DEPARTMENT OF STATE FUND

Purpose: To record collection of fee revenue and disbursement of licensing payments.
First year of required compliance: Fiscal Year 2003.
Status: Fiscal Year 2016 was the tenth year the Fund was not in compliance.

| EXHIBIT 2.8. DEPARTMENT OF STATE FUND |  |  |
| :---: | :---: | :---: |
| FISCAL YEAR | AMOUNT OF EXCESS |  |
| 2003 | $\$$ | $4,757,996$ |
| 2004 | $\$$ | $4,667,217$ |
| 2005 | $\$$ | $2,554,809$ |
| 2006 | $\$$ | $2,847,970$ |
| 2007 | $\$$ | 709,445 |
| 2008 | $\$$ | $2,069,888$ |
| $2009^{*}$ | $\$$ | - |
| 2010 | $\$$ | $1,911,907$ |
| 2011 | $\$$ | $3,221,197$ |
| 2012 | $\$$ | $4,061,078$ |
| $2013-2015^{*}$ | $\$$ | - |
| 2016 | $\$$ | 248,901 |

## RECOMMENDATION 7

The Department of State should monitor its cash funds excess uncommitted reserves and take appropriate action to ensure that the Department of State Fund complies with applicable cash funds statutory requirements.

## RESPONSE

## DEPARTMENT OF STATE

Agree. Implementation Date: June 2018.
At the end of FY 2016, the Department of State Cash Fund exceeded the alternative maximum cash fund reserve by $\$ 248,901$ or approximately 7 percent. This excess was driven by a combination of slightly greater than anticipated revenues and slightly lower than anticipated expenses.

In FY 2017, the Department has taken action to address the excess reserves. Specifically, it has significantly reduced three of its fees related to dissolving businesses (entity dissolutions, delinquent entity dissolutions, and foreign (out-of-state) entity dissolutions). The Department projects that the aforementioned fee reductions will reduce revenue sufficiently and bring the cash fund into compliance with statutory requirements by the end of FY 2018 (June 30, 2018). The Department will continue to monitor its cash fund balance and take additional action if necessary.


# CASH FUNDS UNCOMMITTED RESERVES REPORT FOR THE <br> FISCAL YEAR ENDED <br> JUNE 30, 2016 

| STATE OF COLORADO <br> CASH FUNDS UNCOMMITTED RESERVES REPORT <br> REPORT OF FUNDS WITH UNCOMMITTED RESERVES GREATER THAN \$200,000 <br> FISCAL YEAR 2016 AS OF JUNE 30, 2016 |  |  |  |  |  |  |  |
| :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: |
| FUND |  | FUND <br> BALANCE <br> (NOTE 4)* |  | $\begin{aligned} & \text { EXEMPT } \\ & \text { ASSETS } \\ & \text { (NOTE 5) } \end{aligned}$ | CAPITAL <br> RESERVE <br> (NOTE 6) |  | $\begin{aligned} & \text { SLY } \\ & \text { ITED } \\ & \text { INCE } \\ & \text { 7) } \\ & \hline \end{aligned}$ |
| Department of Agriculture |  |  |  |  |  |  |  |
| 1030 Agricultural Products Inspection Fund | \$ | 617,600 |  | 802 | - | \$ | - |
| 16R0 Inspection and Consumer Services Cash Fund |  | 1,669,011 |  | - | - |  | - |
| $23 \mathrm{S0}$ Plant Health, Pest Control and Environmental Protection Fund |  | 779,278 |  | 17,449 | - |  | - |
| SUBTOTAL |  | 3,065,889 |  | 18,251 | - |  | - |
| Department of Education |  |  |  |  |  |  |  |
| 2930 Educator Licensure Cash Fund |  | 240,725 |  | - | - |  | - |
| Department of Health Care Policy and Financing |  |  |  |  |  |  |  |
| 11G0 Children's Basic Health Plan Trust |  | 32,152,035 |  | - | - |  | - |
| 22X0 Medicaid Nursing Facility Cash Fund |  | 314,611 |  | - | - |  | - |
| 24A0 Hospital Provider Fee Cash Fund |  | 7,514,235 |  | - | - |  | - |
| SUBTOTAL |  | 39,980,881 |  | - | - |  | - |
| Judicial Branch |  |  |  |  |  |  |  |
| 26J0 Judicial Collection Enhancement Fund |  | 4,415,037 |  | 364 | - |  | - |
| Department of Labor and Employment |  |  |  |  |  |  |  |
| 1510 Uniform Consumer Credit Code Cash Fund |  | 511,722 |  | 300 | - |  | - |
| 16Z0 Insurance Fraud Cash Fund |  | 757,972 |  | 249 | - |  | - |
| SUBTOTAL |  | 1,269,694 |  | 549 | - |  | - |
| Department of Local Affairs |  |  |  |  |  |  |  |
| 11E0 Moffat Tunnel Cash Fund |  | 215,820 |  | - | - |  |  |
| Department of Personnel \& Administration |  |  |  |  |  |  |  |
| 2810 Supplier Database Cash Fund |  | 3,783,902 |  | - | - |  | - |
| 6040 Debt Collection Fund |  | 1,383,307 |  | 746,034 | 252,345 |  | - |
| SUBTOTAL |  | 5,167,209 |  | 746,034 | 252,345 |  | - |
| Department of Public Health and Environment |  |  |  |  |  |  |  |
| 1210 Newborn Genetics Fund |  | 1,219,132 |  | - | - |  | - |
| 14V0 Medical Marijuana Cash Fund |  | 778,897 |  | - | - |  | - |
| 2650 Health Facilities General Licensure Cash Fund |  | 290,453 |  | 600 | - |  | - |
| SUBTOTAL |  | 2,288,482 |  | 600 | - |  | - |
| Department of Public Safety |  |  |  |  |  |  |  |
| 27J0 Instant Criminal Background Check Fund |  | 1,280,178 |  | 313 | - |  | - |
| Department of Regulatory Agencies |  |  |  |  |  |  |  |
| 1840 Public Utilities Commission Fixed Utility Fund |  | 596,156 |  | 759 | - |  | - |
| 2120 Real Estate Cash Fund |  | 386,338 |  | - | - |  | - |
| 2440 Public Deposit Administration Fund |  | 349,685 |  | - | - |  | - |
| 2820 Division of Insurance Cash |  | 448,557 |  | 3,064 | - |  | - |
| SUBTOTAL |  | 1,780,736 |  | 3,823 | - |  | - |
| Department of Revenue |  |  |  |  |  |  |  |
| 1920 Auto Dealers License Fund |  | 535,262 |  | 1,211 | - |  | - |
| 2360 Liquor Enforcement Division \& State Licensing Authority |  | 302,754 |  | 2,499 | - |  | - |
| SUBTOTAL |  | 838,016 |  | 3,710 | - |  | - |
| Department of State |  |  |  |  |  |  |  |
| 2000 Department of State Cash Fund |  | 4,360,149 |  | 487,325 | - |  | - |
| GRAND TOTAL | \$ | 64,902,816 | \$ | 1,260,969 | 252,345 | \$ | - |

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TO THE CASH FUNDS UNCOMMITTED
RESERVES REPORT


## NOTE 1—PURPOSE

Section 24-30-207, Colorado Revised Statutes (C.R.S.), requires the State Controller to prepare a report showing the amount of uncommitted reserves credited to each of the State of Colorado's cash funds. Fund definitions within this report are based on GAAP definitions, rather than the statutory definition of any particular fund. This report will be audited annually by the State Auditor. The report is to be delivered to the Office of State Planning and Budgeting and to the Joint Budget Committee on or before September 20 of each year.

## NOTE 2—CASH FUND DEFINED

Section 24-75-402(2)(b) C.R.S. defines "cash fund" to mean any fund that is established by law for a specific program or purpose and that includes money from fees; except that "cash fund" excludes the state general fund, any federal fund, and any fund used by a state institution of higher education.

## NOTE 3-CASH FUNDS EXCLUDED

The following cash funds are specifically excluded from the cash reserves report. As applicable, the repeal date for the exclusion of the fund is listed in parentheses.

- Any cash fund for which revenue is derived solely from fees, the amounts of which are established by the federal government;
- Any cash fund for which revenue is derived solely from fees set by the Colorado Supreme Court in the exercise of its exclusive authority to regulate the practice of law;
- Any cash fund for which revenue is derived solely from fees set by an enterprise, as defined in Section 24-77-102(3), C.R.S., or a special purpose authority;
- Any cash fund that is established for capital construction;
- Any cash fund for which the reserve amounts are based on actuarial requirements;

SOURCE: Office of the State Controller.

- Any trust fund;
- Any cash fund with uncommitted reserves of less than \$200,000;
- The Petroleum Storage Tank Fund;
- The Hazardous Substance Response Fund (7/1/2017);
- The Land and Water Management Fund (7/1/2017);
- The Brand Inspection Fund;
- The Colorado State Fair Authority Cash Fund (7/1/2017);
- The Highway Users' Tax Fund;
- The State Highway Fund;
- The Worker's Compensation Cash Fund (7/1/2017);
- The Worker's Compensation Cost Containment Fund (7/1/2017);
- The State Commission on Judicial Performance Cash Fund (7/1/2017);
- The Motorcycle Operator Safety Training Fund (7/1/2017);
- The Colorado Disabled Telephone Users Fund (7/1/2017);
- The Colorado Bureau of Investigation Identification Unit Fund (7/1/2017);
- The Buildings and Grounds Cash Fund (7/1/2017);
- The Judicial Department Information Technology Cash Fund (7/1/2017);
- The Private Activity Bond Allocations Fund (7/1/2017);
- The Colorado High Cost Administration Fund (7/1/2017);
- The Public School Construction and Inspection Cash Fund (7/1/2017);
- The Marijuana Cash Fund (7/1/2017);
- The Health Facility Construction and Inspection Cash Fund;
- The Medical Marijuana License Fund (7/1/2017);
- The Emergency Fire Fund;
- The Wildland Fire Equipment Repair Fund;
- The Wildland Fire Cost Recovery Fund;
- The Wildfire Emergency Response Fund;
- The Wildfire Preparedness Fund;
- The Efficient Schools and Communities Performance Contracting Fund (7/1/2017);
- The Enterprise Services Cash Fund;
- The Public Safety Inspection Fund (7/1/2017);
- The Employee Leasing Company Certification Fund (7/1/2017);
- The Conveyance Safety Fund (7/1/2017);
- The Oil and Gas Conservation and Environmental Response Fund; and,
- Any cash fund used to fund a single program if the program has been in existence less than two full fiscal years.

Although the Private Activity Bond Allocations Fund is specifically excluded from the cash reserves report based on the cash funds report statute, the language included in the fund's enabling statute provides for an alternate maximum reserve for the fund. The alternate maximum reserve is applicable to funds reported on the cash reserves report. Therefore, we are including the fund in the cash reserves report for informational purposes only.

Although the Medical Marijuana Program Cash Fund is listed as an excluded fund, only the portion of the fund transferred to or available for transfer to the Health Research subaccount is excluded from the limitations of the cash funds report statute.

## NOTE 4—FUND BALANCE

Fund balance is the net of total assets and total liabilities in each fund as of June 30, 2016. This amount does not include net assets related to pension liabilities.

## NOTE 5-EXEMPT ASSETS

Exempt assets are any long-term assets or non-monetary current assets held by the fund at June 30, 2016. "Non-monetary" current assets are those that either cannot be converted to cash or are held with the intent of being used rather than converted to cash, including but not limited to consumable inventory and prepaid expenses.

## NOTE 6-CAPITAL RESERVE

The capital reserve is the amount equal to the depreciation of SOURCE: Office of the State Controller.
depreciable components of a capital outlay or capital construction, where a cash fund has been appropriated moneys for capital purposes.

## NOTE 7—PREVIOUSLY APPROPRIATED FUND BALANCE

Previously appropriated fund balance is that portion of fund balance that has been appropriated for capital construction or other multi-year purposes.

## NOTE 8-FEE REVENUE

Fee revenue means any moneys collected by an entity, except that fee revenue does not include:

- Any moneys collected from sources excluded from state fiscal year spending, as defined in Section 24-77-102(17), C.R.S.;
- Any moneys received through the imposition of penalties or fines or surcharges imposed on any person convicted of a crime;
- Any moneys appropriated from the state general fund;
- Any moneys received through the imposition of taxes;
- Any moneys received from charges or assessments, the amount of which are not determined by the entity;
- Any moneys received from gifts or donations;
- Any moneys received from local government grants or contracts;
- Any moneys received through direct transfers from another entity, an enterprise, or a special purpose authority; or
- Any moneys received as interest or other investment income.


## NOTE 9-NON-FEE FUND BALANCE

Non-fee fund balance is calculated by subtracting any exempt assets and previously appropriated fund balance from total fund balance and multiplying the result times the ratio of non-fee revenue to total revenue.

## NOTE 10—UNCOMMITTED RESERVE

Uncommitted reserve is calculated by subtracting any exempt assets and
previously appropriated fund balance from total fund balance and multiplying the result by the ratio of fee revenue to total revenue.

NOTE 11—MAXIMUM RESERVE

Maximum reserve is defined as 16.5 percent of Fiscal Year 2016 expenditures of the cash fund.

NOTE 12—ALTERNATIVE MAXIMUM RESERVE

In some cases an alternative maximum reserve is used in place of a maximum reserve when there is a reserve limit established by statute.

NOTE 13-EXCESS UNCOMMITED RESERVE

Excess uncommitted reserve is the amount by which the uncommitted reserve exceeds the alternative maximum reserve (if provided) or the maximum reserve of the cash fund.


## APPENDIX A



## DESCRIPTIONS OF CASH FUNDS

These cash funds are included on the Cash Funds Uncommitted Reserves Report (PAGES 40 and 41) for the Fiscal Year Ended June 30, 2016, prepared by the Office of the State Controller.

## AGRICULTURE

| 1030 | Agricultural Products <br> Inspection | Fees are assessed for the inspection and certification of <br> fruits and vegetables. All monies collected pay for <br> operational costs. |
| :---: | :--- | :--- |
| 16R0 | Inspection and <br> Consumer Services | Fees are charged to issue inspection certificates for scales, <br> eggs, meat, fertilizer, feed, grain, anhydrous ammonia. |
| 23S0 | Plant Health, Pest <br> Control, and <br> Environment <br> Protection | Fees, fines, and penalties collected to implement, <br> administer, and enforce provisions including, but not |
| limited to: biological pest control, bee inspection efforts, |  |  |
| ground water protection efforts, and pesticide applicator |  |  |
| license and inspection efforts. |  |  |

## EDUCATION

2930 Educator Licensure Cash Fund

Fees charged to cover the costs to administer examinations and to review applications for licenses, endorsements, and certificates, as authorized by the State Board of Education. Fees are set annually and effective March 1, 2016 were set for the initial license at $\$ 90$ for in-state educators and $\$ 110$ for out-of-state educators. In addition, the fee is $\$ 60$ for a substitute license.

## HEALTH CARE POLICY AND FINANCING

11G0 Children's Basic Health A percentage of the tobacco litigation settlement is Plan Trust

## 22X0 Medicaid Nursing Facility

allocated for and transferred to this fund. The purpose of the fund is to pay for the administration and purchase of insurance and health care services for clients of the Children's Basic Health Plan established by HB 97-1304 and HB 98-1325. Funds can only be used for operations and services for the Children's Basic Health Plan. Unspent fund balance does not revert to General Fund at fiscal year-end. General Assembly establishes annual limitations on use of funds via appropriations.
Created by HB 08-1114, the fund is used to collect provider fees on health care items or services provided by nursing facility providers for the purpose of obtaining federal financial participation under the state's medical assistance program. The provider fees shall be used to sustain or increase reimbursement for providing medical
$\left.\begin{array}{ll} & \begin{array}{l}\text { care under the state's medical assistance program for } \\ \text { nursing facility providers. }\end{array} \\ \text { 24A0 Hospital Provider Fee } & \begin{array}{l}\text { Created by HB 09-1293, the fund is used to collect } \\ \text { provider fees on health care items or services provided by } \\ \text { hospital providers for the purpose of obtaining federal } \\ \text { financial participation under the State's medical } \\ \text { assistance program. The provider fees shall be used to } \\ \text { sustain or increase reimbursement for providing medical } \\ \text { care under the state's medical assistance program for } \\ \text { hospital providers and to expand services to additional } \\ \text { populations as defined by the Act. }\end{array} \\ \text { JUDICIAL } \\ \text { 26J0 Judicial Collection } \\ \text { Enhancement Fund } & \begin{array}{l}\text { This fund contains monies from a fee assessed for a } \\ \text { payment plan for any defendant who requires additional } \\ \text { time to pay for all fines, fees, costs, surcharges, or other }\end{array} \\ \text { monetary assessments with regard to the sentencing, } \\ \text { disposition, or adjudication of a felony, misdemeanor, } \\ \text { juvenile delinquency petition, petty offense, traffic } \\ \text { offense, or traffic infraction. In accordance with Section }\end{array}\right\}$
to the state treasurer who shall credit the same to the Moffat tunnel cash fund, which fund is hereby created. Monies in the fund not subject to immediate transfer pursuant to section 32-8-124.7 (2) shall be subject to annual appropriation by the general assembly for the direct and indirect costs of the administration of this article.

## PERSONNEL \& ADMINISTRATION

| 2810 Supplier Database | Fees are assessed for registration in the centralized <br> database of providers of goods and services to the State. <br> Monies are used to fund the operational costs of <br> maintaining the database. |
| :--- | :--- |
| 6040 Debt Collection | Collection fees are assessed to individuals for collection <br> of past due debts owed to the State. Monies are used to <br> fund the operations of the Central Collection Services <br> unit. |
| PUBLIC HEALTH AND ENVIRONMENT |  |

1210 Newborn Genetics Fee revenue consists of charges for laboratory blood tests for newborns and for genetic counseling; the fees shall be utilized to conduct newborn screening, follow-up care, and genetic counseling, as well as to provide educational awareness programs.
14V0 Medical Marijuana The fees are used to operate and implement the program Cash Fund to ensure that patients suffering from legitimate debilitating medical conditions are able to safely gain access to medical marijuana
2650 Health Facilities The fees are used to inspect and license health facilities. General Licensure

## PUBLIC SAFETY

27J0 Instant Criminal Background Check Fund

## REGULATORY AGENCIES

1840 Public Utilities Commission Fixed Utility Fund

Fee revenue in this fund consists of monies received from the collection of a fee for performing instant criminal background checks.

Ninety-seven percent of fees paid by other than telephone public utilities collected under CRS 40-2-113 shall be expended only to defray the full amount determined by the general assembly for the administrative expenses of the commission for the supervision and regulation of the public utilities and for the financing of the office of consumer counsel. Any unexpended balance remaining in the fund at the end of any fiscal year shall be retained to defray the future cost of administrative expenses of the commission and this amount shall be taken into account by the director of the department of revenue when computing the percentage upon which fees for the ensuing fiscal year will be based.
$\left.\begin{array}{lll}2120 & \text { Real Estate Cash Fund } & \begin{array}{l}\text { Fees that the Division of Real Estate is authorized by law } \\ \text { to collect. The Division shall propose, as part of its } \\ \text { annual budget request, an adjustment in the amount of } \\ \text { each fee. The requested changes shall adjust fees so that } \\ \text { revenue adjusted from said fees approximates its direct } \\ \text { and indirect costs. }\end{array} \\ 2440 \text { Public Deposit } \\ \text { Administration Fund } & \begin{array}{l}\text { Monies are used for the administration and enforcement } \\ \text { of the provisions of the fund. All fees are derived from an } \\ \text { annual fee established by the banking board for every } \\ \text { eligible public depository. }\end{array} \\ 2820 \text { Division of Insurance } & \begin{array}{l}\text { Fees and taxes collected from self-insurance pools, } \\ \text { medical-surgical and health services corporations, }\end{array} \\ \text { Cash Fund } & \begin{array}{l}\text { nonprofit hospitals, and cash-bail agents designated for } \\ \text { the division of insurance. The monies are used to fund all } \\ \text { direct and indirect expenditures of the division of } \\ \text { insurance, which is charged with the execution of the } \\ \text { laws relating to insurance, and has a supervising } \\ \text { authority over the business of insurance in Colorado. }\end{array} \\ \text { REVENUE } & \begin{array}{l}\text { Auto Dealers License } \\ \text { Board }\end{array} \begin{array}{l}\text { Fees are for the licensing of motor vehicle dealers, } \\ \text { wholesalers, buyer agents, and salespersons. Fees are for }\end{array} \\ \text { the purpose of supporting the regulatory oversight }\end{array}\right\}$

## APPENDIX B



## CASH FUNDS UNCOMMITTED RESERVES REPORT FOR THE FISCAL YEAR JUNE 30, 2016 ALL FUNDS

The Cash Funds Uncommitted Reserves Report (PAGES 40 and 41) prepared by the Office of the State Controller does not include funds that have an uncommitted reserves balance of less than $\$ 200,000$. The following report includes all of the cash funds with fee revenue and uncommitted reserve balances at June 30, 2016, greater than zero.


[^1]

| STATE OF COLORADO <br> CASH FUNDS UNCOMMITTED RESERVES REPORT <br> REPORT OF FUNDS WITH UNCOMMITTED RESERVES GREATER THAN \$0 <br> FISCAL YEAR 2016 AS OF JUNE 30, 2016 |  |  |  |  |
| :---: | :---: | :---: | :---: | :---: |
| FUND | FUND <br> BALANCE (NOTE 4)* | $\begin{aligned} & \text { EXEMPT } \\ & \text { ASSETS } \\ & \text { (NOTE 5) } \end{aligned}$ | CAPITAL <br> RESERVE <br> (NOTE 6) | PREVIOUSLY APPROPRIATED FUND BALANCE (NOTE 7) |
| Department of Law |  |  |  |  |
| 1500 Collection Agency Cash Fund \$ | \$ 181,734 | - | - | \$ |
| 1510 Uniform Consumer Credit Code Cash Fund | 511,722 | 300 | - | - |
| 2960 P.O.S.T. Board Cash Fund | 1,345,497 | 94,316 | - | - |
| 16Z0 Insurance Fraud Cash Fund | 757,972 | 249 | - | - |
| 26Q0 Legal Services Cash Fund | 2,767,836 | 1,337,936 | 298,690.00 | - |
| SUBTOTAL | 5,564,761 | 1,432,801 | 298,690.00 | - |
| Legislative Branch |  |  |  |  |
| 24S0 Legislative Department Cash | 10,194,394 | - | - | - |
| 700M Other Legislature Special Revenue Funds | 15,792 | - | - | - |
| SUBTOTAL | 10,210,186 | - | - | - |
| Department of Local Affairs |  |  |  |  |
| 11E0 Moffat Tunnel Cash Fund | 215,820 | - | - | - |
| 16E0 Private Activity Bond Allocation Fund | 180,984 | - | - | - |
| 7470 HUD Community Development Block Grant Fund | 1,080,601 | 52,579 | - | - |
| SUBTOTAL | 1,477,405 | 52,579 | - | - |
| Department of Natural Resources |  |  |  |  |
| 1660 Satellite Monitoring System Cash Fund | 143,135 | - | - | - |
| 1680 Office of Active and Inactive Mines Operation Fund | 41,085 | - | - | - |
| 2560 Mined Land Reclamation Fund | 740,241 | - | - | - |
| 16S0 Well Inspection Cash Fund | 73,497 | - | - | - |
| 23D0 Interbasin Compact Committee Operation Fund | 1,486,438 | - | - | - |
| 26S0 Water Resources Cash Fund | 209,847 | - | - | - |
| 27F0 Colorado Avalanche Information Center | 18,510 | 981 | - | - |
| SUBTOTAL | 2,712,753 | 981 | - | - |
| Department of Personnel \& Administration |  |  |  |  |
| 2810 Supplier Database Cash Fund | 3,783,902 | - | - | - |
| 6040 Debt Collection Fund | 1,383,307 | 746,034 | 252,345.00 | - |
| 22 Y 0 Professional Development Cash Fund | 270,471 | - | - | - |
| 24 Y 0 State Archives and Public Records Cash Fund | 229,030 | - | - | - |
| 6110 Administrative Hearings Fund | 483,549 | 151,163 | 151,163.00 | - |
| SUBTOTAL | 6,150,259 | 897,197 | 403,508 | - |
| Department of Public Health and Environment |  |  |  |  |
| 1170 Solid Waste Management Reserve Fund | 1,046,302 | - | - | - |
| 1210 Newborn Genetics Fund | 1,219,132 | - | - | - |
| 1230 Radiation Control Fund | 429,912 | - | - | - |
| 1240 Vital Records Fund | 83,786 | - | - | - |
| 1260 Hazardous Waste Service Fund | 1,118,320 | - | - | - |
| 1280 Sludge Management Fund | 218,524 | - | - | - |
| 2240 Medication Administration Fund | 30,803 | - | - | - |
| 2650 Health Facilities General Licensure Cash Fund | 290,453 | 600 | - | - |
| 2770 Pollution Prevention Fund | 89,596 | - | - | - |
| 2790 Hazardous Waste Commission Fund | 32,297 | - | - | - |
| 11S0 Lead Hazard Reduction Fund | 64,766 | - | - | - |
| 12A0 Trauma System Cash Fund | 7,729 | - | - | - |
| 14V0 Medical Marijuana Cash Fund | 778,897 | - | - | - |
| 14X0 Hazardous Substance Settlement Fund | 6,269,753 | - | - | - |
| 17A0 Process and End Users Fund | 3,934,981 | - | - | - |
| 17B0 Coroner Training Fund | 1,404 | - | - | - |
| 22R0 Home Care Agency Cash Fund | 71,498 | - | - | - |
| 23K0 Animal Feeding Operations Fund | 229,504 | - | - | - |
| 23 Y 0 Visa Waiver Program Fund | 11,426 | - | - | - |
| 2460 Assisted Living Residence Fund | 105,612 | - | - | - |
| 26A0 Laboratory Cash Fund | 160,475 | - | - | - |
| 26C0 Waste Tire Market Development Fund | 441,012 | - | - | - |
| SUBTOTAL | 16,636,182 | 600 | - | - |

* Note numbers in column headings refer to the Notes to the Cash Funds Uncommitted Reserves Report beginning on Page 45, prepared by the Office of the State

Controller.
SOURCE: Office of the State Controller


| STATE OF COLORADO <br> CASH FUNDS UNCOMMITTED RESERVES REPORT <br> REPORT OF FUNDS WITH UNCOMMITTED RESERVES GREA <br> FISCAL YEAR 2016 AS OF JUNE 30, 2016 | ER | HAN \$0 |  |  |  |  |
| :---: | :---: | :---: | :---: | :---: | :---: | :---: |
| FUND |  | FUND BALANCE (NOTE 4)* | EXEMPT ASSETS (NOTE 5) | CAPITAL RESERVE (NOTE 6) |  |  |
| Department of Public Safety |  |  |  |  |  |  |
| 12E0 Fireworks Licensing Cash Fund | \$ | 73,690 | - | - | \$ | - |
| 2030 Firefighter, First and Haz Mat Responder Certification Fund |  | 3,806 | - | - |  | - |
| 2070 Victims Assistance and Law Enforcement Fund |  | 1,732,568 | - | - |  | - |
| 2710 State Patrol Special Events Fund |  | 35,484 | - | - |  | - |
| 12B0 Fire Service Education and Training Fund |  | 17,634 | - | - |  | - |
| 12C0 Fire Suppression Cash Fund |  | 66,387 | - | - |  | - |
| 16C0 Sex Offender Registry Fund |  | 13,881 | - | - |  | - |
| 19Q0 Identity Theft Financial Fraud Fund |  | 505,638 | 4,060 | - |  | - |
| 21N0 Criminal Justice Training Fund |  | 49,439 | - | - |  | - |
| 22N0 Cigarette Ignition Standards \& Firefighter Protection Act |  | 105,155 | - | - |  | - |
| 22P0 Wildland-Urban Interface Training Fund |  | 127,593 | - | - |  | - |
| 25M0 School Safety Resource Center Cash Fund |  | 60,354 | - | - |  | - |
| 27 J 0 Instant Criminal Background Check Fund |  | 1,280,178 | 313 | - |  | - |
| 29U0 Vehicle Identification Number Fund |  | 30,287 | - | - |  | - |
| SUBTOTAL |  | 4,102,094 | 4,373 | - |  | - |
| Department of Regulatory Agencies |  |  |  |  |  |  |
| 1850 Public Utilities Commission Motor Carrier Fund |  | 38,720 | - | - |  | - |
| 16Z0 Insurance Fraud Cash Fund |  | 588 | - | - |  | - |
| 1840 Public Utilities Commission Fixed Utility Fund |  | 596,156 | 759 | - |  | - |
| 2130 Division of Securities Cash Fund |  | 10,143 | 5,833 | - |  | - |
| 2440 Public Deposit Administration Fund |  | 349,685 | - | - |  | - |
| 2720 Financial Services Cash Fund |  | 147,472 | - | - |  | - |
| 2820 Division of Insurance Cash |  | 448,557 | 3,064 | - |  | - |
| 1850 Prescription Drug Monitoring Fund |  | 32,497 | - | - |  | - |
| 19U0 <br> Mortgage Company and Loan Originator Licensing Cash Fund |  | 136,988 | - | - |  | - |
| 22H0 Certificate of Conservation Easement Holders Fund |  | 33 | - | - |  | - |
| 22J0 Consumer Outreach and Education Fund |  | 26,393 | - | - |  | - |
| 25Q0 HOA Information and Resource Center Cash Fund |  | 11,552 | - | - |  | - |
| 27T0 Moving Outreach Fund |  | 3,896 | - | - |  | - |
| 18W0 Viatical Settlements Cash Fund |  | 89,681 | - | - |  | - |
| 2120 Real Estate Cash Fund |  | 386,338 | - | - |  | - |
| 28F0 Conservation Easement Tax Credit Fund |  | 15,095 | - | - |  | - |
| SUBTOTAL |  | 2,293,794 | 9,656 | - |  | - |
| Department of Revenue |  |  |  |  |  |  |
| 1920 Auto Dealers License Fund |  | 535,262 | 1,211 | - |  | - |
| 2360 Liquor Enforcement Division \& State Licensing Authority |  | 302,754 | 2,499 | - |  | - |
| 2370 Tax Lien Certification Fund |  | 27,103 | - | - |  | - |
| 4010 Limited Gaming Fund |  | 2,409,657 | 32,892 | - |  | - |
| 16V0 Racing Cash Fund |  | 171,449 | - | - |  | - |
| 20A0 Private Letter Ruling Fund |  | 26,481 | - | - |  | - |
| 25C0 Prepaid Wireless Trust Cash Fund |  | 5,814 | - | - |  | - |
| 26B0 Gambling Payment Intercept Fund |  | 52,495 | - | - |  | - |
| SUBTOTAL |  | 3,531,015 | 36,602 | - |  | - |
| Department of State |  |  |  |  |  |  |
| 2000 Department of State Cash Fund |  | 4,360,149 | 487,325 | - |  | - |
| Department of Treasury |  |  |  |  |  |  |
| 4060 AIR Account |  | 4,375,325 | - | - |  | - |
| 8270 Unclaimed Property Fund |  | 55,056,301 | 2,251 | - |  | - |
| SUBTOTAL |  | 59,431,626 | 2,251 | . |  | - |
| GRAND TOTAL | \$ | 195,081,835 | 3,016,772 | 707,677.00 | \$ | - |

* Note numbers in column headings refer to the Notes to the Cash Funds Uncommitted Reserves Report beginning on Page 45, prepared by the Office of the State Controller.
SOURCE: Office of the State Controller.




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    SOURCE: Office of the State Controller.

