

Chapter 7 : DEPARTMENTAL ACCOUNTING PROCEDURES

Responsibilities under the Controller's Statute

The Controller's statute (Section 24-30-202, CRS) requires that a contract (called a "commitment voucher" under the statute) be filed with the State Controller's office prior to the disbursement made in payment of a liability incurred on behalf of the State. The State Controller or his designee must examine the contract to determine that:

- the proposed expenditure is authorized by the appropriation to which it is charged
- the prices or rates are "fair and reasonable" or otherwise in accordance with law
- the contract is signed by persons authorized to do so
- the expenditure does not exceed the amount of the appropriation

In cases where the State Controller has delegated approval authority to State agencies and institutions, the delegate will be responsible for insuring that these statutory duties are satisfied when contracts are approved.

State law prohibits administrative ratification of contracts where a person incurred or ordered any obligation against the State in excess of or for any expenditure not authorized by appropriation and approved commitment voucher. Section 24-30-202(3), CRS. Contracts that are routed to the State Controller or his designee for signature after the starting date must have a justification letter attached that explains why the contract is "late." Page 6-1 of Chapter 6 explains more fully the prohibition on "retroactive" contracts, the "late" contract policy, and the significance of the "made" dates and "effective" dates relative to the issue of unlawful ratification.

Much of this *Manual* has explained requirements that the State Controller sets for State contracts pursuant to the authority granted under the Controller's statute, e.g. the Fiscal Rule 3-1 requirements for *Special Provisions*, required routing and approvals, review for legal sufficiency by the office of the Attorney General, and the basic criteria for use of purchase orders and State contracts. The objective of all of this guidance is to insure that the agreement that reaches the State Controller's office for approval complies with legal requirements, has a "fair and reasonable" price, and can be paid from available appropriations. The "encumbrance" is one of the last steps designed to insure that funds are available to pay the commitment represented by the contract.

Encumbrance

Sound governmental accounting practices require that portions of budgets be reserved for future commitments made by the government agency in anticipation of paying for these commitments

when goods and/or services are received. In order to reserve the amounts for these commitments, the government agency records an encumbrance on its accounting system. This “encumbrance” prevents a certain amount of the budget from being spent. When the goods and/or services have been received and the government agency is ready to pay for them, the encumbrance is liquidated which allows that portion of the budget to be spent.

State statutes and the Fiscal Rules require that State agencies do not overspend or over-commit their budgets. The State Controller therefore requires all State contracts and modifications to State contracts to be encumbered prior to the approval of the contract by the State Controller or a designee. If an agency uses COFRS as its primary accounting system, they are to provide a screen print of an authorized encumbering document that they have entered in to the system with the contract. The acceptable encumbrance documents are a PO transaction and a SC transaction.

If an agency or institution does not use COFRS as their primary accounting system, they must furnish documentation that shows proof of the encumbrance in their accounting system.

Advance Payments

Fiscal Rule 3-1 requires that advance payments be approved by the State Controller where they not consistent with written policies established by the State Controller. Advanced payments may only be made where such payments are not inconsistent with policies established by the State Controller.

Suggested Internal Routing for Contracts

Despite the fact that the State Controller examines and approves all State contracts, agencies and institutions have specific responsibilities in the contracting process.

- The State Controller to a large extent relies on their assessment that the supplies and services are required, and that the prices/costs are “fair and reasonable.”
- The Executive Director/President of agencies and institutions is given personal authority and responsibility under Section 24-30-202, CRS to authorize expenditures. These officers typically act through authorized delegates properly appointed in accordance with the delegation notice procedures established by the State Controller.
- By Executive Order (dated October 30, 1991), the executive director of each department has the responsibility to assure that contracts conform to all applicable law.

Because the contracting process implicates internal agency responsibilities, a procedure for the internal routing of contracts is important prior to submission for final approval by the State Controller. Consider the following internal routing prior to submission for external approval:

1. Division/Program Director (for compliance with statutes/other program requirements)

2. Agency Purchasing (for approval where purchasing authority is delegated)
3. Agency Accounting (for completion of encumbrance/PO)
4. Executive Director/President or authorized delegate

CLIN & CLI2 Tables

In 1996, the State started using a computerized system, known as CLIN, to track the routing of contracts when central approval is sought. Use of CLIN is mandatory for agencies which use COFRS to route contracts for approval by any central approving offices. The contracts are routed through the routing technician in the State Controller's Office. Appendix A contains the CLIN Contract Log Procedures for State Agencies.

Contract Waiver Program

In 1996, the State Controller approved a waiver program, whereby agencies can request approval of "form contracts" submitted on prescribed waiver forms and approved by the State Controller. The State Controller's contract approval authority is typically delegated to the chief financial officer of the agency or institution, permitting execution of contracts using the approved contract format by the agency without the necessity of State Controller and Attorney General review and approval again. Typically, the waiver also seeks waiver of review by the Division of Purchasing (if required) and the Department of Personnel as well. Copies of the waiver forms and instructions are in the Policy Letters Annex.

Subrecipient Grants and Required Reporting

Financial officers of the state are required to correctly report and record the financial transactions and financial condition of the state. In order to accomplish this task financial officers must be able recognize and distinguish between the different types of obligations assumed by the state. The following information should be shared with agency financial officers to enhance their reporting capabilities.

The State Auditor's office has identified a problem with agencies correctly reporting subrecipient grants on the schedules K1 and K2 for the state financial statements. The following definitions and examples will enable agencies to identify these types of grant contracts, include the required language in these contracts, and correctly report the disbursements on schedules K1 and K2.

Definitions :

Vendor - An entity hired by a state agency to provide goods and/or services to that state agency. Typically this is a buyer/seller relationship in which the seller has no responsibility to help an individual meet the requirements to receive an assistance award.

Example - The Department of Health Care Policy and Financing receives federal financing assistance to provide medical care to certain individuals. The department enters into service contracts with doctors and hospitals to provide this medical care. The doctor and hospital contracts are not subrecipient grants.

Subrecipient - Any person or government department, agency, or establishment that receives federal financial assistance to carry out a program through a state or local government, but does not include an individual that is a beneficiary of such a program. Subrecipients typically have a responsibility to help individuals meet the requirements to receive an assistance award and are held responsible by the contract for complying with the specific audit requirements of the original award and for the general requirements for receiving federal financial assistance. If any such language is included in the contract there is a possibility that a subrecipient relationship exists between the parties to the contract.

Examples - A city of county government receives federal financial assistance which it disburses to a state department or agency, which in turn disburses to landlords to pay the rent for qualified individuals as an assistance award. The State department is the subrecipient.

A state department of education receives federal assistance, which it disburses by a formula to local school districts within the state. The school districts are the Subrecipients.

The county commissioners receive federal funds for food programs for elderly individuals. These funds are disbursed to not-for-profit organizations support their food programs. The not-for-profit organizations are the Subrecipients.

The Department of Human Services receives federal funds, which are disbursed to county governments. The county governments are the Subrecipients.

Another indication that a contract is a subrecipient grant contract is if the primary recipient of federal funds is responsible for all of the following when federal assistance of \$25,000 or more is passed through in a single subgrant to one or more Subrecipients.

1. Determines whether Subrecipients have met the applicable federal audit requirements.
2. Determines whether the subrecipient has controls in place to ensure that the federal financial assistance is expended in accordance with applicable laws and regulations.
3. Ensures that appropriate corrective action is taken within six months of a subrecipient's audit report that identifies reported instances of noncompliance with applicable laws and regulations.

4. Considers whether subrecipient audits may necessitate adjustments of the primary recipient's records.
5. Requires each subrecipient to permit independent auditors to have access to their records and financial statements as necessary to comply with federal audit requirements.

State Financial Reporting Requirements for Subrecipient Grants

Program managers should be aware that their accounting offices will be advised to review the contract for particular language and requirements when they are attempting to determine whether or not a contract is a subrecipient grant contract and if it should be reported on schedules K1 or K2. The following table specifies the accounting and reporting treatment for subrecipient/vendor transactions. See Open/Close Instructions Chapter 3 Section 6.14-15 for Exhibit K1/K2 reporting requirements.

	DISBURSOR	RECIPIENT
Vendor Relationship Contract		
	Code payments using object code indicating type of good or service purchased. Report expenditure on Exhibit K1/K2. Disbursor is responsible for ensuring that expenditure is an allowable cost.	Code receipts using revenue source code indicating type of good or service sold. Do not report on the Exhibit K1/K2.
Subrecipient Relationship Contract		
With Another State Agency	Code disbursement using object code 5771-Grants to Other State Agencies. Report on the Exhibit K1/K2. In general, disbursor is responsible for determining if recipient is a qualified recipient and for monitoring if recipients expenditures are allowable costs.	Code receipt using revenue source code 7501-7523-Fed Grant/Cont-Subrecip-(Dept.). Do not report on Exhibit K1/K2. Recipient is responsible for helping disbursor comply with grant requirements.
With a Non-state Entity	Code disbursement using object code 51XX-Intergovernmental Grants or 5781-Grants to Non-Gov/Organizations. Report on the Exhibit K1/K2. In general, disbursor is responsible for determining if recipient is a qualified recipient and for monitoring if recipients expenditures are allowable costs.	Code receipt using revenue source code 7500-Fed Grant/Cont-Subrecipient-Other. Report on the Exhibit K1/K2. Recipient is responsible for helping disbursor comply with grant requirements.

Agency Accounting Procedures Supplement (Insert)

THIS SECTION IS RESERVED FOR AGENCY SUPPLEMENTARY MATERIAL OR POLICIES RELATED TO THIS CHAPTER.

WE RECOMMEND THAT YOUR AGENCY'S ACCOUNTING PROCEDURES, POLICIES, AND CHECKLISTS BE INCLUDED IN THE MANUAL.

Appendix A: Contract Log Procedure for State Agencies

Contract Log Procedures for State Agencies

The purpose of this procedure is to describe the actions to be taken by state agencies prior to routing contracts, amendments, change orders, and supplements that require approval by a central approver. This procedure also describes some suggested actions to be taken by the agencies after they receive these agreements back from the central approvers.

The term “agreements” used in this procedure refers to contracts, amendments, change orders, and supplements to contracts.

All agreements that require approval by any central approver must be entered onto the CLIN table in COFRS and forwarded to the State Controller’s Office Routing Technician for processing and forwarding to the central approvers.

The CLIN table may be used for delegated contracts as well as those sent that must be forwarded to a central approver.

The CLIN table may also be used for other types of documents that are required to be sent to a central approver. However, in that situation the documents will not follow the same path as agreements and they should be sent directly to the central approver involved in the review and approval.

Responsibilities of the Agency Routing Technician:

1. Determine the correct routing sequence that the agreement must follow.
2. Log on to COFRS and access the CLIN table.
3. Change the Action field to an “A” for add and complete all of the fields on the table per the COFRS User Reference Manual instructions (attached). Then press “enter”, the table will automatically assign the next routing number to your record.
4. Screen print the CLIN table and the matching record on the CLI2 table.
5. Route the agreement for all internal agency approvers and required signatures, except for any delegate authorized to sign for the State Controller. If your agency has the required delegation that allows your agency to do the procurement without the assistance of State Purchasing, please ensure that there is a line on the CLIN table for the agency purchasing agent. If your agency does not have this level of delegation you must attach a copy of the Verification Letter (sample attached) prepared by State Purchasing for this particular procurement.

6. Forward the agreement packet, which includes the required number of signed agreements, a screen print of the CLIN and CLI2 tables, the encumbrance document, a State Purchasing Verification Letter if necessary, and any other pertinent correspondence to the Division of Accounts and Control "Attention:: Contract Routing Technician".

When agreements are returned from a central approver the ownership field will be changed back to an "A". This will allow agencies to add any additional approvals or other information , such as distribution date, that are required or desired. If someone within your agency has been delegated to sign contracts for the State Controller, the agreement packet should be forwarded to them at this time and a line on the CLIN table should be available and labeled for their approval date.

**Contract Logging Inquiry Table (CLIN)
Agency Defined**

PURPOSE	<p>The Contract Logging Inquiry Table (CLIN) provides agencies with a screen to track the flow/routing of proposed contracts or other documents through their agencies. It gives basic information on the document, showing the document's current location, who has already approved it, who still needs to approve it, and how long the approval process is taking.</p> <p>This table's primary application is to monitor the approval of contracts. In conjunction with the Contract Logging Inquiry Table - 2 (CLI2), which shows approval by central control agencies, it establishes a Statewide routing/tracking system for documents requiring central approval, such as procurement documentation for personnel services or purchased services.</p>
FUNCTION	Many header fields (#4 - #10, #12 - #19) may be modified through the Contract Logging Inquiry Table - 2 (CLI2) when the Owner field is 'C' (Central).
TIMING	A record must be added to this table before a contract is routed to a central control agency for approvals.
KEY FIELDS	Agency Fiscal Year Routing Number
PROCEDURE	All MTI actions except the (D)elite action may be performed on this table. To indicate that a routing document has been voided or discontinued, change the Type field to 'V' (Voided Record). NOTE: The (C)hange action cannot be performed if the Owner field is 'C' (Central).
TABLES UPDATED	Contract Logging Inquiry Table - 2 (CLI2)

Contract Logging Inquiry Table (CLIN)

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ACTION:  SCREEN: CLIN  USERID:
*** CONTRACT LOGGING INQUIRY TABLE ***
(1)      (2)      (3)      (4)      (5)      (6)
FY:  AGCY:  ROUT #:  CNTR/PO:  TYPE:  TOTAL AMT:
(7)      (8)      (9)      (10)
START DATE:  END DATE:  OWNER:  ENG TOTAL:
(11)      (12)      (13)
DESC:  SEL METHD:  RFP/BID#:
(14)  (15)  (16)  (17)
CC/CM:  PROJ#:  BILL#:  PAGE:  AG BILL CODE:
(19)  (20)  (21)
VENDOR CODE:  ENTRY DAT:
(22)  (22)  (22)  (22)  (23)  (24)
ROUTING--HR:  PUR/BED:  AG:  DOAC:  USER:  REF#:
(25)  (26)  (27)
PRGM CONTACT:  PH:  FAX:
(28)  (29)  (30)
ACCT CONTACT:  PH:  FAX:

SQ  -DATE (MONTH/DAY)-  SENT  ERROR
# ORGN/UNIT  RECV  REVW  SENT  TO ACT CODE  COMMENTS
(31)(32)  (33)  (34)  (35)  (36) (37)(38)  (39)
  
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Field	Length	Definition
1. FY (Fiscal Year)	2	Key field - required. Enter the last two digits of the fiscal year of the proposed contract or purchase order in 'YY' format. The year must be valid on the Fiscal Year Table (FSYR).
2. AGCY (Agency)	3	Key field - required. Enter the code of the agency originating the document to be tracked. The code must be valid in the Agency Table (AGCY).
3. ROUT # (Routing Number)	5	Key field - system-maintained. An automatically generated sequence number is displayed.
4. CNTR/PO (Contract/Purchase Order)	1	Required. Enter 'P' if the procurement will be acquired through a purchase order transaction, 'C' if it will be acquired through a service contract, or 'O' for other types of documents requiring routing/central approval.
5. TYPE	2	Required. Enter the code from the Contract Type Table (CTYP) that best describes the purchase.

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| 6. | TOTAL AMT
(Total Amount) | 14 | Optional. Enter the total value of the procurement, including any amount spent in a prior fiscal year and amounts to be spent in future fiscal years. |
| 7. | START DATE | 2 2 2 | Optional. Enter the term starting date of the contract or purchase order in 'MMDDYY' format. The date must be valid in the Calendar Date Table (CLDT). |
| 8. | END DATE | 2 2 2 | Optional. Enter the term ending date of the contract or purchase order in 'MMDDYY' format. The date must be valid in the Calendar Date Table (CLDT). |
| 9. | OWNER | 1 | System-maintained; defaults to 'A' on an (A)dd action. 'C' (Central) is displayed if a central control agency has ownership of the document. 'A' (Agency) is displayed if an operating agency has ownership of the document. |
| 10. | ENC TOTAL
(Encumbrance Total) | 14 | Required. Enter the value of the purchase order or contract for the fiscal year shown in the Fiscal Year field (#1). If unknown, enter zero (0). A negative total is permitted. |
| 11. | DESC
(Description) | 34 | Optional. Enter any comments about this contract or document. |
| 12. | SEL METHD
(Selection Method) | 1 | Required. Enter a valid code from the Selection Method Table (SELM) indicating the method used to select the vendor. |
| 13. | RFP/BID#
(Request for Proposal/Bid Number) | 14 | Required if the Selection Method field (#12) is 'B' or 'F'; otherwise optional. Enter the number of the request for proposal or bid used to procure this contract. |
| 14. | CC/CM
(Capital Construction/
Controlled Maintenance) | 1 | Required. Enter 'Y' (Yes) if this contract is for capital construction or controlled maintenance or 'N' (No) otherwise. |
| 15. | PROJ#
(DOAC Project Number) | 6 | Required if the CC/CM field (#14) is 'Y'; otherwise leave blank. Enter the six-digit project number assigned to this construction or maintenance contract by DOAC. |
| 16. | BILL#
(Bill Number) | 2 2 4 | Required if the CC/CM field (#14) is 'Y'; otherwise leave blank. Enter the legislative bill authorizing the capital construction or controlled maintenance.

<ul style="list-style-type: none"> • In the first two characters, enter 'HB' (House Bill) or 'SB' (Senate Bill). |

- In the next two characters, enter the **fiscal year** ('YY') in which the bill was introduced. The year must be valid on the Fiscal Year Table (FSYR).
 - In the last four characters, enter the **bill number** assigned to the bill.
17. PG 3
(Page) Required if the CC/CM field (#14) is 'Y'; otherwise leave blank. Enter the page number in the legislative bill that authorizes the capital construction or controlled maintenance.
18. AG BILL CODE 2 2 5
(Attorney General Billing Code) Required if the Contract/PO field (#4) is 'C'. If approval by the Attorney General's office is required for this contract, enter the Attorney General's billing code for this contract. The code must be valid on the Attorney General Billing Code Table (AGBC). If approval is not required, enter either 'WAIVED' or 'WAIVER' in this field.
19. VENDOR CODE 11
Required. Enter the vendor code of the proposed vendor. The code must be valid on the Vendor Table (VEND). Miscellaneous vendor codes are not allowed.
20. Vendor Name 29
System-maintained. The name of the proposed vendor is displayed.
21. ENTRY DATE 2 2 2
System-maintained. The date when this record was added to the table is displayed.
22. ROUTING 1
Optional. Enter the numerical order of contract review by central control agencies (Human Resources, Purchasing/State Buildings, Attorney General's Office, Division of Accounts and Control). For example, the first agency to review the contract should be labeled '1'. Leave the corresponding sequence field blank if a central control agency is not required to review the contract. Valid values are '1' to '4'; duplicate entries are not allowed.
23. USER 9
(Agency Defined) Optional. Enter this field per agency-specific instructions.
24. REF# 2 3 5
(Reference Number) Optional. If this contract or purchase order is related to a prior contract or purchase order, enter the fiscal year, agency and routing number of the prior document.
25. PRGM CONTACT 30
(Program Contact) Optional. Enter the name of the program manager responsible for this contract or purchase order.

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| 26. PH
(Phone Number) | 3 3 4 | Optional. Enter the telephone number of the program manager. |
| 27. FAX | 3 3 4 | Optional. Enter the fax number of the program manager. |
| 28. ACCT CONTACT
(Accounting Contact) | 30 | Optional. Enter the name of the accounting liaison to contact in case of questions about this contract or purchase order. |
| 29. PH
(Phone Number) | 3 3 4 | Optional. Enter the telephone number of the accounting contact. |
| 30. FAX | 3 3 4 | Optional. Enter the fax number of the accounting contact. |
| 31. SQ # [~]
(Sequence Number) | 1 | Optional. Enter a number indicating the sequence in which the contract or purchase order is to be routed to organizations or units for review/approval. For example, enter '1' for the first organization or unit to review the contract. Valid values are '1' to '5'; duplicate entries are not allowed. |
| 32. ORGN/UNIT
(Organization/Unit) | 11 | Optional. Enter the name of the organization or unit to receive this proposed contract for review. |
| 33. DATE RECV
(Date Received) | 2 2 | Optional. Enter the date when the proposed contract was received by the organization/unit in 'MMDD' format. |
| 34. DATE REVW
(Date Reviewed) | 2 2 | Optional if the Date Received field (#33) is entered; otherwise leave blank. Enter the date when the proposed contract was reviewed by the organization/unit in 'MMDD' format. |
| 35. DATE SENT | 2 2 | Optional if the Date Reviewed field (#34) is entered; otherwise leave blank. Enter the date when the proposed contract was sent to the next organization/unit in 'MMDD' format. |
| 36. SENT TO | 4 | Required if the Date Sent field (#35) is entered. Enter an abbreviation for the organization or unit to which the proposed contract was sent. |
| 37. ACT
(Action) | 1 | Optional. Enter 'A' to approve the proposed contract, or 'D' to disapprove it, 'H' to hold, 'R' to require corrections, or 'N' for not applicable. |
| 38. ERROR CODE | 5 | Required if the Action field (#37) is 'D'; leave blank if it is 'A'; otherwise optional. Enter the code from the Contract Error Table (CERR) explaining the reason for disapproving the proposed contract. |

39. COMMENTS

27 Optional. Enter any comments about the review process, such as reasons for delay in receiving, reviewing or transmitting the proposed contract.

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|---|-------|---|
| 5. ROUT#
(Routing Number) | 5 | Key field - system-maintained. The contract/document routing number is displayed. |
| 6. CONT/PO
(Contract/Purchase Order) | 1 | System-maintained. A 'P' is displayed if the procurement will be acquired through a Purchase Order Transaction, 'C' if it will be acquired through a Service Contract Transaction or 'O' for other types of documents requiring routing/central approval. |
| 7. PROJ#
(Project Number) | 6 | System-maintained. The project number associated with the contract is displayed. |
| 8. USER
(Agency Defined) | 9 | System-maintained. The agency-defined information entered on the Contract Logging Inquiry Table (CLIN) is displayed. |
| 9. DESCRIPTION | 34 | System-maintained. The contract/document description, inferred from the Contract Logging Inquiry Table (CLIN), is displayed. |
| 10. ENTRY DAT
(Entry Date) | 2 2 2 | System-maintained. The date when the contract/document was added to the Contract Logging Inquiry Table (CLIN) is displayed. |

Contract Type Table (CTYP) Centrally Defined

- PURPOSE** This table specifies the contract type codes to enter on the Contract Logging Inquiry Table (CLIN).
- FUNCTION** This table is referenced when the Contract Logging Inquiry Table (CLIN) is edited.
- KEY FIELDS** Contract Type Code
- PROCEDURE** Only the Division of Accounts and Control (DOAC) is authorized to add, change or delete information on this table. To request changes to this table, send a memo to DOAC specifying the changes.

Contract Type Table (CTYP)

ACTION: _____		SCREEN: CTYP	USERID: _____
CONTRACT TYPE TABLE		KEY IS CONTRACT TYPE CODE	
CONTRACT TYPE CODE	DESCRIPTION		
(1)	(2)		

Field	Length	Definition
1. CONTRACT TYPE CODE	2	Key field - required. If adding a contract type, enter a unique code. To change or delete an existing contract type, enter the affected code.
2. DESCRIPTION	60	Required. Enter a description of the contract type.

Field	Length	Definition
1. METHOD	1	Key field - required. To add a selection method, enter a unique code. To change or delete an existing selection method, enter the affected code.
2. DESCRIPTION	60	Optional. Enter a description of this method of selecting the vendor.

STATE FISCAL RULES (AGENCY INSERT)

**THIS SECTION IS RESERVED FOR THE STATE FISCAL RULES (IF
DESIRED BY THE AGENCY).**