



**STATE BOARD OF THE  
GREAT OUTDOORS COLORADO TRUST FUND**

**Financial and Compliance Audit  
For the Years  
June 30, 2017 and 2016**

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FUND**

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November 17, 2017

Members of the State Board of the Great Outdoors Colorado Trust Fund and Legislative Audit Committee,

We have completed the financial statement audit of the State Board of the Great Outdoors Colorado Trust Fund as of and for the year ended June 30, 2017. Our audit was conducted in accordance with auditing standards generally accepted in the United States of America and the standards applicable to financial audits contained in *Government Auditing Standards* issued by the Comptroller General of the United States.

We were engaged to conduct our audit pursuant to Article XXVII, Section 6(3), of the Colorado Constitution, which requires the State Auditor to conduct an annual audit of the State Board of the Great Outdoors Colorado Trust Fund. The reports that we have issued as a result of this engagement are set forth in the table of contents, which follows.

Sincerely,

A handwritten signature in cursive script that reads "Eide Bailly LLP".

# STATE BOARD OF THE GREAT OUTDOORS COLORADO TRUST FUND

## Table of Contents

	<u>Page</u>
Report Summary .....	1
Description of the State Board of the Great Outdoors Colorado Trust Fund .....	2
Independent Auditors' Report .....	5
Management's Discussion and Analysis .....	7
Basic Financial Statements	
Governmental Fund Balance Sheet and Statement of Net Position – June 30, 2017 .....	12
Governmental Fund Balance Sheet and Statement of Net Position – June 30, 2016 .....	13
Statement of Governmental Fund Revenues, Expenditures, and Changes in Fund Balance and Statement of Activities – For the Year Ended June 30, 2017.....	14
Statement of Governmental Fund Revenues, Expenditures, and Changes in Fund Balance and Statement of Activities – For the Year Ended June 30, 2016.....	15
Notes to Financial Statements .....	16
Required Supplementary Information	
Budgetary Comparison Schedule – For the Year Ended June 30, 2017.....	30
Budgetary Comparison Schedule – For the Year Ended June 30, 2016.....	31
Notes to the Required Supplementary Information.....	32
Independent Auditors' Report on Internal Control over Financial Reporting and on Compliance and Other Matters Based on an Audit of Financial Statements Performed in Accordance with <i>Government Auditing Standards</i> .....	33
Required Communications to the Members of the State Board of Great Outdoors Colorado Trust Fund and the Legislative Audit Committee .....	35

# STATE BOARD OF THE GREAT OUTDOORS COLORADO TRUST FUND

## Report Summary Financial and Compliance Audit For the Years Ended June 30, 2017 and 2016

### AUTHORITY, PURPOSE, AND SCOPE

The Office of the State Auditor, State of Colorado, engaged Eide Bailly LLP to conduct the financial audit of the State Board of the Great Outdoors Colorado Trust Fund (“GOCO”) for the Fiscal Year ended June 30, 2017.

Eide Bailly LLP conducted the audit in accordance with auditing standards generally accepted in the United States of America and the standards applicable to financial audits contained in *Government Auditing Standards* issued by the Comptroller General of the United States.

The purpose of this audit was (a) to perform a financial and compliance audit of GOCO, including a review of internal controls, as required by generally accepted auditing standards and *Government Auditing Standards*; (b) to review GOCO’s compliance with appropriate state and federal laws and rules and regulations that could have a material effect on GOCO’s financial statements; (c) to prepare audit findings and recommendations for improvements in internal controls, as applicable; and (d) to evaluate progress in implementing prior audit findings, as applicable.

### AUDITORS’ OPINIONS AND REPORTS

An independent auditors’ report on the financial statements of GOCO, dated November 17, 2017, has been issued, which states that the financial statements present fairly, in all material respects, the financial position of GOCO as of June 30, 2017, and the change in financial position for the year then ended in accordance with accounting principles generally accepted in the United States of America.

A report on internal control over financial reporting and on compliance and other matters based on an audit of financial statements performed in accordance with *Government Auditing Standards*, dated November 17, 2017, has also been issued, which states that the results of the Contract Auditors’ tests disclosed no instances of non-compliance that are required to be reported under *Government Auditing Standards*.

# STATE BOARD OF THE GREAT OUTDOORS COLORADO TRUST FUND

## Description of the State Board of the Great Outdoors Colorado Trust Fund For the Years Ended June 30, 2017 and 2016

The Great Outdoors Colorado Trust Fund and the State Board, which oversees GOCO, were created by Article XXVII of the Colorado Constitution. Article XXVII is the result of the passage of the Great Outdoors Colorado Initiative (Amendment 8) during the November 3, 1992 election. Fiscal Year 2017 was the twenty-fourth year of operations for GOCO.

Article XXVII establishes procedures for the distribution of net proceeds from state-supervised Lottery games. The intent of Article XXVII is to use a portion of net State Lottery (“Lottery”) proceeds to provide funding for wildlife, park, river, trail, and open space heritage. To help ensure this, Article XXVII allocated an amount of net Lottery proceeds to GOCO. The amount is adjusted annually based on the change from the 1992 Denver Consumer Price Index (“CPI”). In turn, GOCO is responsible for funding appropriate programs through designated state and local agencies as well as other qualifying entities. All of GOCO’s revenues, with the exception of investment earnings and miscellaneous income, are from Lottery proceeds. During 2002, House Bill 1250 extended the termination date of Lottery to July 1, 2024, thus continuing funding for GOCO through June 30, 2024.

As of June 30, 2017, the State Board that oversees GOCO consists of two members of the public from each of the seven congressional districts, appointed by the Governor; a representative for outdoor recreation issues designated by the Colorado Parks and Wildlife Commission (the “Commission”); a representative for wildlife issues, also designated by the Commission; and the Executive Director of the Department of Natural Resources. Monies allocated to GOCO are for the purposes established in Article XXVII and are not subject to appropriation for any other purpose. GOCO is a political subdivision of the State of Colorado (“State”). During Fiscal Year 2017, GOCO had a permanent staff of 16 and received \$64.5 million in net Lottery proceeds, the maximum allowable for Fiscal Year 2017. During Fiscal Year 2016, GOCO had a permanent staff of 15 and received \$63.7 million in net Lottery proceeds, the maximum allowable for Fiscal Year 2016.

### CONSTITUTIONAL REQUIREMENTS FOR SPENDING

Article XXVII requires the State Board, which oversees GOCO, to assure that “amounts expended for each of the [funding] purposes over a period of years be substantially equal.” The four funding purposes are wildlife, outdoor recreation, competitive grants for open space, and competitive matching grants to local governments for open lands and parks.

The following chart shows the cumulative grants expended and authorized since GOCO’s inception in 1993. *Grants Authorized* represents the amount, by purpose, approved by the GOCO Board. This authorization process is used by the GOCO Board to achieve the goal of substantially equal expenditures across the four purposes. *Grants Expended* represents cumulative actual expenditures by purpose and is the measurement used for substantially equal.

**STATE BOARD OF THE GREAT OUTDOORS COLORADO TRUST FUND**

**Description of the State Board of the Great Outdoors Colorado Trust Fund  
For the Years Ended June 30, 2017 and 2016**

**GOCO Grants Cumulative through Fiscal Year 2017 (in thousands)**

Funding Purpose	Grants Authorized		Grants Expended		Cumulative Difference between Grants Authorized and Expended
	Amount	%	Amount	%	
Purpose 1 – Wildlife	\$ 282,549	24.2%	\$ 255,901	25.3%	\$ 26,648
Purpose 2 – Parks and outdoor recreation	274,971	23.5	232,909	23.0	42,062
Purpose 3 – Competitive grants for open space	304,475	26.0	258,119	25.5	46,356
Purpose 4 – Competitive matching grants to local governments for open lands and parks	307,560	26.3	264,842	26.2	42,718
Non-categorized – Discretionary	<u>1,170</u>	<u>N/A</u>	<u>1,170</u>	<u>N/A</u>	0
Total	<u>\$ 1,170,725</u>	<u>100.0%</u>	<u>\$1,012,941</u>	<u>100.0%</u>	<u>\$ 157,784</u>

Source: Data provided by GOCO

The next two charts show the trend over the last five years of cumulative grants authorized by GOCO and grants expended by purpose.

**GOCO Grants Authorized Cumulative Trend for the Previous Five Years**

Funding Purpose	Grants Authorized %					Five-Year Change
	2013	2014	2015	2016	2017	
Purpose 1 - Wildlife	24.9%	24.8%	24.6%	24.6%	24.2%	(0.7)%
Purpose 2 - Parks and outdoor recreation	22.9	23.1	23.8	23.7	23.5	0.6%
Purpose 3 - Competitive grants for open space	25.7	25.6	25.4	26.0	26.0	0.3%
Purpose 4 - Competitive matching grants to local governments for open lands and parks	<u>26.5</u>	<u>26.5</u>	<u>26.2</u>	<u>25.7</u>	<u>26.3</u>	(0.2)%
	<u>100.0%</u>	<u>100.0%</u>	<u>100.0%</u>	<u>100.0%</u>	<u>100.0%</u>	

Source: Data provided by GOCO



**STATE BOARD OF THE GREAT OUTDOORS COLORADO TRUST FUND**

**Description of the State Board of the Great Outdoors Colorado Trust Fund  
For the Years Ended June 30, 2017 and 2016**

**GOCO Grants Expended Cumulative Trend for the Previous Five Years**

Funding Purpose	Grants Expended %					Five-Year Change
	2013	2014	2015	2016	2017	
Purpose 1 - Wildlife	25.7%	25.5%	25.5%	25.4%	25.3%	(0.4)%
Purpose 2 - Parks and outdoor recreation	21.8	22.3	22.4	22.9	23.0	1.2%
Purpose 3 - Competitive grants for open space	26.6	26.6	26.4	25.7	25.5	(1.1)%
Purpose 4 - Competitive matching grants to local governments for open lands and parks	<u>25.9</u>	<u>25.6</u>	<u>25.7</u>	<u>26.0</u>	<u>26.2</u>	0.3%
	<u>100.0%</u>	<u>100.0%</u>	<u>100.0%</u>	<u>100.0%</u>	<u>100.0%</u>	

Source: Data provided by GOCO



## Independent Auditor's Report

Members of the State Board of the Great Outdoors Colorado Trust Fund and Legislative Audit Committee

### Report on the Financial Statements

We have audited the accompanying financial statements of the governmental activities and major fund of the State Board of the Great Outdoors Colorado Trust Fund ("GOCO") as of and for the year ended June 30, 2017 and the related notes to the financial statements, which collectively comprise GOCO's basic financial statements as listed in the table of contents.

### Managements Responsibility for the Financial Statements

Management is responsible for the preparation and fair presentation of these financial statements in accordance with accounting principles generally accepted in the United States of America; this includes the design, implementation, and maintenance of internal control relevant to the preparation and fair presentation of financial statements that are free from material misstatement, whether due to fraud or error.

### Auditor's Responsibility

Our responsibility is to express an opinion on these financial statements based on our audit. We conducted our audit in accordance with auditing standards generally accepted in the United States of America and the standards applicable to financial audits contained in *Government Auditing Standards*, issued by the Comptroller General of the United States. Those standards require that we plan and perform the audit to obtain reasonable assurance about whether the financial statements are free from material misstatement.

An audit involves performing procedures to obtain audit evidence about the amounts and disclosures in the financial statements. The procedures selected depend on the auditors' judgment, including the assessment of the risks of material misstatement of the financial statements, whether due to fraud or error. In making those risk assessments, the auditor considers internal control relevant to the entity's preparation and fair presentation of the financial statements in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the entity's internal control. Accordingly, we express no such opinion. An audit also includes evaluating the appropriateness of accounting policies used and the reasonableness of significant accounting estimates made by management, as well as evaluating the overall presentation of the financial statements.

We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our audit opinion.

## **Opinion**

In our opinion, the financial statements referred to above present fairly, in all material respects, the respective financial position of the governmental activities and major fund of GOCO as of June 30, 2017, and the respective changes in financial position thereof for the year then ended in accordance with accounting principles generally accepted in the United States of America.

## **Other Matters**

### **Comparative Statements**

The basic financial statements as of June 30, 2016 were audited by other auditors, whose report dated October 7, 2016 expressed an unmodified opinion on those statements.

### *Required Supplementary Information*

Accounting principles generally accepted in the United States of America require that the management's discussion and analysis and budgetary comparison information on pages 7 through 11 and 30 through 32 be presented to supplement the basic financial statements. Such information, although not a part of the basic financial statements, is required by the Governmental Accounting Standards Board, who considers it to be an essential part of financial reporting for placing the basic financial statements in an appropriate operational, economic, or historical context. We have applied certain limited procedures to the required supplementary information in accordance with auditing standards generally accepted in the United States of America, which consisted of inquiries of management about the methods of preparing the information and comparing the information for consistency with management's responses to our inquiries, the basic financial statements, and other knowledge we obtained during our audit of the basic financial statements. We do not express an opinion or provide any assurance on the information because the limited procedures do not provide us with sufficient evidence to express an opinion or provide any assurance.

### **Other Reporting Required by Government Auditing Standards**

In accordance with *Government Auditing Standards*, we have also issued our report dated November 17, 2017 on our consideration of GOCO's internal control over financial reporting and on our tests of its compliance with certain provisions of laws, regulations, contracts, and grant agreements and other matters. The purpose of that report is solely to describe the scope of our testing of internal control over financial reporting and compliance and the results of that testing, and not to provide an opinion on the effectiveness of GOCO's internal control over financial reporting or on compliance. That report is an integral part of an audit performed in accordance with *Government Auditing Standards* in considering GOCO's internal control over financial reporting and compliance.

*Eide Sallee LLP*

Denver, Colorado  
November 17, 2017

# STATE BOARD OF THE GREAT OUTDOORS COLORADO TRUST FUND

## Management's Discussion and Analysis June 30, 2017 and 2016

The State Board of the Great Outdoors Colorado Trust Fund's ("GOCO") management discussion and analysis is designed to provide a financial performance overview of GOCO's financial activities for the Fiscal years ended June 30, 2017 and 2016. The management's discussion and analysis is intended to be read in conjunction with GOCO's financial statements beginning on page 13.

### Financial Highlights

GOCO receives funding from net Lottery proceeds and makes investments and grants for projects that preserve, protect, and enhance Colorado's wildlife, park, river, trail, and open space heritage. Investments and grants are provided for four funding purposes: 1) wildlife, 2) outdoor recreation, 3) competitive grants for open space, and 4) competitive matching grants to local governments for open lands and parks.

The following table highlights significant variances between Fiscal Year 2017, Fiscal Year 2016, and Fiscal Year 2015.

	Fiscal Year Ended June 30,			2017/2016	2016/2015
	2017	2016	2015	Variance	Variance
Lottery revenues	\$ 64,463,929	\$ 63,714,505	\$ 61,992,978	\$ 749,424	\$ 1,721,527
Grant expenditures	\$ 50,782,305	\$ 44,934,958	\$ 50,803,068	\$ 5,847,347	\$ (5,868,110)

### 2017

GOCO received its maximum allowable Lottery proceeds for the year of approximately \$64.5 million, per the constitutional cap. This represents a \$749,424 increase over Fiscal Year 2016 in Lottery proceeds to GOCO due to an increase in the Denver Consumer Price Index ("CPI").

Grant expenditures increased by \$5.8 million from Fiscal Year 2016. Grant expenditures fluctuate year to year due to timing differences of project completions, but GOCO averages approximately \$50 million in grant disbursements per year historically.

### 2016

GOCO received its maximum allowable Lottery proceeds for the year of approximately \$63.7 million, per the constitutional cap. This represents an approximate \$1.7 million increase over Fiscal Year 2015 in Lottery proceeds to GOCO due to an increase in the Denver Consumer Price Index ("CPI").

Grant expenditures decreased by \$5.9 million from Fiscal Year 2015. Grant expenditures fluctuate year to year due to timing differences of project completions, but GOCO averages approximately \$50 million in grant disbursements per year. Fiscal Year 2016 expenditures were lower than the average primarily due to a decrease in project completion of competitive grants for open space.

# STATE BOARD OF THE GREAT OUTDOORS COLORADO TRUST FUND

## Management's Discussion and Analysis June 30, 2017 and 2016

### Overview of the Financial Statements

This annual report consists of three parts – management's discussion and analysis, the basic financial statements, and required supplementary information. The basic financial statements include two kinds of statements that present different views of GOCO:

- The first two statements are government-wide financial statements that provide both long-term and short-term information about GOCO's overall financial status.
- The governmental fund statements tell how operations were financed in the short term as well as what remains for future spending.

GOCO's primary source of income is the State Lottery. Net Lottery proceeds are distributed as follows:

- 40% to the Conservation Trust Fund,
- 10% to the Colorado Parks and Wildlife ("CPW"),
- 50% to GOCO up to the constitutional limit.

GOCO's funding is capped at \$35 million using the base year of 1992, adjusted annually for inflation (\$64.5 million and \$63.7 million in Fiscal Year 2017 and Fiscal Year 2016, respectively). Any remaining net Lottery proceeds in excess of the cap were annually distributed to the Public School Capital Construction Assistance Fund for Fiscal Year 2017 and Fiscal Year 2016.

### Government-Wide Statements

#### Statement of Net Position

The following table reflects the condensed statement of net position as of June 30, 2017, 2016, and 2015.

	June 30,		
	2017	2016	2015
Current and other assets	\$ 94,224,483	\$ 95,533,739	\$ 74,429,953
Capital assets, net	<u>127,177</u>	<u>78,361</u>	<u>92,350</u>
Total assets	<u>94,351,660</u>	<u>95,612,100</u>	<u>74,522,303</u>
Liabilities	<u>9,231,561</u>	<u>20,558,919</u>	<u>16,889,341</u>
Net position			
Invested in capital assets	127,177	78,361	92,350
Restricted	84,992,922	74,974,820	57,540,612
Unrestricted	<u>-</u>	<u>-</u>	<u>-</u>
Total net position	<u>\$ 85,120,099</u>	<u>\$ 75,053,181</u>	<u>\$ 57,632,962</u>

# STATE BOARD OF THE GREAT OUTDOORS COLORADO TRUST FUND

## Management's Discussion and Analysis June 30, 2017 and 2016

### Government-Wide Statements (continued)

#### 2017

The significant portions of current and other assets are cash, Lottery proceeds receivable, and notes receivable. Cash decreased by approximately \$8 million during Fiscal Year 2017. Lottery proceeds receivable increased to \$14.1 million at June 30, 2017 from \$7.9 million at June 30, 2016. The increase in the receivable is due to meeting Lottery's constitutional cap later in the year in Fiscal Year 17 than Fiscal Year 16. Proceeds from the entire 4<sup>th</sup> quarter of Fiscal Year 17 are included in the receivable. GOCO reached the constitutional cap amount in May for Fiscal Year 2016.

As of June 30, 2017, liabilities decreased by \$11.3 million from June 30, 2016. The liabilities outstanding at Fiscal Year End consisted mainly of monthly bills, grants payable, and estimates of reimbursable costs incurred by Colorado Parks and Wildlife ("CPW"). The decrease is mainly due to a decrease in grants payable to CPW. A large accrual was recorded at the end of 2016 which included 6 months of CPW invoices. However, invoices from CPW were received more timely in Fiscal Year 2017 and the current accrual consists of only 2 months of invoices. Accruals for local government and open space projects also decreased at June 30, 2017 due to timing of completion of projects. The increase in Accounts Payable is due to a \$40,706 rent payable that was recorded due to the structure of the lease for GOCO's office space. The lessor provided an incentive allowance of 4 months of abated rent at the start of the lease term. The abatement was deferred as a liability and amortized straight-line as an adjustment to rent expense over the life of the lease.

Additionally, Unearned Revenue was recorded to recognize a grant received from the Colorado Health Foundation where the contractual requirements of the grant have not yet been met. Please see Note 14 for more information on the Unearned Revenue.

#### 2016

The significant portions of current and other assets are cash, Lottery proceeds receivable, and notes receivable. Cash increased by approximately \$27.1 million during Fiscal Year 2016. Lottery proceeds receivable decreased to \$7.9 million at June 30, 2016 from \$13.9 million at June 30, 2015. The decrease in the receivable is due to of the receipt of a large distribution of Lottery revenue during the third quarter of Fiscal Year 2016. GOCO reached the constitutional cap amount in May for Fiscal Year 2016 and reached the constitutional cap amount in June for Fiscal Year 2015.

As of June 30, 2016, liabilities increased by \$3.7 million from June 30, 2015. The liabilities outstanding at Fiscal year-end consisted mainly of monthly bills and estimates of reimbursable costs incurred by Colorado Parks and Wildlife ("CPW"). The amount includes an accrual for the January 2016 through June 2016 bills for Parks and Wildlife investments for Fiscal Year 2016. The amount accrued for Wildlife monthly bills and land transactions was \$1.8 million less in Fiscal Year 2016. The amount accrued for Parks monthly bills was \$3.3 million more in Fiscal Year 2016. The increase in the Parks accrual is largely due to increased Parks spending on capital projects. Open Space purposes had approximately \$1.4 million more accrued in Fiscal Year 2016. In addition, \$800 thousand more in local government grants was accrued in Fiscal Year 2016.

**STATE BOARD OF THE GREAT OUTDOORS COLORADO TRUST FUND**

**Management's Discussion and Analysis  
June 30, 2017 and 2016**

**Government-Wide Statements (continued)**

Statement of Activities

The following table reflects the condensed statement of activities for the Fiscal Years ended June 30, 2017, 2016, and 2015.

	Fiscal Years Ended June 30,		
	2017	2016	2015
Revenue			
Lottery revenue	\$ 64,463,929	\$ 63,714,505	\$ 61,992,978
Miscellaneous income and investment earnings	<u>258,616</u>	<u>967,734</u>	<u>571,627</u>
Total revenue	<u>64,722,545</u>	<u>64,682,239</u>	<u>62,564,605</u>
Program expenses			
Grants expended	50,782,305	44,934,958	50,803,068
Personnel services and benefits	1,436,930	1,287,515	1,232,271
Operating and capital outlay	<u>2,436,392</u>	<u>1,039,547</u>	<u>1,061,607</u>
Total expenses	<u>54,655,627</u>	<u>47,262,020</u>	<u>53,096,946</u>
Change in net position	10,066,918	17,420,219	9,467,659
Beginning net position	<u>75,053,181</u>	<u>57,632,962</u>	<u>48,165,303</u>
Ending net position	<u>\$ 85,120,099</u>	<u>\$ 75,053,181</u>	<u>\$ 57,632,962</u>

2017

Revenue was consistent with Lottery net proceeds reaching the constitutional cap each year since Fiscal Year 2004. Miscellaneous income and investment earnings in Fiscal Year 2017 decreased by approximately \$709 thousand. GOCO's investments held by the treasury experienced an unrealized loss of approximately \$600,000 which was offset by interest income of approximately \$858,000. Grant expenditures in Fiscal Year 2017 increased by \$5.8 million from Fiscal Year 2016 primarily due to an increase in completed competitive grant projects for open space. Grant expenditures are made on a reimbursement basis. Operating expenditures increased from prior year due to the increase in budget for the Generation Wild 2-year marketing campaign designed to get Colorado kids and their families outside more often.

**STATE BOARD OF THE GREAT OUTDOORS COLORADO TRUST FUND**

**Management's Discussion and Analysis  
June 30, 2017 and 2016**

**Government-Wide Statements (continued)**

2016

Revenue was consistent with Lottery net proceeds reaching the constitutional cap each year since Fiscal Year 2004. Miscellaneous income and investment earnings in Fiscal Year 2016 increased by approximately \$396 thousand as a result of an increase of approximately \$58 thousand in actual cash received for earnings and a higher unrealized gain in Fiscal Year 2016 of approximately \$359 thousand compared to Fiscal Year 2015. Grant expenditures in Fiscal Year 2016 decreased by \$5.9 million from Fiscal Year 2015 primarily due to a decrease in project completion of competitive grants for open space. Grant expenditures are made on a reimbursement basis.

**Economic Factors and Next Year's Budget**

Next year, GOCO is projecting approximately \$64.9 million in revenue from the Lottery, which is less than the constitutional cap projection for Fiscal Year 2018. Although the constitutional cap has historically been met, growth in Lottery sales have been decreasing since 2013 and discussions with Lottery staff indicate that this trend may continue, and the cap may not be met in future years. Grant expenditures are expected to increase in future years as grantees continue to expend the large awards granted in Fiscal Years 2016 and 2017. Also, GOCO is budgeting \$4.75 million for operating expenditures. The increase from prior year is due to the second phase of the Generation Wild marketing campaign. The highest expense for the campaign will be incurred in 2018 and will decrease in future years. Operating expenditures are classified as follows:

Personnel services and benefits	\$ 1,540,187
Operating expenditures	3,189,557
Capital outlay	<u>24,560</u>
	<u>\$ 4,754,304</u>



**STATE BOARD OF THE GREAT OUTDOORS COLORADO TRUST FUND**

**Governmental Fund Balance Sheet and Statement of Net Position  
June 30, 2017**

	<u>General Fund</u>	<u>Adjustments (Note 3)</u>	<u>Statement of Net Position</u>
<b>Assets</b>			
Cash and investments	\$ 78,526,219	\$	\$ 78,526,219
Lottery proceeds receivable	14,098,436		14,098,436
Note receivable	1,000,000		1,000,000
Other assets	599,828		599,828
Capital assets, net of accumulated depreciation	<u>-</u>	<u>127,177</u>	<u>127,177</u>
 Total assets	 <u>\$ 94,224,483</u>	 <u>\$ 127,177</u>	 <u>\$ 94,351,660</u>
<b>Liabilities</b>			
Grants payable	\$ 8,088,440	\$ -	\$ 8,088,440
Accounts payable	104,894	-	104,894
Compensated absences payable	38,227	-	38,227
Unearned Grant Income	<u>1,000,000</u>	<u>-</u>	<u>1,000,000</u>
 Total liabilities	 <u>\$ 9,231,561</u>	 <u>-</u>	 <u>\$ 9,231,561</u>
Commitments and contingencies (See Note 9)			
<b>Fund Balances/Net Position</b>			
Fund balances			
Assigned	<u>84,992,922</u>	<u>(84,992,922)</u>	<u>-</u>
Total fund balances	<u>84,992,922</u>	<u>(84,992,922)</u>	<u>-</u>
 Total liabilities and fund balances	 <u>\$ 94,224,483</u>		
Net position			
Invested in capital assets		127,177	127,177
Restricted		<u>84,992,922</u>	<u>84,992,922</u>
 Total net position		 <u>\$ 85,120,099</u>	 <u>\$ 85,120,099</u>

**See Notes to the Financial Statements**

**STATE BOARD OF THE GREAT OUTDOORS COLORADO TRUST FUND**

**Governmental Fund Balance Sheet and Statement of Net Position  
June 30, 2016**

	<u>General Fund</u>	<u>Adjustments (Note 3)</u>	<u>Statement of Net Position</u>
<b>Assets</b>			
Cash and investments	\$ 86,549,551	\$	\$ 86,549,551
Lottery proceeds receivable	7,887,187		7,887,187
Note receivable	1,000,000		1,000,000
Other assets	97,001		97,001
Capital assets, net of accumulated depreciation	<u>-</u>	<u>78,361</u>	<u>78,361</u>
 Total assets	 <u>\$ 95,533,739</u>	 <u>\$ 78,361</u>	 <u>\$ 95,612,100</u>
<b>Liabilities</b>			
Grants payable	\$ 20,449,327	\$ -	\$ 20,449,327
Accounts payable	82,887	-	82,887
Compensated absences payable	<u>26,705</u>	<u>-</u>	<u>26,705</u>
Total liabilities	<u>20,558,919</u>	<u>-</u>	<u>20,558,919</u>
 Commitments and contingencies			
<b>Fund Balances/Net Position</b>			
Fund balances			
Assigned	<u>74,974,820</u>	<u>(74,974,820)</u>	<u>-</u>
Total fund balances	<u>74,974,820</u>	<u>(74,974,820)</u>	<u>-</u>
 Total liabilities and fund balances	 <u>\$ 95,533,739</u>		
 Net position			
Invested in capital assets		78,361	78,361
Restricted		<u>74,974,820</u>	<u>74,974,820</u>
 Total net position		 <u>\$ 75,053,181</u>	 <u>\$ 75,053,181</u>

**See Notes to the Financial Statements**

**STATE BOARD OF THE GREAT OUTDOORS COLORADO TRUST FUND**

**Statement of Governmental Fund Revenues, Expenditures,  
and Changes in Fund Balance and Statement of Activities  
For the Year Ended June 30, 2017**

	<u>General Fund</u>	<u>Adjustments (Note 3)</u>	<u>Statement of Activities</u>
Expenditures/expenses			
Grants expended	\$ 50,782,305	\$ -	\$ 50,782,305
Personnel services and benefits	1,436,930	-	1,436,930
Operating expenditures	2,387,489	48,903	2,436,392
Capital outlay	<u>97,719</u>	<u>(97,719)</u>	<u>-</u>
Total expenditures/expenses	<u>54,704,443</u>	<u>(48,816)</u>	<u>54,655,627</u>
 Program revenues – State Lottery proceeds	 <u>64,463,929</u>	 <u>-</u>	 <u>64,463,929</u>
 Net program revenues (expenses)			 <u>9,808,302</u>
 General revenues			
Miscellaneous income	1,075	-	1,075
Investment earnings	<u>257,541</u>	<u>-</u>	<u>257,541</u>
Total general revenues	<u>258,616</u>	<u>-</u>	<u>258,616</u>
 Excess (deficiency) of expenditures over revenues	 10,018,102	 (10,018,102)	 -
Change in net position	<u>-</u>	<u>10,066,918</u>	<u>10,066,918</u>
 Fund balance/net position – beginning of the year	 <u>74,974,820</u>	 <u>78,361</u>	 <u>75,053,181</u>
 Fund balance/net position – end of the year	 <u>\$ 84,992,922</u>	 <u>\$ 127,177</u>	 <u>\$ 85,120,099</u>

**See Notes to the Financial Statements**

**STATE BOARD OF THE GREAT OUTDOORS COLORADO TRUST FUND**

**Statement of Governmental Fund Revenues, Expenditures,  
and Changes in Fund Balance and Statement of Activities  
For the Year Ended June 30, 2016**

	<u>General Fund</u>	<u>Adjustments (Note 3)</u>	<u>Statement of Activities</u>
Expenditures/expenses			
Grants expended	\$ 44,934,958	\$ -	\$ 44,934,958
Personnel services and benefits	1,287,515	-	1,287,515
Operating expenditures	994,327	45,220	1,039,547
Capital outlay	<u>31,231</u>	<u>(31,231)</u>	<u>-</u>
Total expenditures/expenses	<u>47,248,031</u>	<u>13,989</u>	<u>47,262,020</u>
 Program revenues – State Lottery proceeds	 <u>63,714,505</u>	 <u>-</u>	 <u>63,714,505</u>
 Net program revenues (expenses)			 <u>16,452,485</u>
 General revenues			
Miscellaneous income	6,130	-	6,130
Investment earnings	<u>961,604</u>	<u>-</u>	<u>961,604</u>
Total general revenues	<u>967,734</u>	<u>-</u>	<u>967,734</u>
 Excess (deficiency) of expenditures over revenues	 17,434,208	 (17,434,208)	 -
Change in net position	<u>-</u>	<u>17,420,219</u>	<u>17,420,219</u>
 Fund balance/net position – beginning of the year	 <u>57,540,612</u>	 <u>92,350</u>	 <u>57,632,962</u>
 Fund balance/net position – end of the year	 <u>\$ 74,974,820</u>	 <u>\$ 78,361</u>	 <u>\$ 75,053,181</u>

**See Notes to the Financial Statements**

# STATE BOARD OF THE GREAT OUTDOORS COLORADO TRUST FUND

## Notes to the Financial Statements June 30, 2017 and 2016

### **Note 1 - Definition of Reporting Entity**

The State Board of the Great Outdoors Colorado Trust Fund (“GOCO”), a political subdivision of the State of Colorado (the “State”), was established as a result of the 1992 General Election through the electorate’s adoption of Amendment 8, which resulted in Article XXVII of the Colorado Constitution. Article XXVII established the Great Outdoors Colorado Trust Fund and the State Board as the trustee of the trust fund and allocates certain net proceeds of the Colorado Lottery to GOCO in trust. Article XXVII authorizes GOCO to use these funds to preserve and enhance Colorado parks, wildlife, trails, rivers, open space, and natural areas by making strategic investments, fostering partnerships among diverse interests, and supporting education about the outdoor environment of the State.

GOCO follows the Governmental Accounting Standards Board (“GASB”) accounting pronouncements that provide guidance for determining which governmental activities, organizations, and functions should be included within the financial reporting entity. GASB pronouncements set forth the financial accountability of a governmental organization’s elected governing body as the basic criterion for including a possible component governmental organization in a primary government’s legal entity. Financial accountability includes, but is not limited to, appointment of a voting majority of the organization’s governing body, ability to impose its will on the organization, potential for the organization to provide specific financial benefits or burdens, and fiscal dependency. GOCO does not have any component units.

GOCO is a separate political subdivision of the State as stated in Article XXVII. GOCO is not considered to be a component unit of the State for the purpose of the State’s annual financial reporting.

### **Note 2 - Summary of Significant Accounting Policies**

The significant accounting policies of GOCO are described as follows:

#### **Government-Wide and Fund Financial Statements**

Because GOCO is a special-purpose government engaged in a single governmental program, it has presented its government-wide financial statements and fund financial statements together with an adjustment column to show the reconciliation between the two required basic statements.

The government-wide financial statements (the statement of net position and the statement of activities) report information on all of the non-fiduciary activities of GOCO.

Both of the government-wide financial statements are designed to report functions of GOCO that are principally supported by intergovernmental revenues and operating grants (governmental activities). The primary governmental activities of GOCO include the distribution of funds to preserve and enhance Colorado parks, wildlife, trails, rivers, open space, and natural areas.

# STATE BOARD OF THE GREAT OUTDOORS COLORADO TRUST FUND

## Notes to the Financial Statements June 30, 2017 and 2016

### Note 2 - Summary of Significant Accounting Policies (continued)

#### Government-Wide and Fund Financial Statements (continued)

The statement of activities demonstrates the degree to which the direct expenses of a given function or program is offset by program revenues. Direct expenses are those that are clearly identifiable with a specific function or program. Program revenues include grants, contributions, and other revenues that are restricted to use in the operational or capital requirements of a specific function or program. Other revenues not directly related to a particular function or program are reported separately as general revenues.

Since GOCO does not operate any enterprise fund or internal service fund activities, there are no proprietary funds to include in this report. The general fund, because it is considered to be a major governmental fund, and is GOCO's only fund, is reported as a separate column in the fund financial statements.

#### Measurement Focus, Basis of Accounting, and Financial Statement Presentation

The government-wide financial statements are reported using the economic resources measurement focus and the accrual basis of accounting. Revenues are recorded when earned, and expenses are recorded when a liability is incurred, regardless of the timing of related cash flows. Grants and similar items are recognized as expenditures when all of the eligibility and reimbursement requirements of the grantor have been met.

Governmental fund financial statements are reported using the current financial resources measurement focus and the modified accrual basis of accounting. Revenues are recognized when they are both measurable and available. Revenues are considered to be available when they are collectible within the current fiscal year or soon enough thereafter to pay liabilities of the current fiscal year. For this purpose, GOCO considers revenues to be available if they are collectible within approximately 60 days of the end of the current fiscal year. Expenditures generally are recorded when a liability is incurred, as under accrual accounting.

Under the modified accrual basis of accounting, as used in the governmental fund financial statements, acquisition costs of capital assets are recorded as expenditures at the time of purchase, and depreciation is not recognized on these capital assets.

GOCO reports the following major governmental fund:

The general fund is the only fund. It accounts for all general operating financial resources of GOCO. There are no resources required to be accounted for in any other fund.

**STATE BOARD OF THE GREAT OUTDOORS COLORADO TRUST FUND**

**Notes to the Financial Statements  
June 30, 2017 and 2016**

**Note 2 - Summary of Significant Accounting Policies (continued)**

Estimates

The preparation of financial statements in conformity with generally accepted accounting principles requires management to make estimates and assumptions that affect the amounts reported in the financial statements and accompanying notes. Actual results could differ from these estimates.

Budget

GOCO's budget is adopted by the Board.

Capital Assets

The capital assets of GOCO consist primarily of furniture and fixtures, computer hardware and software, equipment, and leasehold improvements used in the routine operation of GOCO. Durable items with a useful life greater than one year and a cost greater than \$2,000 are capitalized. The costs of normal maintenance and repairs that do not add to the value of the asset or materially extend the life of the asset are not capitalized.

Capital assets of GOCO are depreciated using the straight-line method over the following estimated useful lives:

<u>Asset Type</u>	<u>Years</u>
Furniture and fixtures	10
Computer hardware and software	3
Equipment	5 - 7

Leasehold improvements are amortized over the life of the lease or expected useful life, whichever is less. Intangible assets, which were added in Fiscal Year 2017 related to trademarks purchased for the Generation Wild marketing campaign, have indefinite lives and are not depreciated. An impairment analysis will be performed annually to determine the correct carrying amount of the assets.

Accrual for Compensated Absences

GOCO has a policy that allows permanent employees to accumulate unused vacation benefits up to a maximum of 280 hours. Sick leave is forfeited upon termination of employment with GOCO and, therefore, is not accrued on GOCO's financial statements. A liability has been recorded for compensated absences in the financial statements.

# STATE BOARD OF THE GREAT OUTDOORS COLORADO TRUST FUND

## Notes to the Financial Statements June 30, 2017 and 2016

### **Note 2 - Summary of Significant Accounting Policies (continued)**

#### Fund Balances and Net Position

The fund balance is classified according to a hierarchy based on spending constraints as follows:

*Nonspendable Funds* – amounts that cannot be spent because they are either not in spendable form or are legally or contractually required to be maintained intact (ex. inventory).

*Restricted Funds* – amounts constrained externally by creditors, grantors, contributors, or laws or regulations of governments; or imposed by law through constitutional provisions or enabling legislation.

*Committed Funds* – amounts that can only be used for specific purposes pursuant to constraints imposed by formal resolution by GOCO's Board of Trustees.

*Assigned Funds* – amounts set aside for planned or intended purposes but are not restricted or committed.

*Unassigned Funds* – the residual classification for amounts that have not been classified in any of the above categories.

GOCO's fund balance is classified as assigned in Fiscal Year 2017 and 2016 as it is intended for grants awarded.

#### State Lottery Proceeds

Lottery proceeds are a distribution from the Colorado State Lottery based on the calculation of net proceeds and allocations established in Article XXVII. The calculation of net proceeds incorporates Lottery revenue, operation expenses, prize payments, and certain reserves. Net proceeds are distributed not less than quarterly to the Conservation Trust Fund, Colorado Parks and Wildlife, and GOCO in amounts allocable by statute.

GOCO's share of Lottery proceeds is limited by Article XXVII to \$35 million annually, adjusted for changes in the CPI compounded annually based on the 1992 base-year CPI. GOCO's share of Lottery proceeds for Fiscal Years 2017 and 2016 was approximately \$64.5 million and \$63.7 million, respectively, which was the maximum amount allowable under the State Constitution.

### **Note 3 - Reconciliation of Government-Wide and Fund Financial Statements**

#### Explanation of Certain Differences Between the Governmental Fund Balance Sheet and the Government-Wide Statement of Net Position

The governmental fund balance sheet and statement of net position includes an adjustment between fund balance total governmental funds and net position - governmental activities as reported in the government-wide statement of net position. The only element of that adjustment pertains to capital assets. Capital assets used in governmental activities are not financial resources and, therefore, are not



STATE BOARD OF THE GREAT OUTDOORS COLORADO TRUST FUND

Notes to the Financial Statements  
June 30, 2017 and 2016

**Note 3 - Reconciliation of Government-Wide and Fund Financial Statements (continued)**

reported in the fund. The \$127,177 and \$78,361 adjustments to capital assets as of June 30, 2017 and 2016, respectively, represent the capital assets of GOCO, net of accumulated depreciation.

**Explanation of Certain Differences Between the Statement of Governmental Fund Revenues, Expenditures and Changes in Fund Balance and the Government-Wide Statement of Activities**

The statement of governmental fund revenues, expenditures, and changes in fund balance and statement of activities includes an adjustment between net changes in fund balance - total governmental fund and change in net position of governmental activities as reported in the government-wide statement of activities. The only element of that adjustment pertains to capital assets.

Governmental funds report capital outlays as expenditures. However, in the statement of activities, the cost of those assets is allocated over their estimated useful lives and reported as depreciation expense. This adjustment represents the amount by which depreciation expense exceeded capital outlays (capital outlays exceeded depreciation expense) in the periods presented. The details of this adjustment are as follows:

	For the Fiscal Years Ended June 30,	
	2017	2016
Capital outlay	\$ (97,719)	\$ (31,231)
Depreciation expense	45,749	41,583
Loss on disposal	3,154	3,637
Net adjustment to decrease (increase) net changes in fund balances - total governmental fund to arrive at change in net position of governmental activities	<u>\$ 48,816</u>	<u>\$ 13,989</u>

**Note 4 - Cash Deposits and Investments**

**Cash Deposits**

The Colorado Public Deposit Protection Act (“PDPA”) requires that all political subdivisions of the State deposit cash in eligible public depositories. Eligibility is determined by state regulators. Amounts on deposit in excess of federal insurance levels must be collateralized. The eligible collateral is specified under the PDPA. The PDPA allows the institution to create a single collateral pool for all public funds. The pool for all the uninsured public deposits as a group is to be maintained by another institution or held in trust. The market value of the collateral must be at least equal to 102% of the aggregate uninsured deposits.

The Divisions of Banking and Financial Services within the Colorado Department of Regulatory Agencies are required by statute to monitor the naming of eligible depositories and reporting of the uninsured deposits and assets maintained in the collateral pools.

**STATE BOARD OF THE GREAT OUTDOORS COLORADO TRUST FUND**

**Notes to the Financial Statements  
June 30, 2017 and 2016**

**Note 4 - Cash Deposits and Investments (continued)**

As of June 30, 2017, GOCO's cash deposits had bank and carrying balances as follows:

June 30, 2017	Bank Balance	Carrying Balance
Cash on hand	\$ -	\$ 185
Insured deposits	673,330	162,284
	\$ 673,330	\$ 162,469

As of June 30, 2016, GOCO's cash deposits had bank and carrying balances as follows:

June 30, 2016	Bank Balance	Carrying Balance
Cash on hand	\$ -	\$ 119
Insured deposits	232,155	94,120
	\$ 232,155	\$ 94,239

Because GOCO's deposits are either FDIC insured or collateralized under the PDPA in single institution pools, none are deemed to be exposed to custodial credit risk under GASB 40, *Deposit and Investment Risk Disclosures*.

**Investments**

Colorado statutes specify investment instruments meeting defined rating and risk criteria in which a political subdivision may invest, which include:

- Obligations of the United States and certain U.S. government agency securities
- General obligation and revenue bonds of U.S. local government entities
- Written repurchase agreements collateralized by certain authorized securities
- Certain money market funds
- Guaranteed investment contracts
- Local government investment pools

**STATE BOARD OF THE GREAT OUTDOORS COLORADO TRUST FUND**

**Notes to the Financial Statements  
June 30, 2017 and 2016**

**Note 4 - Cash Deposits and Investments (continued)**

State Treasurer's Cash Pool

GOCO deposits its cash with the Colorado State Treasurer. The State Treasurer pools these deposits and invests them in securities authorized by Section 24-75-601.1, C.R.S. The State Treasury acts as a bank for all state agencies and institutions of higher education, with the exception of the University of Colorado. Moneys deposited in the Treasury are invested until the cash is needed. As of June 30, 2017, GOCO had cash invested with the State Treasurer of \$78,363,750 which represented approximately 1.16 percent of the total \$6,770.2 million fair value of deposits in the State Treasurer's Pool (Pool). As of June 30, 2016, GOCO's cash invested with the State Treasury was \$86,455,312 which represented approximately 1.17% of the \$7,408 million fair value of deposits in the Pool.

On the basis of GOCO's participation in the Pool, GOCO reports as an increase or decrease in cash for its share of the Treasurer's unrealized gains and losses on the Pool's underlying investments. The State Treasurer does not invest any of the Pool's resources in any external investment pool, and there is no assignment of income related to participation in the Pool. The unrealized gains/losses included in income reflect only the change in fair value for the fiscal year.

Additional information on investments of the State Treasurer's Pool may be obtained in the state's Comprehensive Annual Financial Report for the year ended June 30, 2017.

Summary

Total cash deposits and investments are as follows:

	June 30,	
	2017	2016
Cash deposits	\$ 162,469	\$ 94,239
Investments	<u>78,363,750</u>	<u>86,455,312</u>
	<u>\$ 78,526,219</u>	<u>\$ 86,549,551</u>

Investment Earnings

Investment earnings are composed of the following:

	June 30,	
	2017	2016
Investment income	\$ 857,573	\$ 589,774
Net unrealized gain (loss) on investments held by the State	<u>(600,032)</u>	<u>371,830</u>
	<u>\$ 257,541</u>	<u>\$ 961,604</u>

**STATE BOARD OF THE GREAT OUTDOORS COLORADO TRUST FUND**

**Notes to the Financial Statements  
June 30, 2017 and 2016**

**Note 5 - Lottery Proceeds Receivable**

As of June 30, 2017, and 2016, GOCO had distributions owed from the Lottery amounting to \$14,098,436 and \$7,887,187, respectively. For the receivable as of June 30, 2017, this represents GOCO's allocation of net proceeds from the Lottery for the months of April 2017, May 2017 and June 2017, the month in which GOCO reached the constitutional cap (Note 2). For the receivable as of June 30, 2016, this represents GOCO's allocation of net proceeds from the Lottery for the months of April 2016 and May 2016, the month in which GOCO reached the constitutional cap (Note 2). These revenues are both measurable and available to finance expenditures of the fiscal period. No allowance for doubtful accounts is considered necessary, as management believes the receivables are fully collectible.

**Note 6 - Note Receivable**

On June 9, 2006, GOCO entered into a zero interest promissory note (with annually renewable one-year terms) with the City of Colorado Springs, Colorado, (the "City") in the amount of \$1,000,000 for the acquisition of Red Rock Canyon property in El Paso County, Colorado. Because the City utilized Certificates of Participation ("COPs") to purchase the property, an easement on the property cannot be recorded until the COPs are paid in full. Accordingly, the easement has been placed in escrow and will remain there until the COPs have been paid in full by the City, estimated to be in 2018. Upon the due date of the note, the note will be considered paid in full without the transfer of any principal or interest to GOCO provided that: 1) the COPs have been redeemed, 2) all other terms (relating to items such as project scope, loan/grant conditions, budget, timeline, etc.) of the loan agreement have been satisfied, and 3) there is no event of default. Under GASB 33, *Accounting and Financial Reporting for Non-exchange Transactions*, the note is considered an advance until these requirements are met. At the time the requirements are met, GOCO will reclassify the note to grant expense.

**Note 7 - Capital Assets**

An analysis of the changes in capital assets for the year ended June 30, 2017 follows:

	<u>Balance at July 1, 2016</u>	<u>Additions</u>	<u>Retirements</u>	<u>Balance at June 30, 2017</u>
Equipment	\$ 40,455	\$ 5,676	\$ -	\$ 46,131
Software	119,552	-	-	119,552
Furniture	31,033	37,463	(29,646)	38,850
Intangible Assets	-	32,416	-	32,416
Leasehold improvements	<u>14,560</u>	<u>22,164</u>	<u>(14,560)</u>	<u>22,164</u>
	205,600	97,719	(44,206)	259,113
Less: accumulated depreciation	<u>(127,239)</u>	<u>(45,749)</u>	<u>41,052</u>	<u>(131,936)</u>
Total capital assets, net	<u>\$ 78,361</u>	<u>\$ 51,970</u>	<u>\$ (3,154)</u>	<u>\$ 127,177</u>

**STATE BOARD OF THE GREAT OUTDOORS COLORADO TRUST FUND**

**Notes to the Financial Statements  
June 30, 2017 and 2016**

**Note 7 - Capital Assets (continued)**

An analysis of the changes in capital assets for the year ended June 30, 2016 follows:

	Balance at July 1, 2015	Additions	Retirements	Balance at June 30, 2016
Equipment	\$ 46,870	\$ 7,224	\$ (13,639)	\$ 40,455
Software	103,229	24,007	(7,684)	119,552
Furniture	31,033	-	-	31,033
Leasehold improvements	<u>14,560</u>	<u>-</u>	<u>-</u>	<u>14,560</u>
	195,692	31,231	(21,323)	205,600
Less: accumulated depreciation	<u>(103,342)</u>	<u>(41,583)</u>	<u>17,686</u>	<u>(127,239)</u>
Total capital assets, net	<u>\$ 92,350</u>	<u>\$ (10,352)</u>	<u>\$ (3,637)</u>	<u>\$ 78,361</u>

**Note 8 - Authorized Grants and Expended Grants**

The following is a summary of grants authorized and grants expended from inception in 1993 through June 30, 2017 and 2016:

**Grants Authorized (Unaudited)**

<u>Funding Purpose</u>	<u>Cumulative Authorized Grants at June 30, 2016</u>	<u>Transfers/ Additions</u>	<u>Transfers/ Deletions</u>	<u>Cumulative Authorized Grants at June 30, 2017</u>
Purpose 1 - Wildlife	\$ 267,363,045	\$ 15,185,500	\$ -	\$ 282,548,545
Purpose 2 - Outdoor recreation	258,336,825	16,633,933	-	274,970,758
Purpose 3 - Competitive grants for open space	282,652,952	25,342,832	(3,520,390)	304,475,394
Purpose 4 - Competitive matching grants to local governments for open lands and parks	279,222,508	28,422,006	(84,459)	307,560,055
Non-categorized - Discretionary	<u>1,170,174</u>	<u>-</u>	<u>-</u>	<u>1,170,174</u>
	<u>\$ 1,088,745,504</u>	<u>\$ 85,584,271</u>	<u>\$ (3,604,849)</u>	<u>\$ 1,170,724,926</u>

**STATE BOARD OF THE GREAT OUTDOORS COLORADO TRUST FUND**

**Notes to the Financial Statements  
June 30, 2017 and 2016**

**Note 8 - Authorized Grants and Expended Grants (continued)**

<u>Funding Purpose</u>	<u>Cumulative Authorized Grants at June 30, 2015</u>	<u>Transfers/ Additions</u>	<u>Transfers/ Deletions</u>	<u>Cumulative Authorized Grants at June 30, 2016</u>
Purpose 1 - Wildlife	\$ 252,583,491	\$ 15,280,585	\$ (501,031)	\$ 267,363,045
Purpose 2 - Outdoor recreation	244,275,860	15,280,185	(1,219,220)	258,336,825
Purpose 3 - Competitive grants for open space	260,708,745	22,881,264	(937,057)	282,652,952
Purpose 4 - Competitive matching grants to local governments for open lands and parks	268,408,359	10,850,000	(35,851)	279,222,508
Non-categorized - Discretionary	<u>1,170,174</u>	<u>-</u>	<u>-</u>	<u>1,170,174</u>
	<u>1,027,146,629</u>	<u>\$ 64,292,034</u>	<u>\$ (2,693,159)</u>	<u>\$ 1,088,745,504</u>

**Grants Expended**

<u>Funding Purpose</u>	<u>Cumulative Expended Grants at June 30, 2016</u>	<u>Transfers/ Additions</u>	<u>Cumulative Expended Grants at June 30, 2017</u>
Purpose 1 - Wildlife	\$ 243,920,065	\$ 11,980,777	\$ 255,900,842
Purpose 2 - Outdoor recreation	219,648,939	13,259,975	232,908,914
Purpose 3 - Competitive grants for open space	247,435,865	10,678,073	258,113,938
Purpose 4 - Competitive matching grants to local governments for open lands and parks	249,978,855	14,863,479	264,842,334
Non-categorized - Discretionary	<u>1,170,174</u>	<u>-</u>	<u>1,170,174</u>
	<u>\$ 962,153,898</u>	<u>\$ 50,782,305</u>	<u>\$1,012,936,203</u>

<u>Funding Purpose</u>	<u>Cumulative Expended Grants at June 30, 2015</u>	<u>Transfers/ Additions</u>	<u>Cumulative Expended Grants at June 30, 2016</u>
Purpose 1 - Wildlife	\$ 233,202,445	\$ 10,717,620	\$ 243,920,065
Purpose 2 - Outdoor recreation	205,096,032	14,552,907	219,648,939
Purpose 3 - Competitive grants for open space	242,069,845	5,366,020	247,435,865
Purpose 4 - Competitive matching grants to local governments for open lands and parks	235,680,444	14,298,411	249,978,855
Non-categorized - Discretionary	<u>1,170,174</u>	<u>-</u>	<u>1,170,174</u>
	<u>\$ 917,218,940</u>	<u>\$ 44,934,958</u>	<u>\$ 962,153,898</u>

**STATE BOARD OF THE GREAT OUTDOORS COLORADO TRUST FUND**

**Notes to the Financial Statements  
June 30, 2017 and 2016**

**Note 9 - Commitments and Contingencies**

Operating Lease

GOCO leases facilities, copy machines, vehicles, and a postage meter under operating leases that expire in January 2024, April 2022, September 2020, and October 2021, respectively. Total facilities and equipment rental lease expense for the Fiscal Years ended June 30, 2017 and 2016 was \$153,446 and \$176,057, respectively. Future minimum lease payments under the leases are as follows:

<u>Year Ending June 30,</u>	<u>Amount</u>
2018	\$ 124,939
2019	128,358
2020	129,683
2021	128,705
2022	130,389
Thereafter	<u>207,295</u>
Total	<u>\$ 849,369</u>

Contractual Obligation

During Fiscal Year 2016, GOCO signed a multi-year contract with Sukle advertising firm for services on the Generation Wild marketing campaign. The research and strategy phase of the campaign started in Fiscal Year 2016 and the program will extend into Fiscal Year 2019. The majority of the services will occur in Fiscal Year 2017 and 2018. In Fiscal Year 2017, GOCO's expenses on the marketing campaign were approximately \$1.3 million. Expected costs for Fiscal Year 2018 are approximately \$2.2 million. This contract may be terminated upon advance notice with payment required on any active projects.

**Note 10 - Pension Plans**

As a political subdivision of the State, GOCO has elected not to use the Public Employees' Retirement Association of Colorado ("PERA"). GOCO has established a retirement plan that consists of an employer-funded Defined Contribution Pension Plan and an employee-funded Deferred Compensation Plan.

Defined Contribution Pension Plan

As of July 1, 2002, GOCO amended and restated the State Board of the Great Outdoors Colorado Trust Fund Pension Plan (the "Pension Plan"). Unified Trust Company administers this plan at the direction of each employee for his/her own account.

# STATE BOARD OF THE GREAT OUTDOORS COLORADO TRUST FUND

## Notes to the Financial Statements June 30, 2017 and 2016

### **Note 10 - Pension Plans (continued)**

Benefit terms, including contribution requirements, for the Pension Plan are established and may be amended by GOCO. There are no age or service requirements determining eligibility, and participation is mandatory. Employer contributions are calculated based on 10.2% of each eligible employee's gross salary (base salary plus performance awards). Assets of the Pension Plan are held in trust for the exclusive benefit of participating employees. Therefore, the Pension Plan's assets are not reflected as an asset of GOCO. GOCO recognized pension expense of \$12,663 and \$11,480 for the Fiscal Years Ended June 30, 2017 and 2016, respectively.

Employees are vested on a two-year schedule based on 1,000 hours of service. Non-vested GOCO contributions are forfeited upon termination of employment. Such forfeitures are used to first pay any pension plan administrative expenses, and then to reduce any employer contribution. For the Fiscal Years Ended June 30, 2017 and 2016, respectively, forfeitures reduced GOCO's pension expense by \$430 and \$169. GOCO contributed \$114,761 and \$102,162 to the Pension Plan for the Fiscal Years ended June 30, 2017 and 2016, respectively, which approximates the required contribution. As of June 30, 2017, GOCO had no liability to the Pension Plan.

### **Deferred Compensation Plan**

The State Board of the Great Outdoors Colorado Trust Fund Deferred Compensation Plan (the "Deferred Plan") was created in accordance with Internal Revenue Code Section 457. This plan is administered by Unified Trust Company at the direction of each employee for his/her own account. The Deferred Plan allows the employees to defer a portion of their salary until future years. The deferred compensation is not available to employees until termination, retirement, death, or unforeseen emergencies.

Contributions to the Deferred Plan are made by GOCO's employees through a payroll deduction. Contributions to the Deferred Plan are mandatory for all permanent employees, with a minimum required contribution of 6.2% of each employee's gross salary. Contributions above 6.2% are allowed on a voluntary basis not to exceed a maximum permissible amount. Assets of the Deferred Plan are held in trust for the exclusive benefit of participating employees. Therefore, the Deferred Plan's assets are not reflected as an asset of GOCO.

### **Note 11 - Related Parties - State Agencies**

#### **Board Composition and Approval of Grants**

The GOCO Board is composed of 17 members, 14 of whom are public members (2 from each congressional district) appointed by the Governor, subject to the consent of the State Senate. The 3 ex-officio members include the Executive Director of the Colorado Department of Natural Resources, a representative for Parks and Outdoor Recreation issues designated by the Colorado Parks and Wildlife Commission (the "Commission"), and a representative for wildlife issues, also designated by the Commission. The Commission is the governing body of CPW. This state agency is under the administrative direction of the Colorado Department of Natural Resources.



# STATE BOARD OF THE GREAT OUTDOORS COLORADO TRUST FUND

## Notes to the Financial Statements June 30, 2017 and 2016

### **Note 11 - Related Parties - State Agencies (continued)**

Under the Colorado Constitution, the GOCO Board is responsible for ensuring that expenditures are made for purposes stipulated, including investing in wildlife resources and investing in parks and outdoor recreation resources through CPW. In addition, CPW is eligible to apply for competitive grants for open space and natural areas of statewide significance, along with local governmental entities and non-profit land conservation organizations. Expenditures made to CPW are listed in Note 8.

### **Note 12 - Risk Management**

GOCO is exposed to various risks of loss related to torts; thefts of, damage to, or destruction of assets; errors or omissions; injuries to employees; and/or acts of God. GOCO carries commercial insurance coverage for all risks of loss, including workers' compensation and employee health and accident insurance. GOCO has settled two claims since inception, which did not exceed commercial coverage.

### **Note 13 - Tax, Spending, and Debt Limitations**

In November 1992, Colorado voters passed Section 20, Article X of the Colorado Constitution, commonly known as the Taxpayer's Bill of Rights ("TABOR"). TABOR contains revenue, spending, tax, and debt limitations that apply to the State and all local governments. In the same general election, Amendment 8 was passed creating GOCO. The simultaneous passage of these two constitutional amendments raised questions as to whether there are irreconcilable conflicts between the two amendments. The General Assembly determined, in Section 24-77-102(17)(b)(ix) C.R.S. that the net proceeds from the Lottery that are deposited in GOCO are excluded from the scope of "state fiscal year spending" for purposes of TABOR. The Colorado Supreme Court, in response to an interrogatory from the General Assembly, approved that determination.

TABOR is complex and subject to further legislative and judicial interpretation. GOCO believes it is in compliance with both of these constitutional amendments.

### **Note 14 – Unearned Revenue**

In Fiscal Year 2017, GOCO and the Colorado Health Foundation entered into a grant agreement which allocates \$4 million to GOCO over a 4-year period, contingent on meeting certain requirements. These funds will be monitored by the Colorado Health Foundation and should only be used for GOCO's Inspire initiative on projects approved by the Colorado Health Foundation. GOCO received the first grant payment in Fiscal Year 2017 in the amount of \$1 million. GOCO had not yet met the contract requirements or awarded the funds as of June 30, 2017; therefore, these proceeds were classified as "Unearned Revenue" on the Statement of Net Position.

**REQUIRED SUPPLEMENTARY INFORMATION**

**STATE BOARD OF THE GREAT OUTDOORS COLORADO TRUST FUND**

**Budgetary Comparison Schedule  
General Fund  
For the Year Ended June 30, 2017**

	Original and Final Budget	Actual	Variance - Favorable (Unfavorable)
Revenues			
State Lottery proceeds	\$ 61,900,000	\$ 64,463,929	\$ 2,563,929
Investment earnings and miscellaneous income	300,000	258,616	(41,383)
Total revenues	<u>62,200,000</u>	<u>64,722,545</u>	<u>2,522,545</u>
Expenditures			
Grants expended	80,425,000	50,782,305	29,642,695
Personnel services and benefits	1,447,549	1,436,930	10,619
Operating expenditures	2,196,037	2,387,489	(191,452)
Capital outlay	<u>123,500</u>	<u>97,719</u>	<u>25,781</u>
Total expenditures	<u>84,192,086</u>	<u>54,704,443</u>	<u>29,487,643</u>
(Deficiency) excess of revenues over expenditures	(21,992,086)	10,018,102	(32,010,188)
Fund balance – beginning of year	<u>\$ 70,497,927</u>	<u>\$ 74,974,820</u>	<u>\$ 4,476,893</u>
Fund balance – end of year	<u>48,505,841</u>	<u>\$ 84,992,922</u>	<u>\$ 36,487,081</u>

**STATE BOARD OF THE GREAT OUTDOORS COLORADO TRUST FUND**

**Budgetary Comparison Schedule  
General Fund  
For the Year Ended June 30, 2016**

	<u>Original and Final Budget</u>	<u>Actual</u>	<u>Variance - Favorable (Unfavorable)</u>
Revenues			
State Lottery proceeds	\$ 61,200,000	\$ 63,714,505	\$ 2,514,505
Investment earnings and miscellaneous income	<u>300,000</u>	<u>967,734</u>	<u>667,734</u>
Total revenues	<u>61,500,000</u>	<u>64,682,239</u>	<u>3,182,239</u>
Expenditures			
Grants expended	60,000,000	44,934,958	15,065,042
Personnel services and benefits	1,422,399	1,287,515	134,884
Operating expenditures	775,361	994,327	(218,966)
Capital outlay	<u>26,240</u>	<u>31,231</u>	<u>(4,991)</u>
Total expenditures	<u>62,224,000</u>	<u>47,248,031</u>	<u>14,975,969</u>
Excess of revenues over expenditures	(724,000)	17,434,208	18,158,208
Fund balance – beginning of year	<u>71,221,927</u>	<u>57,540,612</u>	<u>(13,681,315)</u>
Fund balance – end of year	<u>\$ 70,497,927</u>	<u>\$ 74,974,820</u>	<u>\$ 4,476,893</u>

# STATE BOARD OF THE GREAT OUTDOORS COLORADO TRUST FUND

## Notes to the Required Supplementary Information

### **Note RSI-1 Budgetary Information**

GOCO budgets are prepared by GOCO staff and approved annually by the Board. The operating budget uses the modified accrual standard of accounting where capital outlays are treated as expenditures and depreciation is not budgeted. The operating budget is based on prior year results and expectations for the next year.

Encumbrance accounting is employed by GOCO to account for grants awarded but not yet invoiced. Encumbrances outstanding at year end do not constitute expenditures or liabilities.



**Independent Auditor’s Report on Internal Control over Financial Reporting  
and on Compliance and Other Matters Based on an Audit of Financial  
Statements Performed in Accordance with *Government Auditing Standards***

Members of the State Board of the Great Outdoors Colorado Trust Fund and Legislative Audit Committee

We have audited, in accordance with the auditing standards generally accepted in the United States of America and the standards applicable to financial audits contained in *Governmental Auditing Standards* issued by the Comptroller General of the United States, the financial statements of the governmental activities and major fund of the State Board of the Great Outdoors Colorado Trust Fund (“GOCO”), as of and for the year ended June 30, 2017, and the related notes to the financial statements, which collectively comprise GOCO’s basic financial statements, and have issued our report thereon dated November 17, 2017.

**Internal Control over Financial Reporting**

In planning and performing our audit of the financial statements, we considered GOCO’s internal control over financial reporting (internal control) to determine the audit procedures that are appropriate in the circumstances for the purpose of expressing our opinions on the financial statements, but not for the purpose of expressing an opinion on the effectiveness of GOCO’s internal control. Accordingly, we do not express an opinion on the effectiveness of GOCO’s internal control.

*A deficiency in internal control* exists when the design or operation of a control does not allow management or employees, in the normal course of performing their assigned functions, to prevent, or detect and correct, misstatements on a timely basis. A *material weakness* is a deficiency, or combination of deficiencies, in internal control, such that there is a reasonable possibility that a material misstatement of the entity’s financial statements will not be prevented, or detected and corrected, on a timely basis. A *significant deficiency* is a deficiency, or a combination of deficiencies, in internal control that is less severe than a material weakness, yet important enough to merit attention by those charged with governance.

Our consideration of internal control over financial reporting was for the limited purpose described in the first paragraph of this section and was not designed to identify all deficiencies in internal control over financial reporting that might be material weaknesses or significant deficiencies. Given these limitations, during our audit we did not identify any deficiencies in internal control that we consider to be material weaknesses. However, material weaknesses may exist that have not been identified.

### **Compliance and Other Matters**

As part of obtaining reasonable assurance about whether GOCO's financial statements are free of material misstatement, we performed tests of its compliance with certain provisions of laws, regulations, contracts, and grant agreements, non-compliance with which could have a direct and material effect on the determination of financial statement amounts. However, providing an opinion on compliance with those provisions was not an objective of our audit; accordingly, we do not express such an opinion. The results of our tests disclosed no instances of non-compliance or other matters that are required to be reported under *Governmental Auditing Standards*.

### **Purpose of this Report**

The purpose of this report is solely to describe the scope of our testing of internal control and compliance and the results of that testing, and not to provide an opinion of the effectiveness of the entity's internal control or on compliance. This report is an integral part of an audit performed in accordance with *Governmental Auditing Standards* in considering the entity's internal control and compliance. Accordingly, this communication is not suitable for any other purpose.

*Eide Bailly LLP*

November 17, 2017  
Denver, Colorado



November 17, 2017

Members of the State Board of the Great Outdoors Colorado Trust Fund and Legislative Audit Committee  
Great Outdoors Colorado Trust Fund  
Denver, Colorado

We have audited the financial statements of Great Outdoors Colorado Trust Fund (“GOCO”) as of and for the year ended June 30, 2017, and have issued our report thereon dated November 17, 2017. Professional standards require that we advise you of the following matters relating to our audit.

**Our Responsibility in Relation to the Financial Statement Audit under Generally Accepted Auditing Standards and *Government Auditing Standards***

As communicated in our letter dated May 4, 2017, our responsibility, as described by professional standards, is to form and express an opinion about whether the financial statements that have been prepared by management with your oversight are presented fairly, in all material respects, in accordance with accounting principles generally accepted in the United States of America. Our audit of the financial statements does not relieve you or management of its respective responsibilities.

Our responsibility, as prescribed by professional standards, is to plan and perform our audit to obtain reasonable, rather than absolute, assurance about whether the financial statements are free of material misstatement. An audit of financial statements includes consideration of internal control over financial reporting as a basis for designing audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the entity’s internal control over financial reporting. Accordingly, as part of our audit, we considered the internal control of GOCO solely for the purpose of determining our audit procedures and not to provide any assurance concerning such internal control.

We are also responsible for communicating significant matters related to the audit that are, in our professional judgment, relevant to your responsibilities in overseeing the financial reporting process. However, we are not required to design procedures for the purpose of identifying other matters to communicate to you.

**Planned Scope and Timing of the Audit**

We conducted our audit consistent with the planned scope and timing we previously communicated to you.



## **Compliance with All Ethics Requirements Regarding Independence**

The engagement team, others in our firm, as appropriate, our firm, and other firms utilized in the engagement, if applicable, have complied with all relevant ethical requirements regarding independence.

## **Qualitative Aspects of the Entity's Significant Accounting Practices**

### *Significant Accounting Policies*

Management has the responsibility to select and use appropriate accounting policies. A summary of the significant accounting policies adopted by GOCO is included in Note 2 to the financial statements. There have been no initial selection of accounting policies and no changes in significant accounting policies or their application during 2017. No matters have come to our attention that would require us, under professional standards, to inform you about (1) the methods used to account for significant unusual transactions and (2) the effect of significant accounting policies in controversial or emerging areas for which there is a lack of authoritative guidance or consensus.

### *Significant Accounting Estimates*

Accounting estimates are an integral part of the financial statements prepared by management and are based on management's current judgments. Those judgments are normally based on knowledge and experience about past and current events and assumptions about future events. Certain accounting estimates are particularly sensitive because of their significance to the financial statements and because of the possibility that future events affecting them may differ markedly from management's current judgments. We did not identify any sensitive accounting estimates affecting the financial statements.

### *Financial Statement Disclosures*

Certain financial statement disclosures involve significant judgment and are particularly sensitive because of their significance to financial statement users. The most sensitive disclosures affecting GOCO's financial statements relate to:

The disclosure of Cash and Investments in Note 4, Lottery Proceeds Receivable in Note 5, Note Receivable in Note 6, Authorized Grants and Expended Grants in Note 8, Commitments and Contingencies in Note 9, and Related Parties – State Agencies in Note 11.

The financial statement disclosures are neutral, consistent, and clear.

## **Significant Difficulties Encountered during the Audit**

We encountered no significant difficulties in dealing with management relating to the performance of the audit.

## **Uncorrected and Corrected Misstatements**

For purposes of this communication, professional standards require us to accumulate all known and likely misstatements identified during the audit, other than those that we believe are trivial, and communicate them to the appropriate level of management. Further, professional standards require us to also communicate the effect of uncorrected misstatements related to prior periods on the relevant classes of transactions, account balances or disclosures, and the financial statements as a whole. There were no corrected or uncorrected misstatements noted based on procedures performed.

## **Disagreements with Management**

For purposes of this letter, professional standards define a disagreement with management as a matter, whether or not resolved to our satisfaction, concerning a financial accounting, reporting, or auditing matter, which could be significant to the financial statements or the auditor's report. No such disagreements arose during the course of the audit.

## **Representations Requested from Management**

We have requested certain written representations from management that are included in the management representation letter dated November 17, 2017.

## **Management's Consultations with Other Accountants**

In some cases, management may decide to consult with other accountants about auditing and accounting matters. Management informed us that, and to our knowledge, there were no consultations with other accountants regarding auditing and accounting matters.

## **Other Significant Matters, Findings, or Issues**

In the normal course of our professional association with GOCO, we generally discuss a variety of matters, including the application of accounting principles and auditing standards, business conditions affecting the entity, and business plans and strategies that may affect the risks of material misstatement. None of the matters discussed resulted in a condition to our retention as GOCO's auditors.

## **Other Matters**

We applied certain limited procedures to the management's discussion and analysis and budgetary comparison information, which is required supplementary information (RSI) that supplements the basic financial statements. Our procedures consisted of inquiries of management regarding the methods of preparing the information and comparing the information for consistency with management's responses to our inquiries, the basic financial statements, and other knowledge we obtained during our audit of the basic financial statements. We did not audit the RSI and do not express an opinion or provide any assurance on the RSI.

This report is intended solely for the information and use of the GOCO Board, and management of GOCO and is not intended to be and should not be used by anyone other than these specified parties. However, upon release by the Legislative Audit Committee this report is a public document.

*Eide Sully LLP*

Denver, Colorado