



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

**Financial and Compliance Audit  
For the Years  
June 30, 2013 and 2012**

**EKS&H**  
AUDIT | TAX | CONSULTING

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*Contract Auditors*

September 25, 2013

Members of the State Board of the Great Outdoors Colorado Trust Fund  
and the 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, 2013. 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,

*EKS&H LLLP*

EKS&H LLLP

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

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# STATE BOARD OF THE GREAT OUTDOORS COLORADO TRUST FUND

## Report Summary Financial and Compliance Audit For the Years Ended June 30, 2013 and 2012

### AUTHORITY, PURPOSE, AND SCOPE

The Fiscal Year 2013 audit of the State Board of the Great Outdoors Colorado Trust Fund (“GOCO”) was completed under the authority of Article XXVII, Section 6(3), of the Colorado Constitution, which requires the State Auditor to conduct an annual audit of GOCO, and Section 2-3-103, C.R.S., which authorizes the State Auditor to conduct annual audits of political subdivisions as required by law. The State Auditor contracted with EKS&H LLLP to conduct this 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. We performed our audit work during the period from June 2013 through September 2013.

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; and (d) to evaluate progress in implementing prior audit findings.

### AUDITORS’ OPINIONS AND REPORTS

An independent auditors’ report on the financial statements of GOCO, dated September 25, 2013, has been issued, which states that the financial statements present fairly, in all material respects, the financial position of GOCO as of June 30, 2013, 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 September 25, 2013, 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*.

### SUMMARY OF CURRENT YEAR MAJOR AUDIT FINDINGS AND RECOMMENDATIONS

We have identified one finding as follows:

#### Finding:

GOCO’s Board should adopt formal policies for determining the optimal amount of funds to reserve for future expenditures and maximize grant awards in the current year, and formally approve the portions of monies that are allocated to the Trust Fund, which should be invested and held in an interest-bearing trust fund account by the Treasurer of the State of Colorado for expenditure in future years.

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

**Report Summary  
Financial and Compliance Audit  
For the Years Ended June 30, 2013 and 2012**

**SUMMARY OF PROGRESS IN IMPLEMENTING PRIOR AUDIT RECOMMENDATIONS**

The audit report for the Fiscal Year Ended June 30, 2012, included one recommendation. GOCO disagreed with the recommendation and did not implement it.

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

**Recommendation Locator  
Financial and Compliance Audit  
For the Years Ended June 30, 2013 and 2012**

<b>Rec. No.</b>	<b>Page No.</b>	<b>Recommendation Summary</b>	<b>Agency Response</b>	<b>Implementation Date</b>
1	8	GOCO's Board should review its current processes and adopt formal policies for determining the optimal amount of funds to reserve for future expenditures and maximize grant awards in the current year. GOCO's Board should formally approve amounts of monies allocated to the Trust Fund to be invested and held in an interest-bearing trust fund account by the Treasurer of the State of Colorado and available for expenditure in future years.	Agree	June 2014

## **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, 2013 and 2012**

The Great Outdoors Colorado Trust Fund (“GOCO”) 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 2013 was the twentieth 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, 2013, 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 2013, GOCO had a permanent staff of 14 and received \$59.2 million in net Lottery proceeds, the maximum allowable for Fiscal Year 2013 per Article XXVII as adjusted for the change in the CPI. During Fiscal Year 2012, GOCO had a permanent staff of 12 and received \$57.1 million in net Lottery proceeds, the maximum allowable for Fiscal Year 2012.

### **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.

**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, 2013 and 2012**

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.

**GOCO Grants Cumulative through Fiscal Year 2013 (in thousands)**

Funding Purpose	Grants Authorized		Grants Expended		Cumulative Difference between Grants Authorized and Expended
	Amount	%	Amount	%	
Purpose 1 – Wildlife	\$ 229,224	24.9%	\$ 211,656	25.7%	
Purpose 2 – Parks and outdoor recreation	210,171	22.9	179,694	21.8	
Purpose 3 – Competitive grants for open space	236,321	25.7	219,443	26.6	
Purpose 4 – Competitive matching grants to local governments for open lands and parks	<u>243,286</u>	<u>26.5</u>	<u>213,042</u>	<u>25.9</u>	
	919,002	100.0	823,835	100.0	
Non-categorized – Discretionary	<u>1,170</u>	<u>N/A</u>	<u>1,170</u>	<u>N/A</u>	
Total	<u>\$ 920,172</u>	<u>100.0%</u>	<u>\$ 825,005</u>	<u>100.0%</u>	<u>\$ 95,167</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, 2013 and 2012**

The next two charts show the trend over the last five years of cumulative grants authorized by GOCO and grants expended by purpose. As shown in the first chart, grant authorizations for each of the four purposes have moved closer to the substantially equal requirement over the past five years. As shown in the second chart, grant expenditures for each of the four purposes have moved further from the substantially equal requirement over the past five years. However, expenditures were relatively stable from 2012 to 2013 for each of the four purposes.

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

Funding Purpose	Grants Authorized %					Five-Year Change
	2009	2010	2011	2012	2013	
Purpose 1 - Wildlife	24.1%	23.5%	24.3%	24.5%	24.9%	0.8%
Purpose 2 - Outdoor recreation	22.3	23.7	23.1	22.0	22.9	0.6%
Purpose 3 - Competitive grants for open space	27.0	26.2	25.9	26.5	25.7	(1.3)%
Purpose 4 - Competitive matching grants to local governments for open lands and parks	<u>26.6</u>	<u>26.6</u>	<u>26.7</u>	<u>27.0</u>	<u>26.5</u>	(0.1)%
	<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

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

Funding Purpose	Grants Expended %					Five-Year Change
	2009	2010	2011	2012	2013	
Purpose 1 - Wildlife	25.5%	25.1%	25.0%	25.5%	25.7%	0.2%
Purpose 2 - Outdoor recreation	23.6	22.8	22.2	21.8	21.8	(1.8)%
Purpose 3 - Competitive grants for open space	26.1	26.7	26.7	26.7	26.6	0.5%
Purpose 4 - Competitive matching grants to local governments for open lands and parks	<u>24.8</u>	<u>25.4</u>	<u>26.1</u>	<u>26.0</u>	<u>25.9</u>	1.1%
	<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

No recommendation is made in this area.

# STATE BOARD OF THE GREAT OUTDOORS COLORADO TRUST FUND

## Finding and Recommendation For the Years Ended June 30, 2013 and 2012

Our audit included a financial and compliance audit of GOCO, including a review of internal controls as required by generally accepted auditing standards and *Government Auditing Standards*, and review of GOCO's compliance with appropriate state and federal laws, rules, and regulations, which could have a material effect on GOCO's financial statements.

We identified the following item and recommendation to ensure GOCO is in compliance with the State Constitution:

GOCO annually awards grants that may take years before being paid out. The challenge for GOCO is to balance the Lottery revenues with the grant authorizations and expenditures, while determining and maintaining an appropriate cash balance. Appropriate levels of cash are important in order to have funds available to pay grant award obligations. Article XXVII, Section 6(2)(e) of the Colorado Constitution requires GOCO's Board "...to determine what portions, if any, of monies allocated to the Trust Fund should be invested in an interest-bearing Trust Fund account by the Treasurer of the State of Colorado, to remain in the Trust Fund and available for expenditure in future years."

Over the last ten years GOCO has awarded \$620.7 million in grants and received \$537.3 million in Lottery revenue. GOCO's actual expenditures have been \$553.5 million, or 89% of the grants and 103% of the lottery revenue. GOCO utilizes a cash forecasting model, which projects estimated Lottery receipts over a ten-year period. Additionally, GOCO adopts an annual spending plan that considers several assumptions and policies, including: 1) the Board's minimum cash policy of \$5 million, 2) available revenue, and 3) existing, as well as future grant obligations and the expected timing of their payout. Monthly cash balances are projected utilizing specific grant expenditure assumptions by project. These processes are used in the determination of new grant authorizations, and to ensure that monies are available in the future for grant funding commitments. Funds held for expenditure in future years are invested in an interest-bearing trust fund account with the Treasurer of the State of Colorado. Over the past ten years this balance has ranged from \$23.1 million to \$51.3 million. The level of funds to be held in the Trust Fund account has not been formally approved by the GOCO Board, and as a result, the actual balances may be higher than necessary.

As discussed above, GOCO has various policies and procedures to manage funds, including a Board-determined minimum cash balance requirement of \$5 million. However, GOCO currently does not have a formal policy for determining the amount of monies allocated to the Trust Fund to be held and available for expenditure in future years. Without this formal policy, GOCO cannot ensure that the appropriate level of funds is available to pay grant commitments and at the same time maximize the current grant awards using Lottery revenues.

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

**Finding and Recommendation  
For the Years Ended June 30, 2013 and 2012**

*Recommendation No. 1:*

GOCO's Board should review its current processes and adopt formal policies to determine the optimal amount of funds to reserve for future expenditures and maximize grant awards in the current year. The GOCO Board should formally approve the portions of monies that are allocated to the Trust Fund that should be invested and held in an interest-bearing trust fund account by the Treasurer of the State of Colorado for expenditure in future years.

(Classification of Finding: Not Classified - - not an internal control issue)

*GOCO's Response:*

Agree. Implementation date: June 2014. GOCO will review its current processes and adopt formal policies regarding balances as part of its annual spending plan approvals.

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

**Disposition of Prior Audit Finding and Recommendation  
For the Years Ended June 30, 2013 and 2012**

Below is the recommendation included in the audit report for the year ended June 30, 2012, and the disposition as of June 30, 2013:

*Recommendation No. 1*

The Board should assure that expenditures be substantially equal over a period of years for each of the four funding categories. To satisfy the constitutional requirement of substantially equal expenditures among the four funding categories, the Board and management should work with eligible recipients to make adjustments within GOCO's financial plans, as appropriate.

*Disposition*

GOCO disagreed with the recommendation and did not implement it.

## **INDEPENDENT AUDITORS' REPORT**

Members of the State Board of the Great Outdoors Colorado Trust Fund  
and the 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 years ended June 30, 2013 and 2012, and the related notes to the financial statements, which collectively comprise GOCO's basic financial statements as listed in the table of contents.

### **MANAGEMENT'S 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.

### **AUDITORS' RESPONSIBILITY**

Our responsibility is to express an opinion on these financial statements based on our audits. We conducted our audits 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 audits 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 auditors consider 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.

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

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

## **OPINIONS**

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, 2013 and 2012, and the respective changes in financial position thereof for the years then ended in accordance with accounting principles generally accepted in the United States of America.

## **OTHER MATTERS**

### *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 12 through 16 and 35 through 36 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 September 25, 2013 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 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 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.

*EKS+H LLLP*

EKS&H LLLP

September 25, 2013  
Denver, Colorado

# STATE BOARD OF THE GREAT OUTDOORS COLORADO TRUST FUND

## Management's Discussion and Analysis June 30, 2013 and 2012

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, 2013 and 2012. The management's discussion and analysis is intended to be read in conjunction with GOCO's financial statements beginning on page 17.

### 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 2013, Fiscal Year 2012, and Fiscal Year 2011.

	Fiscal Year Ended June 30,			2013/2012 Variance	2012/2011 Variance
	2013	2012	2011		
Lottery revenues	\$ 59,171,757	\$ 57,065,579	\$ 56,018,266	\$ 2,106,178	\$ 1,047,313
Grant expenditures	\$ 52,383,167	\$ 57,624,841	\$ 73,100,222	\$ (5,241,674)	\$ (15,475,381)

### 2013

GOCO received its maximum allowable Lottery proceeds for the year of approximately \$59.2 million, per the Constitutional cap. This represents an approximate \$2.1 million increase over Fiscal Year 2012 in Lottery proceeds to GOCO due to an increase in the Denver Consumer Price Index ("CPI").

Grant expenditures decreased by \$5.2 million from Fiscal Year 2012. Grant expenditures fluctuate year to year due to timing differences of project completions, but GOCO averages approximately \$50 million in grant disbursements per year.

### 2012

GOCO received its maximum allowable Lottery proceeds for the year of approximately \$57.1 million per the Constitutional cap. This represents an approximate \$1.0 million increase over Fiscal Year 2011 in Lottery proceeds to GOCO due to an increase in the Denver CPI.

Grant expenditures decreased by \$15.5 million from Fiscal Year 2011. Grant expenditures fluctuate year to year due to timing differences of project completions, but GOCO averages approximately \$50 million in grant disbursements per year. The closure of large multi-year grant expenditures greatly contributed to the additional amount of disbursements for Fiscal Year 2011.

# STATE BOARD OF THE GREAT OUTDOORS COLORADO TRUST FUND

## Management's Discussion and Analysis June 30, 2013 and 2012

### 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 Division of Parks and Outdoor Recreation ("DPOR"),
- 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 (\$59.2 million and \$57.1 million in Fiscal Year 2013 and Fiscal Year 2012, 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 2013 and Fiscal Year 2012.

### Government-Wide Statements

#### Statement of Net Position

The following table reflects the condensed statement of net position as of June 30, 2013, 2012, and 2011.

	June 30,		
	2013	2012	2011
Current and other assets	\$ 40,194,662	\$ 34,088,984	\$ 43,910,181
Capital assets, net	<u>37,214</u>	<u>29,528</u>	<u>38,931</u>
Total assets	40,231,876	34,118,512	43,949,112
Liabilities	<u>9,629,443</u>	<u>9,315,811</u>	<u>17,062,952</u>
Net position			
Invested in capital assets	37,214	29,528	38,931
Restricted	750,000	-	-
Unrestricted	<u>29,815,219</u>	<u>24,773,173</u>	<u>26,847,229</u>
Total net position	<u>\$ 30,602,433</u>	<u>\$ 24,802,701</u>	<u>\$ 26,886,160</u>

# STATE BOARD OF THE GREAT OUTDOORS COLORADO TRUST FUND

## Management's Discussion and Analysis June 30, 2013 and 2012

### Government-Wide Statements (continued)

#### Statement of Net Position (continued)

##### 2013

The significant portions of current and other assets are cash, Lottery proceeds receivable, and notes receivable. Cash increased by approximately \$6 million during Fiscal Year 2013. Lottery proceeds receivable slightly increased to \$10 million at June 30, 2013 from \$9.9 million at June 30, 2012. The increase in the receivable is due to the timing of when the Constitutional cap is reached. Lottery proceeds are earned throughout the year. GOCO reached the Constitutional amount in May for Fiscal Year 2013 and in June for Fiscal Year 2012.

As of June 30, 2013, liabilities increased by \$300 thousand from June 30, 2012. The liabilities outstanding at fiscal year-end consisted mainly of monthly bills, estimates of reimbursable costs incurred by Colorado Parks and Wildlife ("CPW"), and a large land transaction. The amount includes the last two months of bills for Wildlife investments for Fiscal Year 2013 and the March through June 2013 bills for the Parks investments. The amount accrued for Wildlife monthly bills and land transactions was \$2.8 million less in Fiscal Year 2013. The amount accrued for Parks monthly bills was \$700 thousand less in Fiscal Year 2013. Open Space purposes had approximately \$3.5 million more in land transactions accrued in Fiscal Year 2013. In addition, \$300 thousand more in local government grants was accrued in Fiscal Year 2013.

Net Position-Restricted increased in Fiscal Year 2013 due to GOCO receiving a \$750 thousand grant from the Colorado Health Foundation. The grant was used to increase the awards to GOCO's school play-yard initiative. These funds are restricted and will be utilized in Fiscal Years 2014 and 2015 to reimburse these awards.

##### 2012

The significant portions of current and other assets are cash, Lottery proceeds receivable, and notes receivable. Cash decreased by approximately \$7.6 million during Fiscal Year 2012. Lottery proceeds receivable decreased to \$9.9 million at June 30, 2012 from \$12.1 million at June 30, 2011. The decrease in the receivable is due to the timing of when the Constitutional cap is reached. Lottery proceeds are earned throughout the year. In both years GOCO reached the Constitutional amount in June. In Fiscal Year 2012, GOCO earned more of its annual revenue in the first three quarters resulting in a smaller amount of revenue accrued for the fourth quarter.

As of June 30, 2012, liabilities decreased by \$7.7 million from June 30, 2011. The liabilities outstanding at fiscal year-end consisted mainly of monthly bills and estimates of reimbursable costs incurred by CPW. The amount includes the last four months of bills for Wildlife investments for Fiscal Year 2012 and the February through June 2012 bills for the Parks investments. Fiscal Year 2012 amounts are lower due to fewer projects being accrued at year-end. Combined, the Wildlife and Open Space purposes had approximately \$5 million less in land transactions accrued in Fiscal Year 2012. In addition, \$2.3 million less in local government grants was accrued in Fiscal Year 2012.

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

**Management's Discussion and Analysis  
June 30, 2013 and 2012**

**Government-Wide Statements (continued)**

Statement of Activities

The following table reflects the condensed statement of activities for the Fiscal Years ended June 30, 2013, 2012, and 2011.

	<u>Fiscal Years Ended June 30,</u>		
	<u>2013</u>	<u>2012</u>	<u>2011</u>
Revenue			
Lottery revenue	\$ 59,171,757	\$ 57,065,579	\$ 56,018,266
Miscellaneous income and investment earnings	<u>856,835</u>	<u>270,068</u>	<u>173,509</u>
Total revenue	<u>60,028,592</u>	<u>57,335,647</u>	<u>56,191,775</u>
Program expenses			
Grants expended	52,383,167	57,624,841	73,100,222
Personnel services and benefits	1,219,825	1,151,730	1,181,696
Operating	<u>625,868</u>	<u>642,535</u>	<u>637,868</u>
Total expenses	<u>54,228,860</u>	<u>59,419,106</u>	<u>74,919,786</u>
Change in net position	5,799,732	(2,083,459)	(18,728,011)
Beginning net position	<u>24,802,701</u>	<u>26,886,160</u>	<u>45,614,171</u>
Ending net position	<u>\$ 30,602,433</u>	<u>\$ 24,802,701</u>	<u>\$ 26,886,160</u>

2013

Revenue was consistent with Lottery net proceeds reaching the Constitutional cap each year since Fiscal Year 2004. Miscellaneous income and investment earnings were higher in Fiscal Year 2013 due to the receipt of a \$750 thousand restricted grant from the Colorado Health Foundation for reimbursement of awards under GOCO's school play-yard initiative. Investment earnings in Fiscal Year 2013 decreased by approximately \$200 thousand due to a larger unrealized loss. Grant expenditures in Fiscal Year 2013 decreased by \$5.2 million from Fiscal Year 2012. Grant expenditures are made on a reimbursement basis.

2012

Revenue was consistent with Lottery net proceeds reaching the Constitutional cap each year since Fiscal Year 2004. Miscellaneous income and investment earnings continued to be lower than experienced in years prior to Fiscal Year 2011. Investment earnings in Fiscal Year 2012 increased by approximately \$100 thousand. Grant expenditures in Fiscal Year 2012 decreased by \$15.5 million from Fiscal Year 2011. Grant expenditures are made on a reimbursement basis.

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

**Management's Discussion and Analysis  
June 30, 2013 and 2012**

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

Next year, GOCO is projecting approximately \$59 million in revenue from the Lottery, which is less than the Constitutional cap projection for Fiscal Year 2014. Also, GOCO is budgeting \$1,947,620 for operating expenditures. This amount is classified as follows:

Personnel services and benefits	\$ 1,268,264
Operating expenditures	608,456
Capital outlay	<u>70,900</u>
	<u>\$ 1,947,620</u>

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

**Governmental Fund Balance Sheet and Statement of Net Position  
June 30, 2013**

	<u>General Fund</u>	<u>Adjustments (Note 3)</u>	<u>Statement of Net Position</u>
<b>Assets</b>			
Cash and investments	\$ 29,117,631	\$ -	\$ 29,117,631
Lottery proceeds receivable	10,005,058	-	10,005,058
Note receivable	1,000,000	-	1,000,000
Other assets	71,973	-	71,973
Capital assets, net of accumulated depreciation	<u>-</u>	<u>37,214</u>	<u>37,214</u>
 Total assets	 <u>\$ 40,194,662</u>	 <u>\$ 37,214</u>	 <u>\$ 40,231,876</u>
<b>Liabilities</b>			
Grants payable	\$ 9,455,892	\$ -	\$ 9,455,892
Accounts payable	128,523	-	128,523
Compensated absences payable	<u>45,028</u>	<u>-</u>	<u>45,028</u>
Total liabilities	<u>9,629,443</u>	<u>-</u>	<u>9,629,443</u>
 Commitments and contingencies			
<b>Fund Balances/Net Position</b>			
Fund balances			
Restricted	750,000	(750,000)	-
Unrestricted	<u>29,815,219</u>	<u>(29,815,219)</u>	<u>-</u>
Total fund balances	<u>30,565,219</u>	<u>(30,565,219)</u>	<u>-</u>
 Total liabilities and fund balances	 <u>\$ 40,194,662</u>		
 Net position			
Invested in capital assets		37,214	37,214
Restricted		750,000	750,000
Unrestricted		<u>29,815,219</u>	<u>29,815,219</u>
 Total net position		 <u>\$ 30,602,433</u>	 <u>\$ 30,602,433</u>

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

**Governmental Fund Balance Sheet and Statement of Net Position  
June 30, 2012**

	<u>General Fund</u>	<u>Adjustments (Note 3)</u>	<u>Statement of Net Position</u>
<b>Assets</b>			
Cash and investments	\$ 23,101,448	\$ -	\$ 23,101,448
Lottery proceeds receivable	9,932,879	-	9,932,879
Note receivable	1,000,000	-	1,000,000
Other assets	54,657	-	54,657
Capital assets, net of accumulated depreciation	<u>-</u>	<u>29,528</u>	<u>29,528</u>
 Total assets	 <u>\$ 34,088,984</u>	 <u>\$ 29,528</u>	 <u>\$ 34,118,512</u>
<b>Liabilities</b>			
Grants payable	\$ 9,212,443	\$ -	\$ 9,212,443
Accounts payable	60,782	-	60,782
Compensated absences payable	<u>42,586</u>	<u>-</u>	<u>42,586</u>
Total liabilities	<u>9,315,811</u>	<u>-</u>	<u>9,315,811</u>
 Commitments and contingencies			
<b>Fund Balances/Net Position</b>			
Fund balances			
Unrestricted	<u>24,773,173</u>	<u>(24,773,173)</u>	<u>-</u>
Total fund balances	<u>24,773,173</u>	<u>(24,773,173)</u>	<u>-</u>
 Total liabilities and fund balances	 <u>\$ 34,088,984</u>		
 Net position			
Invested in capital assets		29,528	29,528
Unrestricted		<u>24,773,173</u>	<u>24,773,173</u>
 Total net position		 <u>\$ 24,802,701</u>	 <u>\$ 24,802,701</u>

**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, 2013**

	<u>General Fund</u>	<u>Adjustments (Note 3)</u>	<u>Statement of Activities</u>
Expenditures/expenses			
Grants expended	\$ 52,383,167	\$ -	\$ 52,383,167
Personnel services and benefits	1,219,825	-	1,219,825
Operating expenditures	615,974	9,894	625,868
Capital outlay	<u>17,580</u>	<u>(17,580)</u>	<u>-</u>
Total expenditures/expenses	<u>54,236,546</u>	<u>(7,686)</u>	<u>54,228,860</u>
 Program revenues – State Lottery proceeds	 <u>59,171,757</u>	 <u>-</u>	 <u>59,171,757</u>
 Net program revenues (expenses)			 4,942,897
 General revenues			
Miscellaneous income	798,093	-	798,093
Investment earnings	<u>58,742</u>	<u>-</u>	<u>58,742</u>
Total general revenues	<u>856,835</u>	<u>-</u>	<u>856,835</u>
 Excess (deficiency) of expenditures over revenues	 5,792,046	 (5,792,046)	 -
Change in net position	<u>-</u>	<u>5,799,732</u>	<u>5,799,732</u>
 Fund balance/net position – beginning of the year	 <u>24,773,173</u>	 <u>29,528</u>	 <u>24,802,701</u>
 Fund balance/net position – end of the year	 <u>\$ 30,565,219</u>	 <u>\$ 37,214</u>	 <u>\$ 30,602,433</u>

**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, 2012**

	<u>General Fund</u>	<u>Adjustments (Note 3)</u>	<u>Statement of Activities</u>
Expenditures/expenses			
Grants expended	\$ 57,624,841	\$ -	\$ 57,624,841
Personnel services and benefits	1,151,730	-	1,151,730
Operating expenditures	<u>633,132</u>	<u>9,403</u>	<u>642,535</u>
Total expenditures/expenses	<u>59,409,703</u>	<u>9,403</u>	<u>59,419,106</u>
 Program revenues – State Lottery proceeds	 <u>57,065,579</u>	 <u>-</u>	 <u>57,065,579</u>
 Net program revenues (expenses)			 (2,353,527)
 General revenues			
Miscellaneous income	2,000	-	2,000
Investment earnings	<u>268,068</u>	<u>-</u>	<u>268,068</u>
Total general revenues	<u>270,068</u>	<u>-</u>	<u>270,068</u>
 Excess (deficiency) of expenditures over revenues	 (2,074,056)	 2,074,056	 -
Change in net position	<u>-</u>	<u>(2,083,459)</u>	<u>(2,083,459)</u>
 Fund balance/net position – beginning of the year	 <u>26,847,229</u>	 <u>38,931</u>	 <u>26,886,160</u>
 Fund balance/net position – end of the year	 <u>\$ 24,773,173</u>	 <u>\$ 29,528</u>	 <u>\$ 24,802,701</u>

# STATE BOARD OF THE GREAT OUTDOORS COLORADO TRUST FUND

## Notes to Financial Statements June 30, 2013 and 2012

### **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 Financial Statements June 30, 2013 and 2012

### 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 Financial Statements  
June 30, 2013 and 2012**

**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 - 10
Equipment	3 - 7

Leasehold improvements are amortized over the life of the lease or expected useful life, whichever is less.

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 Financial Statements June 30, 2013 and 2012

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

#### Fund Balances and Net Position

GOCO's general fund balances are classified as unassigned. This classification represents fund balances that have not been assigned to other funds and that have not been restricted, committed, or assigned to specific purposes within the general fund.

Net position is presented in the following categories:

*Invested in capital assets* – consists of capital assets net of accumulated depreciation

*Restricted* – consists of the net position that is restricted by a grantor to reimburse awards under GOCO's school play-yard initiative

*Unrestricted* – consists of the remaining net position that is available for unrestricted use

#### 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, Division of Parks and Outdoor Recreation, 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 2013 and 2012 was approximately \$59.2 million and \$57.1 million, respectively, which was the maximum amount allowable under the State Constitution. GOCO has estimated Lottery proceeds to be \$59.0 million, which is less than the maximum allowable of \$60.3 million, for Fiscal Year 2014.

### **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 reported in the fund. The \$37,214 and \$29,528 adjustments to capital assets as of June 30, 2013 and 2012, respectively, represent the capital assets of GOCO, net of accumulated depreciation.

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

**Notes to Financial Statements  
June 30, 2013 and 2012**

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

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,	
	2013	2012
Capital outlay	\$ (17,580)	\$ -
Depreciation expense	<u>9,894</u>	<u>9,403</u>
Net adjustment to (increase) decrease net changes in fund balances - total governmental fund to arrive at change in net position of governmental activities	<u>\$ (7,686)</u>	<u>\$ 9,403</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 Financial Statements  
June 30, 2013 and 2012**

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

Cash Deposits (continued)

As of June 30, 2013, GOCO's cash deposits had bank and carrying balances as follows:

June 30, 2013	Bank Balance	Carrying Balance
Cash on hand	\$ -	\$ 454
Insured deposits	145,222	86,674
	\$ 145,222	\$ 87,128

As of June 30, 2012, GOCO's cash deposits had bank and carrying balances as follows:

June 30, 2012	Bank Balance	Carrying Balance
Cash on hand	\$ -	\$ 422
Insured deposits	213,337	134,477
	\$ 213,337	\$ 134,899

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 Financial Statements  
June 30, 2013 and 2012**

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

State Treasurer's Cash Pool

GOCO invests its net Lottery proceeds with the State Treasurer. The State Treasurer has invested the monies held in the Trust Fund in the State Treasurer's cash pool. A detailed composition of the cash and investments is available in the annual State Treasurer's Report that also provides GASB 40 disclosures regarding investment risk for GOCO's investments held by the State Treasurer.

Summary

Total cash deposits and investments are as follows:

	June 30,	
	<u>2013</u>	<u>2012</u>
Cash deposits	\$ 87,128	\$ 134,899
Investments	<u>29,030,503</u>	<u>22,966,549</u>
	<u>\$ 29,117,631</u>	<u>\$ 23,101,448</u>

Investment Earnings

Investment earnings are composed of the following:

	June 30,	
	<u>2013</u>	<u>2012</u>
Investment income	\$ 231,267	\$ 275,836
Net unrealized loss on investments held by the State	<u>(172,525)</u>	<u>(7,768)</u>
	<u>\$ 58,742</u>	<u>\$ 268,068</u>

**Note 5 - Lottery Proceeds Receivable**

As of June 30, 2013 and 2012, GOCO had distributions owed from the Lottery amounting to \$10,005,058 and \$9,932,879, respectively. For the receivable as of June 30, 2013, this represents GOCO's allocation of net proceeds from the Lottery for the months of April 2013 and May 2013, the month in which GOCO reached the Constitutional cap (Note 2). For the receivable as of June 30, 2012, this represents GOCO's allocation of net proceeds from the Lottery for the months of April, May, and June 2012. 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.

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

**Notes to Financial Statements  
June 30, 2013 and 2012**

**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, 2013 follows:

	Balance at July 1, 2012	Additions	Retirements	Balance at June 30, 2013
Equipment	\$ 82,731	\$ 15,896	\$ (19,172)	\$ 79,455
Software	107,255	1,684	-	108,939
Furniture	37,633	-	(3,100)	34,533
Leasehold improvements	<u>14,560</u>	<u>-</u>	<u>-</u>	<u>14,560</u>
	242,179	17,580	(22,272)	237,487
Less: accumulated depreciation	<u>(212,651)</u>	<u>(9,894)</u>	<u>22,272</u>	<u>(200,273)</u>
Total capital assets, net	<u>\$ 29,528</u>	<u>\$ 7,686</u>	<u>\$ -</u>	<u>\$ 37,214</u>

An analysis of the changes in capital assets for the year ended June 30, 2012 follows:

	Balance at July 1, 2011	Additions	Retirements	Balance at June 30, 2012
Equipment	\$ 82,731	\$ -	\$ -	\$ 82,731
Software	107,255	-	-	107,255
Furniture	37,633	-	-	37,633
Leasehold improvements	<u>14,560</u>	<u>-</u>	<u>-</u>	<u>14,560</u>
	242,179	-	-	242,179
Less: accumulated depreciation	<u>(203,248)</u>	<u>(9,403)</u>	<u>-</u>	<u>(212,651)</u>
Total capital assets, net	<u>\$ 38,931</u>	<u>\$ (9,403)</u>	<u>\$ -</u>	<u>\$ 29,528</u>

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

**Notes to Financial Statements  
June 30, 2013 and 2012**

**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, 2013 and 2012:

**Grants Authorized (Unaudited)**

Funding Purpose	Cumulative Authorized Grants at June 30, 2012	Transfers/ Additions	Transfers/ Deletions	Cumulative Authorized Grants at June 30, 2013
Purpose 1 - Wildlife	\$ 213,470,352	\$ 15,900,000	\$ (146,096)	\$ 229,224,256
Purpose 2 - Outdoor recreation	192,263,127	22,190,503	(4,282,307)	210,171,323
Purpose 3 - Competitive grants for open space	230,730,589	6,405,134	(814,327)	236,321,396
Purpose 4 - Competitive matching grants to local governments for open lands and parks	235,849,013	7,765,775	(328,871)	243,285,917
Non-categorized - Discretionary	<u>1,170,174</u>	<u>-</u>	<u>-</u>	<u>1,170,174</u>
	<u>\$ 873,483,255</u>	<u>\$ 52,261,412</u>	<u>\$ (5,571,601)</u>	<u>\$ 920,173,066</u>
Funding Purpose	Cumulative Authorized Grants at June 30, 2011	Transfers/ Additions	Transfers/ Deletions	Cumulative Authorized Grants at June 30, 2012
Purpose 1 - Wildlife	\$ 196,570,352	\$ 17,101,173	\$ (201,173)	\$ 213,470,352
Purpose 2 - Outdoor recreation	186,822,713	6,515,878	(1,075,464)	192,263,127
Purpose 3 - Competitive grants for open space	209,855,018	21,216,306	(340,735)	230,730,589
Purpose 4 - Competitive matching grants to local governments for open lands and parks	215,776,503	22,693,364	(2,620,854)	235,849,013
Non-categorized - Discretionary	<u>1,170,174</u>	<u>-</u>	<u>-</u>	<u>1,170,174</u>
	<u>\$ 810,194,760</u>	<u>\$ 67,526,721</u>	<u>\$ (4,238,226)</u>	<u>\$ 873,483,255</u>

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

**Notes to Financial Statements  
June 30, 2013 and 2012**

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

Grants Expended

Funding Purpose	Cumulative Expended Grants at June 30, 2012	Transfers/ Additions	Cumulative Expended Grants at June 30, 2013
Purpose 1 - Wildlife	\$ 196,945,741	\$ 14,710,663	\$ 211,656,404
Purpose 2 - Outdoor recreation	168,472,721	11,221,211	179,693,932
Purpose 3 - Competitive grants for open space	205,741,493	13,701,635	219,443,128
Purpose 4 - Competitive matching grants to local governments for open lands and parks	200,292,365	12,749,658	213,042,023
Non-categorized - Discretionary	<u>1,170,174</u>	<u>-</u>	<u>1,170,174</u>
	<u>\$ 772,622,494</u>	<u>\$ 52,383,167</u>	<u>\$ 825,005,661</u>
Funding Purpose	Cumulative Expended Grants at June 30, 2011	Transfers/ Additions	Cumulative Expended Grants at June 30, 2012
Purpose 1 - Wildlife	\$ 178,667,619	\$ 18,278,122	\$ 196,945,741
Purpose 2 - Outdoor recreation	158,080,329	10,392,392	168,472,721
Purpose 3 - Competitive grants for open space	190,741,623	14,999,870	205,741,493
Purpose 4 - Competitive matching grants to local governments for open lands and parks	186,337,908	13,954,457	200,292,365
Non-categorized - Discretionary	<u>1,170,174</u>	<u>-</u>	<u>1,170,174</u>
	<u>\$ 714,997,653</u>	<u>\$ 57,624,841</u>	<u>\$ 772,622,494</u>

STATE BOARD OF THE GREAT OUTDOORS COLORADO TRUST FUND

Notes to Financial Statements  
June 30, 2013 and 2012

**Note 9 - Commitments and Contingencies**

Operating Lease

GOCO leases facilities, copy machines, vehicles, and a postage meter under operating leases that expire in July 2016, March 2017, August 2014, and June 2017, respectively. Total facilities and equipment rental lease expense for the Fiscal Years ended June 30, 2013 and 2012 was \$143,028 and \$116,667, respectively. Future minimum lease payments under the leases are as follows:

<u>Year Ending June 30,</u>	<u>Amount</u>
2014	\$ 149,950
2015	149,690
2016	155,657
2017	<u>17,488</u>
Total	<u>\$ 472,785</u>

**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.

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 contributed \$87,921 and \$88,495 to the Pension Plan for the Fiscal Years ended June 30, 2013 and 2012, respectively, which approximates the required contribution.

# STATE BOARD OF THE GREAT OUTDOORS COLORADO TRUST FUND

## Notes to Financial Statements June 30, 2013 and 2012

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

#### **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 pre-tax 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.

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.

### **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.

# STATE BOARD OF THE GREAT OUTDOORS COLORADO TRUST FUND

## Notes to Financial Statements June 30, 2013 and 2012

### **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.

**REQUIRED SUPPLEMENTARY INFORMATION**

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

**Budgetary Comparison Schedule  
General Fund  
For the Year Ended June 30, 2013**

	<u>Original and Final Budget</u>	<u>Actual</u>	Variance - Favorable (Unfavorable)
Revenues			
State Lottery proceeds	\$ 56,000,000	\$ 59,171,757	\$ 3,171,757
Investment earnings and miscellaneous income	<u>200,000</u>	<u>856,835</u>	<u>656,835</u>
Total revenues	<u>56,200,000</u>	<u>60,028,592</u>	<u>3,828,592</u>
Expenditures			
Grants expended	42,000,000	52,383,167	(10,383,167)
Personnel services and benefits	1,208,973	1,219,825	(10,852)
Operating expenditures	638,027	615,974	22,053
Capital outlay	<u>25,000</u>	<u>17,580</u>	<u>7,420</u>
Total expenditures	<u>43,872,000</u>	<u>54,236,546</u>	<u>(10,364,546)</u>
Excess (deficiency) of revenues over expenditures	12,328,000	5,792,046	(6,535,954)
Fund balance – beginning of year	<u>42,113,547</u>	<u>24,773,173</u>	<u>(17,340,374)</u>
Fund balance – end of year	<u>\$ 54,441,547</u>	<u>\$ 30,565,219</u>	<u>\$ (23,876,328)</u>

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

**Budgetary Comparison Schedule  
General Fund  
For the Year Ended June 30, 2012**

	<u>Original and Final Budget</u>	<u>Actual</u>	Variance - Favorable (Unfavorable)
Revenues			
State Lottery proceeds	\$ 57,000,000	\$ 57,065,579	\$ 65,579
Investment earnings	<u>525,000</u>	<u>270,068</u>	<u>(254,932)</u>
Total revenues	<u>57,525,000</u>	<u>57,335,647</u>	<u>(189,353)</u>
Expenditures			
Grants expended	42,000,000	57,624,841	(15,624,841)
Personnel services and benefits	1,185,956	1,151,730	34,226
Operating expenditures	701,544	633,132	68,412
Capital outlay	<u>8,500</u>	<u>-</u>	<u>8,500</u>
Total expenditures	<u>43,896,000</u>	<u>59,409,703</u>	<u>(15,513,703)</u>
Excess (deficiency) of revenues over expenditures	13,629,000	(2,074,056)	(15,703,056)
Fund balance – beginning of year	<u>28,484,547</u>	<u>26,847,229</u>	<u>(1,637,318)</u>
Fund balance – end of year	<u>\$ 42,113,547</u>	<u>\$ 24,773,173</u>	<u>\$ (17,340,374)</u>

**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 the 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 audit 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 Fiscal Year ended June 30, 2013, and the related notes to the financial statements, which collectively comprise GOCO’s basic financial statements, and have issued our report thereon dated September 25, 2013.

**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 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.

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

## **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.

*EKS+H LLLP*

EKS&H LLLP

September 25, 2013  
Denver, Colorado

## **REQUIRED COMMUNICATIONS TO THE LEGISLATIVE AUDIT COMMITTEE**

To the Members of the Legislative Audit Committee:

We have audited the financial statements of the governmental activities and major fund of the State Board of the Great Outdoors Colorado Trust Fund (“GOCO”) for the year ended June 30, 2013. Professional standards require that we provide you with information about our responsibilities under generally accepted auditing standards and *Governmental Auditing Standards*, as well as certain information related to the planned scope and timing of our audit. We have communicated such information in our contract dated May 7, 2013. Professional standards also require that we communicate to you the following information related to our audit.

### **SIGNIFICANT AUDIT FINDINGS**

#### Qualitative Aspects of Accounting Practices

Management is responsible for the selection and use of appropriate accounting policies. The significant accounting policies used by GOCO are described in Note 2 to the financial statements. No significant new accounting policies were adopted, and the application of existing policies was not changed during Fiscal Year 2013. We noted no transactions entered into by GOCO during the year for which there is a lack of authoritative guidance or consensus. All significant transactions have been recognized in the financial statements in the proper period.

Accounting estimates are an integral part of the financial statements prepared by management and are based on management’s 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 significantly from those expected. Management’s use of estimates is disclosed in the notes to financial statements.

Certain financial statement disclosures are particularly sensitive because of their significance to financial statement users.

The disclosures in the financial statements are neutral, consistent, and clear.

#### Difficulties Encountered in Performing the Audit

We encountered no significant difficulties in dealing with management in performing and completing our audit.

To the Members of the Legislative Audit Committee

### Corrected and Uncorrected Misstatements

Professional standards require us to accumulate all known and likely misstatements identified during the audit, other than those that are trivial, and communicate them to the appropriate level of management. There were no such audit adjustments for the year ended June 30, 2013.

### Disagreements with Management

For purposes of this letter, a disagreement with management is a financial accounting, reporting, or auditing matter, whether or not resolved to our satisfaction, that could be significant to the financial statements or the auditors' report. We are pleased to report that no such disagreements arose during the course of our audit.

### Management Representations

We have requested certain representations from GOCO's management that are included in the management representation letter dated September 25, 2013.

### Management Consultations with Other Independent Accountants

In some cases, management may decide to consult with other accountants about auditing and accounting matters, similar to obtaining a "second opinion" on certain situations. If a consultation involves application of an accounting principle to GOCO's financial statements or a determination of the type of auditors' opinion that may be expressed on those statements, our professional standards require the consulting accountant to check with us to determine that the consulting accountant has all the relevant facts. To our knowledge, there were no such consultations with other accountants.

### Other Audit Findings or Issues

We generally discuss a variety of matters, including the application of accounting principles and auditing standards, with management each year prior to retention as GOCO's auditors. However, these discussions occurred in the normal course of our professional relationship and our responses were not a condition to our retention.

We noted a certain matter that we reported to management of GOCO described in the Finding and Recommendation section of the report.

We have provided GOCO management with a recommendation letter.

To the Members of the Legislative Audit Committee

**OTHER MATTERS**

With respect to the supplementary information accompanying the financial statements, we made certain inquiries of management and evaluated the form, content, and methods of preparing the information to determine that the information complies with accounting principles generally accepted in the United States of America, the method of preparing it has not changed from the prior period, and the information is appropriate and complete in relation to our audit of the financial statements. We compared and reconciled the supplementary information to the underlying accounting records used to prepare the financial statements or to the financial statements themselves.

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

*EKS+H LLLP*

EKS&H LLLP

September 25, 2013  
Denver, Colorado

The electronic version of this report is available on the Web site of the  
Office of the State Auditor  
[www.state.co.us/auditor](http://www.state.co.us/auditor)

A bound report may be obtained by calling the  
Office of the State Auditor  
303.869.2800

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**Report Control Number 1308-13**