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# Chapter 1 - Principles of Accounting

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PRINCIPLES OF ACCOUNTING

INTRODUCTION

The following principles are an integral part of the accounting requirements for educational service districts (ESDs) in the state of Washington. They are in conformance with generally accepted accounting principles (GAAP) except where referenced in the ESD principles that follow.

LEGAL COMPLIANCE

There shall be full compliance with all legal requirements. Where legal requirements are in conflict with generally accepted accounting principles (GAAP), legal requirements prevail. Conflicts shall not require maintaining two accounting systems. Rather, the accounting system will be maintained on a legal-compliance basis, but should include sufficient additional records to permit, but do not require, GAAP-based reporting. Therefore, the accounting system should make it possible both (1) to present fairly and with full disclosure the financial position and the results of financial operations in conformity with generally accepted accounting principles, and (2) to determine and demonstrate compliance with finance-related legal and contractual provisions.

FUND ACCOUNTING

ESD accounting systems are organized and operated on a fund basis. A fund is a fiscal and accounting entity with a self-balancing set of accounts recording financial resources and related liabilities and residual equities or balances that are segregated for the purpose of carrying on specific activities or attaining certain objectives in accordance with special regulations. GAAP require governmental fund financial statements comprised of a balance sheet and statement of revenues, expenditures, and changes in fund balances. The ESD Annual Financial Report, OSPI Form F-185 contain these statements. The F-185, accompanying notes, and schedule of long-term debt are required by OSPI. ESDs desiring to prepare GAAP statements and/or comprehensive annual financial reports (CAFRs) must prepare the following additional statements:

- Management’s Discussion and Analysis
- Statement of Net Assets (government-wide)
- Statement of Activities (government-wide)
- Reconciliation to Government-wide Statements

Each fund entity is reported under the definitions of this section. The following fund types and funds are used by ESDs:

In addition, for purposes of comprehensive annual financial reports (CAFRs), certain fund entities, or components of fund entities, are presented as another fund type on the combined financial statements as explained below in the definitions of fund entities.

Governmental Fund Type

General Expense Fund—to account for all financial resources except those required to be accounted for in another fund. Its measurement focus is based upon the determination of the financial position and changes in current financial resources.
Proprietary Fund Type

Proprietary funds focus on determining operating income, changes in net assets (i.e. cost recovery), financial position, and cash flows. There are two types of proprietary funds: internal service funds and enterprise funds.

- Internal service funds may be used to report activities that provide goods or services to other funds, departments, or agencies of the primary government and its component units, or to other governments, on a cost-reimbursement basis.
- Enterprise funds may be used to report activities where a fee is charged to external users for goods or services. GAAP require enterprise funds be used for any activity whose principal revenue sources meet any of the following:
  - Debt is backed solely by fees and charges.
  - Legal requirement to recover cost. Cost means all direct costs, recovery of specific percentage of cost or exclusion of any direct cost nullifies the requirement.
  - Policy decision to recover cost. Cost means all direct costs, recovery of specific percentage of cost or exclusion of any direct cost nullifies the requirement.

The following are enterprise fund types used by ESDs:

- Employee Health Benefits Fund—to account for the activities of operating health benefits plans.
- Insurance Fund—to account for property liability, errors and omissions liability, and/or other self-insurance plans.
- Unemployment Compensation Fund—to account for the activities of the unemployment compensation cooperative.
- Workers’ Compensation Fund—to account for the activities of the workers’ compensation self-insurance plans.
- Washington School Information Processing Cooperative Fund—to account for the activities of the Washington School Information Processing Cooperative.

Fiduciary Fund Type

- Private-Purpose Trust Funds—used to report all trust arrangements, other than those properly reported in pension trust funds, where the principal and income benefit individuals, private organizations, or other governments.
- Pension (and other employee benefit) Trust Funds—used to report resources required to be held in trust for members and beneficiaries of defined benefit plans, defined contribution plans, other post employment benefit plans, or other employee benefit plans administered by the ESD.
- Agency Funds—to report the activities of those funds for which the ESD acts as a fiduciary agent.

ESDs shall establish and maintain those funds required. Only the minimum number of funds consistent with legal and operating requirements should be established, since unnecessary funds result in inflexibility, undue complexity, and inefficient financial administration.

ESDs do not have the legal authority to establish a capital projects or debt service fund. Such governmental funds are allowed by GAAP.
Accountability for and control of the ESD’s long-term debt must be maintained. This may be accomplished, however is not required, through the use of a long-term debt “holding account” fund. A schedule of long-term debt is a required part of the F-185.

Similarly, ESDs may, but are not required to, account for capital assets in a capital asset “holding account” fund.

BOOKS OF ACCOUNT

Books of account for all ESDs shall be maintained on a double-entry basis with a general ledger in which all financial transactions are recorded in summary form.

The use of the double-entry system of accounting requires the installation and maintenance of books of original entry (general journal, cash receipts journal, cash disbursements journal, encumbrances and liquidation register, payroll journal, voucher register—optional), and a general ledger and subsidiary ledgers for each control account contained in the general ledger.

General ledger accounts reflect in summary form the financial operations, while the subsidiary ledgers provide the details of the general ledger control accounts.

BASIS OF ACCOUNTING

This manual prescribes a modified accrual basis of accounting for governmental fund types. Under this basis:

- Revenues are recognized in the accounting period in which they become measurable and available.
- Expenditures are recognized in the accounting period in which the fund liability is incurred, if measurable, except for inventories and prepaid expenditures, which are recognized when used, and except for unmatured interest on general long-term debt, which should be recognized when due.
- Accounts are provided and procedures are given to record liabilities, encumber appropriations, and establish controls over receivables. RCW 28A.505.020 more explicitly defines the modified accrual basis of accounting.

Fiduciary fund revenues and expenses should be recognized on a full accrual basis. Revenues should be recognized in the accounting period in which they are earned; expenses should be recognized in the period incurred.

Pursuant to RCW 28A.505.010, the following terms are defined:

- “Revenue” means an addition to assets of a fund during a fiscal period that is available to finance expenditures during that fiscal period. Revenue does not accompany the increase of liabilities or represent refunds of previous disbursements. Revenue may be in the form of cash or in the form of noncash assets such as donated commodities. Revenue is limited to amounts received in cash or noncash donations plus or minus adjustment for revenue accruals.
• “Accrual basis expenditures” means expenditures incurred during a given fiscal period, whether paid or unpaid.
• “Revenue accruals” means those revenues anticipated to be received in cash after the close of the fiscal period that represents reimbursement for expenditures incurred by the end of the fiscal period.

Revenue accruals are appropriate for revenues arising from unreimbursed expenditures that will be received in cash at some later time, although they are presently due. Revenues that can be accrued include:

• Categorical grant revenue for which expenditures have been made but payment has not been received.
• Payments from school districts that are due but are not collected by the end of the fiscal period.
• Rental or lease payments for which there are reasonable assurances of payment.

Expenditure accruals are appropriate whenever goods and/or services are received in one accounting period but not paid for until a subsequent accounting period. Typically, this happens when salaries are paid on the first of the month for services received in the previous month. Construction contracts are usually billed on the basis of percentage of completion. At the time of billing, the amounts are accrued and the amounts stay in accruals until paid. Most emphasis is placed on accruals at the financial statement date. At that time it is appropriate to analyze all payables and monthly recurring charges to determine that the accrual is proper.

Goods and services received are accrued even though an invoice has not been received.

There are basically two ways of handling accruals and payment of invoices. The one depicted in the other sections of this manual and in the above paragraphs records expenditures and their associated liabilities (accruals) prior to payment. Then all payments reduce the liability. The other method records all payments during the year as expenditures. Then at year-end, or at any financial statement date, the accruals are recorded.

**BUDGETARY CONTROL**

The accounting system shall make use of budgetary control over both revenues and expenditures for governmental funds. Budgetary comparisons should be included in the appropriate financial statements and schedules for governmental funds for which an annual budget has been adopted.

In accounting for operations, it is necessary to record both the authorized financial plan and budget and the actual results realized during the fiscal year. General ledger accounts have been provided to record the budget and any subsequent modifications. The accounts in this group are referred to hereafter as budgetary accounts and are a self-balancing series of accounts. A control account will record the estimated revenues detailed in the budget. A control account for appropriations will record the amounts authorized for expenditure, as modified during the fiscal year. Details of estimated revenues and appropriations will be maintained in the subsidiary ledger accounts. Actual revenue and expenditures will not affect these accounts. Accounts are provided to reflect the assets and liabilities of a district and display the results of operations in terms of revenues, expenditures, and fund balance. Accounts have been provided to record the actual revenues. These accounts shall be
maintained in subsidiary ledgers that will also show the estimated revenues and the balances to be realized.

Accounts for expenditures shall be maintained in a subsidiary ledger by programs, activities, and objects of expenditures and will reflect appropriations as modified by expenditures and encumbrances.

The budget schedule is set forth in RCW 28A.310.330 and can be found in the Administrative, Budgeting, and Financial Reporting Handbook for School Districts.

SYSTEM OF ACCOUNTS

The uniform system of accounts shall be used consistently throughout the budgeting, accounting, and reporting cycles. The uniform classification of accounts is provided in this manual. An explanation of the accounts has been included so that there may be consistency in application.

The chart of accounts is extensive and represents an orderly means of classifying transactions. Only those accounts applicable by virtue of the particular situation and/or management technique must be used. Uniformity in accounts, code numbers, and terminology, as outlined herein, is anticipated in budgeting, accounting, and reporting.

APPROPRIATION AS A PREREQUISITE

An appropriation shall be a prerequisite for all expenditures. The State Constitution (Article 8, Section 4) requires that an appropriation be available before a payment is made for any purpose. The chart of accounts is designed to provide for the accounting within appropriations. WAC 392-125-040 states, “The budget as fixed and approved by the superintendent of public instruction shall constitute the appropriation from the general expense fund for an educational service district for the ensuing fiscal year.”

GROSS BASIS FOR EXPENDITURES AND REVENUES

Expenditures and revenue accounts shall be maintained on a gross basis. Offsetting entries to revenue and expenditures accounts are not permitted, except for corrections of previous entries. The maintenance of the accounts on this basis will give maximum information regarding the operations of an ESD for budgeting, accounting, and reporting purposes.

ENCUMBRANCES

Encumbrances of general expense fund appropriations shall be maintained. The system requires that each appropriation account shall show the amount appropriated, the amount encumbered, and the amount expended. The principle of this requirement is to guard against the creation of liabilities in excess of the appropriations approved by the board of directors. General ledger accounts are provided for the purpose of creating a formal accounting record of encumbrances. Encumbrances are not reported in the body of the financial statements. At the close of the year, outstanding encumbrances will lapse. At the start of the next fiscal year, encumbrances should be reestablished if still valid.
BUDGETING

As an annual budget is a plan of operations for a fiscal year, budgetary appropriations shall lapse at the close of each fiscal year.

ACCRUALS

Governmental funds use the modified accrual basis of accounting recognizing increases and decreases in financial resources only to the extent they reflect near-term inflows or outflows of cash. Earned revenue collectible soon enough after the close of the fiscal year to be used to pay liabilities of that fiscal year should be accrued.

Any remaining unpaid liabilities at fiscal year end must be accrued. In the case of prepayments and inventory purchases, the expenditure would be provided for in the subsequent year’s budget.

RECEIVABLES

Control over receivables shall be maintained.

DIRECT CHARGING

Direct charging of expenditures is the charging to programs in the original recording of expenditures. All programs have designated activities and objects open for direct charging.

General expense fund direct charges shall be transferred through the use of debit and credit transfers from certain production center programs to using programs. This is done to adequately reflect the acquisition of goods or services by the cost center program.

Costs predetermined to be charged on an indirect basis shall not be direct charged to operating programs or activities.

INVENTORY

Inventory accounting methods are to be determined by the circumstances in the educational service district. There are two problems that must be considered: (1) expenditure assignment and (2) timing of expenditures.

When using a central warehouse for handling inventory, it is necessary to process the expenditure of materials that have been stored and subsequently issued. In this instance, items are purchased for which the using program/activity is unknown and therefore expenditure coding is impossible at the time of purchase. Additionally, there may be a timing problem when items are received prior to the fiscal year in which they will be consumed.

When not using a central warehouse, the use of inventory accounts is optional. Coding of expenditures is possible since items are delivered direct to the using program/activity. There may be a problem with purchasing in one fiscal year for use in the next. If the amounts are materially changing from year to year, it will be advantageous to use the inventory accounts. If the amounts were not changing from year to year, the financial statements would not be
materially misstated. Although the options exist in these circumstances, it is also important that the method used be consistent from year to year.

Regardless of the method used to account for inventory, the educational service district must record its liability for all goods received by the end of the fiscal period.

**ADJUSTMENTS**

Adjustments to routine transactions that arose in a previous year are to be recorded against current year revenues or expenditures. The accounting system presented in this manual was adopted to provide for the proper accounting of all ESD transactions. Therefore, adjustments to ending or beginning fund balances in the annual financial reports of ESDs shall be limited to prior year adjustments for the correction of material error or for change in accounting principle.

**REPORTING**

Legal requirements are not necessarily identical with reporting requirements. An accounting system must be able to accommodate the difference between reporting requirements and legal requirements. The absence of a particular reporting requirement does not relieve the ESD from compliance with the corresponding legal requirement.

Where legal requirements are in conflict with GAAP, legal requirements shall prevail. Sufficient additional records should exist to satisfy GAAP reporting requirements. Records should exist to satisfy the reporting requirements of the primary users of ESD financial statements.
SHARED SERVICE ARRANGEMENTS

A Shared Service Arrangement (SSA) is formed when two or more entities agree to join together and perform specific services. SSA’s are also referred to as cooperatives or consortiums.

An SSA is not a separate legal entity, but may be governed by a legal document (i.e. interlocal agreement). The legal document may describe the services to be furnished and address the provision of various administrative functions.

Numerous federal programs as well as many state-funded programs encourage, and in some instances require, districts to be a part of an SSA. This additional nuance to SSA’s requires us to define some specific terms when involved in these arrangements:

**Fiscal Agent:** An entity that has been empowered to handle fiscal matters for another entity, including disbursement or passing through of funds. This may include ensuring that the funds are used only for specific purposes defined by the grant or agreement.

**Sub-Recipient:** An entity that expends grants or other financial assistance received from a fiscal agent and/or a pass-through entity.

**Pass-Through Entity:** An entity that provides grants or other financial assistance received by a governmental entity to transfer to or spend on behalf of a secondary recipient or (sub-recipient).

**Vendor:** A dealer, distributor, merchant or other seller providing goods, or services that is required for the conduct of a federal or state program. These goods or services may be for an organization’s own use or for the use of beneficiaries of the Federal or State program. (For example, an ESD or School District that provides a service to another ESD or School District would be considered a “vendor.”)

Funding Flow Charts for Shared Service Arrangements

Legend:

- District
- Federal or state agency
- Flow of money
- Revenue coding instructions
**Fiscal Agent and Sub-Recipient**
In this example, we have a federal grant that is being passed through from one district to another. The grant requires there to be a fiscal agent who passes through grant money to member districts.

- District A is the fiscal agent for the grant.
- Districts B & C are sub-recipients of the grant.
- Districts A, B, & C are in a shared service arrangement.
- When the proceeds of the grant are awarded from the federal agency to OSPI, to District A, (the fiscal agent), records the grant revenue to federal account XX.
- District A will then “pass through” the appropriate amount of grant proceeds to the member districts (B & C). See (1) on Chart 1.
- Districts B & C then record the grant revenue to account XX See (2) on Chart 1.

**Chart 1 – Fiscal Agent and Sub-Recipient**

(1) District A, the fiscal agent, records the total grant revenue to federal account XX,

(2) Districts B & C, the sub-recipients, record the revenue from district A, in account XX.
Vendor
This is an example of a district providing a contracted service to other districts. Districts A, B, & C are receiving federal funding from OSPI for xyz program. Districts A, B, & C have entered into a shared service arrangement (or a cooperative). District A, the vendor, provides xyz program services to their own district as well as districts B & C. District A bills Districts B & C, who then pay District A for services provided.

- All the districts (A, B & C) record the federal revenue to account XX District A, the vendor, bills districts B & C for services. See (1) on Chart 2.
- District A records the revenues from districts B & C to XX. See (2) on Chart 2.

Chart 2 – Vendor

![Chart 2 – Vendor Diagram](image-url)
Fiscal Agent, Sub-Recipients, and Vendor

Districts B & C apply for a federal grant. However, the districts do not qualify for the grant on their own, but may be able to receive the grant money if they use a qualifying district to be the fiscal agent. District A agrees to be the fiscal agent of the grant for Districts B & C, the sub-recipients. In addition to the fiscal agent responsibilities for the grant, District A is also providing services to the member districts as a vendor.

- District A, as the fiscal agent, receives the federal revenues from OSPI and records all of the grant revenue to account XX. See (1) on Chart 3.
- Districts B & C, the sub-recipients, receive their portion of the grant and record the revenue received from District A, to account XX. See (2) on Chart 3.
- Then District A, as the vendor, bills districts B & C for services provided, the revenue received from B & C is coded to XX. See #(3) Chart 3.

Chart 3 – Fiscal Agent, Sub-Recipients, & Vendor

Federal Agency

OSPI

(1) District A, the fiscal agent, records all of the grant revenue to account XX.

(2) Districts B & C, the sub-recipients, record the revenue received from District A, to account XX

(3) When District A, the vendor, bills B & C for services provided, the revenue received from B & C, is coded to account XX.
Responsibilities of the Fiscal Agent

The fiscal agent usually performs the budgeting and accounting responsibilities related to the project. The fiscal agent generally is responsible for ensuring revenues are used in accordance with grant provisions and **may** be responsible for ensuring other requirements, such as matching and maintenance of effort, are met.

If the program revenues are not used in accordance with the grant provisions, the fiscal agent may be financially responsible for the consequences of instances of noncompliance. The fiscal agent may also be financially responsible if a member district is unable to pay back its respective portion of questioned costs.

As the title suggests, the entity selected as the fiscal agent for a shared service arrangement, is responsible for the overall financial management of the program. This **may** include:

- **Processing Financial Transactions**
  Including the request for and deposit of grant revenue, payment of all allowable expenditures, and preparation of journal vouchers.

- **Maintaining Source Documentation**
  Includes Invoices, bills, payroll records, etc. to substantiate expenditures.

- **Preparing and Submitting Requests**
  For program revenues to the granting agency.

- **Preparing and Distributing to Member Units**
  A final financial report allocating total program costs to each of the member units.
  (Individual districts are responsible for reporting their share of expenditures on the annual financial reports submitted to the granting agency.)

Responsibilities of Member Districts

Member district responsibilities usually concern employment of personnel, budgeting, accounting, and reporting. A shared service arrangement’s agreement should specifically address these or other responsibilities, as appropriate for the specific agreement. **In general,** the responsibilities may include the following:

- **Budgeting**
  It is the responsibility of each member district to budget the portion of the monies it receives through the fiscal agent.

- **Accounting**
  Each member district is responsible for maintaining and having available for audit accounting records for that portion of the monies it receives from the fiscal agent.

- **Reporting**
  The member district is responsible for reporting monies expended by **its district only** to the granting agency. In addition, the member district is responsible for submitting detailed expenditure information to the fiscal agent for required state or federal reporting.
Please note: Responsibilities will vary depending on the specific program and agreement. A written agreement, signed by the fiscal agent and all members, is strongly encouraged.

Fiscal Agent Accounting Treatment

The fiscal agent may be a recipient of the program under the arrangement (i.e. a participating district) or can administer the arrangement and not receive program revenues (a non-participating district with or without administrative responsibilities).

Fiscal Agent as a Participating District
A district that enters into an agreement to administer the grant funds. The district receives the specified funds and disburses such funds in accordance with the outside entity’s approval. The district is one of the grant recipients and their district is involved in defining the program and is involved in any program decisions over the allocation or expenditures of such funds at their district.

- **Accounting Treatment:**
  All money received by this district should be recognized as revenue and expenditures in the fund financial statements. See Chapter 7 Section 9 Scenario 1.

Fiscal Agent as a Non-Participating District with Administrative Responsibilities
A district that enters into an agreement with another entity to administer the entity’s specific grant funds, as prescribed by the grantor. The district receives the specified funds and disburses such funds in accordance with the outside entity’s approval. The district is not one of the grant recipients, but is responsible for grant compliance.

- **Accounting Treatment:**
  All money received by this district should be recognized as revenue and expenditures in the fund financial statements. See Chapter 7 Section 9 Scenario 2.

Fiscal Agent as a Non-Participating District with No Administrative Responsibilities (Cash Conduit Only)
The district does not have administrative responsibilities, but does receive the specified funds, and disburse such funds in accordance with the outside entity’s approval. The district is not one of the grant recipients, is not involved in defining the program, and is not involved in any program decisions over the allocation or expenditures of such funds at their district.

- **Accounting Treatment:**
  Infrequent cases, such as this, in which a recipient entity serves only as a cash conduit, the funds should be reported in the agency fund (fund 7). A recipient government serves only as a cash conduit if it merely transmits grantor-supplied moneys without having administrative or direct financial or programmatic involvement in the program. See Chapter 7 Section 9 Scenario 3.

Fiscal Agent as a Participating District and On Behalf Payments
This is the same as the Fiscal Agent as a Participating District, but the fiscal agent purchases services or equipment for themselves and/or the sub-recipients of the program (or on behalf of the other district) in addition to the fiscal agent responsibilities. Purchases are made in accordance with the agreement and the program requirements.
• **Accounting Treatment:**
  All money received by this district should be **recognized as revenue and expenditures** in the fund financial statements. See Chapter 7 Section 9 Scenario 4.

**GENERAL FUND FUNDRAISING**

Based on Attorney General Opinion Cite AGO 2003 No.1, dated February 19, 2003, districts have broad discretion to engage in fundraising activities. Please refer to opinion for additional information.

If a district engages in General Fund fundraising, they are required to establish a district policy.

**INDIRECT COST LIMITS**

Overview

*Indirect cost limits* ensure that federal moneys are expended for intended uses and for allowable costs. Allowable costs include expenditures directly traceable to the program called *direct expenditures*, plus a limited allowance for overhead or *indirect expenditures*.

**FEDERAL PROGRAMS**

Indirect expenditure rates allowed on federal grants awarded to ESDs are established by the Office of Superintendent of Public Instruction (OSPI) pursuant to an agreement with the U.S. Department of Education (ED). This agreement prescribes the method of rate computation and the resulting rates establish the maximum amount of indirect expenditures that may be claimed for a federal grant.

One “fixed with carry-forward” indirect cost rate is calculated for each ESD for all of its restricted federal grants and another “fixed with carry-forward” indirect cost rate is calculated for all of its unrestricted federal grants. Rates are individually computed for each ESD and are then averaged, using a weighted average methodology. This weighted average rate is the indirect rate used by all ESDs.

“Restricted” Versus “Unrestricted” Indirect Expenditure Rates

Restricted rates are used with grants where “supplement but not supplant” language is in the authorizing legislation. Questions regarding restricted and unrestricted rates should be made to the School Apportionment and Financial Services section.
How the Federal Indirect Expenditure Rates Were Computed

Federal indirect expenditure rates for the current year are based upon financial information in each ESD’s annual financial statement, SPI Form F-185 of the 2 years prior from the current year. Therefore, the rates depend upon base-year data that are two years old.

An indirect expenditure rate determines what proportion each grant or contract shall bear of the joint or common expenditures benefiting all ESD programs. These expenditures are specifically allowed by the U.S. Department of Education to be allocated to all other ESD programs. In general, the districtwide federal fixed with carry-forward indirect rate for each ESD is computed by dividing total general fund indirect expenditures by total general fund direct expenditures. Then a weighted average rate is calculated and the result of this calculation is the indirect rate used by all ESDs.

Indirect expenditures for determining federal restricted rates are selected administrative and service expenditures in Program 01 ESD Core Services. These include expenditures for business office and other appropriate expenditures. Excluded are expenditures for capital outlay and distorting items.

Each ESD also has one entity-wide federal unrestricted indirect cost rate for the federal grants that allow unrestricted rates. The unrestricted rate is the same as the restricted rate except expenditures for the board of directors and superintendent are included, resulting in a higher rate. Direct expenditures for determining both federal restricted and unrestricted rates consist of all other general fund expenditures except those for capital outlay and distorting items which are excluded from the calculation.
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CHAPTER 2

GENERAL LEDGER ACCOUNTS

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GENERAL LEDGER ACCOUNTS

INTRODUCTION

A general ledger is basic to an accounting system. The general ledger of a fund is a summary record containing the balance of assets, liabilities, deferred revenues, fund balance, and control accounts that summarize estimated and actual revenues, appropriations, expenditures, and encumbrances.

Subsidiary records/accounts are sometimes used to provide a detailed analysis of a general ledger account. When subsidiary accounts are used, the general ledger account is considered a control account. For budgeting and financial reporting, two subsidiary ledgers are required, one for expenditures and one for revenues. The subsidiary ledgers will provide details of the general ledger control accounts such as 530 Expenditures/Expenses and 960 Revenues. Control accounts are identified on the general ledger account matrix by fund. Other subsidiary accounts may be used locally but are not required in budgeting and financial reporting.

Books of original entry, such as journals and registers, will vary with the type of system used. They provide the necessary means to accumulate the financial transactions for posting to revenue, expenditure, and general ledger accounts.

A system may include the following books of original entry:

- General Journal
- Cash Receipts Journal
- Cash Disbursements Journal
- Encumbrance and Liquidation Register
- Payroll Journal
- Voucher Register (Optional)

The following is a complete list of general ledger accounts for the General Expense Fund:

GENERAL LEDGER ACCOUNT LISTING

Assets

200    Imprest Cash
230    Cash on Hand
240    Cash and Cash Equivalents
241    Warrants Outstanding
340    Accounts Receivable
360    Interest Receivable
410    Inventory—Supplies and Materials
415    Inventory—Cooperatives
420    Inventory—Lunchrooms
430    Prepaid Items
450    Investments
452    Restricted Assets
475    Amount Available for Debt Service
480    Amount to be Provided for Debt Retirement
Budgetary and Expenditure Accounts

510 Estimated Revenues
515 Estimated Other Financing Sources
520 Encumbrances
530 Expenditures/Expenses
540 Appropriated Fund Balance

Liabilities

601 Accounts Payable
602 Contracts and Notes Payable—Current
604 Accrued Interest Payable
605 Accrued Salaries
610 Payroll Deductions and Taxes Payable
635 Future L&I Assessments
636 Estimated Unallocated Loss Adjustment
650 Deposits
655 Unearned Revenue

Deferred Revenues

730 Estimated Unallocated Loss Adjustments
750 Deferred Revenue

Fund Balance

820 Reserve for Encumbrances
830 Reserve for Debt Service
840 Reserve for Inventory
850 Reserve for Self-Insurance
865 Reserve for Other Items
870 Reserve for Transportation Equipment
880 Reserve for Instructional Support Programs
881 Reserve for Noninstructional Support Programs

Contributed Fund Equity

890 Unreserved Fund Balance

Budgetary and Revenue Accounts

900 Appropriations
960 Revenues
965 Other Financing Sources

The following is a complete list of general ledger accounts for the Proprietary and Fiduciary Funds:
GENERAL LEDGER ACCOUNT LISTING

Assets

200  Imprest Cash
230  Cash on Hand
240  Cash and Cash Equivalents
241  Warrants Outstanding
340  Accounts Receivable
344  Reinsurance Receivable—Current
360  Interest Receivable
361  Assessments Receivable—Long-Term
430  Prepaid Items
450  Investments
490  Capital Assets—Land
491  Capital Assets—Buildings
492  Capital Assets—Pupil Transportation Equipment
493  Capital Assets—Equipment and Leasehold Improvements
494  Capital Assets—Construction in Progress
498  Accumulated Depreciation—Buildings
499  Accumulated Depreciation—Equipment

Liabilities

601  Accounts Payable
602  Contracts and Notes Payable—Current
603  Contracts Payable—Long-Term
603  Estimated Claims Liability—Current
604  Accrued Interest Payable
605  Accrued Salaries
605  Estimated Claims Liability—Long-Term
607  Estimated Vacation Leave Payable
608  Estimated Sick Leave Payable
630  Unpaid Claims Reserve—Current
631  Unpaid Claims Reserve—Prior
632  Incurred But Not Reported (IBNR)—Current
633  Incurred But Not Reported (IBNR)—Prior
634  Estimated Claims Settlements—Long-Term
635  Future L&I Assessments
636  Estimated Unallocated Loss Adjustment
637  Deferred Compensation Payable
650  Supplemental Pension
690  Notes Payable—Long-Term

Deferred Revenues

730  Estimated Unallocated Loss Adjustments
EXPLANATION OF GENERAL LEDGER ACCOUNTS

Assets

200  Imprest Cash  
This account is used to segregate and control petty cash and other imprest cash as established by the board of directors.

230  Cash on Hand  
This account is used to record all cash received prior to remitting to the county treasurer. Cash on hand or in banks will be recorded in this account.

240  Cash and Cash Equivalents  
This account is used to record cash and cash equivalents on deposit with the county treasurer.

241  Warrants Outstanding  
This account is used to record all warrants issued and redeemed.

340  Accounts Receivable  
This account is used to record accounts owed to the educational service district not recorded in other accounts. Amounts due for claims, damages, tuition, etc., are recorded in this account. Entries may be made in this account as transactions occur or may be recorded at year-end.

344  Reinsurance Receivable—Current

360  Interest Receivable  
This account is used to record the amount of interest due on investments. To be susceptible to accrual, the interest income must be measurable and available to finance expenditures of the current fiscal period.

361  Assessments Receivable—Long-Term

410  Inventory—Supplies and Materials  
This account is used to record acquisition and use of supplies and materials. The balance represents supplies and materials in inventory.

415  Inventory—Cooperatives  
This account is used to record and account for cooperative inventories that are purchased by the cooperative and resold to participating districts and/or educational service districts. The balance represents supplies and materials in inventory.
420 Inventory—Lunchrooms
This account is used to record the acquisition and use of lunchroom inventories of food and operating supplies. The balance represents food and supplies in inventory.

430 Prepaid Items
This account is used to record items or services purchased that will not be consumed or used entirely in the current fiscal year. This account is not used for contracts that are paid when the goods or services are completely received within the fiscal year. Record only amounts that have been paid.

450 Investments
Temporary investments of moneys, as permitted by statute, are to be recorded in this account.

452 Restricted Assets
Monies or other resources, the use of which are restricted by legal or contractual requirements.

475 Amount Available for Debt Service
This account is used to indicate the fund balance in the debt service fund designated for retirement of bonds. The balance in this account (Account 470) should equal the fund balance (Account 890) in the debt service fund.

Note: Use only if long-term debt “holding” account is used.

480 Amount to be Provided for Debt Retirement
This account is used to reflect the total amount of bonds and long-term contracts issued and outstanding. This account is debited at the time of the sale of bonds with the face value of bonds sold. This account is also debited at the time a long-term contract is approved.

Note: Use only if long-term debt “holding” account is used.

490 Capital Assets—Land

491 Capital Assets—Buildings

492 Capital Assets—Pupil Transportation Equipment

493 Capital Assets—Equipment and Leasehold Improvements

494 Capital Assets—Construction in Progress

498 Accumulated Depreciation—Buildings

499 Accumulated Depreciation—Equipment
Budgetary and Expenditure Accounts

510  Estimated Revenues
This account is one of several budgetary accounts that shall be used to record and summarize all budgetary actions of the board of directors. It will not be used to record actual revenues. Details of the amounts comprising estimated revenues would be incorporated in the subsidiary revenue ledger.

515  Estimated Other Financing Sources
This account is a budgetary account used to record and summarize budgetary action for the board of directors for estimated other financing sources that are proceeds from insurance recoveries for loss of capital assets, the sale of equipment and transportation vehicles, and the sale of bonds. In the capital projects fund this also includes proceeds from the sale of real property and proceeds from the sale of equipment (only if bonds are still outstanding that provided resources to buy the property or equipment). It will not be used to record actual other financing sources.

Details of the amounts comprising estimated other financing sources are incorporated in the subsidiary other financing sources ledger.

520  Encumbrances
This account is used to record district commitments to purchase goods or services typically evidenced by purchase orders and contracts. Detail of this account will be maintained in the appropriation expenditure ledger. This is a budgetary account only. The balance of this account prior to the fiscal year’s closing will represent total outstanding encumbrances.

530  Expenditures/Expenses
This account is used to record expenditures. Expenditures include both disbursement and accruals. Accruals may be recorded as incurred, but they must be recorded at the end of the fiscal year. Details of the expenditure account will be maintained in the expenditure ledger.

540  Appropriated Fund Balance
This account will be used to record a budget surplus or deficit.

Liabilities

601  Accounts Payable
This account is used to record unpaid liabilities for goods received not provided for in Accounts 602 through 650. This account may be used throughout the year in connection with a voucher register.

602  Contracts and Notes Payable—Current
This account is used to record the matured liabilities for goods received or services performed under contractual agreements. This account is used to record the matured portion of long-term contractual liabilities accounted for in the long-term debt group of accounts. Also, include in this account new contractual liabilities to be fully paid from current year appropriations.
603 Contracts Payable—Long-Term
The amount of unmatured principal payable on long-term contracts is recorded in this account. The amount should not include any interest charges. Long-term contracts include all agreements whereby the school district obtains goods or services by the end of the current fiscal year and final payment for those goods or services will be made from the appropriation for a subsequent fiscal year. Such agreements include conditional sales contracts, installment purchases, and lease-purchase agreements.

604 Accrued Interest Payable
This account is used to record interest costs related to the current period and prior periods, but not due until a later date. Include in this account cash received for accrued interest generated because bonds were sold between interest payment dates.

605 Accrued Salaries
Record amounts of unpaid salaries earned for services.

607 Estimated Vacation Leave Payable
This account is used to record vacation leave that has been earned but not paid. The current portions of these accounts are those amounts normally expected to be liquidated with expendable available financial resources. These should be recorded in the fund that will liquidate the liability.

608 Estimated Sick Leave Payable
This account is used to record sick leave that has been earned but not paid. The current portions of these accounts are those amounts that are normally expected to be liquidated with expendable available financial resources. These should be recorded in the fund that will liquidate liability.

610 Payroll Deductions and Taxes Payable
This account is used to record payroll deductions and employers' share of payroll taxes and health insurance. Subsidiary accounts will be needed for O.A.S.I., state employees' retirement, federal income tax withheld, industrial insurance and medical aid, health and medical insurance, health and medical insurance premiums, and annuities.

631 Claims Reserve—Current

632 Claims Reserve—Prior Year

633 Incurred But Not Recorded (IBNR)—Current

634 Incurred But Not Recorded (IBNR)—Prior Year

635 Future L&I Assessments

636 Estimated Unallocated Loss Adjustment

637 Deferred Compensation Payable

650 Deposits
This account is used to record deposits that may be refunded at a later date (e.g., damage deposits).

655  Unearned Revenue

690  Notes Payable—Long-Term

750  Deferred Revenue
This account is used to offset the receivables recorded in Account 340 Accounts Receivable if such amounts did not increase fund balance.

820  Reserve for Encumbrances
This is the budgetary contra account to Account 520 Encumbrances and reflects the amount of encumbrances placed. It allows the interim presentation of the budgetary amounts without affecting liabilities or fund balance.

830  Reserve for Debt Service
This account provides the means to restrict fund balance for the payment of contractual obligations incurred. The balance of this account represents a restriction of fund balance.

840  Reserve for Inventory
This account is used to reserve a portion of fund balance. Its purpose is to restrict fund balance for the replacement of normal inventory levels that are projected for the next fiscal period. It can only be established or changed by annual budget, budget extension, or board resolution. When General Ledger Inventory Accounts 410 Inventory—Supplies and Materials, 415 Inventory—Cooperatives, and 420 Inventory—Lunchrooms are maintained, an amount equal the value of their projected normal levels must be established in this account.

850  Reserve for Self-Insurance
This account is used to reserve a portion of fund balance for future losses not covered by insurance. The amounts put in this account are either required under self-insurance rules or determined by the board of directors. Contra entries are made to Account 890 Unreserved, Undesignated Fund Balance.

865  Reserve for Other Items
This account is provided as a means for accumulating and restricting fund balance for future uses.

870  Reserve for Transportation Equipment
The ending balance in this account represents the amount reserved for the replacement and major repair of pupil transportation vehicles. In the balance sheet, this account should not be shown with a debit balance.

880  Reserve for Instructional Support Programs
This account is used to accumulate the amount of resources committed to the operation of those expenditure programs listed under instructional support.
881  Reserve for Noninstructional Support Programs
This account is used to accumulate the amount of resources committed to the operation of those expenditure programs listed under noninstructional support.

Contributed Fund Equity

890  Unreserved Fund Balance
After the closing of the budgetary, revenue, other financing sources, and expenditure accounts, this account is equal to the excess of assets over liabilities and reserves. The net result of general fund operations is summarized in this account.

900  Appropriations
This account is one of the several budgetary accounts used to summarize all the budgetary actions of the board of directors. This account is used to record the total planned expenditures. The subsidiary account will be incorporated with the expenditure ledger.

960  Revenues
This account is used to record actual revenues supported by subsidiary account codes 10 through 89. Revenues include both receipts and accruals. This account is not used for refund of expenditures.

965  Other Financing Sources
This account is used to record actual other financing sources supported by subsidiary accounts 90 through 99. This account includes both receipts and accruals. Accruals should be recorded when measurable and available.
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CHAPTER 3

REVENUE ACCOUNTS

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REVENUE ACCOUNTS

INTRODUCTION

Under the uniform system of revenue classification, revenues are classified by source, program, subprogram, and fiscal year. This classification system will permit the identification of revenues by source and facilitate the preparation of reports and administration of budgets by source and program.

Revenues are classified using a code as follows:

PP (Program Code)
SS (Subprogram Code)
RR (Revenue Code) *
YYY (Year Code)

*Only the revenue code is required to be reported to OSPI.

Adding positions after the fiscal year code to meet individual educational service district requirements can expand this code.

Subsidiary revenue accounts are created for specific revenues by use of this code. The subsidiary accounts are summarized in General Ledger Accounts 960 Revenues and 965 Other Financing Sources and are controlled by establishing estimates in Account 510 Estimated Revenues and Other Financing Sources. The subsidiary account numbers, titles, and descriptions change from time to time as the result of legislative appropriations in both the state and federal government. The coding is arranged so that expansion of minimum accounts can be accomplished without modification of the entire coding system.

Revenues are recorded by a unique two-digit number that identifies the type of revenue by general sources. Further specificity of revenue is obtained by coding of revenues that relate to program, subprogram, and fiscal year coding that correlate to expenditure codes.

Listed on the next pages are the revenue source codes. Codes other than those listed cannot be used. The Office of Superintendent of Public Instruction, in cooperation with the educational service districts, will add additional codes when necessary.

GENERAL SOURCE ACCOUNT NUMBERS AND TITLES

10 through 29 Local Government Sources
30 through 49 State Government Sources
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Other Financing Sources

92 Sale of Real Property
93 Sale of Personal Property
94 Compensated Loss of Capital Assets
95 Long-Term Financing

DESCRIPTION OF REVENUE ACCOUNTS

Local Government Sources

12 Tuition and Fees
Record revenue from tuition and fees paid for by students or adults for instruction or staff development activities including adult job training activities.

13 Sale of Goods, Supplies, and/or Services
Record revenue from the sale of goods, supplies, and/or services.

14 Food Services Fees and Charges
Record revenue collected locally in the form of cash from students or adults for lunches, breakfasts, milk, and/or ala carte food items.

15 School Bus Fees and Charges
Record revenue collected locally from bus riders for the use of pupil transportation equipment.

16 Investment Earnings
Record revenue from investments. This also includes earnings from depository bank accounts. Investment service fees charged by the County Treasurer and/or other qualified depositories should be netted from the earning amount recorded as district revenue.

17 Gifts and Donations
Record revenue from gifts, grants, conveyances, devices, and bequests of personal or real property, in trust or otherwise, for use or benefit of the ESD.

19 Rental of Property
Record revenue from the lease, rental, or occasional use of ESD property. Revenues derived from pupil transportation vehicles shall be recorded under Revenue Account 15.

20 Insurance Recoveries
Record revenue from an insurer for damage incurred by the district. Insurance recoveries for capital assets should be recorded in Revenue Account 94 Compensated Loss of Capital Assets.
21 Certification Fees
Record revenue from the state certification fees dedicated for the purpose of providing staff in-service.

22 Precertification Fees
Record revenue from the state certification fees dedicated for the purpose of providing precertification training.

23 E-Rate
Record revenue from the Universal Service fund discounts for telecommunications, Internet access, and internal connections.

29 Local Sources, Unassigned
Record revenue from any local source for which a specific revenue account has not been provided.

State Government Sources

31 ESD Allotment
Record revenues from the state general fund for the operation of basic ESD services.

32 Special Education
Record revenue from the state for programs that provide for the education of students with disabilities, including preschool.

34 State Institutions, Centers, and Homes—Delinquent
Record revenue from the state in support of the following programs: State-operated group homes, juvenile parole learning centers, juvenile detention centers, and institutions for juvenile delinquents.

35 State Institutions—Juveniles In Adult Jails
Record revenues received from the state for the purposes of providing an educational program to juveniles who are incarcerated in adult jail facilities.

36 Special, Pilot, or Enhancement Programs
Record revenue from the state for special, pilot, or enhancement programs.

37 Nursing Services
Record revenue from the state for nursing services.

38 Traffic Safety Education
Record revenue for the reimbursements from the state for traffic safety education courses and consulting.

39 State General Purpose, Unassigned
Record revenue for general purposes from the state for which a specific account has not been provided.
40  **Early Childhood**  
Record state revenue for programs serving preschool students.

41  **Transportation—Operations**  
Record revenue from the state allocation for the operation of the pupil transportation program.

42  **Transportation Reimbursement—Depreciation**  
Record revenue from the allocation from the state for the acquisition of student vehicle transportation. This yearly allocation is based on either the depreciation or replacement cost of the existing bus fleet. Depreciation or replacement cost depends on the date when the vehicle was acquired.

43  **Other State Agencies**  
Record revenue for special purposes from state agencies other than OSPI.

49  **State Special Purpose, Unassigned**  
Record revenue from the state for special purpose programs for which a specific revenue account has not been provided. This includes amounts paid to the ESD by OSPI for ESD employees to attend meetings or conferences sponsored by OSPI.

### Federal Government Sources

51  **Special Education, IDEA**  
Record revenue from grants to assist in providing a free appropriate public education to all students with disabilities. This revenue has nonsupplanting, excess cost, and maintenance of effort requirements.

53  **Remediation**  
Record revenue for the educational needs of disadvantaged children.

54  **Migrant**  
Record revenue arising from claims filed for expenditures of educational remediation programs for the children of migratory agricultural workers or fishers.

58  **Mathematics and Science**  
Record revenue for mathematics and science issued by the federal government.

60  **School Food Services**  
Record revenue from the federal government, based on the number of reimbursable student lunches, breakfasts, and milk served.

61  **Head Start**  
Record revenue for Head Start that provides funding for preschool programs for low-income families.

62  **Youth Training Programs**  
Record revenue from federal grants for training youth.
USDA Commodities
Record as revenue the value of USDA commodities, including cash-in-lieu of commodities, distributed during the year. The value of the commodities is determined by the USDA and reported to the districts by OSPI in the commodities shipment distribution schedule (Report M-150).

Qualified Bond Tax Credit Payments
Record payments received from the Department of the Treasury for interest subsidy payments for qualified tax credit bonds. Eligible bonds include Build America Bonds issued between February 19, 2009, and December 31, 2010, as well as Qualified School Construction Bonds and Qualified Zone Academy Bonds issued after March 18, 2010.

Federal ARRA Grants
Record revenue from any federal grants authorized under the American Recovery and Reinvestment Act of 2009 (ARRA).

Federal Special Purpose, Unassigned
Record revenue from any federal special purpose source that is not assignable to a specific revenue account.

Payments for Cooperative Programs

Payments From School Districts in Washington
Record revenue for programs that are funded on a cooperative basis pursuant to RCW 28A.310.180 or chapter 39.34 RCW.

Payments From School Districts in Other States
Record revenue for programs that are funded on a cooperative basis pursuant to RCW 28A.310.180 or chapter 39.34 RCW.

Payments From Other Entities
Record revenue for programs that are funded on a cooperative basis pursuant to RCW 28A.310.180 or chapter 39.34 RCW.

Payments for Other Programs

Payments From School Districts in Washington
Record revenue for programs or services that are not operated on a cooperative basis.

Payments From School Districts in Other States
Record revenue for programs or services that are not operated on a cooperative basis.

Payments From Other Entities
Record revenue for programs or services that are not operated on a cooperative basis.
Other Financing Sources

92 Sale of Real Property
Record the proceeds of the sale of land and/or buildings.

93 Sale of Personal Property
Record the proceeds of the sale of surplus personal property.

94 Compensated Loss of Capital Assets
Record the proceeds from insurance recoveries or other compensation for loss of capital assets. Insurance recoveries for other than capital assets are recorded in Revenue Account 20 Insurance Recoveries.

95 Long-Term Financing
Record resources from the creation of long-term debt that allows for the purchase of specific services or equipment, the payment of which is spread over future years. Long-term debt financing is evidenced by a formal contract that obligates the borrower to make payments in future years.
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# CHAPTER 4

## EXPENDITURE ACCOUNTS

### EXPENDITURE ACCOUNT CODES

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EXPENDITURE ACCOUNT CODES

INTRODUCTION

Under this uniform system of expenditure classification, program, subprogram, activity, object of expenditure, and fiscal year classify expenditures. This classification system will permit the identification of expenditures by function and facilitate the preparation of reports and administering budgets by program.

Expenditures are classified using a code as follows:

PP (Program Code)*
SS (Sub Program Code)
AA (Activity Code)*
O (Object of Expenditure Code)*
OOO (Sub-object of Expenditure Code)
YYY (Year Code)
*Only the Program, Activity, and Object of Expenditure codes are required to be reported to OSPI.

Adding positions after the fiscal year code to meet individual ESD requirements can expand this code.

Listed below are the program, activity, and object of expenditure codes. Codes other than those listed cannot be used. The Office of Superintendent of Public Instruction, in cooperation with the educational service districts, will add additional codes when necessary.

PROGRAM CODES

The program code provides a method for identifying expenditures as unique plans of activities and procedures designed to accomplish a predetermined objective or set of objectives without regard to revenue sources. The code also provides a method of accumulating expenditures for reporting into three categories:

1. ESD services.
2. Instructional support.
3. Noninstructional support.
SPECIFIC PROGRAM ACCOUNT NUMBERS AND TITLES

ESD Core Services (Programs 01–09)

01 ESD Core Governmental and Indirect Services
02 ESD Direct Cost Centers and Agency Services

Instructional Programs and Support (Programs 10–59)

10 Instructional Resources
12 Special Education
16 Staff Development
18 Educational Technology
19 K–20
20 Safe and Drug-Free Schools
22 Traffic Safety
24 Math and Science
25 Communication, Reading, and Writing
26 Art
27 Social Studies
28 Environmental Education
30 Highly Capable
32 Vocational
34 Early Childhood
36 Migrant Education
38 Alternative Learning Experience
40 Student Assessment
42 State Institutions
43 State Institutions—Juveniles in Adult Jails
46 Health and Fitness
48 Professional Development Centers
59 Other Instructional Support Programs

Noninstructional Support (Programs 60–99)

62 Adult Education
64 Data Processing
66 Risk Management
68 Public Communications
70 Transportation
72 Environmental Compliance
73 Nursing Services
74 Human Resource Services
76 Employment Programs
78 Fiscal Agent Services
80 Group Purchasing
82 Equipment Repair
89 Other Noninstructional Support Programs
99 Transportation Equipment
DESCRIPTION OF PROGRAM CODES

**ESD Core Governmental and Indirect Services (Program 01)**

Accumulates all expenditures for ESD-wide activities and the direct expenditures incurred pursuant to RCW 28A.310.010 for assisting the Office of Superintendent of Public Instruction and the State Board of Education in the performance of their respective statutory or constitutional duties.

**ESD Direct Cost Centers and Agency Services (Program 02)**

Accumulates all expenditures for ESD-wide activities, the costs of which are allowable for direct cost recovery pursuant to the ESD Indirect Cost Allocation plan and related documents from OSPI and ESD Fiscal Officers. Include facility maintenance, network costs, etc.

**Instructional Programs and Support (Programs 10–59)**

Accumulates all expenditures incurred for operating programs that are in support of instructional programs dealing with aiding in the teaching of students, or improving the quality of teaching.

10 Instructional Resources
Record expenditures of unit administration and direct services for functions that provide learning materials and/or services specifically designed to improve student learning.

12 Special Education
Record expenditures of unit administration and direct services for functions involving the education of special education students by instructing or evaluating pupils in a systematic teaching situation or development of specific programs to assist special education students.

16 Staff Development
Record expenditures of unit administration and direct services for functions that provide research or teach instructional improvement methods, techniques, or processes to local district or educational service district staff.

18 Educational Technology
Record expenditures of unit administration and direct services for functions that utilize high technology methodologies to instructional or educational improvement.

19 K–20
Record expenditures for operations and support of the K–20 network.

20 Safe and Drug-Free Schools
Record expenditures of unit administration and direct services for functions imparting knowledge of the methods or processes related to drug-free schools. This includes drug and alcohol security, violence prevention, crisis intervention, and counseling.
22 Traffic Safety
Record expenditures of unit administration and direct services for functions imparting knowledge of the methods, processes, or values related to traffic safety.

24 Math and Science
Record expenditures of unit administration and direct services for functions improving, coordinating, or instructing in math and/or science curriculums.

25 Communication, Reading, and Writing
Record expenditures of unit administration and direct services for functions improving, coordinating, or instructing communication, reading, and/or writing curriculums.

26 Art
Record expenditures of unit administration and direct services for functions improving, coordinating, or instructing in the fine arts, music, and drama.

27 Social Studies
Record expenditures of unit administration and direct services for functions improving, coordinating, or instructing in social studies.

28 Environmental Education
Record expenditures of unit administration and direct services for functions improving, coordinating, or instructing in environmental education.

30 Highly Capable
Record expenditures for programs for highly capable pupils.

32 Vocational
Record expenditures of unit administration and direct services for functions improving, coordinating, or instructing in vocational skills.

34 Early Childhood
Record expenditures of unit administration and direct services for functions involving the education of pupils within the age group of birth to 5 years, excluding special education.

36 Migrant Education
Record expenditures to assist districts in providing services to migratory children.

38 Alternative Learning Experience
Record expenditures of alternative learning experience programs.

40 Student Assessment
Record expenditures of unit administration and direct services for functions aiding pupils to assess and understand their abilities, aptitudes, interests, environmental factors, and educational needs.
42 **State Institutions**
Record expenditures of unit administration and direct services for functions involving the education of pupils funded by the state institution formula (RCW 28A.190.020 through 28A.190.060).

43 **State Institutions—Juveniles in Adult Jails**
Record expenditures of unit administration and direct services for functions involving the education of juveniles who are incarcerated in adult jail facilities.

46 **Health and Fitness**
Record expenditures of unit administration and direct services for functions improving, coordinating, or instructing in health and fitness education.

48 **Professional Development Centers**
Record expenditures of unit administration and direct services for state-funded professional development centers.

59 **Other Instructional Support Programs**
Record expenditures of instructional support programs not represented in another code.

**Noninstructional Support (Programs 60–99)**

Accumulates all expenditures incurred that represent noninstructional functions of an administrative or student service nature and are only indirectly associated with instructional functions.

62 **Adult Education**
Record expenditures of unit administration and direct services for functions expanding educational opportunities to acquire basic skills, complete secondary level education, or profit from employment-related training for adults.

64 **Data Processing**
Record expenditures of unit administration and direct services related to the systematic collecting, processing, and reporting of data through the use of electronic data processing methods and procedures.

66 **Risk Management**
Record expenditures of unit administration and direct services for functions related to property/casualty, unemployment, workers’ compensation, or employee benefit plans including claims and safety services.

68 **Public Communications**
Record expenditures of unit administration and direct services for functions providing public communications assistance to school districts.

70 **Transportation**
Record expenditures of unit administration and direct services for functions providing coordination or operation of pupil transportation systems.
Expenditure Account Codes

72 Environmental Compliance
Record expenditures of unit administration and direct services for functions providing coordination or assistance in maintenance of facilities in compliance with state or federal laws and regulations.

73 Nursing Services
Record expenditures of unit administration and direct services for functions providing nursing services.

74 Human Resource Services
Record expenditures of unit administration and direct services for functions providing coordination or operation of personnel services.

76 Employment Programs
Record expenditures of unit administration and direct services for functions providing opportunities to continue educational attainment while involved in employment with qualified public or private employers for youths.

78 Fiscal Agent Services
Record expenditures of unit administration and direct services for functions where the educational service district provides administration services only.

80 Group Purchasing
Record expenditures of unit administration and direct services for functions providing purchasing of supplies, materials, equipment, or services.

82 Equipment Repair
Record expenditures of unit administration and direct services for functions providing repair and replacement parts for specified equipment.

89 Other Noninstructional Support Programs
Record expenditures for other noninstructional support programs.

99 Transportation Equipment
Record expenditures of unit administration and direct services for functions related to the purchase or rebuilding of school buses.
EXPENDITURES—SUBPROGRAM

Subprogram code definition and usage are the exclusive prerogative of each ESD. They are used for the identification of functions within the various program areas. Possible uses of these digits are to code such items as listed below when it is advantageous to the ESD.

1. Budget responsibility code (BRC)
2. Location
3. Type of specialized person
4. County
5. Sub-office
6. Internal departments
7. Combinations of the above
8. Source of funding

ACTIVITY CODES

Activity codes further delineate the type of expenditure within a program. Activity coding is required for all expenditure transactions.

Only a limited number of activity codes are allowed for use. A further restriction is that only selected codes may be used with certain programs.

List of Activities

11 Board of Directors
12 Superintendent's Office
13 Business Office
14 Financial Services
15 Human Resources
16 Regional Committee for School District Reorganization
17 Public Information
21 Staff Development
22 Curriculum Support
23 Certification
27 Direct Instruction
51 Transportation Supervision and Coordination
52 Operating Buses
53 Maintenance of School Buses
56 Transportation Insurance
59 Purchase—Rebuilding of Buses
60 Facilities
73 Printing and Copying
75 Motor Pool
83 Debt Service—Interest
84 Debt Service—Principal
98 General Support
99 Debit/Credit Transfer
Definition of Activity Codes

11 Board of Directors
Include those responsibilities that are not delegated but are retained and carried out by the governing board. Delegated responsibilities will be charged to the activity in which the responsible person is charged.

12 Superintendent’s Office
This activity relates to ESD-wide administrative responsibility.

13 Business Office
This activity consists of the financial and accounting operations for the ESD. Include research and planning for budgeting, accounting, bookkeeping, and statistical services, business administration, fiscal control, and purchasing.

14 Financial Services
Charge to this activity the expenditures related to providing financial and business services to school districts. Financial and business functions of the ESD should be charged to Activity 13.

15 Human Resources
Record the expenditures of the ESD human resources office.

16 Regional Committee for School District Reorganization
Charge to this activity the expenditures for personnel and other associated expenditures to run the regional committee within the ESD. This includes research, hearings, coordination with state and county offices, travel, supplies, and all other areas required to complete the regional committee functions.

17 Public Information
Record the expenditures for providing information to the public and other governmental agencies.

21 Staff Development
Include expenditures for providing training to school district personnel.

22 Curriculum Support
Charge to this activity the expenditures for providing curriculum services for school districts.

23 Certification
Include the cost of providing certification services.

27 Direct Instruction
Include expenditures of instructing pupils in a teaching situation.
51 Transportation Supervision and Coordination
Include expenditures managing, directing, supervising, and coordinating the transportation program. Services include those of transportation coordinator, transportation supervisor, bus attendants, monitors, traffic director, radio operator, the secretarial and other assistants who establish routings and schedules, supervisors of vehicle operations, and maintenance and training transportation staff. Include expenditures for ferry fares and medical exams for bus drivers.

52 Operating Buses
Include direct operating expenditures for buses and payments to firms for transporting children from two or more families. The only salaries charged to this activity are those of the bus drivers. Only expenditures for fuel are charged to Object of Expenditure 5 Supplies, Instructional Resources, and Noncapitalized Materials under this activity.

53 Maintenance of School Buses
The expenditures for maintaining pupil transportation vehicles are charged to this activity. Include such services as mechanical repair, painting, checking for safety, cleaning, greasing, and preventive maintenance. Tires, tubes, anti-freeze, first-aid kits, oils, lubricants, and fire extinguishers are also charged to this activity.

56 Transportation Insurance
Include expenditures for insuring pupil transportation vehicles and providing liability protection. Types of insurance include liability, property damage, medical care, collision, fire, and theft damage. Such expenditures will be recorded under Object of Expenditure 7 Purchased Services.

59 Purchase—Rebuilding of Buses
Include purchase and rebuilding of school buses and additional equipment. Also included are leases with option to purchase, which are in substance purchase agreements.

60 Facilities
This activity is used to directly charge expenditures related to operating the ESD facilities.

73 Printing and Copying
This activity is used to directly charge expenditures related to operating an ESD printing and copy center.

75 Motor Pool
Record the operating and capital expenditures for agency motor pool vehicles.

83 Debt Service—Interest
Record the interest expenditure of matured debt.

84 Debt Service—Principal
Record the principal portion of matured debt.

98 General Support
Include expenditures that cannot be charged to one of the above activities.
OBJECTS OF EXPENDITURE

Under this system, objects of expenditure will be recorded as a sub classification of the appropriate program and activity codes. The titles and definitions of objects of expenditure are as follows:

0/1 Debit/Credit Transfer
The transfer activity and objects enable ESDs to transfer certain direct charges to the program using the resource. The transfer activity of expenditure (99) is used in conjunction with both debit (0) and credit (1) transfer objects of expenditure. The use of credit objects of expenditure is limited to certain expenditure centers that manufacture or produce a finished product or service. These manufacturing or serving expenditure centers are found only in the following programs:

- Program 01 ESD Core Governmental and Indirect Services
- Program 02 ESD Direct Cost Centers and Agency Services
- Program 10 Instructional Resources
- Program 16 Staff Development
- Program 18 Educational Technology
- Program 64 Data Processing
- Program 66 Risk Management
- Program 68 Public Communications
- Program 70 Transportation
- Program 80 Group Purchasing
- Program 82 Equipment Repair

The finished product or service is in turn used or consumed by other programs. Debit transfer objects are used to charge these expenditures to the using programs.

The total debit transfer objects of expenditure must always be in balance with the total credit transfer objects of expenditure. The use of the debit/credit activity of expenditures and debit/credit transfer objects of expenditure must be used exclusively to transfer expenditures from the allowed expenditure centers specified above. This procedure shall not be used to correct coding errors made on original entries.

Debit transfer objects of expenditure shall not be used to direct charge vendor billings to recipient programs for products or services not produced by the manufacturing or serving expenditure centers. Such direct charge items should be recorded directly in the appropriate activity and object of expenditure in the recipient program.

Through the use of transfer objects of expenditure, ESDs will be able to record program expenditures both before and after transfers. This methodology enables ESDs to redistribute expenditures originally charged to manufacturing or serving expenditure centers, and at the same time maintain budgetary and accounting control.
Accounting Manual for Educational Service Districts

Chapter 4 – Expenditure Accounts

Expenditure Account Codes

Over these centers. This procedure assures full disclosure and visibility of transfer transactions.

2 Salaries—Certificated Employees
Compensation of employees as defined in either WAC 392-121-200 Definition—Certificated employee or WAC 392-121-201 Definition—Agency certificated employee.

3 Salaries—Classified Employees
Compensation of persons employed by the ESD in a position that is not a certificated employee staff position.

4 Employee Benefits and Payroll Taxes
All employee benefit expenditures are charged here.

5 Supplies, Instructional Resources, and Noncapitalized Items
This object includes noncapitalized supplies, materials, and instructional resources expendable in nature that are consumed in use. These items may lose their identity through fabrication or incorporation into a different or more complex unit of structure.

6 Not Used

7 Purchased Services
This object includes all expenditures for services rendered via the ESD expressed or implied contract with the exception of items classified as Object 8 Travel. All compensation for services rendered by persons who are not employees, such as attorneys, accountants and auditors, architects, engineers, appraisers, educational consultants, and others compensated on a fee or contractual basis is recorded under this classification.

Compensation payments may consist of labor together with materials furnished in the performance of such services. Purchased services do not include labor provided by an employee of the district or materials purchased by the district. In those circumstances, the charge will be to Object of Expenditure 5 Supplies, Instructional Resources, and Noncapitalized Items and Object of Expenditure 3 Salaries—Classified Employees.

Purchased services include telephone, telegraph, and messenger service. Include also the costs of all substances purchased for heating, cooking, and generating power, such as coal, wood, natural or bottled gas, and oil. Expenditures for purchase of water are also chargeable to this object. Include the following types of expenditures: building repairs, equipment, repairs and service, transportation of things (payments which cannot be allocated directly to the commodity or equipment purchased), and contracted printing (reports, pamphlets, and publications).

Include rentals or royalties paid for the use of land, buildings, structures, machinery, equipment, safe deposit boxes, etc. All memberships and registrations are chargeable to this classification as well as premiums for insurance held by the ESD against fire, accident, liability or property damage, and surety bonds. Include advertising and warrant interest. Include all other services of contractual nature not specified above or in Object of Expenditure 8 Travel.
8  **Travel**
Travel includes contractual services in connection with carrying staff personnel from place to place and the furnishing of accommodations incident to travel, such as railroad, airplane, bus, taxi, lodging, and meals. Also included are per diem allowances; mileage allowances for use of privately owned vehicles; ferry fare; tolls and other expenditures necessitated by travel, such as baggage transfer, garage rent, and other storage fees. Do not include expenditures for pupil transportation.

9  **Capital Outlay**
Expenditures that are of a capital nature are recorded under this classification. This includes purchase and improvements to grounds, improvements to buildings, replacement of equipment, and additional equipment.

**FISCAL YEAR**

This digit is used to identify the fiscal year for categorically funded programs. The identification of this code is determined by the ESD.

**PROGRAM/ACTIVITY/OBJECT MATRICES**

The following section displays the activity/object combinations that are open in each program.
## PROGRAM MATRICES

### Program 01 – ESD Core Governmental and Indirect Services

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### Program 02 – ESD Direct Cost Centers and Agency Services

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Program 16 – Staff Development

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### Program 30 – Highly Capable

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### Program 34 – Early Childhood

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### Program 36 – Migrant Education

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### Program 38 – Alternative Learning Experience

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## Program 42 – State Institutions

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## Program 43 – State Institutions—Juveniles in Adult Jails

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### Program 59 – Other Instructional Support Programs

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### Program 64 – Data Processing

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### Program 66 – Risk Management

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### Program 70 – Transportation

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### Program 72 – Environmental Compliance

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## Program 80 – Group Purchasing

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## Program 82 – Equipment Repair

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## Program 89 – Other Noninstructional Support Programs

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## Program 99 – Transportation Equipment

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