

Reclamation Manual

Directives and Standards

Subject:	Statement of Project Construction Cost and Repayment (SPCCR)
Purpose:	Standardizes the Bureau of Reclamation's content, format, and due date requirements for SPCCR preparation. This Directive and Standard (D&S) addresses Reclamation's need to present the relationship between project cost and repayment, in a consistent manner between regions and projects, that is easily understood by Reclamation employees, project beneficiaries, and other interested parties. This standardized presentation will benefit Reclamation by providing a consistent tool for use in management's decision making process, and the presentation of project cost and repayment status to interested partners and outside entities.
Authority:	The Reclamation Act of 1902 (June 17, 1902; ch. 1093, 32 Stat. 388; 43 USC 391), and acts amendatory and supplementary thereto; Water Conservation and Utilization Act (August 11, 1939; Pub. L. 76-398; ch. 717, 53 Stat. 1418)
Approving Official:	Director, Mission Support Organization
Contact:	Business Analysis Division, Compliance and Audit Team (CAT) (84-27410)

1. Introduction.

- A. The passage of the Reclamation Act of 1902 established the requirement that water users repay construction costs of projects from which they receive benefits. Consequently, Reclamation has been accumulating construction cost and repayment data since the first reimbursable project began. Reclamation created the SPCCR to capture cost and repayment data by project for internal use. Reclamation developed a policy document with procedures and requirements for SPCCR preparation as part of the Reclamation Instructions (RI). Appendix G contains the RI from 1977 for reference and historical purposes only.
 - B. Based upon the Managing for Excellence initiative and the resulting final recommendations of Team 25, Commissioner Robert W. Johnson's memorandum dated January 5, 2007, required standardized SPCCRs to facilitate better management of existing infrastructure, to increase knowledge and understanding of the repayment status of those facilities, and to increase transparency of construction costs. (See Appendix A).
2. **Applicability.** This D&S applies to all personnel who support the SPCCR effort. The SPCCR pertains to Reclamation projects that have capital investment costs allocated to one or more reimbursable project purposes.
 3. **Definitions.** Refer to Appendix F.

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4. Responsibilities.

- A. **Regional Directors.** Regional directors are responsible for ensuring project construction cost allocations and recoveries are in accordance with applicable legislative requirements and SPCCR preparations are in accordance with this D&S.
- B. **Regional Managers.** Regional managers assigned to each of the functional areas that support the SPCCR effort, including finance, economics, repayment, etc., are accountable to the regional directors for ensuring:
- (1) The region completes and distributes the SPCCRs by the due date as established in Paragraph 10 of this D&S.
 - (2) SPCCRs comply with the form and content requirements of this D&S.
 - (3) Data contained in all SPCCRs is complete and accurate. All amounts trace and agree to auditable accounting records, with footnote(s) explanations for all differences.
 - (4) The preparer, reviewer, and approver sign the SPCCRs.
 - (5) The region retains official copies, along with sufficient and reliable supporting documentation.
 - (6) Regional procedures are in place to ensure timely receipt of outside entity data or the use of appropriate estimates to complete the SPCCR by the due date.
 - (7) The region posts the SPCCRs to the regional intranet site within 15 days after the SPCCR due date.
 - (8) The region posts a notification indicating the SPCCR availability on the regional internet site within 15 days after the SPCCR due date.
 - (9) The region communicates the availability of the SPCCRs to customers and third parties through newsletters, meetings, etc.
 - (10) SPCCR allocations, future cost and revenue estimates, and reimbursability determinations are complete, accurate, and adequately supported.
- C. **SPCCR Preparer.** The SPCCR preparer is responsible for:
- (1) developing a thorough understanding of the purpose and uses of the SPCCRs;
 - (2) understanding the nature of general ledger (GL) accounts included in the SPCCR and developing the core competencies necessary to report related activity and/or balances accurately in the SPCCRs;

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- (3) understanding the basic development and operation of projects for which they prepare SPCCRs;
 - (4) coordinating with the appropriate external and internal staff responsible for project management, accounting, repayment, and rate setting to ensure current and accurate data in the SPCCRs and to ensure the proper presentation of authorizing legislative allocations and repayment;
 - (5) ensuring the SPCCR data traces and agrees to the required financial documentation this D&S provides in Paragraphs 8.D. and 8.E.;
 - (6) obtaining required external data from another agency, or establishing estimates in the event current data is not available from external agencies in a timely manner;
 - (7) timely completion of the SPCCRs allowing management to review and approve prior to the due date;
 - (8) maintaining the supporting documentation required in Paragraphs 8.D., E., and H. of this D&S and an original signed copy of each SPCCR; and
 - (9) distributing the SPCCR(s) as required in Paragraph 11 of this D&S.
- D. **CAT Personnel.** CAT personnel are responsible for confirming the region posted the SPCCRs required for the current fiscal year (FY) to the regional intranet site and updated the regional internet site with a notification of availability by July 31 each year.
5. **Accounting Changes.** Reclamation must retain cumulative construction cost and repayment data. Accounting ledgers with crosswalks that document changes to historical data elements must support this data. Standardized Federal accounting requirements precipitate the need for Reclamation to change GL account numbers and other accounting data elements over time. Appendices H, I, J, and K provide historical Reclamation accounting ledger elements and crosswalks for reference in support of cumulative SPCCR accounting data.
6. **Required SPCCRs.** A separate SPCCR is required annually for projects with a power component and projects determined significant by the region. Projects with little activity or completed projects that are not de-authorized require a separate SPCCR at least every 3 years. The region must generate SPCCRs for any authorized reimbursable construction project, division, or unit with a repayment component that has:
- A. Construction costs allocated to one or more reimbursable authorized project purposes, such as irrigation, municipal and industrial water, or power.
 - B. Been authorized, but has not initiated advanced planning. The SPCCR must show the latest approved data. Identify any data not available as “NA.”

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- C. Completed the first year of advanced planning.
 - D. Rehabilitation and betterment, safety of dams, salinity, or other authorized construction activity. Report these construction costs either:
 - (1) as part of the associated project's SPCCR; or
 - (2) as a separate SPCCR if the construction work is unaffiliated with an existing construction project.
 - E. Active repayment status.
 - F. Not been de-authorized.
 - G. Not been transferred in title to a non-Federal entity.
7. **Optional SPCCRs.** Regions prepare SPCCRs for projects or activities Paragraph 6 does not classify as required if special circumstances support the preparation of such a SPCCR. If the region prepares a SPCCR for such a project or program, the requirements identified in this D&S and the associated appendices apply. SPCCRs are not required for:
- A. Any Reclamation construction activities not defined as a project, e.g., general investigations, non-construction loan program, soil and moisture conservation, *Halogeton* weed control, technical records and as built drawings, delivery of water to Mexico, etc.
 - B. Non-reimbursable construction projects.
 - C. Fully repaid reimbursable construction projects after completing the final SPCCR, except when the project accrued material statutory credits. Statutory credits are incidental revenues collected after the reimbursable construction obligations of a project are fully repaid. The regions must track statutory credits. Update the final SPCCR to include material statutory credit collections and reflect the revised amounts in the Consolidated Regional SPCCR Summary prepared in the same year as the revision and in each subsequent year's Consolidated Regional SPCCR Summary.
8. **General SPCCR Requirements.**
- A. **Minimum SPCCR Format Requirements.** At a minimum, each SPCCR will include:
 - (1) Table of Contents;
 - (2) Summary Statement;
 - (3) Supporting Schedules (when there is more than one single purpose feature or a feature contains allocations to more than one purpose); and

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- (4) Graphic Displays of Total Costs and Total Repayment.
- B. **Minimum SPCCR Cost Content Requirements.** Capture all project costs in the SPCCR, including incurred costs, estimated future construction costs, and other charges.
- C. **Minimum SPCCR Repayment Content Requirements.** Repayment data presented must equal total costs except in instances when there is excess repayment over costs.
- D. **Cost Data Source Documentation.** The existing financial reporting system's general and subsidiary ledgers must support and reconcile Reclamation cost data. The basis for all cost data reported on the SPCCR is the *Cost Summary Report (WGLM02_PG_Q008)* in the Special Ledger folder of the Analysis Edition for the On-Line Analytical Processing, Enterprise Management Information System in the Financial and Business Management System, or a comparable report, for accounting period 15 after the period closes. In cases where the financial reporting system cannot support historical cost data, include a footnote explaining the nature of the cost data. Any cost data obtained from another Federal entity must footnote the source.
- E. **Cost and Repayment Allocation Support Documentation.** The allocation and distribution of costs and repayment to the purposes, divisions, and repaying entities must be consistent with legislative provisions, actual or expected contract relationships, and official administrative determinations. Regions must maintain:
- (1) supporting documentation for allocations between project purposes; and
 - (2) distribution of costs to divisions and repayment entities.
- F. **Table of Contents Requirements.** Appendix B provides the required standard format for the SPCCR table of contents. This standard format includes all required supporting schedules. Each SPCCR table of contents will include the complete list of standard supporting schedules with an asterisk (*) to indicate inclusion.
- G. **Summary Statement Content Requirements.**
- (1) The summary statement must show total construction costs and any/all allocations to project purposes, total repayments, divisions, irrigation districts, or other entities in the project's plan for cost repayment. Round all reported amounts to the nearest dollar. Include a separate column on the summary statement for each project purpose with allocated costs. Do not use an unidentified Other column. All columns must clearly identify the project purpose or authority for the reported costs.
 - (2) The diversity of Reclamation's projects necessitates some flexibility as to form and content of the summary statement and supporting schedules; however, the

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regions must follow the requirements as provided in Appendix C, Appendix D, and Appendix E. These appendices provide requirements pertaining to titles, schedule numbers, content, format, and graphing.

(3) Each SPCCR summary page must include the following sections and groups:

(a) **Cost.**

(i) Property, Plant, and Equipment:

(aa) Land and Land Rights;

(bb) Plant in Service;

(cc) Assets Under Construction (formerly called Construction in Progress); and

(dd) Construction in Abeyance;

(ii) Corollary Construction Costs;

(iii) Estimated Cost to Complete Construction; and

(iv) Other Costs.

(b) **Repayment.**

(i) Repayment Realized;

(ii) Anticipated Future Repayment; and

(iii) Other Credits (includes an offset for non-reimbursable costs).

H. **Supporting Schedule Requirements.** Reclamation requires supporting schedules for cost and repayment data shown on the Summary Statement when there is more than one single purpose feature or when a feature allocates to more than one purpose. These schedules must show the feature and applicable allocation formulas. Supporting schedules must also reference available documentation, such as contract numbers (if available) and date, and/or *Definite Plan Report* and date. In support for projects where a separate process allocates the costs and transfers the results to the SPCCR, reference to the allocation process will meet the disclosure requirement. The allocation must be available upon request. Although the supporting schedule numbers and titles must follow a standard format, the regions will organize the content as necessary to meet each project's presentation needs. Refer to Appendix C and Appendix D for more specific information.

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- I. **Graphic Presentation Requirements.** Each SPCCR must include a graphic section. This section presents detailed summary and support schedule information in a visual manner. At a minimum, Reclamation requires two graphs: one showing total costs and the allocation of those costs between project purposes, and one showing total repayment to date by project purpose. Refer to Appendix E for the required graphing line item data source, style, and color/pattern format.
9. **Consolidated Regional SPCCR Summary Requirements.** Reclamation requires an annual Consolidated Regional SPCCR Summary for each region, except Denver and Washington Offices. The Consolidated Regional SPCCR Summary must display a summary total of all cost and repayment group subtotals obtained from the latest available SPCCR summary statements and the subtotals obtained from prior year “final” SPCCRs. Use the required SPCCR Summary Statement format for the Consolidated Regional SPCCR Summary except only subtotals and totals need be displayed. The regions must post the Consolidated Regional SPCCR Summary to the regional intranet within 15 days of the SPCCR due date.
10. **Due Date.**
 - A. Regions must complete all required SPCCRs and accompanying graphs by June 30 of the following FY. The region must post the SPCCRs on the regional intranet site and must post a notification of availability on the regional internet site within 15 days after the due date.
 - B. Regions must implement procedures to ensure the completion of all SPCCRs by the due date, including those that incorporate data from other Federal agencies (e.g., Western Area Power Administration (Western), United States Army Corps of Engineers, etc.). If final audited data is unavailable, the regions must use preliminary data or estimates established in a rational and systematic manner. Regions will true up preliminary data or data estimates in the subsequent SPCCR.
11. **Distribution.** Distribute each SPCCR to interested parties as indicated below. The distribution includes intranet posting and hard copy versions when necessary. Distribute supporting schedules for the Central Valley Project, the Pick-Sloan Missouri Basin Program, and any other large, integrated, or basin-wide projects. Retain all other supporting schedules at the preparing office, subject to call for special inquiries.
 - A. Reporting and Accounting Team for submission to Western (only power project SPCCRs for Western’s power systems upon request);
 - B. Reclamation’s external contract auditors (upon request);
 - C. project beneficiaries (upon request);
 - D. external entities (upon request);

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- E. post to regional intranet site; and
- F. post notification of availability on regional internet site.

12. Appendices.

- A. Appendix A – *Commissioner’s Memorandum – Managing for Excellence – Implementation of Team 25 Recommendations.*
- B. Appendix B – *Statement of Project Construction Cost and Repayment (SPCCR) Table of Contents.*
- C. Appendix C – *Cost Format and Content Requirements.*
- D. Appendix D – *Repayment Format and Content Requirements.*
- E. Appendix E – *Graphing Format and Content Requirements.*
- F. Appendix F – *Glossary.*
- G. Appendix G – *Reclamation Instructions (RI), Series 480, Part 496 – Statement of Project Construction Cost and Repayment for Reference Purposes.*
- H. Appendix H – *FAST General Ledger (GL) Crosswalk to FFS U.S. Standard General Ledger (SGL) Accounts.*
- I. Appendix I – *1988-1997 FFS SGL Account Changes Crosswalk.*
- J. Appendix J – *Statement of Project Construction Cost and Repayment (SPCCR) Standard General Ledger (SGL) Account Crosswalks between FAST General Ledger (GL) Accounts and FFS U.S. SGL Accounts.*
- K. Appendix K – *Crosswalk between Federal Financial System (FFS) Standard General Ledger (SGL) Accounts and Financial and Business Management System (FBMS) SGL and General Ledger (GL) Accounts.*

13. Related References.

- A. [FIN 04-20](#) – *Master Data and General Ledger (GL) Chart of Accounts.*
- B. [FIN 07-20](#) – *General Property, Plant, and Equipment (G-PP&E).*
- C. [FIN 07-22](#) – *Land.*
- D. [FIN 07-24](#) – *Assets Under Construction (AUC).*
- E. [FIN TRMR-91](#) – *Construction in Abeyance (CIA).*

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- F. [FIN 07-27](#) – *Accounting for the Partial Impairment of General Property, Plant and Equipment (G-PP&E)*
- G. [FAC 04-07](#) – *Power Repayment.*
- H. [FAC 06-03](#) – *Safety of Dams Modification Reports for Submission to the Congress.*
- I. [FAC 09-02](#) – *Construction Cost Estimates and Project Cost Estimates.*
- J. [PEC 01-02](#) – *Project Cost Allocations.*
- K. [PEC 03-01](#) – *Crediting Requirements for Incidental Revenues.*
- L. [PEC 05-05](#) – *Safety of Dams Repayment and Cost Allocation.*

RECLAMATION MANUAL TRANSMITTAL SHEET

Effective Date: _____

Release No. _____

Ensure all employees needing this information are provided a copy of this release.

Reclamation Manual Release Number and Subject

Summary of Changes

NOTE: This Reclamation Manual release applies to all Reclamation employees. When an exclusive bargaining unit exists, changes to this release may be subject to the provisions of collective bargaining agreements.

Filing instructions

Remove Sheets

Insert Sheets

All Reclamation Manual releases are available at <http://www.usbr.gov/recman/>

Filed by: _____

Date: _____