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# Treasury Financial Manual

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## Chapter 4700

### FEDERAL ENTITY REPORTING REQUIREMENTS FOR THE FINANCIAL REPORT OF THE UNITED STATES GOVERNMENT

This Treasury Financial Manual (TFM) chapter prescribes how federal entities provide data for the *Financial Report of the United States Government* (FR) using the Governmentwide Treasury Account Symbol Adjusted Trial Balance System (GTAS) along with additional details from the audited entity's financial statements. This chapter also includes a listing of the federal entities included in the FR, a description of the Intra-governmental Transactions (IGT) process, and requirements for submitting pre-closing GTAS Adjusted Trial-Balance (ATB). Please refer to Office of Management and Budget (OMB) Circular No. A-136 for the reporting requirements for federal entities' audited financial statements.

This TFM chapter does not include all reporting requirements for GTAS. Additional information can be found on the [GTAS](#) website.

#### Section 4710—Scope and Applicability

All federal entities must provide Fiscal Service with the required fiscal year-end data that is used to prepare the FR. All federal entities (significant or other) must submit GTAS ATB data and manual adjustments that crosswalk to the federal entity's audited financial statements, as the GTAS Balance Sheet and the reclassified financial statements provides the connection to the data in the FR. The term reclassified financial statements is only used for the financial statements that have not been standardized (Statement of Net Cost (SNC) and Statement of Operations and Changes in Net Position (SOCNP)) between the entity's financial statement lines and the government-wide financial statement lines. The Balance Sheet has been standardized between the entity and government-wide level. With this standardization, there is no longer a need to crosswalk between the federal entities' financial statement lines and the government-wide because the Balance Sheet is a one-to-one relationship. GTAS will crosswalk the GTAS ATB data to the financial statement line items based on U.S. Standard General Ledger (USSGL) crosswalks. The statements are system-generated using GTAS ATB data and manual adjustments. Please refer to Note 45 of [OMB Circular No. A-136](#) for details on the reconciling between the federal entity's audited financial statements and the reclassified financial statements.

The Chief Financial Officer (CFO) or CFO's designee of each significant entity

must review the approval of manual adjustments in GTAS, journal vouchers processed at the government-wide level on the federal entities' audited data, and intra-governmental certifications. Additionally, each significant entity must designate a Point of Contact (POC) to assist with financial reporting. Fiscal Service will send a data call to the 40 significant entities, and select other entities, requesting that the CFO of each federal entity designate the certifying officials and POCs for various required year-end functions. The CFO certifications form, which lists each designee from the data call, must be signed by the federal entity's CFO.

Federal entities must submit pre-closing GTAS ATB via the GTAS application. Federal entities must submit a GTAS ATB for each Treasury Account Symbol (TAS) level using proprietary and budgetary USSGL accounts. See the [USSGL](#) website for current fiscal year (FY) reporting.

Fiscal Service compiles the information from the GTAS submissions for all federal entities into the government-wide financial statements. The Balance Sheet is a financial statement with an agreed upon set of standardized financial statement lines between the entity and government-wide financial statements. The SNC and the SOCNP are not standardized; therefore, they are referred to as reclassified financial statements (Balance Sheet, Reclassified SNC, and Reclassified SCNP) that are included in the consolidated FR.

Federal entities' net cost amounts reported in the FR will differ from the net cost presented in entities' financial statements primarily because of the allocations of Office of Personnel Management's benefit program costs, intra-governmental eliminations as adjusted by "buy/sell cost" and "buy/sell revenue" as well as imputed costs which impact both gross costs and earned revenue. Starting in FY 2021, a reconciliation will be supplied to significant federal entities that provides a crosswalk between the gross cost and earned revenues in the consolidated FR to the gross cost and earned revenue reported by the entity on their SNC.

Significant entities with a year-end other than September 30 are subject to alternate audit procedures and Treasury reporting as outlined in subsection 4735.40 below.

Please refer to subsection 4735.30d of this chapter and OMB Circular No. A-136 for supplemental information on sustainability financial statements.

Reporting requirements in this chapter are grouped as follows:

- Section 4735 includes FR data requirements,
- Section 4750 includes intra-governmental requirements, and
- Section 4755 includes GTAS requirements.

#### **Section 4715—Authority**

Section 405 of the Government Management Reform Act of 1994 [31 U.S.C. 331(e)(1)] requires that the Secretary of the Treasury annually prepare and

submit to the President and the Congress an audited financial statement for the preceding FY. This statement must cover all accounts and associated activities of the executive branch of the federal government. Section 114(a) of the Budget and Accounting Procedures Act of 1950 [31 U.S.C. 3513(a)] requires each executive branch agency to furnish financial and operational information as the Secretary of the Treasury may stipulate.

Treasury and OMB consolidate the legislative and judicial branches in the consolidated financial statements as well. To ensure that all material amounts across the three branches of government are accounted for, Fiscal Service uses the data submitted in GTAS plus records supported journal vouchers based on audited financial statements, as well as the authoritative data from the Central Accounting Reporting System (CARS).

## **Section 4720—Terms and Definitions**

For terms and definitions related to this chapter, please view the [TFM Glossary](#).

### **4725—Reporting Entity**

#### **Reporting Entity Purpose**

To provide the Federal Accounting Standards Advisory Board's (FASAB) Statements of Federal Financial Accounting Standards (SFFAS) No. 47, *Reporting Entity* determinations received by the federal entities, reviewed by the Working Group, and approved by the SFFAS No. 47 Steering Committee. The determinations are listed in Appendix 1b (Consolidation Entities, Disclosure Entities, and Related Parties).

#### **Reporting Entity Background**

A questionnaire was designed for implementation by compiling the key deciding factors throughout FASAB Standard No. 47 with the corresponding paragraphs in SFFAS No. 47 with each question. The questionnaire asked for the component reporting entity to be identified. Upon completion of the survey, the entity was led to a reporting determination of consolidation entity, disclosure entity, related party, or not required to report. Consistent with Appendices B & C of SFFAS No. 47, the survey requires component entities to document the rationale for their determinations as to other entities for each entity considered. It also requires entities to specify whether any other entities are component thereof (i.e., consolidation or disclosure), a related party or do not meet the criteria of SFFAS No. 47. Federal entities are required to confirm Reporting Agency determinations in Appendix 1b via an annual data call response. Notify Fiscal Service if a survey is needed to document changes in rationale or for a new Reporting Agency determination.

The survey supported the following determinations\*:

- **Component Reporting Entity**—is used broadly to refer to a reporting entity within a larger reporting entity. Examples of component

reporting entities include organizations such as executive departments, independent entities, government corporations, legislative entities, and federal courts. Component reporting entities would also include sub-components (those components included in the financial statements of a larger component reporting entity) that may themselves prepare financial statements. An example would be a bureau that is within a larger department that prepares its own stand-alone financial statements.

- **Consolidation Entity**—is an organization that should be consolidated in the financial statements based on the assessment of whether it: “(a) is financed through taxes and other non-exchange revenues, (b) is governed by the Congress and/or the President, (c) imposes or may impose risks and rewards to the federal government, and (d) provides goods and services on a non-market basis.” It also includes organizations that, if excluded, would result in misleading or incomplete financial statements.
- **Disclosure Entity**—is an organization with a greater degree of autonomy within the federal government than a consolidation entity. Some organizations may exercise powers that are reserved to the federal government as sovereign. Other organizations may not themselves carry out missions of the federal government but, instead, are owned or controlled by the federal government as a result of “(a) regulatory actions (such as organizations in receivership or conservatorship) or (b) other federal government intervention actions.” Under such regulatory or other intervention actions, the relationship with the federal government is not expected to be permanent and such entities generally would be classified as disclosure entities, when considering the characteristics taken as a whole.
- **Related Party**—Organizations are considered to be related parties in the financial statements if one party has the ability to exercise significant influence over the other party’s policy decisions. Only relationships of such significance that it would be misleading to exclude information about such relationships warrant disclosure. \*See SFFAS No. 47, Reporting Entity for more detail.

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The top down approach was used to identify potential entities that meet the criteria of SFFAS No. 47 from a government-wide perspective. To ensure completeness, the component should perform a bottom up assessment to identify entities that may not have been identified through the top down approach. Each component entity should perform an entity review annually to validate proper reporting at the entity level. For assistance in an entity level review, please contact Fiscal Service at [GTAS.Team@fiscal.treasury.gov](mailto:GTAS.Team@fiscal.treasury.gov) to receive the SFFAS No. 47 Entity Analysis Excel workbook. Notify Fiscal Service immediately if an entity analysis results in a determination(s) that differs from those outlined in Appendix 1b and include the basis for determination.

Component entities must notify Fiscal Service of any discrepancies between the auditor and the component entity as to the component entity’s reporting entity status determination. In addition, questions concerning which component entity a

federal entity needs to be consolidated into must be discussed with Fiscal Service. Final reporting entity determinations must be agreed upon by Treasury and OMB.

### **Reporting Entity Procedure/Requirements**

Federal entities must report information based on the SFFAS No. 47 determination. The determinations are available in Appendix 1b and will be used to report Appendix A: Reporting Entity of the Financial Report of the United States Government.

An entity with the determination of consolidation will submit an ATB in GTAS. This data will flow to the face of the government-wide statements presented in the FR.

SFFAS No. 34 recognizes that some federal reporting entities prepare and publish financial reports pursuant to the accounting and reporting standards issued by the Financial Accounting Standards Board (FASB). SFFAS No. 34 provides that certain entities' financial statements prepared in conformity with accounting standards issued by the FASB may be regarded as in conformity with generally accepted accounting principles (GAAP). Consolidation entities (that is, the consolidated government-wide reporting entity or a consolidated component reporting entity) may consolidate component or sub-component reporting entity financial statements prepared in accordance with SFFAS No. 34 without conversion for any differences in accounting policies among the organizations.

While reporting entities that prepare and publish financial reports pursuant to FASB standards are not required to convert reported amounts to account for any differences in accounting policies between FASB and FASAB, additional data/information may still be required to be reported to supplement government-wide disclosure and other reporting requirements. SFFAS No. 47, Footnote 27 allows that Treasury and OMB will determine if there is a need for coordinated guidance to ensure government-wide consistency.

FASAB explains in the SFFAS No. 47 basis for conclusions that certain requirements for information (such as intra-governmental balances to facilitate eliminations at the government-wide level) are not required through accounting standards, but instead could be required by guidance from OMB and/or Treasury (SFFAS No. 47, Par. A84).

Entities with a determination of disclosure or related party (see Appendix 1b) will continue to report Treasury Account Symbols (TAS), if applicable, but when utilizing the disclosure or related party, TAS transactions must be processed as non-federal (N). This information is reported by the consolidation entities and not a direct report by the disclosure or related party. Therefore, if the entity has a relationship with a disclosure entity included in the government-wide financial statements or related party, make sure to report the federal or non-federal designation as non-federal.

**Note:** Several entities have expressed an interest in preparing subcomponent financial statements. These entities may be found in Appendix 1c.

## **Section 4730—FR Reporting and Submission Dates**

See Figure 2 for all the FR reporting and submission dates regarding, but not limited to, GTAS, intra-governmental transactions/balances, legal representation letters, Management Representation Letters (MRLs), annual restatements, adjustments, reclassification survey, and subsequent events.

Federal entity participation in the third quarter and/or year-end FR reporting submission and collaboration initiatives will be measured on the entity's year-end Financial Report (FR) and Intra-governmental Transactions (IGT) Scorecards for the current FY. Entity performance measures include 1) timeliness; 2) timely/complete; 3) reconciliation of differences; 4) consistency and integrity; and 5) Significant Disclosures on key notes.

### **4730.10—Third Quarter Reporting (Unaudited Financial Statements and Notes)**

The purpose of these submissions is to enable Fiscal Service to conduct preliminary analysis on federal entity data to facilitate preparation of the FR.

#### **Interim Financial Statements, Notes, Variance Analysis, and Budget Deficit Template**

Significant entities must submit unaudited interim financial statements **21 business days after the end of third quarter**. Comparative interim financial statements are limited to the Balance Sheet, SNC, and SCNP. Significant entities must submit a variance analysis in accordance with OMB Circular No. A-136, Section III.2, unaudited notes in accordance with OMB Circular No. A-136, Section III.3, and a completed Budget Deficit template **45 business days after the end of third quarter** (see Figure 2 for all due dates). All applicable documents are to be transmitted through [MAX.gov](https://www.max.gov), but may also be transmitted directly to Fiscal Service in accordance with Fiscal Service requests.

#### **Restatements, Adjustments, and Reclassifications Survey, and Significant Disclosures**

To support the additional collaboration needed to report corrections of errors and changes in accounting principle, according to SFFAS No. 21, all federal entities will download an annual Restatement, Adjustment, and Reclassification Survey via the [GTAS](https://www.gtas.gov) website. This survey is to assess whether entities anticipate having any corrections of errors, changes in accounting principles, or changes in presentation for the current FY. Surveys are to be transmitted through [MAX.gov](https://www.max.gov) for submission to Fiscal Service (see Figure 2), but may also be transmitted directly to Fiscal Service in accordance with Fiscal Service requests. The entity response will be measured on its year-end Financial Report (FR) and Intra-governmental Transaction (IGT) Scorecard for the current FY.

Fiscal Service will also require federal entities' assistance with completing the analysis of the primary/focus notes listed below that present a greater risk of failing to meet the prescribed disclosure requirements. The primary/focus

notes appearing in bold below are the significant subject matters considered to be "key" notes to the analysis process. "Key notes" are identified as being relatively new to the FR, or more complex when compared to the other primary/focus notes. These "key" notes require more collaboration between the subject matter accountants and the entity contacts:

- Cash and Other Monetary Assets,
- **Loans Receivable, Net and Loan Guarantees Liabilities,**
- Federal Debt and Interest Payable,
- **Federal Employee and Veteran Benefits Payable,**
- **Contingencies,**
- **Social Insurance,**
- **General Property, Plant, and Equipment, Net,**
- **Disclosure Entities and Related Parties,**
- **Insurance and Guarantee Program Liabilities,**
- Fiduciary Activities,
- **Investments,**
- Environmental and Disposal Liabilities,
- Commitments,
- **Public-Private Partnerships,** and
- Funds from Dedicated Collections.

Federal entities should submit to Fiscal Service their contact information for internal representatives who are considered technical experts in the subject matter areas listed above, and who will be the point of contact for close collaboration throughout interim analysis and preparation of the FR. Contact information must include name, phone number, email address, and subject matter area(s) of expertise and be submitted to Fiscal Service at [financial.reports@fiscal.treasury.gov](mailto:financial.reports@fiscal.treasury.gov) no later than 21 business days after the end of the third quarter. For "key" notes, Fiscal Service will provide the federal entity technical experts, as identified by the federal entity, the Significant Disclosures template, a Word document copy of the prior-year final published version of the "key" note(s), as well as auditor comments on each note (if applicable) received throughout the prior-year FR preparation process (see Figure 2). Federal entity technical experts are required to provide feedback on the Significant Disclosures template on items of significance that occurred during the FY that should be considered by Fiscal Service for disclosure in the FR during its analysis and compilation process (see Figure 2). In addition, federal entities are required to provide current-year updates, e.g., changes to existing wording, addition of new material information, etc., to the prior-year notes using the Word documents with the Track Changes feature in Microsoft Word. Auditor comments received on the "key" notes during the prior-year FR preparation process are provided to the federal entity technical experts to use as a guide for understanding auditor perspectives and expectations during review of the FR. The intention is to use this understanding to resolve in advance any anticipated issues for the current FY based on auditor feedback on prior-year disclosures in the FR. Federal entity participation in the third quarter collaboration initiative will be measured on the entity's year-end Financial Report (FR) and Intra-governmental Transactions (IGT) Scorecards for the current FY.

## 4730.20—Year-End Reporting (Audited Financial Statements and Notes)

Year-End Financial Statements, Notes, Variance Analysis, and Budget Deficit template

All federal entities (significant and other) must submit audited financial statements and notes **in accordance with OMB Circular No. A-136**. Significant entities must submit a variance analysis in accordance with OMB Circular No. A-136, Section III.2, and a completed Budget Deficit Reconciliation template (see Figure 2 for all due dates). All applicable documents are to be transmitted through [MAX.gov](https://max.gov), but may also be transmitted directly to Fiscal Service in accordance with Fiscal Service requests.

### Significant Disclosures

Federal entities should be aware that the significant disclosure collaboration process is also a requirement at year-end. Fiscal Service will resend the Significant Disclosures template and draft copies of third quarter updates to the “key” notes in a Word document as a follow up within one week of the entities’ financial statements due date. Federal entity technical experts must provide feedback on the Significant Disclosures template for items of significance that occurred from third quarter to the fiscal year-end that should be considered by Fiscal Service for disclosure in the FR during its analysis and compilation process (see Figure 2). In addition, federal entities are required to provide year-end updates. Examples of updates include, but are not limited to, changes to existing wording and the addition of new material information to the draft notes Word documents using the Track Changes feature in Microsoft Word. Participation in this collaboration process will also be measured on federal entities’ year-end Financial Report (FR) and Intra-governmental Transactions (IGT) Scorecards.

### Section 4735—FR Data Requirements

Significant entities must:

- Submit audited financial statements in an Agency Financial Report (AFR)/Performance and Accountability Report (PAR) in [MAX.gov](https://max.gov). Please refer to [OMB Circular No. A-136](https://www.omb.eop.gov/circulars/circular_136) for details.
- Submit a GTAS ATB. GTAS will crosswalk the ATB data to populate a Balance Sheet, Reclassified SNC, and Reclassified SCNP by reporting entity using the USSGL Reclassified Crosswalk. These reclassified financial statements need to be verified by federal entities in GTAS and used in Note 45: Reclassification of Financial Statement Line Items in [OMB Circular No. A-136](https://www.omb.eop.gov/circulars/circular_136). Reference the Reclassified Crosswalks on the [USSGL](https://ussgl.gov) website for additional guidance.
- Submit an interim and year-end variance analysis in MAX.gov as required in [OMB Circular No. A-136](https://www.omb.eop.gov/circulars/circular_136) Section III.2.
- Submit the interim unaudited financial statements (the third-quarter financial statements), notes, RSI, OI, Budget Deficit template, and the Restatement, Adjustment and Reclassification Survey in [MAX.gov](https://max.gov) (see subsection 4730.10).



- Comply with the intra-governmental requirements that can be found in Section 4750.
- Review (with their auditors) the year-end Financial Report (FR) and Intra-governmental Transactions (IGT) Scorecards to determine if a prior-year journal voucher was processed. If so, then the significant entity should identify the reason for the journal voucher as well as how to prevent the adjustment in the current year.

Contact Fiscal Service to determine the reporting procedures for any adjustments to the GTAS data and AFR/PAR after their publication, which is normally November 15. For contact information, see the [GTAS Contacts](#) page.

#### **4735.10—Budget Deficit Reconciliation**

Budget Deficit reporting in the FR is based on the published Monthly Treasury Statement (MTS) as of June 30 for third quarter and September 30 for fourth quarter, which is compiled from federal entities' monthly reports to Treasury's Central Accounting Reporting System (CARS). Those monthly reports to CARS may include, for example, the Classification Transactions and Accountability (CTA) report, the Statements of Transactions-SF 224, and the Statement of Accountability/Transactions-SF 1219/1220. The MTS, which conforms to the Budget of the U.S. Government, summarizes the financial activities of the federal government and off-budget federal entities.

The Budget Deficit Reconciliation validates the budget deficit reported in the FR (on the Statement of Changes in Cash Balance from Budget and Other Activities, and the Reconciliation of Net Operating Cost and Budget Deficit) against entity audited financial statements.

Using the [Budget Deficit Reconciliation Template](#) provided by Fiscal Service, entities must identify and explain any inconsistencies at both third quarter and at year-end. The Budget Deficit Reconciliation Template is divided into three sections. These sections leverage reconciliations that entities already perform, focusing on collecting budget receipts data for significant entities, and identifying undistributed offsetting receipts data for key contributing entities. Previously, a reconciliation of entity outlays was requested. Fiscal Service is now reconciling internally the MTS Outlays to entities' GTAS SF-133 information. If questions should arise during this reconciliation, entities may be contacted for additional assistance. All entities should review the "Operating Rev to Budget Receipt" tab for data to reconcile. The "Earned Rev to Undist Offset" tab is only to be completed by the following entities: U.S. Court of Appeals for Veterans Claims, Department of Defense, Department of Health and Human Services, Office of Personnel Management, Social Security Administration, and Department of State. The "Operating Rev to Undist Offset" tab is to be completed only by: Department of Commerce, Department of the Interior, Executive Office of the President, and Federal Communications Commission.

Entities can refer to the [GTAS](#) website for instructions on how to complete the Budget Deficit Reconciliation Template. Entities must submit this reconciliation **45 business days after third quarter and again at fiscal year-end.** All

applicable documents are to be transmitted through [MAX.gov](https://www.max.gov) but may also be transmitted directly to Fiscal Service in accordance with Fiscal Service requests.

#### **4735.20—Federal Trading Partner Notes**

Federal trading partners and amounts for each federal line item reported based on the reclassified financial statements will be derived from GTAS ATB data. Amounts identified as federal should be net of intra-departmental eliminations with the following exceptions:

- For U.S. Office of Personnel Management only, intra-departmental imputed costs reported with a trading partner code of unknown, and
- Regular expenditure transfers from Trust Fund accounts and Fiduciary Fund accounts to other general appropriated funds.

Identifying the trading partner enables analysis and elimination of federal activity/balances based on reciprocal categories at the government-wide level. See Appendices 1a and 1b for a complete list of Agency Identifiers (AIDs) and financial reporting entities (FR entities).

All General Fund of the U.S. Government (General Fund) activity will be reported to the appropriate reclassified financial statement line within RC 30-RC 48 activities. The General Fund activity based on the USSGL and federal/non-federal attributes will be reported to the appropriate reclassified financial statement line within RC 30-RC 48 (see Appendices 2 and 3 for the appropriate reclassification of reclassified financial statement lines) using a federal/non-federal attribute domain value of "G." See Appendix 11 for more details on transactions with the General Fund.

#### **4735.30—Reclassification of Significant Entities' Financial Statements**

Significant entities must submit GTAS ATB data. GTAS will then populate the Balance Sheet and two reclassified financial statements based on the USSGL crosswalks. The USSGL crosswalks for the Balance Sheet, SNC, and SOCNP can be found in USSGL guidance (Section VI-Crosswalks to Reclassified Statements). These reports can be accessed in GTAS and are titled "Reclassified Financial Statements -Balance Sheet, Reclassified SNC, and Reclassified SOCNP." Significant entities must use these GTAS reports to complete Note 45: Reclassification of Financial Statement Line Items in OMB Circular No. A-136. Significant entities that are FASAB reporters are required to use the Standardized Balance Sheet presented in [OMB Circular No. A-136](https://www.omb.eop.gov/circulars/circular_136). Therefore, they are not required to complete a Note 45 for the Balance Sheet, although certain exceptions apply.

Note: If you are a significant entity and a FASB reporter, please refer to section 4735.40 for additional information related to the Note 45 requirements.

Significant entities report the line items on their financial statements based on what is most material and useful to them. These line items may not match

line items in the reclassified financial statements for several reasons. For example, the reclassified financial statement line items may not apply to the federal entity, the amounts could be immaterial at the entity level, or the entity may find it useful to include more detail than the reclassified financial statement lines. Federal entities must submit ATB data to GTAS for the reclassified financial statement lines, regardless of materiality.

#### **4735.30a—Custodial Activity**

Significant entities that report a Statement or Note on Custodial Activity in their comparative, audited consolidated, financial statements should show an adjustment of the exchange revenue without associated costs and non-exchange revenue from the Statement or Note on the Custodial Activity to the SOCNP on Note 45: Reclassification of Financial Statement Line Items in [OMB Circular No. A-136](#). From the Sources of Collections section of the Custodial Statement or Note (with the exception of customs duties, excise taxes, and taxes collected by the Department of the Treasury, the Department of Labor, and the Department of Homeland Security), reclassify all non-exchange revenue lines to "Other taxes and receipts" and exchange lines to "Miscellaneous earned revenue." From the Disposition of Collections section, reclassify all federal lines to "Other Budgetary Financing Sources" and non-federal lines to "Other taxes and receipts."

Federal entities must report the custodial revenue as non-federal "N" at the time of collection from the public (that is, the Sources of Collection section). The disposition of the custodial revenue to other federal entities must be reported as federal "F" in the Reclassified SNC or SOCNP when reporting in GTAS. Any federal entity receiving custodial revenue from the collecting entity must report this revenue as federal "F" in its Reclassified SNC or SOCNP when reporting in GTAS. If the collecting entity retains a portion of the custodial revenue, the entity must report this revenue as non-federal, "N" at the time of collection from the public. If the revenue is transferred between intra-departmental funds, those transactions should be reported as federal "F" in its Reclassified SNC or SOCNP when reporting in GTAS and must use its own trading partner AID. The federal entity must ensure the amounts reported with its own trading partner AID eliminate appropriately.

There may be situations in which custodial revenue collected in a Treasury Account Symbol (TAS) of one federal entity and, subsequently, transferred to another TAS (other than General Fund), is identified as inappropriate by Treasury and OMB. Additionally, there may be situations in which there is not currently a TAS for the federal custodial entity to record the custodial collection and subsequent distribution. For both situations, Fiscal Service has worked with OMB to assign a series (F3600-F3699) of clearing accounts to coordinate the reporting of custodial activity between the two federal entities (neither of which are the General Fund). For additional information on the requirements for establishing one of these accounts, please email [GovernmentwideIGT@fiscal.treasury.gov](mailto:GovernmentwideIGT@fiscal.treasury.gov).

If federal entities have collections that do not meet Statement or Note on Custodial Activity reporting requirements, they should refer to the [General Fund](#)

[Receipt Account Guide.](#)

For additional guidance on custodial activity, as well as how to classify certain related transactions, see FASAB Standard No. 7.

**4735.30b—Funds From Dedicated Collections**

Funds from dedicated collections are financed by specifically identified revenues, often supplemented by other financing sources, which remain available over time. These specifically identified revenues and other financing sources are required by statute to be used for designated activities, benefits, or purposes and must be accounted for separately from the government's general revenues in accordance with SFFAS No. 27 as amended by SFFAS No. 43. SFFAS No. 43 modified the definition of these funds by clarifying that at least one source of fund, external to the federal government, must exist for a fund to qualify as a fund from dedicated collections. SFFAS No. 43 also added an explicit exclusion for any fund established to account for pensions, other retirement benefits, other post-employment, or other benefits provided for federal employees (civilian and military).

The standard allows entities to present combined or consolidated amounts and the presentation must be labeled accordingly. Combined presentation does not eliminate intra-governmental balances or transactions with an entity. Intra-governmental transactions such as transfers amongst funds should not be eliminated or removed from the combined presentation. Note that intra-governmental activity that occurs within the same main account code should be eliminated for combined purposes. The standard further requires the disclosure of condensed information on assets and liabilities, showing investments in Treasury securities, other assets, liabilities due and payable, other liabilities, cumulative results of operations and net position and gross cost, exchange revenue, net cost of operation, nonexchange revenues by major type and all other, other financing sources by major type and all other, and change in net position for all funds from dedicated collections.

At the government-wide level, the U.S. government's Balance Sheet shows separately the portion of the net position attributable to funds from dedicated collections and labels those lines accordingly. The Statement of Operations and Changes in Net Position shows funds from dedicated collections as consolidated and labels the statement accordingly, while the note disclosure for funds from dedicated collections discloses combined totals, intra-governmental eliminations within funds from dedicated collections, and consolidated totals. For FY 2021 if the reporting entity elects not to implement the illustrative statements shown in OMB Circular No. A-136 Section II.3.8.20, the reclassified crosswalk for the Balance Sheet in Note 45 is required. Beginning in FY 2022 the illustrative statements will be required and the reclassified crosswalk for the Balance Sheet in Note 45 will be eliminated. Please refer to [OMB Circular No. A-136](#) for more details.

In addition, the reclassification crosswalk will be needed to identify the difference of revenue presented on an entity's SCNP to the government-wide SOCP. Please refer to Note 45 of [OMB Circular No. A-136](#) for more details.

Significant entities must ensure that funds from dedicated collections are denoted on the Super Master Account File (SMAF) in GTAS as an "E" for the Reporting Type Code. This will crosswalk the funds from dedicated collections amounts and activity to the applicable reclassified financial statement line items. For additional guidance, see [OMB Circular No. A-136](#).

#### **4735.30c—Criminal Debt**

Criminal debt primarily consists of fines and restitution that result from a wide range of criminal activities, including domestic and international terrorism, drug trafficking, firearms activities, and white-collar fraud. When an individual is sentenced in a federal criminal case, the judge may order the defendant to pay certain financial obligations, which may include a case assessment, fine, restitution, penalty, bail bond forfeiture, or interest. The Department of Justice's Executive Office for U.S. Attorneys is responsible for establishing policies and procedures for the collection of criminal monetary penalties. The U.S. Attorneys are responsible for the enforcement of judgments, fines, penalties, and forfeitures imposed in their respective districts. There are 93 U.S. Attorneys stationed throughout the 50 states, Puerto Rico, the Virgin Islands, Guam, and the Northern Mariana Islands. The U.S. Attorneys publish the Annual Statistical Report that contains statistical tables displaying both national and district caseload data, covering the many priorities of the U.S. Attorneys in both criminal prosecution and civil litigation. The data supporting the Annual Statistical Report is obtained from the Department of Justice (Justice) Consolidated Debt Collection System (CDCS). The CDCS is the system of record for debts being collected by Justice on behalf of others, including federal entities. The system is used by the U.S. Attorneys' Offices, Justice's other litigating divisions, and contracted Private Counsel Offices to monitor and track delinquent civil and criminal debts owed to the federal government. The funds collected in federal restitution are disbursed back to the appropriate federal entities, while funds collected in bond forfeitures, fines and assessments are deposited into the Crime Victims Fund. Funds collected from penalties and certain costs are deposited in the General Fund of the U.S. Government. The U.S. Courts assist Justice with the receipt and distribution of financial obligations ordered in a criminal judgment and serve as a conduit between the defendant and Justice. The majority of payments made to satisfy criminal restitution are received at the Clerk of Court offices. The Clerk of Court offices have the payee details from the criminal judgment to ensure proper disbursement of payments.

Non-exchange revenues include income taxes, excise taxes, employment taxes, duties, fines, penalties, and other inflows of resources arising from the government's power to demand payments from the public. Non-exchange revenue should be recognized when a specifically identifiable, legally enforceable claim to resources arises, to the extent that collection is probable (more likely than not) and the amount is reasonably estimable (SFFAS No. 7, par. 48). For accounts receivable resulting from non-exchange transactions, recognition is based on the completion of the assessment process that establishes an identifiable, legally enforceable claim to cash or other assets (SFFAS No. 7, par. 53). Assessments recognized as accounts receivable include court actions

determining an assessment (SFFAS No. 7, par. 54). Federal accounting standards require that an allowance for uncollectible amounts be established to reduce the gross amount of receivables to its net realizable value (SFFAS No. 1, par. 45).

Public Access to Court Electronic Records (PACER) is an electronic public access service that allows registered users to obtain case and docket information online from federal appellate, district, and bankruptcy courts. The *Judgment in a Criminal Case* form issued by a court is a public record filed with the Clerk of Courts. The criminal judgment form and related case documents can be obtained via PACER. The *Judgment in a Criminal Case* form includes a schedule for *Criminal Monetary Penalties*, which details if any assessments, fines, or restitution have been established in the final judgment in a criminal case and lists the payees and amount of restitution ordered for each payee. This schedule also indicates if the fine or restitution are subject to interest. The *Judgment in a Criminal Case* form also includes the *Schedule of Payments*, which lists the specific details as to when payments are to commence and the frequency of when payments are due. When a federal entity is listed as a payee in the *Judgment in a Criminal Case* form, the legally enforceable claim to cash or other assets is established.

Significant entities and other entities that are owed restitution as the result of a judgment in a criminal case are required, if material, to report in Note 6: Accounts Receivable, Net in [OMB Circular No. A-136](#).

#### **4735.30d—Social Insurance**

The Statements of Social Insurance (SOSI) and the Statement of Changes in Social Insurance Amounts (SCSIA) are required by SFFAS Nos. 17, 25, 26, 28, and 37 to be presented as basic financial statements. The Social Insurance reporting agencies (SIRAs) are the Social Security Administration (SSA), the Department of Health and Human Services (HHS), the Railroad Retirement Board (RRB), and the Department of Labor (DOL).

Most of the social insurance information pertaining to Social Security and Medicare can be obtained from SSA (the 2021 Annual Report of the Board of Trustees of the Federal Old-Age and Survivors Insurance and Federal Disability Insurance Trust Funds) and from HHS (the 2021 Annual Report of the Boards of the Trustees of the Federal Hospital Insurance and the Federal Supplementary Medical Insurance Trust Funds, and the CMS (Centers for Medicare and Medicaid Services) Actuary Workbook). The remaining data for social insurance from SSA and HHS will come from their AFR/PAR. It is noted the social insurance information from RRB and DOL will come directly from their AFR/PAR. RRB, however, will provide to Fiscal Service a spreadsheet with the amounts of its current year SCSIA for data entry purposes. For additional guidance, see [OMB Circular No. A-136](#).

#### **4735.30e—Fiduciary Activities**

In a fiduciary activity, the government collects or receives and subsequently manages, protects, accounts for, invests, "and/or" disposes of cash or other assets in which non-federal individuals or federal entities have an ownership

interest that the government must uphold. Non-federal individuals and federal entities must have an ownership interest in the cash or other assets held by the government under provision of loan, regulation, or other fiduciary arrangement. The ownership interest must be enforceable against the government, and judicial remedies must be available for the breach of the government's fiduciary obligation. Federal entities should account for this fiduciary activity, which includes the collection of cash or other assets and their distribution to the non-federal owners or their beneficiaries, in accordance with SFFAS No. 31. In accordance with the standard, there is relatively similar government activity that is specifically excluded from the SFFAS No. 31 reporting requirements, such as payroll withholdings and garnishments; unearned revenue; and seized property.

The standard requires that the government's fiduciary activities and a description thereof be included as a note disclosure. In addition, the government must disclose that the fiduciary assets are not assets of the government and are, therefore, not recognized on the U.S. Government Balance Sheet. However, at the government-wide level, the U.S. Government Balance Sheet recognizes a liability for fiduciary Fund Balance with Treasury and a liability for fiduciary investments in U.S. Treasury securities that are included in the federal entities' fiduciary assets. Federal entities must make sure to report the TASs that are fiduciary to Fiscal Service to ensure the data crosswalks properly to the AFRs/PARs.

However, both significant entities and other entities with fiduciary activity must enter the federal entity fiduciary activity note disclosure information in Note 38: Fiduciary Activities in [OMB Circular No. A-136](#).

Significant entities must ensure that fiduciary activities are denoted on the SMAF in GTAS as a "F" for Reporting Type Code.

**Note:** The reporting requirements related to fiduciary activities, as required by SFFAS No. 31, are distinct and unrelated to the reporting and other requirements related to the "fiduciary" category of intra-governmental transactions as stated in subsections 4750.20 and 4750.30a.

#### **4735.30f—Reporting of Government Account Series (GAS) Investments with Fiscal Service Purchased by Federal Entities Using Fiduciary or Non-fiduciary Funds**

Treasury GAS securities purchased using a non-fiduciary fund are normally classified as intra-governmental. The investments in GAS securities by non-fiduciary funds and the associated USSGL accounts should be reported with a federal/non-federal attribute domain value of "F" with a corresponding federal trading partner of 020 for Treasury.

The purchase of Treasury GAS securities using a fiduciary fund is not classified as intra-governmental. The investments in GAS securities by a fiduciary fund and the associated USSGL accounts should be reported with a federal/non-federal attribute domain value of "F" with a corresponding federal trading partner of 020 for Treasury for budgetary reporting only. The balance will be excluded



from the Balance Sheet when consolidating the FR when reported by an account with Reporting Type Code attribute domain value "F" (fiduciary).

**Note:** Treasury will still report the liability as federal debt and interest payable with federal/non-federal attribute domain value "N" to allow for appropriate Balance Sheet presentation on the FR.

#### **4735.30g—Department Code Reporting for General Fund Activities**

Federal entities that record activities with the General Fund must properly record the activity at the government-wide level to assist with the preparation of the FR. Refer to [USSGL](#) guidance (Section VI-Crosswalks to Reclassified Statements) for a description of each reclassified FR line, and Appendices 2 and 3 for a listing of reclassified FR line reciprocal category designations and the financial statement to which they relate. Please refer to Appendix 11 for full General Fund reporting guidance.

Federal entities should contact Fiscal Service, via email at [GovernmentwideIGT@fiscal.treasury.gov](mailto:GovernmentwideIGT@fiscal.treasury.gov), if they are unsure about what the correct trading partner assignment is for a particular transaction.

#### **4735.30h—Non-reciprocating Activities**

**Z (intra-governmental)**—This is an attribute domain value of a USSGL account balance that results from transactions that are intra-governmental in nature, but no reciprocal balances will be reported by any other federal entity. The attribute is limited to Reciprocal Category 29.

An example of a non-reciprocating activity is as follows:

- Liabilities temporarily recorded to clearing accounts related to intra-governmental activity.

#### **4735.40—Special Basis of Accounting**

SFFAS No. 34, *The Hierarchy of Generally Accepted Accounting Principles*, establishes what constitutes GAAP for federal reporting entities. SFFAS No. 34 recognizes that some federal component reporting entities prepare and publish financial statements (pursuant to the accounting and reporting standards issued by the FASB), and provides that such financial statements prepared in conformity with accounting standards issued by the FASB also may be regarded as in conformity with GAAP. Per SFFAS No. 47, Reporting Entity, consolidation entities (that is, the consolidated government-wide reporting entity or a consolidated component reporting entity) may consolidate component or sub-component reporting entity financial statements prepared in accordance with FASB GAAP without conversion for any differences in accounting policies among the organizations. As a result, entities reporting in conformity with FASB GAAP, consistent with SFFAS 34, may also report their data to GTAS in conformity with FASB GAAP.

Significant entities that are FASB reporters are required to provide Fiscal



Service certain audited information that is necessary for the audit of the Government-wide financial statements using MAX (see Appendix B). This includes information for Note 5 (Investments), Note 20 (Dedicated Collections), Note 42 (COVID), and Note 45 (Reclassified Statements). The information to be provided and the manner of obtaining audit coverage must be determined in consultation with Fiscal Service.

Significant entities that are FASB reporters need to also report the information in OMB Circular No. A-136, Section II.3.8.45-Note 45: Reclassification of Financial Statement Line Items. Such information may be reported by the significant reporting entity in (i) its annual financial report within a note to the financial statements, (ii) a limited use audited financial statements that includes the Note 45, or (iii) an audited Note 45 (an audit of a special element). FASB reporters that are utilizing the Standardized Balance Sheet illustrated in OMB Circular No. A-136 are not required to produce Note 45 for the Balance Sheet. Significant entities that are FASB reporters with a calendar year-end should provide reclassification information to Fiscal Service with the audit assurance limited to the line items or note disclosures identified by Fiscal Service, as discussed below. The FASB reporting entities will also provide Treasury the associated crosswalk used to prepare Note 45. Please see the [OMB Circular No. A-136](#) for complete details.

(1) Significant entities that are currently FASB reporters are:

- Federal Deposit Insurance Corporation,
- National Credit Union Administration,
- National Railroad Retirement Investment Trust,
- Pension Benefit Guaranty Corporation,
- Smithsonian Institution,
- Tennessee Valley Authority,
- U.S. Postal Service, and
- Farm Credit System Insurance Corporation.

Significant entities with a year-end other than September 30 (i.e. calendar year-end) are subject to all requirements of this TFM chapter. Significant entities with a calendar year-end will report their September 30 account balances in their GTAS ATB submission in accordance with the GTAS Reporting Window Schedule. This set of data, as of September 30, will be used to populate the reclassified financial statement lines through the USSGL crosswalk. These entities are required to have audit assurance on line items or note disclosures that contribute to the top 95% of the total FR line item data. These entities will receive a second quarter report from Treasury, outlining which lines and/or notes are required to have audit assurance as of September 30 each year. Provide Fiscal Service a copy of the independent audit report that includes the results of the audit performed on the material line items and notes disclosures identified by Fiscal Service.

(2) Significant entities with a calendar year-end:

- Farm Credit System Insurance Corporation,
- Federal Deposit Insurance Corporation, and

- National Credit Union Administration.

#### **4735.50—Parent/Child Reporting**

The parent entity (transferor of the appropriation) must report all activity of the child in its financial statements, whether material to the child entity (recipient of the transfer) or not, unless one of the two exceptions (detailed below) applies. The parent entity is the trading partner entity for activity involving these TAS. For more detail on how to report trading partner information, please refer to Appendices 1a and 1b.

The two exceptions to the requirement for parent/child reporting (from OMB Circular No. A-136, revised) are:

1. The parent is the Executive Office of the President.
2. Funds transferred from the Judiciary to the Department of Justice's (DOJ) U.S. Marshals Service for court security.

In these cases, the receiving entity (child) is responsible for reporting all proprietary activity in its financial statements and is the trading partner entity. Please refer to Appendices 1a and 1b for details on reporting trading partner information.

GTAS requires the parent entity and the child entity to agree on which federal entity will report the TAS in the bulk file submission.

#### **4735.60—Reciprocal Categories**

A Reciprocal Category is comprised of a set of reclassified financial statement line items that are the reciprocal of each other (for example, accounts payable/accounts receivable). These categories assist in the elimination of federal activity at the government-wide level to prepare the FR. Additionally, these reciprocal categories facilitate the reconciliation of activities between federal entities. Please see Appendix 2 for a complete list of reciprocal categories and the financial statements to which they relate.

**Note:** General Fund activities must report via GTAS ATB to be crosswalked to a reclassified financial statement line with a RC 30-48 designation for identifying General Fund activity at the government-wide level.

#### **4735.70—Treaties and Other International Agreements**

Treaties and other international agreements may create liabilities and contingencies requiring recognition or disclosure in the financial statements. As such, all federal entities should consider treaties and other international agreements in the analysis and preparation of the entities' annual financial statements.

Treaties and other international agreements are written agreements between the U.S. and other sovereign states, or between the U.S. and international

organizations, governed by international law. The subjects of treaties span the whole spectrum of international relations: peace, trade, defense, territorial boundaries, human rights, law enforcement, environmental matters, and many others. The Department of State developed and continues to manage the [Circular 175 Procedure \(C-175 Procedure\)](#), which outlines the approval process for the negotiation and conclusion of international agreements to which the U.S. will become a party. State publishes a list of treaties and other international agreements of the U.S. in force as of January 1<sup>st</sup> each year in a document titled, [Treaties in Force](#). Not all treaties and other international agreements are subject to the [C-175 Procedure](#). Below are the exceptions:

- Trade agreements [CFR 181.4(g)], and
- Many routine agency-level implementing arrangements [22 CFR 181.4(a) and 22 CFR 181.3(c)].

As discussed in SFFAS No. 5, "A liability for federal accounting purposes is a probable future outflow or other sacrifice of resources as a result of past transactions or events." SFFAS No. 5 also states that "The probability of a future outflow or other sacrifice of resources is assessed on the basis of current facts and circumstances. These current facts and circumstances include the law that provides general authority for federal entity operations and specific budget authority to fund programs. If budget authority has not yet been provided, a future outflow or other sacrifice of resources might still meet the probability test if (1) it directly relates to ongoing entity operations and (2) it is the type for which budget authority is routinely provided. Therefore, the definition applies both to liabilities covered by budgetary resources and to liabilities not covered by budgetary resources."

Per State's [C-175 Procedure](#), federal entities negotiating and concluding treaties and other international agreements on behalf of the U.S. government are required to indicate whether a proposed treaty or other international agreement embodies a commitment to furnish funds, goods, services, or other measurable future financial obligations beyond or in addition to those authorized in an approved budget; and if so, what arrangements are being planned or carried out by the federal entity concerning consultation with OMB for such commitment. State will not authorize such commitments without confirmation that the relevant budget approved by the President requests or provides funds adequate to fulfill the proposed commitment, or that the President has decided to seek the required funds. All provisions of the [C-175 Procedure](#) apply whether a proposed treaty or other international agreement is to be concluded in the name of the U.S. government, or in the name of a particular federal entity of the U.S. government.

For financial reporting purposes, all treaties and other international agreements may be understood as falling into three broad categories:

1. No present or contingent obligation to provide goods, services, or financial support (no recognition or disclosure),
2. Present obligation to provide goods, services, or financial support (recognition), or
3. Contingent obligation to provide goods, services, or financial support

(may require recognition or disclosure).

**No Present or Contingent Obligation to Provide Goods, Services, or Financial Support** (no recognition or disclosure)

Treaties and other international agreements under the first category do not result in a liability or contingency when entered into force. Instead, these treaties or other international agreements may establish frameworks that govern cooperative activities, such as aviation safety with other countries, but leave to the discretion of the parties whether to engage in any such activities. In other cases, the agreements may contemplate specific cooperative activities, but create no present or contingent obligations to engage in them. Cooperative activities relevant to these treaties and other international agreements often involve actions that federal entities undertake as part of their regular operations, funded by their regular budgets.

**Present Obligation to Provide Goods, Services, or Financial Support** (recognition)

Treaties and other international agreements falling in the second category involve a present obligation, and therefore result in liability recognition. Such present obligation may relate to the U.S. Government providing financial and in-kind support, including assessed contributions, voluntary contributions, grants, and other assistance to international organizations in which it participates as a member. Examples of such agreements include:

- Agreements establishing international organizations, under which the U.S. Government undertakes obligations to pay assessed dues to the organization,
- Grant agreements under which the U.S. Government provides foreign assistance funds to other countries, and
- Claims settlement agreements under which the U.S. Government agrees to pay specific sums of money to settle claims.

Such agreements may not be entered without specific statutory authority to undertake the obligation to spend money. Liabilities arising from such agreements should be recognized for any unpaid amounts due as of the reporting date. The liabilities include amounts due from the federal entity to pay for benefits, goods, or services provided under terms of the agreements, as of the entity's reporting date, whether such amounts have been reported to the entity. These liabilities may either be fully funded or established against future funding.

**Contingent Obligation to Provide Goods, Services, or Financial Support** (may require recognition or disclosure)

The last category encompasses treaties or other international agreements which result in contingencies that may require recognition or disclosure in the financial statements. Such contingencies may stem from commitments in a treaty or other international agreement to provide goods, services, or financial

support when a future event occurs, or from litigation, claims, or assessments forged by other parties to the agreement. In such instances, conditions, situations, or circumstances exist involving uncertainty as to possible gain or loss to an entity that will ultimately be resolved when one or more future events occur or fail to occur. In accordance with SFFAS No. 5, a contingent liability should be recognized on the face of the basic financial statements when a past event or exchange transaction has occurred and a future outflow or other sacrifice of resources is probable and measurable. If any of the conditions for liability recognition are not met, and there is at least a reasonable possibility that a loss or an additional loss may have been incurred, a contingent liability should be disclosed in the notes regarded as an integral part of the basic financial statements.

Disclosure should include the nature of the contingency and an estimate of the possible liability, an estimate of the range of possible liability, or a statement that such an estimate cannot be made. For circumstances where the recognition or disclosure of a contingent liability relates to litigation, claims, or assessments resulting from the U.S. Government's involvement in a treaty or other international agreement, federal entities should summarize the financial treatment of such contingencies (recognition or disclosure) relative to the financial statements in the annual legal letter process. Any legal claim that is related to a treaty or other international agreement should be indicated as such on the legal letter form and in the appropriate column in the entity's Management Schedule. For a summary of the proper financial treatment of contingent liabilities related to litigation, claims, and assessments, refer to subsection 4745.10—Legal Letter Reporting Requirements.

Federal entity management must determine whether the entity has treaties and other international agreements it is responsible for reporting. If the federal entity has treaties and other international agreements it is responsible for reporting, entity management must:

- Develop and implement effective internal controls to reasonably assure (1) the proper financial reporting of treaties and other international agreements, including a review of potential contingent liabilities; and (2) the establishment of related liabilities and note disclosures for both liabilities covered and not covered by budgetary resources.
- For each treaty and other international agreement, determine the appropriate category (i.e., no present or contingent obligation to provide goods, services, or financial support; present obligation to provide goods, services, or financial support; or contingent obligation to provide goods, services, or financial support).
- Review, with General Counsel (at least annually), the entity's treaties and other international agreements relative to appropriate FASAB or FASB standards to identify, monitor, and report any related commitments and contingencies. In alignment with guidance defined in SFFAS No. 5, as amended, recognition or disclosure of a contingent liability is based on the likelihood and measurability of a future outflow or other sacrifice of resources.

In accordance with [OMB Circular No. A-136](#), Section IV.5., the written representations from the federal entities' management and accompanying Summary of Uncorrected Misstatements (SUM) are required for the audits of federal entity financial statements used to compile the FR. Significant entities with a year-end other than September 30 need to provide a MRL to Fiscal Service (see Figure 2 for due dates). Significant entities that are FASAB and FASB reporters that report on the fiscal or calendar year-end are required to provide the representations shown in the current OMB Audit Bulletin, Section 8 and Appendix E. Federal entities should attach in Excel format a comprehensive SUM that includes uncorrected misstatements from the financial statement audit. Please refer to 4740.20 (Summary of Uncorrected Misstatements Process), guidance in OMB Circular No. A-136, Section IV.5, the current OMB Audit Bulletin, Section 8 (Written Representations from Management), Appendix E (Illustrative Written Representations from Management for the Financial Statements), and the Financial Audit Manual Volume 2, Section 1001.

#### **4740.10—Subsequent Events and MRL Representations**

Subsequent events, for the purposes of this section, are events occurring after the written representations from entity management have been signed and the financial statements have been issued and before the date specified by Treasury [Financial Report of the United States Government audit report]. These events may include, for example, the enactment of significant legislation or the occurrence of events affecting the realization of assets (such as receivables) or the settlement of estimated liabilities or contingencies (See SFFAS No. 39) where the events would have been reported in the financial statements as subsequent events if they had occurred before the date of the entity's audit report.

The entity head, CFO, or others deemed responsible for significant entity management must email a subsequent events update to OMB, Fiscal Service, Treasury (Main), and GAO (see Contacts and Figure 2, Reporting and Submission Dates). The notification must indicate which information reported as basic or RSI would be affected by the events and how the information would be affected. If the event requires a new or revised representation, the new or updated representation must be provided. If there are no significant events to report, then the notification must specify that there are "no changes" to the written representations from management. Regardless of whether a significant entity reports a subsequent event, the subsequent events notification must state that the entity understands that the subsequent events update will be used by Treasury and OMB to prepare the FR and the FR MRL. (See OMB Circular No. A-136, Section IV.6, Written Representation from Management for wording requirements).

#### **4740.20—Summary of Uncorrected Misstatements (SUM) Process**

Significant entities must include a SUM as a part of their financial statement MRL (as stated in Section 4740). Significant entities with a year-end other than September 30 do not have to provide a SUM. The SUM is for federal entities' current-year Balance Sheet, SNC, SCNP, Statement of Budgetary Resources, Statement of Social Insurance, and Statement of Changes in Social Insurance

Amounts (if applicable). *If there are no uncorrected misstatements, a representation to this effect is required in the MRL.*

Federal entities are required to provide the adjusting entries to correct the misstatements. A summary of uncorrected misstatements and adjusting entries **must be submitted in the standardized Excel format as shown in the Financial Audit Manual, Section 595C**, and should contain the following:

- The effect of the current-year’s uncorrected misstatements and the carry-forward effect of the prior-year’s uncorrected misstatements.
- USSGL account number and account description.
- Federal (F), General Fund (G), Non-reciprocating (Z), or Non-Federal (N) attribute for each USSGL account affected.
- A reference to an adjustment number or documentation reference.
- An indication as to whether management has agreed to record the adjustment in its financial statements.
- A statement as to whether the uncorrected misstatement is factual, judgmental, or projected.
- A description of the adjustment.
- The amount of the debit or credit.
- The line items affected in the consolidated financial statements.
- Uncorrected misstatements identified in the audit of the federal entity’s financial statements.

Please refer to the example below for reporting the adjusting entries for the summary of uncorrected misstatements to Fiscal Service.

Adj. #	Management will record?									
	Factual, judgmental or projected?			Federal governmental (F) or nonfederal public (N)				(Dollars in thousands)		Corresponding U.S. government's CFS line item
	Factual	Prior year (PY) <sup>2</sup> or current year (CY)		SGL account number	SGL Description		Debit	Credit		
		Description								
1	Factual	CY	To accrue accounts payable for Program A.	N	6100	Operating expenses Program costs	\$230		Gross costs Accounts payable	
				N	2110	Accounts payable		\$230		
2	Judgmental	CY	To correct errors in calculating depreciation expense in Program A. [Error found in assumptions used for estimating expense.]	N	6710	Depreciation expense	\$120		Gross costs Property, plant, and equipment, net	
				N	1739	Accumulated depreciation - buildings		\$120		
3	Factual	CY	To increase loan bad debt expense in Program B. [Actual error amount of a sample item.]	N	6720	Bad debt expense	\$350		Gross costs Loans Receivable, net	
				N	1359	Allowance for loans receivable		\$350		
4	Projected	CY	To increase loan bad debt expense in Program B. [Actual error amount of sample item from Adj #3 above projected to the population.]	N	6720	Bad debt expense	\$175		Gross Costs Loans receivable, Net	
				N	1359	Allowance for loans receivable		\$175		

For additional guidance, see the current OMB Audit Bulletin, Section 8 (Written Representations from Management) and Appendix E (Illustrative Written Representations from Management for the Financial Statements), and OMB Circular No. A-136, revised, on the [OMB](#) website and GAO’s Financial Audit Manual, Section 595C, on the [GAO](#) website.

#### 4745—Legal Representation Letter Process

##### 4745.10—Legal Letter Reporting Requirements

Significant entities' General Counsel must prepare interim and final legal representation letters that describe and evaluate pending or threatened litigation, claims, and assessments in which legal counsel has been engaged and has devoted substantial attention, in the form of legal consultation or representation, on behalf of the entity. When preparing the legal representation letter, significant entity's General Counsel must also consider unasserted claims and assessments that management considers to be probable of assertion and that, if asserted, would have at least a reasonable possibility of an unfavorable outcome.

All pending and threatened litigation, as well as unasserted claims above the materiality level agreed upon by significant entity management and its auditor, must be reported using the applicable form found on [DOJ's](#) website. When determining the materiality level for the legal representation letter, significant entities and their auditors should set the level sufficiently low so that the cases not included in the legal letter would not be material to the financial statements taken as a whole when aggregated with other items as described in GAO's [Financial Audit Manual \(FAM\)](#), Section 1002.18. In aggregating cases, the significant entity and the auditor may use two levels of aggregation as discussed in [FAM](#), Section 1002.19. First, similar cases are aggregated, treated as a group, and compared with the individual materiality level. Second, cases not included in the legal letter individually or as part of a group of similar cases are aggregated.

The legal representation letter must categorize cases, including cases to be paid from the Judgment Fund, as having a probable, reasonably possible, remote, or unable to determine chance of a negative outcome for the significant entity, consistent with the American Bar Association's *Statement of Policy Regarding Lawyer's Responses to Auditor's Requests for Information* (December 1975). When preparing the legal representation letters, General Counsel should also reference guidance found in [OMB](#) Audit Bulletin.

For circumstances where litigation, claims, and assessments involve lead representation by outside counsel, e.g., DOJ, significant entity management, in conjunction with its General Counsel, must consult the lead counsel when assessing the likelihood of loss and estimated amount or range of potential loss for cases included in the significant entities' legal representation letters. DOJ prepares an interim and final government-wide legal representation letter based on its review of the litigation, claims, and assessments reported by significant entities that have cases that are material to the FR. Fiscal Service performs a comparison of the "Pending or Threatened Litigation" and "Unasserted Claims and Assessments" forms included in DOJ's government-wide legal representation letter to the corresponding forms and the "Management's Schedule of Information Contained in Legal Letter Responses for Financial Reporting Purposes" (Management Schedule) included in the legal letter packages submitted by significant entities. If Fiscal Service identifies inconsistencies between DOJ's and a significant entity's assessments of the likelihoods of loss or estimated amounts or ranges of potential loss for these cases, Fiscal Service will collaborate with the significant entity that reported the case to coordinate efforts between the entity and DOJ to resolve the inconsistencies.



In cases that have more than one entity impacted, entities must collaborate with each other on shared cases to ensure appropriate reporting. Responsibility for the case must be allocated among impacted entities to ensure that 100% of the contingency is accounted for.

Using the Management Schedule template found on the [GTAS](#) website, significant entity management must prepare an interim and final Management Schedule that summarizes the contingencies included in the legal representation letter prepared by General Counsel and documents how the information was used in preparing the entity’s financial statements. The following elements on the Management Schedule must agree with General Counsel’s assessments from each supporting legal representation letter form, or in unusual circumstances where they do not agree, an explanation must be provided on the “FS Gwide Mgmt Schd” worksheet in the Management Schedule template:

<b>Management Schedule Element</b>	<b>Litigation</b>	<b>Unasserted Claims and Assessments</b>
Likelihood of loss (probable, reasonably possible, remote, unable to determine)	DOJ’s “Pending or Threatened Litigation” Form, Field 5 – An Evaluation of the Likelihood of an Unfavorable Outcome.	DOJ’s “Unasserted Claims and Assessments” Form, Field 4 – An Evaluation of the Likelihood of an Unfavorable Outcome.
Estimated amount or range of potential loss or indication that estimated amount or range is unknown	DOJ’s “Pending or Threatened Litigation” Form, Field 6 – An Estimate of the Amount or Range of Potential Loss.	DOJ’s “Unasserted Claims and Assessments” Form, Field 5 – An Estimate of the Amount or Range of Potential Loss.

In addition, significant entity management must indicate the accrual or disclosure of each contingency on the Management Schedule as it relates to the preparation of the entity’s financial statements. Contingent liabilities related to pending or threatened litigation and unasserted claims must be recognized and disclosed in accordance with guidance defined in SFFAS No. 5, *Accounting for Liabilities of the Federal Government*, as amended, which is summarized in the below table.

<b>Likelihood of future outflow or other sacrifice of resources</b>	<b>Loss amount can be reasonably measured</b>	<b>Loss range can be reasonably measured</b>	<b>Loss amount or range cannot be reasonably measured</b>
<b>Probable:</b> Future confirming event(s) are likely to occur.	Accrue the liability.	Accrue liability of best estimate or minimum amount in loss range if there is no best estimate, and disclose nature of contingency and range of estimated liability.	Disclose nature of contingency and include a statement that an estimate cannot be made.
<b>*Reasonably Possible:</b> Possibility of future confirming event(s) occurring is more than remote but less than probable.	Disclose nature of contingency and estimated amount.	Disclose nature of contingency and estimated loss range.	Disclose nature of contingency and include a statement that an estimate cannot be made.
<b>Remote:</b> Possibility of future event(s) occurring is slight.	No action is required.	No action is required.	No action is required.

\*The financial reporting treatment for cases where the likelihood of future outflow or other sacrifice of resources is assessed as “unable to determine” should be consistent with the disclosure requirements for reasonably possible cases.

When evaluating the likelihood of loss for contingent liabilities, significant entities should avoid excessive and misuse of the “unable to determine” assessment. The “unable to determine” likelihood of loss should only be used to categorize cases for which the General Counsel is unable to express an opinion due to inherent uncertainties. The financial reporting treatment for cases assessed as “unable to determine” should be consistent with the disclosure requirements for reasonably possible cases. Fiscal Service will require significant entities with a high percentage use of the “unable to determine” assessment to provide written documentation of their internal processes for using this assessment when evaluating legal cases.

When evaluating the estimated amounts or ranges of potential loss for litigation, claims, and assessments, significant entities that use the claim amount as an estimated loss should ensure that analysis has been performed that supports the determination that the claim amount is the best estimate of loss. Significant entities are encouraged to review guidance defined in SFFAS No. 5, paragraphs 38-41, as well as the American Bar Association’s *Statement of Policy Regarding Lawyer’s Responses to Auditor’s Requests for Information* (December 1975).

Significant entity Inspector Generals (IGs) must submit an interim and final legal representation letter prepared and signed by General Counsel, as well as an interim and final Management Schedule prepared by management to Fiscal Service, DOJ, and GAO (see Figure 2 for due dates). The interim Management

Schedule should represent information as of **June 30** and the final legal representation letter must include all existing, pending, or threatened litigation and unasserted claims as of **September 30**. Only Management Schedules as of these dates should be submitted in order to remain consistent with the reporting period. To limit the number of emails required to complete the legal representation letter package submission, legal letter files must be combined into a single file PDF, (i.e., avoid including a separate PDF file for each case), and submitted via email. Management Schedules must be submitted in Excel format using the template provided by Fiscal Service. If the significant entity IG does not use the template provided by Fiscal Service, then the significant entity management must provide the additional details required to support the compilation of the consolidated financial report by preparing the template provided by Fiscal Service for each legal case in Excel format. Fiscal Service will accept this in Excel format as a separate submission, with the same due date as the previously mentioned legal representation letter package. Significant entities must provide contact information for entity representatives who are available to assist Fiscal Service with inquiries related to legal representation letter package submissions. Since significant entity's management, General Counsel, and IGs are involved in the preparation of the legal representation letter package, please provide contact information for each, or indicate that the contact(s) provided serves as sufficient representation for all areas. Federal entity participation in this collaboration process will be measured on the entity's year-end Financial Report (FR) and Intra-governmental Transaction (IGT) Scorecard for the current FY.

The Export-Import Bank of the U.S., Smithsonian Institution, National Railroad Retirement Investment Trust, and calendar year-end federal entities (Farm Credit System Insurance Corporation, Federal Deposit Insurance Corporation, and National Credit Union Administration) are not required to submit an interim legal representation letter and Management Schedule. These significant entities' IGs, or management where applicable, are only required to submit a final legal representation letter and Management Schedule.

To ensure accurate and complete financial reporting and disclosures of contingent liabilities in the FR, Fiscal Service will review significant entities' legal representation letter and Management Schedule submissions to confirm contingencies detailed in the legal representation letter have been appropriately summarized on the Management Schedule, and reported and disclosed in the entity's financial statements in accordance with requirements in SFFAS No. 5, as amended. Significant entities must provide explanations for inconsistencies between the legal representation letter, Management Schedule, and the reporting of contingent liabilities in the financial statements on the "FS Gwide Mgmt Schd" worksheet in the Management Schedule template. Significant entities are required to reconcile the Management Schedule totals to the amounts reported in the entities' financial statement on the "Recon-MS to Fin Stmts" worksheet in the Management Schedule template. An explanation for variances identified must be provided. Fiscal Service will follow up on any discrepancies identified in its analysis that have not been explained or justified by the significant entity.

Significant entity IGs, or significant entity management for some federal entities, must provide GAO, DOJ, and Fiscal Service information relating to subsequent events that resulted in a change in the likelihood of loss or the estimated amount or range of potential loss, or both, from the effective date of the final Legal Representation Letter (September 30) through January 21, 2022. All significant entity IGs, or significant entity management for some federal entities, must submit details of the subsequent events via email to GAO, DOJ, and Fiscal Service (Please see Figure 2 for all Legal Representation Letter due dates).

Subsequent event information is based on the significant entity's materiality threshold. For additional guidance, see the current OMB Audit Bulletin, and OMB Circular No. A-136, revised, on the [OMB](#) website.

## **Section 4750—Intra-governmental Quarterly and Year-end Requirements**

### **4750.10—Intra-governmental Transactions/Balances**

Intra-governmental transactions result from business activities conducted between two federal government entities, called trading partners. Accounting differences occur in government-wide financial reporting when trading partners record differing amounts for transactions that should eliminate or net to zero. All differences should be resolved by year-end. Trading partners must reconcile and resolve these differences on a periodic basis with their trading partners. The Intra-governmental Transaction (IGT) Guide (Appendix 5) contains the business rules and processes to properly record, report, and reconcile intra-governmental transactions, including the processes for dispute resolution.

**Note:** The Federal Reserve System, which includes the Board of Governors, is not considered a consolidated entity in government-wide reporting entity under federal accounting standards (please note the Board of Governors is considered federal for tax purposes, however, for government-wide reporting, they are considered non-federal). Therefore, payments made to or collections received from the Federal Reserve System would be reported in the financial statements of the federal government and its component reporting entities. All activity with the Board of Governors of the Federal Reserve System and all of the Federal Reserve System must be reported as non-federal "N" activity.

Federal Executive Boards are not considered a consolidated entity in government-wide reporting under federal accounting standards and all activity with Federal Executive Boards must be reported as non-federal "N" activity for financial reporting purposes. Please refer to Appendix 1b for a list of Disclosure Entities, SFFAS No. 47.

### **4750.20—Additional Intra-governmental Reconciliation Requirements**

The intra-governmental transactions reconciliation and resolution requirements are stated in [OMB Circular No. A-136](#), revised.

#### **4750.30—Federal Intra-governmental Transactions Accounting Scenarios**

To aid in the reconciliation of intra-governmental differences, federal entities should follow the accounting scenarios found on the [USSGL](#) website. The scenarios provide posting logic for accounting transactions of select events occurring throughout the federal government and are made available as a source of guidance.

#### **4750.30a—Non-fiduciary Transactions**

For non-fiduciary transactions, OMB requires reporting entities to reconcile and confirm intra-governmental activity as well as balances quarterly for the following reciprocal groupings:

- Services provided and reimbursables. Examples include, but are not limited to, legal, consulting, investigative, financial management, grants management, technology, reimbursables, and other similar services.
- Cost of products sold. Examples include, but are not limited to, supplies, manufactured items, inventory, office space, and equipment/vehicle rentals.
- Transfers, appropriations used, and collections for others, as well as unusual assets and liabilities related to appropriations. Examples include, but are not limited to, transfers between federal entities based on agreements or legislative authority, expended appropriations, taxes and fees collected, collections for others, receivables from appropriations, transfers payable, and custodial revenue.

The above listings of examples are not exhaustive; additional examples in each category may qualify as non-fiduciary transactions.

#### **4750.30b—Related to Capitalized Purchases and Assisted Acquisitions**

Federal entities that purchase capitalized assets, or previously capitalized assets/inventory from other federal entities must follow the Capital Asset scenario located in [Intra-governmental Capital Asset and Inventory Buy/Sell Transactions Guidance](#).

Federal entities that participate in Assisted Acquisitions must follow the Assisted Acquisition scenario located in [Assisted Acquisition Guidance](#).

#### **4750.40—Intra-governmental Transactions Reconciliation and Resolution Process**

Federal entities must use three-digit trading partner AID and a four-digit trading main account for all intra-governmental transactions. When federal entities report "appropriations transfers" within their departments, they must use their three-digit trading partner code. Federal entities should work with their federal trading partner to ensure the Trading Partner Agency Identifier (TP AID) and Trading Partner Main Account (TP Main Account) are valid as well as applicable to the activity being monitored.

#### 4750.40a—Fiscal Service Intra-governmental Activity

Federal entities are expected to communicate and work with their respective trading partners before IGTs occur. Federal entities are expected to work with each trading partner before brokering intra-governmental activity to ensure strong controls are in place to effectively manage these transactions, which would lead to better reconciliation processes and fewer intra-governmental differences to reconcile and resolve. Federal entities are expected to minimize intra-governmental differences before they occur.

If after early and ongoing communication between trading partners, an intra-governmental difference exists, federal entities must reconcile and resolve these differences. Appendix 5 discusses the reconciliation and resolution process which includes the Intra-governmental Root Cause, Corrective Action Plan (CAP), and dispute resolution processes.

In preparation for the year-end submission, federal entities should validate and reconcile their data monthly to resolve intra-governmental differences in certain reciprocal categories, prior to their data submissions in GTAS.

An example of reconciling data includes the reconciliation of intra-governmental GTAS edits including:

- RC 07, Appropriation of Unavailable Trust or Special Fund Receipts (represented by GTAS Edit 33-UCAD Reciprocal Category 7 Transferred-In and Edit 34-UCAD Reciprocal Category 7 Transferred-Out),
- RC 08, Non-expenditure Transfers of Unexpended Appropriations and Financing Sources (represented by GTAS Edit 35-UCAD Reciprocal Category 8 Transferred-In and Edit 36-UCAD Reciprocal Category 8 Transferred-Out),
- RC 11, Non-expenditure Transfers of Financing Sources—Capital Transfers (represented by GTAS Edit 40-UCAD Reciprocal Category 11 Capital Transfers-In and Edit 41-UCAD Reciprocal Category 11 Capital Transfers-Out), Appropriations Received as Adjusted (represented by GTAS Edit 50-Normal Warrants Edit), and
- RC 40, Fund Balance with Treasury (represented by GTAS Edit 1-Fund Balance with Treasury).

Significant entities and selected other entities (as designated by “\*\*\*” in Appendix 1a) are required to explain and certify all Material Differences Reports (MDR) Parts I, II, and III for Quarter 1, Quarter 2, Quarter 3, and Year-end. Federal entities will use the Intra-governmental Module in GTAS to view and explain as well as certify their Material Differences.

The Material Differences Window, which is used to explain and certify differences will open after the GTAS Bulk File Submission Window closes. These dates are set by Fiscal Service. The intra-governmental key dates as well as the GTAS reporting window schedule can be found on the [GTAS](#) website.

Federal entities must provide detailed explanations for Material Differences

Reports Parts I, II, and III. Detailed explanations should include but are not limited to the following:

- The reason the difference exists,
- What is being done to reconcile the difference, and
- The expected completion date of eliminating the difference.

Federal entities may obtain the IGT Raw Data File from GTAS to be used for the research of differences. If a federal entity is not able to provide the detailed information listed above, Fiscal Service may follow up for a response. Fiscal Service will use its own discretion when analyzing explanations and follow up for clarification, if needed.

Federal entities will also be able to obtain the following quarterly reports from GTAS:

- Material Differences Report Part I (if applicable). This report displays differences equal to or greater than \$100 million in all reciprocal categories (except RC 29, which is included in Part III). Federal entities will use subsection 4750.40b as guidance to select the explanation and the detailed information that must be provided.
- Material Differences Report Part II (if applicable). This report displays differences equal to or greater than \$10 million and less than \$100 million in all reciprocal categories (except RC 29) with the following FR Entities that are encouraged to report for inclusion in the FR:
  - 0000 (Congress: House and Senate),
  - 0100 (Architect of the Capitol),
  - 0200 (U.S. Capitol Police),
  - 0300 (Library of Congress),
  - 0800 (Congressional Budget Office),
  - 0900 (Other Legislative Branches),
  - 1000 (The Judiciary),
  - 2300 (U.S. Tax Court), and
  - 9999 (Unknown Trading Partners/Unidentified).

While a type of difference like those listed in subsection 4750.40b is not required for Material Differences Report Part II, a detailed explanation of the difference is expected. Federal entities must select "Part II Differences" as the type of difference when explaining these differences in the Intra-governmental Module of GTAS.

- Material Differences Report Part III. This report displays amounts reported in RC 29 with the federal/non-federal domain value of Z for non-reciprocating intra-governmental activity. While a type of difference, like the types listed in subsection 4750.40b, is not required for Material Differences Report Part III, federal entities must select "Part III Differences" as the type of the difference and must provide Fiscal Service with an explanation of why this non-reciprocating intra-governmental activity is reported. An explanation

of "non-reciprocating activity" is not considered acceptable. Federal entities must provide Fiscal Service with the specific type of activity being captured in each USSGL (**mandatory beginning FY 2021**). Fiscal Service may follow up for clarification to ensure the non-reciprocating intra-governmental activity reported is used for the appropriate purpose.

- Comparative Status of Disposition Report. This is available after all of Part I Material Differences are certified and the Material Differences Window is closed. It contains comparative MDR Part I reporting between the federal entity and its trading partners by Reciprocal Category. CFOs use this report to address and resolve inconsistencies in amounts and explanations between the federal entity and its trading partners.

With federal entities explaining and certifying material differences, the assurance for Fiscal Service that entities comply during the IGT reconciliation and resolution process is established using three functions:

- Obtaining sufficient explanations and corrective actions, as applicable, to resolve the out-of-balance condition,
- Obtaining assurance that federal entities are performing quarterly intra-governmental reconciliations and resolutions in accordance with OMB Circular No. A-136, revised, and Appendix 5, and
- Ensuring federal entities are mutually completing the *Intra-governmental Material Differences/Status of Disposition Certification Report* for the same trading partner/Reciprocal Category material difference instances.

**Note:** Recurring differences should be limited to those situations that have been confirmed by the Fiscal Service.

#### **4750.40b—Reporting Entity's Explanation of Reporting in Material Differences Reports Part I**

An explanation for Material Difference Part I reporting should be based on each identified difference in terms of the following categories:

(1) **Reporting error**—occurs when the reporting entity has incorrectly reported activity either by reciprocal category, trading partner, or amount. This explanation is to be used by the entity that reported the error and the total amounts must be identified and explained, in addition to providing the adjustment amount, the corrective action (journal entry, etc.), and when the error will be corrected.

(2) **Current-year timing difference**—occurs when the reporting entity has reported activity in a different quarter than the trading partner reported the activity in the current-year. The total of these amounts must be identified and an explanation as to whether an adjustment should be made.

(3) **Prior-year timing difference**—occurs when a reporting entity has reported



activity in a prior FY and the trading partner reported the activity in the current FY. The total of these amounts must be identified and an explanation as to whether an adjustment should be made.

(4) **Accounting methodology difference**—occurs when the reporting entity uses a different method than their trading partner to account for activity. The method of accounting must be identified and explained as well as attempt to provide the dollar amount of the difference caused by the differing methodologies.

(5) **Accrual methodology difference**—occurs when the reporting entity uses a different accrual method than their trading partner to account for activity. The method of accrual must be identified and explained as well as attempt to provide the dollar amount of the difference caused by the differing methodologies.

(6) **Entity Verified**—intended to indicate that a federal entity has verified its reported amounts and that the entity's documents are in agreement with its quarterly source documentation; and the federal entity has confirmed that the policy and guidance related to transactions and balances have been followed. It also indicates the federal entity has reconciled this amount with its trading partner and knows why the difference, if any, exists. Selecting "Entity Verified" indicates that the trading partner accepts the onus for adjusting its amount to clear any difference going forward and the trading partner will use the category of "Reporting Error." Both federal entities cannot have "Entity Verified" where a difference exists. Federal entities should provide amounts and a detailed explanation to support the selection of "Entity Verified."

(7) **Unidentified**—occurs when the reporting entity cannot validate the amount of the difference or the trading partner at the time of reporting. The total of unidentified reporting amounts must be identified and explained as to why they are unidentified.

**Note:** Unidentified also can include instances where differences are due to existing guidance that is currently under review in order to ensure elimination at the government-wide level between trading partners when applied correctly (for example, judgment fund and FICA transactions).

#### **4750.40c—Intra-governmental Transactions Metrics and Scorecards**

Fiscal Service has implemented scorecards and metrics to track reporting differences government-wide by federal entity. Scorecards will be updated quarterly and disseminated to significant entities and other entities as determined by Fiscal Service. The purpose of the metrics is to monitor progress on resolving or explaining material intra-governmental differences. Refer to Appendix 5, subsection 2.4, for further information on the timeline for these scorecards and metrics as well as related federal entity requirements.

#### **4750.50—Year-end Intra-governmental Reconciliation Process Related to GTAS**

In accordance with OMB Circular No. A-136, significant entities and other entities should reconcile their intra-governmental balances with their trading

partners and resolve all resulting differences prior to submitting their final GTAS ATB. Note that at year-end, federal entities should leverage the pre-year-end report that is provided prior to the final GTAS reporting window, and tools within GTAS, to determine what outstanding IGT differences exist. IGT differences should be resolved prior to the close of the GTAS Reporting Window. Entities need to work directly with their trading partners to reconcile intra-governmental balances and resolve resulting differences. Additionally, significant entities and their auditors should review the prior year-end scorecard to determine if a prior-year journal voucher was processed. If so, then the significant entity should identify the reason for the journal voucher as well as how to prevent the adjustment in the current year.

Reconciling data (reported as Business Event Type Code (BETC) in Central Accounting Reporting System) against Entity Reported Adjusted Trial Balance Data (reported in GTAS) can be done two ways. They are listed below.

- In GTAS, navigate to the *MY ATB STATUS* module and click on the *Failed Edits* Tab, click on *View Details*. This view defaults to *Failed Fatal Edits* (for example, Edit 1). Click on *Proposed Analytical* to review any Failed Proposed Analytical Edits.
- Navigate to *Run Reports Module*, select *Validations/Edits for Report Type*, select either *Failed Edits Detail* or *Failed Edits Summary* (depending on needs), select the applicable reporting period information, run the report by *Either User ID* or *Specified TAS*, scroll down past *Fatal Edits* to find *Proposed Analytical Edit Failures*.

If no Failed Edits or Proposed Analytical Edits appear after GTAS ATB upload, then the data and ATB Data are reconciled, and no further action is necessary.

#### **4750.60—Year-end CFO Procedures for Intra-governmental Transactions/Balances**

Significant entities must comply with the following instructions using the comparative, audited consolidated and entity financial statements:

- Provide responses to the representations outlined in the detailed “CFO Representation” instructions found in Appendix 4 for each intra-governmental issue, and
- Ensure the data in the *Intra-governmental Year-end Material Differences Reports* are consistent with the information reported in the federal program entity’s financial statements.

Fiscal Service provides the [CFO Representations Form for Intra-governmental Activity and Balances](#) (including instructions) on the GTAS website.

Provide an electronic file of the CFO’s Representations for Intra-governmental Transactions and Balances along with any supporting documentation to the federal entity's IG, Fiscal Service, and GAO (see Figure 2 for due dates).

#### **Section 4755—GTAS Requirements**

GTAS requires reporting proprietary and budgetary USSGL account balances. Details can be found by visiting the [GTAS](#) website.

#### **4755.10—GTAS System Access**

To obtain system access, users may contact the [GTAS Treasury Support Center](#).

#### **4755.20—GTAS Reportable Data**

The FR includes the data from the GTAS submissions for all federal entities into a set of reclassified financial statements. All federal entities must submit all changes to the reclassified financial statements through GTAS. Note the preference is to submit the changes through a resubmission of the ATB. If this is not possible, then adjustments should be submitted through the GTAS manual adjustment process. The GTAS data must reconcile to the federal entity's audited financial statements.

#### **4755.30—GTAS Super Master Account File**

The [Super Master Account File](#) (SMAF) contains the valid TAS balances and attributes for budgetary as well as proprietary ATB submission.

Fiscal Service will be collaborating with entities to confirm attributes on the SMAF through the SMAF Attribute confirmation process. Details can be found by visiting the [GTAS](#) website.

#### **4755.40—Adjusted Trial Balance**

Federal entities must prepare and submit pre-closing GTAS ATB at the TAS level using USSGL accounts and attributes. Non-executive federal entities that have not adopted the USSGL must crosswalk their general ledger accounts to the USSGL accounts before transmission.

The GTAS ATB must include USSGL accounts with the required attributes, and USSGL account balances must reflect the pre-closing adjusting entries needed to produce financial statements. The total sum of debit balances must equal the total sum of credit balances in the GTAS ATB. Report amounts in dollars and cents.

Significant entities and other entities must use the same USSGL data on the GTAS ATB that they use to prepare the current FY audited federal entity consolidated financial statements due to OMB. For detail on the specific requirements for the submission, please refer to the [GTAS](#) website.

#### **4755.50—General Fund Receipt Accounts**

Federal entities that classify amounts on their Classification Transactions and Accountability (CTA) report in General Fund Receipt Accounts symbols using their three-digit agency trading partner AID also must submit a GTAS ATB, and must prepare federal entity financial statements that include the General Fund

receipt activity.

**4755.60—Treasury Managed Trust Fund Accounts**

Fiscal Service’s Funds Management Branch provides the lead program entity a monthly GTAS ATB, or equivalent, for the Treasury managed trust fund activity located at Fiscal Service for each of the Treasury managed trust funds listed in Figure 3. The monthly GTAS ATB prepared by Fiscal Service contains collection and disbursement transactions that are recorded in the Treasury managed trust funds as well as investment activity and balances. The monthly GTAS ATB will be provided to the lead program entities no later than the fifth workday after the end of the applicable month. The program entities are responsible for recording appropriated amounts from the trust funds and reporting the final Treasury managed trust fund ATB in GTAS.

Fiscal Service uses USSGL accounts from the USSGL TFM Supplement for current year reporting, with the proper attributes. The lead program entities identified in Figure 3 must include the Treasury managed trust fund ATB data in their GTAS Submission. Please email the Funds Management Branch with questions regarding the Treasury managed trust fund accounts to [UTF@fiscal.treasury.gov](mailto:UTF@fiscal.treasury.gov).

**4755.70—GTAS ATB Reports Transmission Methods**

Each GTAS ATB preparer must submit the ATB data using the bulk file transfer method in GTAS. Federal entities must submit GTAS ATB for each active TAS (these include the TAS with no transactional activity but are active for CARS, see the [Frequently Asked Questions](#) for details). By certifying the GTAS ATB data, an entity is verifying the TAS is valid and its USSGL balances are accurate. **For specific detail on GTAS ATB submissions, please refer to the [GTAS](#) website.**

**4755.80—Proprietary Balances in Canceled Accounts**

GTAS will establish a default TAS (“C” domain value for availability type). The system-generated “C” TAS will have three components: the three-digit AID, availability type “C,” and a four-digit main account. The GTAS system will provide a “C” TAS on the GTAS Super Master Accounts File for each fund family represented on the SMAF. Federal entities may choose one or more “C” TAS on the SMAF to report assets.

If a federal entity is using a default fund symbol of its own creation, they must use the new “C” account in its place. However, if federal entities are using a current-year fund symbol, an “X” fund, or some variation of an active account, they may continue. Federal entities may also decide on their own when to move these assets from the original purchasing fund but must be accomplished no later than the federal entity’s final GTAS submission for period 12 of the fifth FY after the availability has expired.

**Figure 2: Reporting and Submission Dates**

July 30,	Significant entities must submit unaudited interim
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2021	financial statements, limited to the Balance Sheet, SNC, and SCNP to <a href="http://MAX.gov">MAX.gov</a> .
August 6, 2021	<p>Fiscal Service will provide the following:</p> <ul style="list-style-type: none"> <li>▪ Significant Disclosures requests</li> </ul> <p>Fiscal Service will provide the federal entity technical experts the Significant Disclosures Template, final published version of note(s) from the prior-year FR identified "key notes" presenting a greater risk of failing to meet prescribed disclosure requirements, as well as auditor comments on each of the note(s) (if applicable) from the prior-year FR preparation process. See subsection 4730.10 for complete details.</p>
*August 20, 2021	<p>Significant entity IGs must submit the interim Legal Representation Letters and Management Schedules (using the Management Schedule template provided by Fiscal Service) to Fiscal Service, DOJ, and GAO.</p>
September 2, 2021	<p>In accordance with OMB Circular No. A-136, Section III.2 and III.3, significant entities must submit:</p> <ul style="list-style-type: none"> <li>▪ Variance analysis</li> <li>▪ Unaudited notes. SIRA must include updates to social insurance with this requirement.</li> </ul> <p>In addition, significant entities must submit:</p> <ul style="list-style-type: none"> <li>▪ Completed Budget Deficit Reconciliation template</li> </ul>
September 3, 2021	<p>Federal entities are required to provide responses to the following:</p> <ul style="list-style-type: none"> <li>• Restatement, Adjustment, and Reclassification survey</li> <li>• Significant Disclosures requests</li> </ul> <p>All federal entities (significant and other) are required to submit a completed annual Restatements, Adjustments, and Reclassifications survey template via the MAX.gov website. See subsections 4730.10 for complete details.</p> <p>Federal entity technical experts are required to provide feedback on the Significant Disclosures</p>

	template as well as any narrative updates from prior-year FR. See subsection 4730.10 for complete details.
October 6, 2021	GTAS opens for September 30, 2021, ATB submission.
October 18, 2021	GTAS expenditure TAS must be certified by 5 p.m. ET.
October 25, 2021	DOL reports the draft Social Insurance data for Black Lung and Unemployment Insurance, and RRB reports the draft Social Insurance data for Railroad Retirement to <a href="https://www.max.gov">MAX.gov</a> .
November 4, 2021	GTAS Period 12 Revision window closes at 5 p.m. ET.
November 12, 2021	GTAS Period 12 Extension window closes at 2 p.m. ET. Please contact Fiscal Service if there are any adjustments needed to GTAS data after November 12, 2021.
November 13, 2021	Year-end Material Differences Reports (MDRs) are available in GTAS to be explained and certified. The Raw Data File is also available in GTAS.
November 15, 2021	Final audited financial statements are due to <a href="https://www.max.gov">MAX.gov</a> and also by email to GAO by 6 p.m. ET.
*November 15, 2021	<ol style="list-style-type: none"> <li>1. Significant entities must submit a variance analysis in accordance with OMB Circular No. A-136, Section IV.2.</li> <li>2. Significant entities must submit a completed Budget Deficit Reconciliation template via the <a href="https://www.max.gov">MAX.gov</a> website. (Please see subsection 4735.10.)</li> <li>3. Significant entity IGs must submit the final Legal Representation Letter and Management Schedules (using the Management Schedule template provided by Fiscal Service) to Fiscal Service, DOJ, and GAO by 6 p.m. ET.</li> <li>4. Significant entities must submit the Management Representation Letter in conjunction with the Uncorrected Misstatements (SUM) via email to Fiscal Service and GAO. Upload the required documents to OMB via the <a href="https://www.max.gov">MAX.gov</a> website (Please see Section 4730).</li> </ol>

November 19, 2021	Fiscal Service will provide the federal entity technical experts the Significant Disclosures Template, an updated version of note(s) from the third quarter analysis. FR identified key notes presenting a greater risk of failing to meet prescribed disclosure requirements, as well as auditor comments on each of the note(s) (if applicable) from the prior-year FR preparation process. See subsection 4730.20 for complete details.
November 19, 2021	DOJ will provide the interim government-wide Legal Representation Letter to GAO, OMB, and Treasury.
November 30, 2021	Federal entity CFOs submit their <i>Representations for Intra-governmental Activity and Balances</i> to the entity's IG and Fiscal Service. <b>All year-end MDRs must be certified in GTAS by 5 p.m. ET.</b>
December 3, 2021	Federal entity technical experts are required to provide feedback on the Significant Disclosures template as well as any narrative updates from prior-year FR. See subsection 4730.20 for complete details.
December 9, 2021	Fiscal Service will provide a reconciliation to significant federal entities that provides a crosswalk between the gross cost and earned revenues in the consolidated FR to the gross cost and earned revenue reported by the entity on their SNC.
December 9-16, 2021	Federal entity FR review period. Comments are due by close of business.
January 26, 2022	Significant entity IGs must provide Fiscal Service information relating to subsequent events that occurred from the effective date of their final <b>Legal Representation Letters</b> through January 21, 2022. Send this information via email to Fiscal Service, DOJ, and GAO.
January 28, 2022	DOJ will provide the final government-wide Legal Representation Letter to GAO, OMB, and Treasury.
February 8, 2022 <b>By NOON</b>	Significant entity CFOs must provide Fiscal Service information about subsequent events that affected their financial statements and any additions or edits to <b>Management Representation Letters</b> that have occurred from the date of the financial statement's audits through February 7, 2022. Send this information <b>by noon</b> via email to Fiscal Service, Treasury (Main), OMB, and

	GAO.
February 17, 2022	Financial Report of the U.S. Government is published.

\* Represents the "no later than date." Federal entities should submit data as early as possible.

Intra-governmental Key Dates may be found on the [GTAS](#) website.

GTAS Deadlines may be found on the [GTAS](#) website.

Figure 3: Treasury Managed Trust Funds

Treasury Managed Trust Fund	Federal Entity/Department
Federal Supplementary Medical Insurance	Department of Health and Human Services (HHS)
Federal Hospital Insurance	HHS
Vaccine Injury Compensation	HHS
Federal Old-Age and Survivors Insurance	Social Security Administration (SSA)
Federal Disability Insurance	SSA
Airport and Airway	Department of Transportation (DOT)
Sports Fish Restoration and Boating	Department of the Interior
Oil Spill Liability	Department of Homeland Security
Highway	DOT
Black Lung Disability	Department of Labor (DOL)
Unemployment	DOL
Hazardous Substance Superfund	Environmental Protection Agency (EPA)



Leaking Underground Storage Tank	EPA
Inland Waterways	U.S. Army Corps of Engineers
Harbor Maintenance	U.S. Army Corps of Engineers
South Dakota Wildlife Restoration	U.S. Army Corps of Engineers
Patient-Centered Outcomes Research	Independent Agency
U.S. Victims of State Sponsored Terrorism Fund	Department of Justice

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**Appendices Listing**

<b>Appendix No.</b>	<b>Title</b>
1a	Federal Trading Partner Codes for the Governmentwide Treasury Account Symbol Adjusted Trial Balance System (GTAS)
1b	Determination of Consolidation Entity, Disclosure Entity, or Related Party for the Governmentwide Treasury Account Symbol Adjusted Trial Balance System (GTAS)
1c	Entity Organizational Structures of 13 Entities with Sub-Component Financial Statements
2	Reciprocal Categories Crosswalk to Financial Statements
3	Intra-governmental Transactions (IGT) Categories of Reciprocal U.S. Standard General Ledger (USSGL) Proprietary Accounts
4	CFO Representations for Intra-governmental Activity and Balances Instructions
5	Overall Intra-governmental Transactions (IGT) Processes and General Information
6	Intra-governmental Transactions (IGT) Investments and Borrowings
7	Intra-governmental Transactions (IGT) Benefits
8	Intra-governmental Transactions (IGT) Buy/Sell
9	Intra-governmental Transactions (IGT) Transfers
10	Intra-governmental Transactions (IGT) Custodial & Non-Entity Transactions



## Summary of Changes

**IMPORTANT NOTE:** This summary of changes is a synopsis of the changes for TFM Volume I, Part 2, Chapter 4700 (and appendices), since the June 30, 2020, publication. It highlights the significant changes, but it is not all inclusive. Federal entities should read TFM Volume I, Part 2, Chapter 4700, in its entirety to see all the changes for this fiscal year.

*Please note that in FY 2021, the main chapter's sections/subsections were renumbered.*

### TFM Volume I, Part 2, Chapter 4700

Section Item	Revision	Change
4710	Revised	Revised the Scope and Applicability for FY 2021 reporting requirements. Please see main chapter for complete details.
4710	Revised	Revised narrative to include an explanation for how net cost will differ from the entity's financial statement. Please see main chapter for complete details.
4720	Revised	Please note the chapter's terms have been removed and replaced with a link to the TFM Glossary.
4725	Revised	Revised Reporting Entity background for FY 2021. Please see main chapter for complete details.
4725	Revised	Updated definitions of Disclosure Entity and Related Party. Please see main chapter for complete details.
4725	Revised	Revised Reporting Entity requirements for FY 2021. Please see main chapter for complete details.
4730	Revised	Updated FR Reporting and Submission requirements for FY 2021. Please see main chapter for complete details.
4730.10	Revised	Revised Third-Quarter Reporting requirements for FY 2021. Please see main chapter for complete details.
4730.10	Revised	Revised requirements for FY 2021 to include Restatements, Adjustments, and Reclassification Survey. Please see main chapter for complete details.
4730.10	Revised	Revised Key Notes for FY 2021. Please see main chapter for complete details.
4730.20	New	New for FY 2021, Year-end Reporting (Audited Financial Statements and Notes) requirements. Please see main chapter for complete details.
4735	Revised	Updated FR Data Requirements for FY 2021. Please see main chapter for complete details.
4735.10	Revised	Updated guidance for Budget Deficit (Surplus) Reconciliation for FY 2021. Please see main chapter for complete details.
4735.30	Revised	Updated guidance for Reclassification of Significant Entities' Financial Statements to include "Significant Entities that are FASAB reporters are required to use the Standardized Balance Sheet presented in OMB Circular No. A-136. Therefore, they are not required to complete a Note 45 for the Balance Sheet, although certain exceptions apply." Please see main chapter for complete details.
4735.30a	Revised	Custodial Activity requirements was revised for FY 2021. Please see main chapter for complete details.
4735.30b	Revised	Updated reporting guidance for FY 2021 for Funds for Dedicated Collections. Please see main chapter for complete details.

4735.40	Revised	Updated reporting requirements for Special Basis of Accounting to include “Significant entities that are FASB reporters are required to provide the Bureau of Fiscal Service certain audited information that is necessary for the audit of the Government-wide financial statements using MAX (see Appendix B). This includes information for Note 5 (Investments), Note 20 (Dedicated Collections), Note 42 (COVID), and Note 45 (Reclassified Statements). The information to be provided and the manner of obtaining audit coverage must be determined in consultation with Fiscal Service.” Please see main chapter for complete details.
4735.70	Revised	Updated Treaties and Other International Agreements for FY 2021 to include “Any legal claim that is related to a treaty or other international agreement should be indicated as such on the legal letter form and in the appropriate column in the entity’s Management Schedule.” Please see main chapter for complete details.
4740	Revised	Updated OMB references for FY 2021 reporting. Please see main chapter for complete details.
4740.10	Revised	Revised the title of the subsection to “Subsequent Events and MRL Representations.” Revised reporting guidance within the section for FY 2021. Please see the main chapter for complete details.
4740.20	Revised	Revised the reporting requirements for the Summary of Uncorrected Misstatements (SUM) Process for FY 2021. Please see main chapter for complete details.
4745.10	Revised	Updated the reporting requirements for FY 2021 for Legal Letter reporting. Please see main chapter for complete details.
4750.40a	Revised	Revised the reporting requirements for FY 2021 for Fiscal Service Intra-governmental Activity. Please see main chapter for complete details.
4750.40b	Revised	Updated reporting requirements for FY 2021 for Reporting Entity’s Explanation of Reporting in Material Differences Reports Part I. Please see main chapter for complete details.
4750.50	Revised	Revised requirements for Year-end Intra-governmental Reconciliation Process Related to GTAS. Please see main chapter for complete details.
Figure 2	Revised	Updated Reporting and Submission Dates for FY 2021.

**Appendix 1a Federal Trading Partner Codes for the Governmentwide Treasury Account Symbol Adjusted Trial Balance System (GTAS)**

Section Item	Revision	Change
Appendix 1a, Entity List	Revised	Revised FR Entity and Agency Identification number for Inter-American Foundation and African Development Foundation.
Appendix 1a, Entity List	Added	Added FR Entity: Commission on Combatting Synthetic Opioid Trafficking.
Appendix 1a, Entity List	Added	Added Reporting Agencies: Special Purpose Vehicles, Bureau of Alcohol Tobacco and Firearms.
Appendix 1a, Entity List	Added	Added new FR Entities from budget: National Association of Registered Agents and Brokers, National Oilheat Research Alliance, Payment to Puerto Rico Oversight Board, South Crescent Regional Commission, Standard Setting Body, United Mine Workers of America Benefit Funds.

**Appendix 1b Determination of Consolidation Entity, Disclosure Entity, or Related Party for the Governmentwide Treasury Account Symbol Adjusted Trial Balance System (GTAS)**

Section Item	Revision	Change
Appendix 1b, body paragraph 1	Revised	Revised verbiage to include current FY.
Appendix 1b, body paragraph 2	Added	Added sentence indicating list of FR Entities below.
Appendix 1b, Classification Table	Revised	Removed “Code” from column heading “FR Entity Code”.
Appendix 1b Classification Table	Added	Added new FR Entities from budget: 4847 Commission on Combatting Synthetic Opioid Trafficking.
Appendix 1b,	Revised	Revised FR Entity and Agency Identification numbers for Inter-American

Classification Table		Foundation and African Development Foundation.
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**Appendix 1c- Federal Entity Sub-Component Financial Statements (New for FY21)** -Several federal entities have expressed an interest in preparing subcomponent financial statements. Appendix 1c has the complete list of entities.

**Appendix 2 Reciprocal Categories Crosswalks to Financial Statements**

Section Item	Revision	Change
Reciprocal Category Crosswalk	Revised	Updated Financial Statement lines for RC06 SNC and added lines for RC06 SOCLNP and related footnote.
RC 29- Non-Reciprocal Line Items	Revised	Removed BS-Other Assets (without reciprocals) which is no longer available.

**Appendix 3 Intra-governmental Transactions (IGT) Categories of Reciprocal U.S. Standard General Ledger (USSGL) Proprietary Accounts**

Section Item	Revision	Change
Table 1, RC 06	Revised	Added accounts 719000FT and 729000FT to both Entity 1 and Entity 2 columns.
Table 6, RC 37	Revised	Added account 579000G (099) to Entity 1 column.
Table 6, RC 38	Revised	Added accounts 570010G to Entity 1 column and 570006F to Entity 2 column.
Table 6, RC 39	Revised	Added accounts 310710G to Entity 1 column and 320710F to Entity 2 column.
Table 6, RC 41	Revised	Updated numerical order of accounts.
Table 6, RC 30	Revised	Changed title of 299010F to Other Liabilities Without Related Budgetary Obligations-General Fund of the U.S. Government.
Table 6, RC 30	Revised	Changed title of 199010F to Other Assets-General Fund of the U.S. Government.
Table 6, RC 30	Revised	Changed title of 299110F to Other Liabilities-Reductions-General Fund of the U.S. Government.

**Appendix 4 CFO Representations for Intra-governmental Activity and Balances Instructions**

Section Item	Revision	Change
CFO Representations for Intra-governmental Activity and Balances Instructions	Revised	Added general wording updates to clarify the instructions.
CFO Representations for Intra-governmental Activity and Balances Instructions – Section III	Revised	Revised the first sentence to read “ <i>Important: The CFO or equivalent, must sign this form, not a designee.</i> ”
CFO Representations for Intra-governmental Activity and Balances Form	Revised	Added general wording updates to clarify the instructions.
CFO Representations for Intra-governmental Activity and Balances Form – Section III	Revised	Section III-Added “(Not a designee)” after CFO Signature.

**Appendix 5 Overall Intra-governmental Transactions (IGT) Processes and General Information**

Section Item	Revision	Change
1.2 – Background	Revised	Refer to the Financial Report of the United States Government as FR.
Table 1: IGT Categories and Sub-categories	Revised	Added the following sentence: Fiscal Service also provides these benefit reports on the GTAS website.
Table 1: IGT Categories and Sub-categories	Revised	Added additional information regarding Buy/Sell activities.

USSGL Account Attributes	Revised	Added additional information regarding the four-digit trading partner main account.
Classifying Asset Accounts	Revised	Revised reference to subsection 4708.30b to 4750.30b.
2.2-Report IGT Activity	Revised	Removed wording on CFO Representation on IGT balances from the first paragraph due to redundancy. Refer to Appendix 4 for more information on the CFO Representation process.
2.3-Reconcile IGT Difference(s)	Revised	Changed IGT to read government-wide. Also changed the word rules to say reconciliation procedures.
Authoritative Source Reconciliation	Revised	Refer to the Federal Financing Bank as FFB.
Authoritative Source Reconciliation	Revised	Removed the reference to trading partners for Buy/Sell, Transfers, Custodial, and General Fund transactions.
Material Differences Reports	Revised	Changed the word quarter 4 to pre-year-end.
Section 3	New	Added sentence to beginning of paragraph 4: "For more information on the IPAC application, review the information found on the IPAC Tutorial webpage at Intra-Governmental Payment and Collection (IPAC) (treasury.gov)."

### Appendix 6 Intra-governmental Transactions (IGT) Investments and Borrowings

Section Item	Revision	Change
2.3-Business Rules for Investments	Deleted	Deleted Treasury Operating Circular. It was converted into TFM Chapter 4300.

### Appendix 7 Intra-governmental Transactions (IGT) Benefits

Section Item	Revision	Change
Section 1.2	New	Inserted General Business Rules for Intra-governmental Benefits.
Section 2.7	New	Inserted Authoritative File Differences for DOL-FECA under Table 3.
Section 3.7	New	Inserted Authoritative File Differences for DOL-UI under Table 5.

### Appendix 8 Intra-governmental Transactions (IGT) Buy/Sell

Section Item	Revision	Change
Section 1	Revised	Updates throughout Section 1 to clarify which reciprocal categories are affected by the G-Invoicing mandate.
Section 1	Revised	Updated several acronyms to include the full title.
Section 1	New	Added some updated history on versioning since last year's publication.
Section 1	New	Added the three Organizational Data Access Model Releases to migrate entity accounts over to a Group Access Model.
Section 1.1	Revised	Removed the section numbers from Initiation and GT&C Phase (formerly 1.2), Establish an Order (formerly 1.3), Performance Transactions/Receipt and Acceptance Phase (formerly 1.4), and Fund Settlement and IAA/Closeout Phase (formerly 1.5). All of these fall under Section 1.1 as sub-sections that we no longer renumber past one digit beyond the period.
Section 1.1	New	Added language about G-Invoicing being the authoritative source for brokering GT&Cs. Edited some of the text concerning the 7600 forms.
Section 1.1	New	Added language surrounding Release 4.1 and Seller Facilitated Order functionality.
Section 1.1	Revised	Updated several acronyms to include the full title.
Section 1.1	Revised	Updated the sections concerning accrual reporting to add clarity.
Section 1.1	New	Added more clarification on how Orders can systematically be closed.
Section 1.2	New	Inserted language to address how Fiscal Service will measure and enforce the G-Invoicing mandate.
Section 2	Revised	Revised some of the text concerning the Attachment A and how we expect entities to complete them each quarter.
Section 2	New	Inserted guidance concerning the Attachment B.



Section 2.1	Revised	Removed the section numbers from Services Provided (formerly 2.2) and Goods Sold or Leased (formerly 2.3). These fall under Section 2.1 as subsections that we no longer renumber past one digit beyond the period.
Section 2.2	Revised	This used to be Section 2.4. Renumbered to be Section 2.2. Updated the Header to include: "Trading Partner" before "Roles and Responsibilities."
Section 2.2-Table 1	Revised	Revised the column header to include Federal Entity above the 2nd column.
Section 2.3	Revised	This used to be Section 2.5. Renumbered to be Section 2.3.
Section 2.3	Revised	Title change was made to SFFAS No. 4 to "Managerial Cost Accounting Standards and Concepts."
Section 2.3	Revised	Title change was made to FAR to "Interagency Acquisitions."
Section 2.4	Revised	This used to be Section 2.6. Renumbered to be Section 2.4.
Section 2.4	Revised	Added text to reflect that a single Statutory Authority must be agreed upon by both trading partners, rather than each one citing their own.
Section 2.5	Revised	This used to be Section 2.7. Renumbered to be Section 2.5. Addressed the single Statutory Authority in this section as well. Replaced the word "signed" with "approved" as we will be transitioning away from the 7600 forms and begin brokering more IAAs in the application.
Section 2.6	Revised	This used to be Section 2.8. Renumbered to be Section 2.6.
Section 2.7	Revised	This used to be Section 2.9. Renumbered to be Section 2.7. Revised the text concerning IPAC transactions and the transition phase leading up to the mandate.
Section 3	Revised	Updated the Header to include: "Reciprocal Categories and" before "Eliminating USSGL Accounts." Added text concerning reciprocal categories to this section.
Section 3-Table 2	Revised	Updated the table to include a column header for each column.
Table 4	Revised	Inserted a new column listing out each Buy/Sell reciprocal category.

#### Appendix 9 Intra-governmental Transactions (IGT) Transfers

Section Item	Revision	Change
Table 7: Other Transfers	Revised	Changed "Earmarked Receipts" to "Dedicated Collections."
1.3 Business Rules for Transfers	Revised	Removed reference to TFM Volume I, Part 2, Chapter 3300 as it no longer exists in the TFM.

#### Appendix 10 Intra-governmental Transactions (IGT) Custodial & Non-Entity Transactions

Section Item	Revision	Change
		No Changes.

#### Appendix 11 Recording Intra-governmental Transactions with the General Fund of the U.S. Government

Section Item	Revision	Change
1	Revised	Updated to include BETC guidance link.
3.1	Revised	Updated with SFFAS 31 interpretation.
3.2	Revised	Updated with additional guidance.
Table 4	Revised	Updated to include additional GFRA guidance.
5	Revised	Added additional guidance for Entity Submission Form.

## Appendix 1a

### Federal Trading Partner Codes for the Governmentwide Treasury Account Symbol Adjusted Trial Balance System (GTAS)

The following crosswalk provides Financial Reporting Entity (FR Entity) codes used for GTAS. The information here reflects the determinations made using Statement of Federal Financial Accounting Standards (SFFAS) No. 47, *Reporting Entity* guidance. The below codes are used as the federal trading partner codes requirement for GTAS and are used to facilitate the preparation of the Financial Report of the United States Government (FR).

The crosswalk below provides Agency Identifiers (AID) used for GTAS. All federal entities are required to report Trading Partner Main Account (TPMA) for all TAS that have a Beginning Period of Availability (BPOA) of FY 2015 or later. When reporting Trading Partner Agency Identifier (TPAID) and TPMA, the AID for the trading partner must be used for the first half of the TPMA code. The main account from the Treasury Account Symbol (TAS) that the partner uses should be used for the second half of the TPMA code. It is noted that Treasury is working to get AID and FR Entity in sync as both should denote reporting entity responsibility.

Refer to the below table as reference:

Example 1: TAS 020 X 1045 000 has federal trading activity with Millennium Challenge Corporation (MCC). This TAS has an AID of 020 (Department of Treasury) and has a FR Entity of 2000 (Department of Treasury). Since they are trading with MCC (AID 524), you would need to choose 524 as the TPAID and 2750 as the TPMA. This results in a TPMA code of 524 2750.

Example 2: TAS 089 X 5231 000 has federal trading activity with Tennessee Valley Authority (TVA). This TAS has an AID of 089 (Department of Energy) and has a FR Entity of 8900 (Department of Energy). Since they are trading with TVA (AID 455), you would need to choose 455 as the TPAID and 4110 as the TPMA. This results in a TPMA code of 455 4110.

Examples	TAS that has federal activity:	FR entity assigned to TAS:	TAS the trading partner is using:	TPAID (the AID of the trading partner):	TPMA (the main account of the trading partner TAS):	TPMA code to use for bulk file
Example 1	020 X 1045	2000	524 X 2750	524	2750	524 2750
Example 2	089 X 5231	8900	455 X 4110	455	4110	455 4110

Some agencies operate under appropriation and are responsible for a TAS that has various AIDs. This means that there is not a singular AID for each federal entity. For example, the Department of the Treasury and the Department of State both report and incorporate TASs with an AID of 011 (Executive Office of the President) in their financial statements. Agencies that have activity with the Military Sales Fund should report the Security Assistance Accounts (AID 011, FR Entity 1137) as the trading partner.

## Appendix 1a

<u>FR Entity</u>	<u>Agency Identifier</u>	<u>Federal Entity</u>
<b>Significant Entities:</b>		
1137	011	Security Assistance Accounts
1200	012	Department of Agriculture
1300	013	Department of Commerce
1400	014	Department of the Interior
1500	015	Department of Justice
1601	016	Department of Labor
1602	016	Pension Benefit Guaranty Corporation
1800	018	Postal Service
1900	019	Department of State
2000	020	Department of the Treasury
2400	024	Office of Personnel Management
2500	025	National Credit Union Administration
2700	027	Federal Communications Commission
2800	028	Social Security Administration
3100	031	Nuclear Regulatory Commission
3300	033	Smithsonian Institution
3600	036	Department of Veterans Affairs
4700	047	General Services Administration
4900	049	National Science Foundation
5000	050	Securities and Exchange Commission
5100	051	Federal Deposit Insurance Corporation
6000	060	Railroad Retirement Board
6002	060	National Railroad Retirement Investment Trust
6400	455	Tennessee Valley Authority
6800	068	Environmental Protection Agency
6900	069	Department of Transportation
7000	070	Department of Homeland Security
7200	072	Agency for International Development
7300	073	Small Business Administration
7500	075	Department of Health and Human Services
7700	071 077	US International Development Finance Corporation
7802	352	Farm Credit System Insurance Corporation
8000	080	National Aeronautics and Space Administration
8300	083	Export-Import Bank of the United States
8600	086	Department of Housing and Urban Development
8900	089	Department of Energy
9100	091	Department of Education
9563	524	Millennium Challenge Corporation
9900	099	General Fund of the U.S. Government
DE00	017	Department of the Navy*
DE00	021	Department of the Army*
DE00	057	Department of the Air Force*
DE00	096	U.S. Army Corps of Engineers–Civil Works*
DE00	097	Office of the Secretary of Defense–Defense Agencies*

## Appendix 1a

<u>FR Entity</u>	<u>Agency Identifier</u>	<u>Federal Entity</u>
<b>Other Entities:</b>		
0000	000	Congress (House & Senate)
0100	001	Architect of the Capitol
0100	009	Botanic Garden
0200	002	Capitol Police
0300	003	Library of Congress**
0400	004	Government Publishing Office**
0500	005	Government Accountability Office**
0800	008	Congressional Budget Office**
0902	009	Commission on Security and Cooperation in Europe
0904	009	John C. Stennis Center for Public Service Training and Development
0905	009	U.S. Capitol Preservation Commission
0907	009	Office of Congressional Workplace Rights
0908	009	Open World Leadership Center
0912	000	Senate Preservation Fund
0915	009	Medicaid and CHIP Payment and Access Commission
1000	010	The Judiciary
1100	011	Executive Office of the President
1125	011	Peace Corps
1133	011	Trade and Development Agency
2300	023	United States Tax Court
2600	026	Thrift Savings Fund
2900	029	Federal Trade Commission**
3301	033	John F. Kennedy Center for Performing Arts
3302	033	National Gallery of Art
3303	033	Woodrow Wilson International Center for Scholars
3400	034	International Trade Commission**
4100	389	Merit Systems Protection Board
4500	045	Equal Employment Opportunity Commission**
4600	309	Appalachian Regional Commission**
4811	431	Nuclear Waste Technical Review Board
4812	435	Office of Navajo and Hopi Indian Relocation
4813	437	Office of Nuclear Waste Negotiator
4814	453	State Justice Institute
4823	235	Medicare Payment Advisory Commission
4829	295	United States Commission on International Religious Freedom
4830	292	United States-China Economic and Security Review Commission
4833	283	Dwight D. Eisenhower Memorial Commission
4838	376	United States Interagency Council on Homelessness
4841	575	National Railroad Passenger Corporation Office of Inspector General

## Appendix 1a

<u>FR Entity</u>	<u>Agency Identifier</u>	<u>Federal Entity</u>
<b>Other Entities (continued):</b>		
4843	584	Indian Law and Order Commission
4844	479	Military Compensation and Retirement Modernization Commission
4845	480	World War I Centennial Commission
4847	256	Commission on Combatting Synthetic Opioid Trafficking
5400	054	Federal Labor Relations Authority**
5901	417	National Endowment for the Arts
5902	418	National Endowment for the Humanities
5903	474	Institute of Museum and Library Services
6100	061	Consumer Product Safety Commission**
6200	062	Office of Special Counsel**
6300	420	National Labor Relations Board**
6500	065	Federal Maritime Commission**
6903	069	Saint Lawrence Seaway Development Corporation
7400	074	American Battle Monuments Commission**
7601	465	Christopher Columbus Fellowship Foundation**
7801	352	Farm Credit Administration
8400	084	Armed Forces Retirement Home**
8800	088	National Archives and Records Administration**
9000	090	Selective Service System**
9300	093	Federal Mediation and Conciliation Service**
9501	472	Surface Transportation Board
9502	306	Advisory Council on Historic Preservation
9503	310	Access Board
9504	313	Barry Goldwater Scholarship and Excellence in Education Foundation
9506	321	Commission for the Preservation of America's Heritage Abroad
9507	323	Commission of Fine Arts
9508	326	Commission on Civil Rights
9511	338	Committee for Purchase from People Who Are Blind or Severely Disabled
9512	339	Commodity Futures Trading Commission
9515	485	Corporation for National and Community Service
9516	347	Defense Nuclear Facilities Safety Board
9518	360	Federal Election Commission
9520	368	Federal Mine Safety and Health Review Commission
9521	372	Harry S. Truman Scholarship Foundation
9522	381	James Madison Memorial Fellowship Foundation
9523	382	The Japan-United States Friendship Commission
9524	387	Marine Mammal Commission
9527	394	National Capital Planning Commission

## Appendix 1a

<u>FR Entity</u>	<u>Agency Identifier</u>	<u>Federal Entity</u>
<b>Other Entities</b>		
<b>(continued):</b>		
9530	413	National Council on Disability
9531	421	National Mediation Board
9532	424	National Transportation Safety Board
9533	432	Occupational Safety and Health Review Commission
9534	434	Office of Government Ethics
9536	166	African Development Foundation
9537	164	Inter-American Foundation
9538	345	United States Court of Appeals for Veterans Claims
9539	456	United States Holocaust Memorial Museum
9540	458	United States Institute of Peace
9542	487	Morris K. Udall and Stewart L. Udall Foundation
9543	362	Federal Financial Institution Examination Council
9548	510	Chemical Safety and Hazard Investigation Board
9549	487	Environmental Dispute Resolution Fund
9550	512	Presidio Trust
9551	349	DC Courts-Defender Services
9552	254	District of Columbia Courts
9553	511	Court Services and Offender Supervision Agency for the District of Columbia
9554	514	U.S. Agency for Global Media
9555	513	Denali Commission
9557	511	Public Defender Service for the District of Columbia
9558	272	Congressional-Executive Commission on the People's Republic of China
9559	517	Delta Regional Authority
9560	428	Neighborhood Reinvestment Corporation
9561	519	Vietnam Education Foundation
9564	525	Election Assistance Commission
9565	534	Office of the Federal Coordinator for Alaska Natural Gas Trans. Projects
9566	537	Federal Housing Finance Agency
9567	542	Council of the Inspectors General on Integrity and Efficiency
9568	539	Recovery Accountability and Transparency Board
9569	302	Administrative Conference of the United States
9570	573	Northern Border Regional Commission
9571	581	Bureau of Consumer Financial Protection
9572	579	Patient-Centered Outcomes Research Trust Fund
9573	537	Federal Housing Finance Agency-Office of the Inspector General
9577	471	Gulf Coast Ecosystem Restoration Council**
9578	535	Privacy and Civil Liberties Oversight Board
9579	237	Women's Suffrage Centennial Commission
9580	236	National Commission on Military, National, and Public Service
9581	290	Public Buildings Reform Board
9582	239	United States Semiquincentennial Commission
9583	245	National Security Commission on Artificial Intelligence
9584	242	Western Hemisphere Drug Policy Commission
9585	246	National Commission on Military Aviation Safety
9586	473	Federal Permitting Improvement Steering Council
9587	247	400 Years of African-American History Commission
9588	545	Alyce Spotted Bear and Walter Soboleff Commission on Native Children
9999	999	Unknown Trading Partners (Unidentified)

## **Appendix 1a**

\*The Department of Defense (DOD) trading partner code “DE00” in GTAS includes the Department of the Air Force, Department of the Army, Department of the Navy, the Defense agencies, and the U.S. Army Corps of Engineers.

\*\*These federal entities, in addition to significant entities, are required to explain and certify quarterly material intra-governmental differences or are required to have IGT scorecards prepared.

## Appendix 1b

### Determination of a Consolidation Entity, a Disclosure Entity, or a Related Party for the Governmentwide Treasury Account Symbol Adjusted Trial Balance System (GTAS)

For fiscal year (FY) 2021, federal entities should continue to report information based on the Statement of Federal Financial Accounting Standards (SFFAS) No. 47, *Reporting Entity* determinations, except federal entities reporting under FASB standards. Treasury and OMB will continue to address determination discrepancies. This information is used to support Appendix A: Reporting Entity of the Financial Report of the United States Government (FR) for FY 2021. Appendix A lists the organizations and federal entities included in the consolidated reporting entity of the U.S. Government for the FR, as well as some federal entities not included in the reporting entity.

A federal entity that has been determined to be consolidated will provide financial information in GTAS unless other means are determined for financial reporting. This data will flow to the face of the government-wide statements presented in the FR. Federal entities that have been determined to be a disclosure or related party will continue to report Treasury Accounting Symbols (TAS), if applicable, but when utilizing the disclosure or related party TAS, transactions must be processed as non-federal (N). This information is reported by the consolidation entities and is not a direct report by the disclosure or related party. **Therefore, if the federal entity has a relationship with a disclosure entity included in the government-wide financial statements or related party, make sure to report the federal or non-federal designation as non-federal. OMB Circular No. A-136 component entities should include information in a discrete Note disclosure to facilitate Fiscal Service analysis.** The reporting entities are listed below in order of FR Entity name.

#### Consolidation Entities

- Consolidation Entity**—is an organization that should be consolidated in the financial statements based on the assessment as a whole of the degree to which the entity “(a) is financed through taxes and other non-exchange revenues (b) is governed by the Congress and/or the President (c) that it imposes or may impose risks and rewards to the federal government and (d) provides goods and services on a non-market basis.” It would also include organizations that are included in the President’s Budget and/or would result in misleading or incomplete financial statements if excluded. [see SFFAS No. 47 par. 38-40]

FR Entity	Agency Identifier	FR Entity	Reporting Agency
9587	247	400 Years of African-American History Commission	400 Years of African-American History Commission
9503	310	Access Board	Access Board
9569	302	Administrative Conference of the United States	Administrative Conference of the United States
9502	306	Advisory Council on Historic Preservation	Advisory Council on Historic Preservation
9536	166	African Development Foundation	African Development Foundation
7200	072	Agency for International Development	Agency for International Development
9588	545	Alyce Spotted Bear and Walter Soboleff Commission on Native Children	Alyce Spotted Bear and Walter Soboleff Commission on Native Children
7400	074	American Battle Monuments Commission	American Battle Monuments Commission
4600	309	Appalachian Regional Commission	Appalachian Regional Commission
0100	001	Architect of the Capitol	Architect of the Capitol
	009		Botanic Garden
8400	084	Armed Forces Retirement Home	Armed Forces Retirement Home
9504	313	Barry Goldwater Scholarship and Excellence in Education Foundation	Barry Goldwater Scholarship and Excellence in Education Foundation



**Appendix 1b**

<b>FR Entity</b>	<b>Agency Identifier</b>	<b>FR Entity</b>	<b>Reporting Agency</b>
9571	581	Bureau of Consumer Financial Protection	Bureau of Consumer Financial Protection
0200	002	Capitol Police	Capitol Police
9548	510	Chemical Safety and Hazard Investigation Board	Chemical Safety and Hazard Investigation Board
**7601	**465	**Christopher Columbus Fellowship Foundation	**Christopher Columbus Fellowship Foundation
9506	321	Commission for the Preservation of America's Heritage Abroad	Commission for the Preservation of America's Heritage Abroad
9507	323	Commission of Fine Arts	Commission of Fine Arts
9508	326	Commission on Civil Rights	Commission on Civil Rights
0902	009	Commission on Security and Cooperation in Europe	Commission on Security and Cooperation in Europe
4847	256	Commission on Combatting Synthetic Opioid Trafficking	Commission on Combatting Synthetic Opioid Trafficking
9511	338	Committee for Purchase from People Who Are Blind or Severely Disabled	Committee for Purchase from People Who Are Blind or Severely Disabled
9512	339	Commodity Futures Trading Commission	Commodity Futures Trading Commission
0000	000	Congress (House and Senate)	Congress (House and Senate)
0800	008	Congressional Budget Office	Congressional Budget Office
9558	272	Congressional-Executive Commission on the People's Republic of China	Congressional-Executive Commission on the People's Republic of China
6100	061	Consumer Product Safety Commission	Consumer Product Safety Commission
9515	485	Corporation for National and Community Service	Corporation for National and Community Service
9567	542	Council of the Inspectors General on Integrity and Efficiency	Council of the Inspectors General on Integrity and Efficiency
9553	511	Court Services and Offender Supervision Agency for the District of Columbia	Court Services and Offender Supervision Agency for the District of Columbia
9551	349	DC Courts – Defender Services	DC Courts – Defender Services
9516	347	Defense Nuclear Facilities Safety Board	Defense Nuclear Facilities Safety Board
9559	517	Delta Regional Authority	Delta Regional Authority
9555	513	Denali Commission	Denali Commission
1200	012	Department of Agriculture	Department of Agriculture
1300	013	Department of Commerce	Department of Commerce
DE00	(017), (021), (057), (096), (097)	Department of Defense	Department of Defense – Air Force <b>(057)</b>
			Department of Defense – Army <b>(021)</b>
			Department of Defense – Navy/Marines <b>(017)</b>
			Office of the Secretary of Defense-Defense Agencies <b>(097)</b>
			Corps of Engineers – Civil Works <b>(096)</b>

**Appendix 1b**

FR Entity	Agency Identifier	FR Entity	Reporting Agency
9100	091	Department of Education	Department of Education
			Institute of Education Sciences
8900	089	Department of Energy	Bonneville Power Administration
			Department of Energy
			Federal Energy Regulatory Commission (FERC)
			Southeastern Power Administration
			Southwestern Power Administration
			Western Area Power Administration
			Ames Laboratory
			Argonne National Laboratory
			Brookhaven National Laboratory
			Fermi National Accelerator Laboratory
			Idaho National Laboratory
			Lawrence Berkeley National Laboratory
			Lawrence Livermore National Laboratory
			Los Alamos National Laboratory
			National Renewable Energy Laboratory
			Oak Ridge National Laboratory
			Pacific Northwest National Laboratory
			Princeton Plasma Physics Laboratory
Sandia National Laboratory			
Savannah River National Laboratory			
SLAC National Accelerator Laboratory			
Thomas Jefferson National Accelerator Facility			
7500	075	Department of Health and Human Services	Department of Health and Human Services
7000	070	Department of Homeland Security	Department of Homeland Security
			Homeland Security Operational Analysis Center
			Homeland Security Systems Engineering and Development Institute
			National Biodefense Analysis and Countermeasures Center
8600	086	Department of Housing and Urban Development	Department of Housing and Urban Development
			Federal Housing Administration
			Government National Mortgage Association
1500	015	Department of Justice	Department of Justice
			Federal Prison Industries, Inc. (Unicor)
			Bureau of Alcohol, Tobacco, Firearms, and Explosives (ATF)
1601	016	Department of Labor	Department of Labor

**Appendix 1b**

FR Entity	Agency Identifier	FR Entity	Reporting Agency
1900	019	Department of State	Department of State
			International Center
			International Boundary and Water Commission
			International Joint Commission (part of American Sections, International Commission)
			International Boundary Commission (part of American Sections, International Commission)
1400	014	Department of the Interior	Department of the Interior
2000	020	Department of the Treasury	Department of the Treasury
			Federal Financing Bank
6900	069	Department of Transportation	Department of Transportation
3600	036	Department of Veterans Affairs	Department of Veterans Affairs
9552	254	District of Columbia Courts	District of Columbia Courts
4833	283	Dwight D. Eisenhower Memorial Commission	Dwight D. Eisenhower Memorial Commission
9564	525	Election Assistance Commission	Election Assistance Commission
9549	487	Environmental Dispute Resolution Fund	Environmental Dispute Resolution Fund
6800	068	Environmental Protection Agency	Environmental Protection Agency
4500	045	Equal Employment Opportunity Commission	Equal Employment Opportunity Commission
1100	011	Executive Office of the President	Executive Office of the President
			Federal Drug Control Programs Federal Fund
8300	083	Export-Import Bank of the United States	Export-Import Bank of the United States
7801	352	Farm Credit Administration	Farm Credit Administration
7802	352	Farm Credit System Insurance Corporation	Farm Credit System Insurance Fund
2700	027	Federal Communications Commission	Federal Communications Commission
			Universal Service Fund (USF)
			Telecommunications Relay Service Fund (TRS)
5100	051	Federal Deposit Insurance Corporation	Federal Deposit Insurance Corporation
			Federal Deposit Insurance Fund and FSLIC Resolution Fund
			Office of Inspector General, Federal Deposit Insurance Corporation
			Orderly Liquidation Fund
9518	360	Federal Election Commission	Federal Election Commission
9543	362	Federal Financial Institution Examination Council	Federal Financial Institution Examination Council
			Federal Financial Institution Examination Council Appraisal Subcommittee
9566	537	Federal Housing Finance Agency	Federal Housing Finance Agency
9573	537	Federal Housing Finance Agency-Office of the Inspector General	Federal Housing Finance Agency-Office of the Inspector General
5400	054	Federal Labor Relations Authority	Federal Labor Relations Authority
6500	065	Federal Maritime Commission	Federal Maritime Commission

**Appendix 1b**

<b>FR Entity</b>	<b>Agency Identifier</b>	<b>FR Entity</b>	<b>Reporting Agency</b>
9300	093	Federal Mediation and Conciliation Service	Federal Mediation and Conciliation Service
9520	368	Federal Mine Safety and Health Review Commission	Federal Mine Safety and Health Review Commission
9586	473	Federal Permitting Improvement Steering Council	Federal Permitting Improvement Steering Council
2900	029	Federal Trade Commission	Federal Trade Commission
9900	099	General Fund of the U.S. Government	General Fund of the U.S. Government
4700	047	General Services Administration	General Services Administration
0500	005	Government Accountability Office	Government Accountability Office
0400	004	Government Publishing Office	Government Publishing Office
9577	471	Gulf Coast Ecosystem Restoration Council	Gulf Coast Ecosystem Restoration Council
9521	372	Harry S. Truman Scholarship Foundation	Harry S. Truman Scholarship Foundation
			Harry S. Truman Scholarship Trust Fund
*	*	*Independent Payment Advisory Board	*Independent Payment Advisory Board
**4843	**584	**Indian Law and Order Commission	**Indian Law and Order Commission
5903	474	Institute of Museum and Library Services	Institute of Museum and Library Services
9537	164	Inter-American Foundation	Inter-American Foundation
*	*	*Interagency Coordinating Council on Workforce Attachment	*Interagency Coordinating Council on Workforce Attachment
3400	034	International Trade Commission	International Trade Commission
9522	381	James Madison Memorial Fellowship Foundation	James Madison Memorial Fellowship Foundation
3301	033	John F. Kennedy Center for Performing Arts	The John F. Kennedy Center for Performing Arts
0904	009	John C. Stennis Center for Public Service Training and Development	John C. Stennis Center for Public Service Training and Development
0300	003	Library of Congress	Library of Congress
9524	387	Marine Mammal Commission	Marine Mammal Commission
0915	009	Medicaid and CHIP Payment and Access Commission	Medicaid and CHIP Payment and Access Commission
4823	235	Medicare Payment Advisory Commission	Medicare Payment Advisory Commission
4100	389	Merit Systems Protection Board	Merit Systems Protection Board
4844	479	Military Compensation and Retirement Modernization Commission	Military Compensation and Retirement Modernization Commission
9563	524	Millennium Challenge Corporation	Millennium Challenge Corporation

**Appendix 1b**

<b>FR Entity</b>	<b>Agency Identifier</b>	<b>FR Entity</b>	<b>Reporting Agency</b>
9542	487	Morris K. Udall and Stewart L. Udall Foundation	Morris K. Udall and Stewart L. Udall Foundation
8000	080	National Aeronautics and Space Administration	National Aeronautics and Space Administration
8800	088	National Archives and Records Administration	National Archives and Records Administration
*	*	National Association of Registered Agents and Brokers	National Association of Registered Agents and Brokers
9527	394	National Capital Planning Commission	National Capital Planning Commission
9585	246	National Commission on Military Aviation Safety	National Commission on Military Aviation Safety
9580	236	National Commission on Military, National, and Public Service	National Commission on Military, National, and Public Service
9530	413	National Council on Disability	National Council on Disability
2500	025	National Credit Union Administration	National Credit Union Administration Operating Fund
			The National Credit Union Share Insurance Fund
			The National Credit Union Administration Central Liquidity Facility
			National Credit Union Community Development Revolving Loan Fund
5901	417	National Endowment for the Arts	National Endowment for the Arts
5902	418	National Endowment for the Humanities	National Endowment for the Humanities
3302	033	National Gallery of Art	National Gallery of Art
*	*	*National Infrastructure Bank	*National Infrastructure Bank
6300	420	National Labor Relations Board	National Labor Relations Board
9531	421	National Mediation Board	National Mediation Board
*	*	National Oilheat Research Alliance	National Oilheat Research Alliance
4841	575	National Railroad Passenger Corporation-Office of Inspector General	National Railroad Passenger Corporation-Office of Inspector General
6002	060	National Railroad Retirement Investment Trust	National Railroad Retirement Investment Trust
4900	049	National Science Foundation	National Science Foundation
9583	245	National Security Commission on Artificial Intelligence	National Security Commission on Artificial Intelligence
9532	424	National Transportation Safety Board	National Transportation Safety Board
9560	428	Neighborhood Reinvestment Corporation	Neighborhood Reinvestment Corporation
9570	573	Northern Border Regional Commission	Northern Border Regional Commission

**Appendix 1b**

3100	031	Nuclear Regulatory Commission	Nuclear Regulatory Commission
4811	431	Nuclear Waste Technical Review Board	Nuclear Waste Technical Review Board
<b>FR Entity</b>	<b>Agency Identifier</b>	<b>FR Entity</b>	<b>Reporting Agency</b>
9533	432	Occupational Safety and Health Review Commission	Occupational Safety and Health Review Commission
0907	009	Office of Congressional Workplace Rights	Office of Congressional Workplace Rights
9534	434	Office of Government Ethics	Office of Government Ethics
4812	435	Office of Navajo and Hopi Indian Relocation	Office of Navajo and Hopi Indian Relocation
**4813	**437	**Office of Nuclear Waste Negotiator	**Office of Nuclear Waste Negotiator
2400	024	Office of Personnel Management	Office of Personnel Management
6200	062	Office of Special Counsel	Office of Special Counsel
**9565	**534	**Office of the Federal Coordination for Alaska Natural Gas Transportation Projects	**Office of the Federal Coordination for Alaska Natural Gas Transportation Projects
0908	009	Open World Leadership Center	Open World Leadership Center
9572	579	Patient-Centered Outcomes Research Trust Fund	Patient-Centered Outcomes Research Trust Fund
*	*	Payment to Puerto Rico Oversight Board	Payment to Puerto Rico Oversight Board
1125	011	Peace Corps	Peace Corps
1602	016	Pension Benefit Guaranty Corporation	Pension Benefit Guaranty Corporation
1800	018	Postal Service	Postal Service
9550	512	Presidio Trust	Presidio Trust
9578	535	Privacy and Civil Liberties Oversight Board	Privacy and Civil Liberties Oversight Board
9581	290	Public Buildings Reform Board	Public Buildings Reform Board
9557	511	Public Defender Service for the District of Columbia	Public Defender Service for the District of Columbia
			Federal Payment to the District of Columbia Public Defender Service
6000	060	Railroad Retirement Board	Railroad Retirement Board
**9568	**539	**Recovery Act Accountability and Transparency Board	**Recovery Act Accountability and Transparency Board
6903	069	Saint Lawrence Seaway Development Corporation	Saint Lawrence Seaway Development Corporation
5000	050	Securities and Exchange Commission	Securities and Exchange Commission
1137	011	Security Assistance Accounts	Security Assistance Accounts
9000	090	Selective Service System	Selective Service System
0912	000	Senate Commission on Art	Senate Preservation Fund
7300	073	Small Business Administration	Small Business Administration
3300	033	Smithsonian Institution	Friends of the National Zoo
			Smithsonian Institution

**Appendix 1b**

2800	028	Social Security Administration	Social Security Administration
*	*	South Crescent Regional Commission	South Crescent Regional Commission
*	*	Standard Setting Body	Standard Setting Body
4814	453	State Justice Institute	State Justice Institute
<b>FR Entity</b>	<b>Agency Identifier</b>	<b>FR Entity</b>	<b>Reporting Agency</b>
9501	472	Surface Transportation Board	Surface Transportation Board
6400	455	Tennessee Valley Authority	Tennessee Valley Authority
9523	382	The Japan-United States Friendship Commission	The Japan United States Friendship Commission
1000	010	The Judiciary	Administrative Office of the United States Courts
			Court of Appeals, District Courts, and other Judicial Services
			Judicial Retirement Fund
			United States Court of Appeals for the Federal Circuit
			United States Court of International Trade
			Federal Judicial Center
			United States Sentencing Commission
			Judiciary Engineering and Modernization Center
			Supreme Court of the United States
2600	026	Thrift Savings Fund	Federal Retirement Thrift Investment Board
			Thrift Savings Plan
1133	011	Trade and Development Agency	Trade and Development Agency
9554	514	U.S. Agency for Global Media	U.S. Agency for Global Media
0905	009	U.S. Capitol Preservation Commission	U.S. Capitol Preservation Commission
4829	295	U.S. Commission on International Religious Freedom	U.S. Commission on International Religious Freedom
7700	071 077	U.S. International Development Finance Corporation	U.S. International Development Finance Corporation
*	*	United Mine Workers of America Benefit Funds	United Mine Workers of America Benefit Funds
9538	345	United States Court of Appeals for Veterans Claims	United States Court of Appeals for Veterans Claims
9539	456	United States Holocaust Memorial Museum	United States Holocaust Memorial Museum
9540	458	United States Institute of Peace	United States Institute of Peace
4838	376	United States Interagency Council on Homelessness	United States Interagency Council on Homelessness
9582	239	United States Semiquincentennial Commission	United States Semiquincentennial Commission
2300	023	United States Tax Court	United States Tax Court
4830	292	United States-China Economic and Security Review Commission	United States-China Economic and Security Review Commission
**9561	**519	**Vietnam Education Foundation	**Vietnam Education Foundation
9584	242	Western Hemisphere Drug Policy Commission	Western Hemisphere Drug Policy Commission

## Appendix 1b

9579	237	Women's Suffrage Centennial Commission	Women's Suffrage Centennial Commission
3303	033	Woodrow Wilson International Center for Scholars	Woodrow Wilson International Center for Scholars
4845	480	World War I Centennial Commission	World War I Centennial Commission



## Appendix 1b

### Disclosure Entities

- **Disclosure Entity**—is an organization with a greater degree of autonomy with the federal government than a consolidation entity included in the government-wide financial statements.

FR Entity	Agency Identifier	FR Entity	Reporting Agency
1200	012	Department of Agriculture	Foundation for Food and Agriculture Research
			Research and Promotion Boards
1300	013	Department of Commerce	Corporation for Travel Promotion
DE00	017, 021, 057, 096, 097	Department of Defense	Aerospace
			Arroyo Center
			Lincoln Laboratory
			Project Air Force
			Software Engineering Institute
			Center for Naval Analyses
			Institute for Defense Analysis (IDA) Systems and Analysis Center
			MITRE National Security Engineering Center
			National Defense Research Institute
			Institute for Defense Analysis Communication & Computing Center
Nonappropriated Fund Instrumentalities			
9100	091	Department of Education	Gallaudet University
2000	020	Department of the Treasury	Corporation for Public Broadcasting
			Corporation for Travel Promotion
			*** Federal Home Loan Mortgage Corp (Freddie Mac)
			*** Federal National Mortgage Association (Fannie Mae)
			*** Federal Reserve System
			Securities Investor Protection Corporation
			Institute of American Indian and Alaska Native Culture and Arts Development
			Legal Services Corporation
			Resolution Funding Corporation
Special Purpose Vehicles			
6900	069	Department of Transportation	*** Amtrak (National Railroad Passenger Service Corp)
2700	027	Federal Communications Commission	Universal Service Administrative Company (USAC)
			National Exchange Carrier Association (NECA)
			North American Numbering Plan Program (NANP)
			Local Number Portability Program (LNP)
			North American Portability Management, LLC (NAPM)
9566	537	Federal Housing Finance Agency	*** Federal Home Loan Mortgage Corp (Freddie Mac)
			*** Federal National Mortgage Association (Fannie Mae)
8000	080	National Aeronautics and Space Administration	Jet Propulsion Laboratory

## Appendix 1b

FR Entity	Agency Identifier	FR Entity	Reporting Agency
5000	050	Securities and Exchange Commission	Public Company Accounting Oversight Board
			Securities Investor Protection Corporation
9554	514	U.S. Agency for Global Media	Middle East Broadcasting Network
			Radio Free Asia
			Radio Free Europe/Radio Liberty

### Related Party

- **Related Party**—is an organization considered to be a related party in the financial statements if the existing relationship or one party to the existing relationship and has the ability to exercise significant influence over the other party's policy decisions.

FR Entity	Agency Identifier	FR Entity	Reporting Agency
1200	012	Department of Agriculture	Milk Market Orders Assessment Fund
DE00	017, 021, 057, 096, 097	Department of Defense	Public Private Partnerships
1900	019	Department of State	United Nations
			East West Center
			International Fisheries Commissions
			Other International Organizations
1400	014	Department of the Interior	The National Park Foundation
			The National Fish and Wildlife Foundation
2000	020	Department of the Treasury	***Multilateral Development Banks
			***International Monetary Fund
8300	083	Export-Import Bank of the United States	***Private Export Funding Corporation
9566	537	Federal Housing Finance Agency	***Federal Home Loan Banks

\* These federal entities are currently in the Budget of the United States Government but have no financial operations.

\*\* These entities are no longer active and have either returned all remaining fund balances to Treasury during fiscal year 2020 or have remaining fund balances pending final return to Treasury as of September 30, 2020.

\*\*\* These entities are named in Note 26 of the fiscal year 2020 FR.

## Appendix 1c

### Entity Organizational Structures of 13 Entities with Sub-Component Financial Statements

Several federal entities have requested that the Bureau of the Fiscal Service (Fiscal Service) leverage the Governmentwide Treasury Account Symbol Adjusted Trial Balance System (GTAS) data to improve the accuracy of data used in financial statements and reduce the reporting burden on federal entities. Federal entities want the ability to not only produce a set of financial statements at the department level in GTAS, but also at the individual bureau or sub-component level within their organizations. The following is a list of federal entities who have expressed an interest in financial statements at the bureau or sub-component level, along with their list of those sub-components.

<b>Department of Agriculture</b>	
Bureaus and Sub-Components	Agricultural Marketing Service Agricultural Research Service Alternative Agricultural Research and Commercialization Corporation Animal and Plant Health Inspection Service Commodity Credit Corporation Departmental Administration Economic Research Service Farm Service Agency Farm Service Agency – County Expense Food and Nutrition Service Food Safety and Inspection Service Foreign Agricultural Service Forest Service Farm Production and Conservation – Business Center Grain Inspection, Packers & Stockyards Administration Homeland Security Office National Agricultural Statistics Service National Institute of Food and Agriculture Natural Resources Conservation Service Office of Budget & Program Analysis Office of Civil Rights Office of Communications Office of Hearings and Appeals (OHA) Office of Partnerships and Public Engagement (OPPE) Office of the Chief Economist Office of the Chief Financial Officer Office of the Chief Information Office Office of the Executive Secretariat Office of the General Counsel Office of the Inspector General Office of the Secretary Risk Management Agency Rural Business and Cooperative Development Service Rural Development Rural Utilities Service

**Appendix 1c**

<b>Department of the Interior</b>	
Bureaus and Sub-Components	Departmental Offices Bureau of Indian Affairs Bureau of Land Management Bureau of Ocean Energy Management Bureau of Reclamation Bureau of Safety and Environmental Enforcement National Park Service Office of Surface Mining Reclamation and Enforcement U.S. Fish and Wildlife Service U.S. Geological Survey

<b>Department of Justice</b>	
Bureaus and Sub-Components	Asset Forfeiture & Seized Asset Deposit Fund United States Marshal Service Office of Justice Programs Drug Enforcement Administration Federal Bureau of Investigation Bureau of Prisons Federal Prison Industries Alcohol, Tobacco, Firearms and Explosives

<b>Department of Labor</b>	
Bureaus and Sub-Components	Bureau of Labor Statistics Employee Benefits Security Administration Mine Safety and Health Administration Office of the Inspector General Office of Job Corps Office of Labor-Management Standards Occupational Safety and Health Administration Veterans' Employment and Training Service Department of Management and Others Office of Disability Employment Policy Office of Federal Contract Compliance Programs Office of Workers' Compensation Programs Wage and Hour Division Unemployment Trust Fund Employment and Training Administration

<b>Department of the Treasury</b>	
Bureaus and Sub-Components	The Alcohol and Tobacco Tax and Trade Bureau The Bureau of Engraving & Printing The Bureau of the Fiscal Service The Financial Crimes Enforcement Network The Inspector General The Treasury Inspector General for Tax Administration The Internal Revenue Service The Office of the Comptroller of the Currency The U.S. Mint

## Appendix 1c

<b>Federal Communications Commission</b>	
Bureaus and Sub-Components	Universal Service Fund (USF) Telecommunications Relay Service Fund (TRS)

<b>General Services Administration</b>	
Bureaus and Sub-Components	The Public Buildings Service (Federal Building Fund), The Federal Acquisition Service (Acquisition Service Fund) A grouping of "All Other" funds

<b>Department of Transportation</b>	
Bureaus and Sub-Components	Office of the Secretary Office of the Secretary – Working Capital Fund Office of the Secretary – Volpe National Transportation Center Office of the Secretary – Office of the Assistant Secretary for Research and Technology Federal Aviation Administration Federal Highway Administration – Other Miscellaneous Highway Programs Federal Highway Administration – Federal Aid Highways Highway Trust Fund – Corpus Account Federal Railroad Administration Maritime Administration National Highway Traffic Safety Administration Office of Inspector General Pipeline and Hazardous Materials Safety Administration Surface Transportation Board (expired TAS for FY2015 and prior only)

<b>Department of Homeland Security</b>	
Bureaus and Sub-Components	Operational Components: <ul style="list-style-type: none"> <li>• U.S. Customs and Border Protection (CBP)</li> <li>• Cybersecurity and Infrastructure Security Agency (CISA)</li> <li>• Federal Emergency Management Agency (FEMA)</li> <li>• U.S. Immigration and Customs Enforcement (ICE)</li> <li>• Transportation Security Administration (TSA)</li> <li>• U.S. Coast Guard (CG)</li> <li>• U.S. Citizenship and Immigration Services (CIS)</li> <li>• U.S. Secret Service (SS)</li> </ul> Support Components: <ul style="list-style-type: none"> <li>• Countering Weapons of Mass Destruction Office (CWMD)</li> <li>• Departmental Management and Operations (MGT)</li> <li>• Federal Law Enforcement Training Centers (FLE)</li> <li>• Office of Intelligence and Analysis (OHA)</li> <li>• Office of Inspector General (OIG)</li> <li>• Office of Operations Coordination</li> <li>• Science Technology Directorate (ST)</li> </ul>

**Appendix 1c**

<b>Department of Housing and Urban Development</b>	
Bureaus and Sub-Components	HUD Proper Government National Mortgage Association FHA

<b>Department of Education</b>	
Bureaus and Sub-Components	Consolidated Federal Student Aid

<b>Department of Defense</b>	
Bureaus and Sub-Components	Department of the Army – General Fund Department of the Army – Working Capital Fund Department of the Navy – General Fund Department of the Navy – Working Capital Fund Department of the Air Force – General Fund Department of the Air Force – General Fund Capital Fund U.S. Marine Corps - General Fund U.S. Army Corps of Engineers – Civil Works Military Retirement Fund

## Appendix 2

### Reciprocal Categories Crosswalk to Government-wide Financial Statements

The chart below lists the Intra-governmental Transaction (IGT) categories with their corresponding reciprocal categories that federal entities use to prepare the reclassified financial statements. These IGT categories depict the financial statement line items contained in the reclassified financial statements and are shown by reciprocal category numbers. The first column titled "IGT Category Name," refers to the type of transaction, and the second column titled "Government-wide Financial Statement," refers to the reclassified financial statement to which the category relates. These categories assist federal entities in reclassifying the federal line items to the proper reclassified line items. Additionally, these categories facilitate eliminations and analysis of all reciprocal category data at the government-wide level. Categories 29-48 contain all line items that reciprocate with the General Fund of the U.S. Government or are non-reciprocating.

BS = Balance Sheet; SNC = Statement of Net Cost; SOCNP = Statement of Operations and Changes in Net Position

IGT Category Name	Reciprocal Category	Government-wide Financial Statement	Government-wide Financial Statements Lines	
			Federal Entity 1 Investing/Borrowing Entity	Federal Entity 2 Bureau of the Fiscal Service, FFB, or Federal Entity with Authority to Issue Securities
Investments and Borrowings Transactions*	01	BS	Federal investments	Federal debt
	02	BS	Interest receivable-investments	Interest payable-debt
	03	SNC	Federal securities interest revenue including associated gains and losses (exchange)	Federal securities interest expense (SNC)
		SOCNP	Federal securities interest revenue including associated gains and losses (non-exchange)	
	04	BS	Interest payable-loans and not otherwise classified	Interest receivable-loans and not otherwise classified
	05	SNC	Borrowing and other interest expense (SNC)	Borrowing and other interest revenue (exchange)
		SOCNP		Borrowing and other interest revenue (non-exchange)
	06	SNC	Borrowing gains or losses (exchange)	Borrowing gains or losses (exchange)
		SOCNP	Borrowing gains or losses (non-exchange)**	Borrowing gains or losses (non-exchange)**
17	BS	Loans payable	Loans receivable	
			Benefiting Entity	DOL & OPM
Benefits Transactions-DOL & OPM*	21	BS	Benefit program contributions payable	Benefit program contributions receivable
	25	SNC	Imputed costs	N/A
		SOCNP	Imputed financing sources	
	26	SNC	Benefit program costs (SNC)	Benefit program revenue (exchange)
SOCNP		Benefit program revenue (non-exchange)		
			Receiving Entity	Providing Entity
Buy/Sell Transactions	22	BS	Accounts payable	Accounts receivable
	23	BS	Advances to others and prepayments	Advances from others and deferred credits
	24	SNC	Buy/sell cost Purchase of assets	Buy/sell revenue (exchange) Purchase of assets offset

\*Fiduciary activities as shown in Appendix 3

\*\* Federal entities may only use this account in limited situations; for more details, see Appendix 5.

**Appendix 2**

IGT Category Name	Reciprocal Category	Government-wide Financial Statement	Government-wide Financial Statements Lines	
			Federal Entity 1	Federal Entity 2
			Receiving Entity	Transferring Entity
Transfers Transactions	07	SOCNP	Appropriation of unavailable special or trust fund receipts transfers-in	Appropriation of unavailable special or trust fund receipts transfers-out
	08	SOCNP	Non-expenditure transfers-in of unexpended appropriations and financing sources	Non-expenditure transfers-out of unexpended appropriations and financing sources
	09	SOCNP	Expenditure transfers-in of financing sources	Expenditure transfers-out of financing sources
	11	SOCNP	Non-expenditure transfer-in of financing sources–capital transfers	Non-expenditure transfer-out of financing sources–capital transfers
	12	BS	Accounts receivable–capital transfers	Accounts payable–capital transfers
	18	SOCNP	Transfers-in without reimbursement	Transfers-out without reimbursement
	27	BS	Transfers receivable	Transfers payable
			Receiving Entity	Collecting Entity
Custodial and Non-Entity Transactions	10	BS	Custodial and non-entity assets	Custodial and non-entity liabilities
	13	SNC	Custodial collections transferred in to a TAS other than the General Fund of the U.S. Government (Exchange)	Custodial collections transferred to a TAS other than the General Fund of the U.S. Government (Exchange)
	14	SNC	Accrual for federal entity amounts to be collected in a TAS other than the General Fund of the U.S. Government (Exchange)	Accrual of custodial collections yet to be transferred to a TAS other than the General Fund of the U.S. Government (Exchange)
	15	SOCNP	Custodial collections transferred in to a TAS other than the General Fund of the U.S. Government (Non-exchange)	Custodial collections transferred to a TAS other than the General Fund of the U.S. Government (Non-exchange)
	16	SOCNP	Accrual for federal entity amounts to be collected in a TAS other than the General Fund of the U.S. Government (Non-exchange)	Accrual of custodial collections yet to be transferred to a TAS other than the General Fund of the U.S. Government (Non-exchange)
			Federal Entity	General Fund
General Fund Transactions	30	BS	Other assets and other liabilities	Other assets and other liabilities
	31	SOCNP	Prior period adjustment to unexpended appropriations	Prior period adjustment to appropriations outstanding
	32	SOCNP	Prior period adjustment to expended appropriations	Prior period adjustment to appropriations expended
	36	SOCNP	Revenue and other financing sources from cancellations	Cancellations of revenue and other financing sources for the General Fund
	37	SOCNP	Other non-budgetary financing sources for debt accruals/amortization	Other financing sources for the General Fund
	38	SOCNP	Appropriations expended	General Fund financed appropriations–expended
	39	SOCNP	Appropriations used	Appropriations outstanding–used
	40	BS	Fund Balance with Treasury	Liability for Fund Balance with Treasury



**Appendix 2**

IGT Category Name	Reciprocal Category	Government-wide Financial Statement	Government-wide Financial Statements Lines	
			Federal Entity 1	Federal Entity 2
			Federal Entity	General Fund
General Fund Transactions (cont'd)	41	SOCNP	Appropriations received as adjusted	Warrants issued
	44	SOCNP	Non-entity collections transferred to the General Fund Collections for others transferred to the General Fund	Transfer-in of federal entity's unavailable custodial and non-entity collections
	45	SOCNP	Other taxes and receipts	Trust fund warrants issued net of adjustments
	46	BS	Liability to the General Fund for custodial and other non-entity assets	Asset for federal entity's custodial and non-entity liabilities
	48	SOCNP	Accrual for non-entity amounts to be collected and transferred to the General Fund	Accrual of entity's amounts to be collected

**RC 29 – Non-Reciprocal Line Items for Federal Activity**

- BS – Other liabilities (without reciprocals)
- SNC – Other expenses (without reciprocals)
- SNC – Other revenue (without reciprocals)
- SOCNP – Other budgetary financing sources
- SOCNP – Other non-budgetary financing sources
- SOCNP – Changes in accounting principles
- SOCNP – Corrections of errors
- SOCNP – Corrections of errors–years preceding the prior-year

**Appendix 3**

**Intra-governmental Transactions (IGT) Categories of Reciprocal  
U.S. Standard General Ledger (USSGL) Proprietary Accounts**

**Table 1: Eliminations Summary for Fiduciary Transactions–Investments and Borrowings**

Category Name/ Sub-Category Name	Reciprocal Category	Pairing of Eliminating Accounts for Fiduciary Transactions–Investments and Borrowings			
		Entity 1–Investing/Borrowing Entity		Entity 2–Bureau of the Fiscal Service, FFB, or Federal Entity with Authority to Issue Securities	
		USSGL Account	USSGL Account Title	USSGL Account	USSGL Account Title
Fiduciary Transactions/ Investments	01 Federal Investments/ Debt	161000F(020)	Investments in U.S. Treasury Securities Issued by the Bureau of the Fiscal Service	253000F(XXX)	Securities Issued by Federal Agencies Under General and Special Financing Authority
		161100F(020)	Discount on U.S. Treasury Securities Issued by the Bureau of the Fiscal Service	253100F(XXX)	Discount on Securities Issued by Federal Agencies Under General and Special Financing Authority
		161200F(020)	Premium on U.S. Treasury Securities Issued by the Bureau of the Fiscal Service	253200F(XXX)	Premium on Securities Issued by Federal Agencies Under General and Special Financing Authority
		161300F(020)	Amortization of Discount and Premium on U.S. Treasury Securities Issued by the Bureau of the Fiscal Service	253300F(XXX)	Amortization of Discount on Securities Issued by Federal Agencies Under General and Special Financing Authority
		161800F(020)	Market Adjustment– Investments	253400F(XXX)	Amortization of Premium on Securities Issued by Federal Agencies Under General and Special Financing Authority
		162000F(XXX)	Investments in Securities Other Than the Bureau of the Fiscal Service Securities	254000F(XXX) <sup>1</sup>	Participation Certificates
		162100F(XXX)	Discount on Securities Other Than the Bureau of the Fiscal Service Securities		

<sup>1</sup>Federal entities may only use this account in limited situations; for more details, see Appendix 6.

**Note:** All General Fund activity (TP AID 099) and all other non-reciprocating activities must be reclassified to a line within Reciprocal Categories 30-48.

**Appendix 3**

<b>Table 1: Eliminations Summary for Fiduciary Transactions–Investments and Borrowings</b>					
<b>Category Name/ Sub-Category Name</b>	<b>Reciprocal Category</b>	<b>Pairing of Eliminating Accounts for Fiduciary Transactions–Investments and Borrowings</b>			
		<b>Entity 1–Investing/Borrowing Entity</b>		<b>Entity 2–Bureau of the Fiscal Service, FFB, or Federal Entity with Authority to Issue Securities</b>	
		<b>USSGL Account</b>	<b>USSGL Account Title</b>	<b>USSGL Account</b>	<b>USSGL Account Title</b>
Fiduciary Transactions/ Investments (Cont'd)	01 Federal Investments/ Debt (Cont'd)	162200F(XXX)	Premium on Securities Other Than the Bureau of the Fiscal Service Securities		
		162300F(XXX)	Amortization of Discount and Premium on Securities Other Than the Bureau of the Fiscal Service Securities		
		163000F(020)	Investments in U.S. Treasury Zero Coupon Bonds Issued by the Bureau of the Fiscal Service		
		163100F(020)	Discount on U.S. Treasury Zero Coupon Bonds Issued by the Bureau of the Fiscal Service		
		163300F(020)	Amortization of Discount on U.S. Treasury Zero Coupon Bonds Issued by the Bureau of the Fiscal Service		
		164300F(XXX)	Allowance for Subsidy– Preferred Stock Accounted for Under the Provisions of the Federal Credit Reform Act		
		169000F(XXX)	Other Investments		

**Note:** All General Fund activity (TP AID 099) and all other non-reciprocating activities must be reclassified to a line within Reciprocal Categories 30-48.

**Appendix 3**

<b>Table 1: Eliminations Summary for Fiduciary Transactions–Investments and Borrowings</b>					
<b>Category Name/ Sub-Category Name</b>	<b>Reciprocal Category</b>	<b>Pairing of Eliminating Accounts for Fiduciary Transactions–Investments and Borrowings</b>			
		<b>Entity 1–Investing/Borrowing Entity</b>		<b>Entity 2–Bureau of the Fiscal Service, FFB, or Federal Entity with Authority to Issue Securities</b>	
		<b>USSGL Account</b>	<b>USSGL Account Title</b>	<b>USSGL Account</b>	<b>USSGL Account Title</b>
Fiduciary Transactions/ Investments (Cont'd)	02 Interest Receivable/ Interest Payable	134200F(XXX)	Interest Receivable– Investments	214200F(XXX)	Accrued Interest Payable–Debt
	03 Federal Securities Interest Expense/ Federal Securities Interest Revenue	531100FX(XXX)	Interest Revenue– Investments (Exchange)	632000F(XXX)	Interest Expenses on Securities
	531100FT(XXX)	Interest Revenue– Investments (Non- exchange)			
	531800FX(XXX)	Contra Revenue for Interest Revenue– Investments (Exchange)			
	531800FT(XXX)	Contra Revenue for Interest Revenue– Investments (Non-exchange)			
	711100FX(XXX)	Gains on Disposition of Investments (Exchange)			
	711100FT(XXX)	Gains on Disposition of Investments (Non-exchange)			
	718000FX(XXX)	Unrealized Gains (Exchange)			
	718000FT(XXX)	Unrealized Gains (Non-exchange)			
	721100FX(XXX)	Losses on Disposition of Investments (Exchange)			

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**Note:** All General Fund activity (TP AID 099) and all other non-reciprocating activities must be reclassified to a line within Reciprocal Categories 30-48.

**Appendix 3**

<b>Table 1: Eliminations Summary for Fiduciary Transactions–Investments and Borrowings</b>					
<b>Category Name/ Sub-Category Name</b>	<b>Reciprocal Category</b>	<b>Pairing of Eliminating Accounts for Fiduciary Transactions–Investments and Borrowings</b>			
		<b>Entity 1–Investing/Borrowing Entity</b>		<b>Entity 2–Bureau of the Fiscal Service, FFB, or Federal Entity with Authority to Issue Securities</b>	
		<b>USSGL Account</b>	<b>USSGL Account Title</b>	<b>USSGL Account</b>	<b>USSGL Account Title</b>
Fiduciary Transactions/ Investments (Cont'd)	03 Federal Securities Interest Expense/ Federal Securities Interest Revenue (Cont'd)	721100FT(XXX)	Losses on Disposition of Investments (Non-exchange)		
		728000FX(XXX)	Unrealized Losses (Exchange)		
		728000FT(XXX)	Unrealized Losses (Non-exchange)		
Fiduciary Transactions/ Borrowings	04 Interest Payable– Loans and Not Otherwise Classified/ Interest Receivable– Loans and Not Otherwise Classified	214000F(XXX) <sup>1</sup>	Accrued Interest Payable–Not Otherwise Classified	134000F(XXX)	Interest Receivable–Not Otherwise Classified
		214100F(XXX)	Accrued Interest Payable–Loans	134100F(XXX)	Interest Receivable– Loans

<sup>1</sup>Treasury must use this account in limited situations, such as uninvested funds on Treasury borrowings.

**Note:** All General Fund activity (TP AID 099) and all other non-reciprocating activities must be reclassified to a line within Reciprocal Categories 30-48.

**Appendix 3**

<b>Table 1: Eliminations Summary for Fiduciary Transactions–Investments and Borrowings</b>					
<b>Category Name/ Sub-Category Name</b>	<b>Reciprocal Category</b>	<b>Pairing of Eliminating Accounts for Fiduciary Transactions–Investments and Borrowings</b>			
		<b>Entity 1–Investing/Borrowing Entity</b>		<b>Entity 2–Bureau of the Fiscal Service, FFB, or Federal Entity with Authority to Issue Securities</b>	
		<b>USSGL Account</b>	<b>USSGL Account Title</b>	<b>USSGL Account</b>	<b>USSGL Account Title</b>
Fiduciary Transactions/ Borrowings (Cont'd)	05 Interest Expenses on Borrowing From Fiscal Service and/or FFB	631000F(020)	Interest Expenses on Borrowing From the Bureau of the Fiscal Service and/or the Federal Financing Bank	531000FX(XXX)	Interest Revenue–Other (Exchange)
		633000F(XXX) <sup>1</sup>	Other Interest Expenses	531000FT(XXX)	Interest Revenue–Other (Non-exchange)
		633800F(020)	Remuneration Interest	531200FX(020)	Interest Revenue–Loans Receivable/ Uninvested Funds (Exchange)
		579100F(XXX)	Adjustment to Financing Sources–Credit Reform	531200FT(020)	Interest Revenue–Loans Receivable/ Uninvested Funds (Non-exchange)
				531700FX(XXX)	Contra Revenue for Interest Revenue–Loans Receivable (Exchange)
				531700FT(XXX)	Contra Revenue for Interest Revenue–Loans Receivable (Non-exchange)
				531900FX(XXX)	Contra Revenue for Interest Revenue–Other (Exchange)
				531900FT(XXX)	Contra Revenue for Interest Revenue–Other (Non-exchange)
579100F(XXX) <sup>2</sup>	Adjustment to Financing Sources–Credit Reform				

<sup>1</sup>Treasury must use this account in limited situations, such as uninvested funds on Treasury borrowings.

<sup>2</sup>USSGL account 579100 will only be used for Credit Reform purposes of transfers between the Program Fund and the Financing Fund within the same federal entity.

**Note:** All General Fund activity (TP AID 099) and all other non-reciprocating activities must be reclassified to a line within Reciprocal Categories 30-48.

**Appendix 3**

<b>Table 1: Eliminations Summary for Fiduciary Transactions–Investments and Borrowings</b>					
<b>Category Name/ Sub-Category Name</b>	<b>Reciprocal Category</b>	<b>Pairing of Eliminating Accounts for Fiduciary Transactions–Investments and Borrowings</b>			
		<b>Entity 1–Investing/Borrowing Entity</b>		<b>Entity 2–Bureau of the Fiscal Service, FFB, or Federal Entity with Authority to Issue Securities</b>	
		<b>USSGL Account</b>	<b>USSGL Account Title</b>	<b>USSGL Account</b>	<b>USSGL Account Title</b>
Fiduciary Transactions/ Borrowings (Cont'd)	06 Borrowings– Losses/ Gains	721200FX(XXX)	Losses on Disposition of Borrowings (Exchange)	711200FX(XXX)	Gains on Disposition of Borrowings (Exchange)
		729000FX(XXX)	Other Losses (Exchange)	719000FX(XXX)	Other Gains (Exchange)
		729000FT(XXX)	Other Losses (Non-Exchange)	719000FT(XXX)	Other Gains (Non- Exchange)
		711200FX(XXX)	Gains on Disposition of Borrowings (Exchange)	721200FX(XXX)	Losses on Disposition of Borrowings (Exchange)
		719000FX(XXX) <sup>1</sup>	Other Gains (Exchange)	729000FX(XXX) <sup>1</sup>	Other Losses (Exchange)
		719000FT(XXX) <sup>1</sup>	Other Gains (Non- Exchange)	729000FT(XXX) <sup>1</sup>	Other Losses (Non- Exchange)
	17 Federal Loans Receivable/ Federal Loans Payable	251000F(XXX)	Principal Payable to the Bureau of the Fiscal Service	135000F(XXX)	Loans Receivable
		251100F(XXX)	Capitalized Loan Interest Payable– Non-Credit Reform	135100F(XXX)	Capitalized Loan Interest Receivable–Non- Credit Reform
		252000F(XXX)	Principal Payable to the Federal Financing Bank	136100F(XXX)	Penalties and Fines Receivable–Loans
		259000F(XXX)	Other Debt	137100F(XXX)	Administrative Fees Receivable–Loans

<sup>1</sup>Federal entities may only use this account in limited situations; for more details, see Appendix 5.

**Note:** All General Fund activity (TP AID 099) and all other non-reciprocating activities must be reclassified to a line within Reciprocal Categories 30-48.

**Appendix 3**

**Table 2: Eliminations Summary for Benefit Transactions–DOL and OPM**

Category Name/ Sub-Category Name	Reciprocal Category	Pairing of Eliminating Accounts for Benefit Transactions			
		Entity 1–Benefiting Entity		Entity 2–DOL & OPM	
		USSGL Account	USSGL Account Title	USSGL Account	USSGL Account Title
Fiduciary Transactions/ Benefits	21 Benefit Program Contributions Receivables and Payables	221300F <sup>2</sup> (016 and/or 024)	Employer Contributions and Payroll Taxes Payable	132000F(XXX)	Funded Employment Benefit Contributions Receivable
		221500F <sup>2</sup> (016 and/or 024)	Other Post-Employment Benefits Due and Payable	132100F(XXX)	Unfunded FECA Benefit Contributions Receivable
		222500F <sup>2</sup> (016)	Unfunded FECA Liability		
		229000F <sup>2</sup> (016 and/or 024)	Other Unfunded Employment Related Liability		
Imputed Costs/Imputed Financing Sources	25 Imputed Costs/Imputed Financing Sources	578000F(XXX) <sup>1</sup>	Imputed Financing Sources	N/A <sup>2</sup>	N/A <sup>2</sup>
		673000F(XXX) <sup>1</sup>	Imputed Costs		
Fiduciary Transactions/ Benefits	26 Benefit Program Costs/ Revenues	640000F <sup>2</sup> (016 and/or 024)	Benefit Expense	540000FX(XXX)	Funded Benefit Program Revenue (Exchange)
		685000F <sup>2</sup> (016 and/or 024)	Employer Contributions to Employee Benefit Programs Not Requiring Current-Year Budget Authority (Unobligated)	540000FT(XXX)	Funded Benefit Program Revenue (Non-exchange)
				540500FX(XXX)	Unfunded FECA Benefit Revenue (Exchange)
				540600FX(XXX)	Contra Revenue for Unfunded FECA Benefit Revenue (Exchange)
				540900FX(XXX)	Contra Revenue for Funded Benefit Program Revenue (Exchange)
540900FT(XXX)	Contra Revenue for Funded Benefit Program Revenue (Non-exchange)				

<sup>1</sup>USSGL account 673000, "Imputed Costs," and USSGL account 578000, "Imputed Financing Sources," offset each other and should net to zero. These accounts do not have eliminating USSGL accounts.

<sup>2</sup>Treasury (020) should not be used as a trading partner for benefit transactions. See Appendix 7 for guidance.

**Note:** All General Fund activity (TP AID 099) and all other non-reciprocating activities must be reclassified to a line within Reciprocal Categories 30-48.



**Appendix 3**

<b>Table 3: Eliminations Summary for Buy/Sell Transactions</b>					
<b>Category Name/ Sub-Category Name</b>	<b>Reciprocal Category</b>	<b>Pairing of Eliminating Accounts for Buy/Sell Transactions</b>			
		<b>Entity 1–Receiving Entity</b>		<b>Entity 2–Providing Entity</b>	
		<b>USSGL Account</b>	<b>USSGL Account Title</b>	<b>USSGL Account</b>	<b>USSGL Account Title</b>
Buy/Sell Transactions	22 Accounts Receivable/ Accounts Payable, and Other Liabilities	211000F(XXX)	Accounts Payable	131000F(XXX)	Accounts Receivable
		212000F(XXX)	Disbursements in Transit	131900F(XXX)	Allowance for Loss on Accounts Receivable
		213000F(XXX)	Contract Holdbacks	136000F(XXX)	Penalties and Fines Receivable–Not Otherwise Classified
		217000F(XXX)	Subsidy Payable to the Financing Account	136700F(XXX)	Allowance for Loss on Penalties and Fines Receivable – Not Otherwise Classified
		219000F(XXX)	Other Liabilities With Related Budgetary Obligations	137000F(XXX)	Administrative Fees Receivable–Not Otherwise Classified
		294000F(XXX)	Capital Lease Liability	137700F(XXX)	Allowance for Loss on Administrative Fees Receivable – Not Otherwise Classified
		296000F(XXX)	Accounts Payable From Canceled Appropriations		
		299000F(XXX)	Other Liabilities Without Related Budgetary Obligations	199000F(XXX)	Other Assets
	23 Advances to Others and Prepayments/ Advances From Others and Deferred Credits	141000F(XXX)	Advances and Prepayments	231000F(XXX)	Liability for Advances and Prepayments
				232000F(XXX)	Other Deferred Revenue

**Note:** All General Fund activity (TP AID 099) and all other non-reciprocating activities must be reclassified to a line within Reciprocal Categories 30-48.

**Appendix 3**

**Table 3: Eliminations Summary for Buy/Sell Transactions**

Category Name/ Sub-Category Name	Reciprocal Category	Pairing of Eliminating Accounts for Buy/Sell Transactions			
		Federal Entity 1–Receiving Entity		Federal Entity 2–Providing Entity	
		USSGL Account	USSGL Account Title	USSGL Account	USSGL Account Title
Buy/Sell Transactions (Cont'd)	24 Buy/Sell Costs/ Revenues	610000F(XXX)	Operating Expenses/ Program Costs	510000FX(XXX)	Revenue From Goods Sold
		619000F(XXX)	Contra Bad Debt Expense– Incurred for Others	510900FX(XXX)	Contra Revenue for Goods Sold
		672000F(XXX)	Bad Debt Expense	520000FX(XXX)	Revenue From Services Provided
		679000F(XXX)	Other Expenses Not Requiring Budgetary Resources	520900FX(XXX)	Contra Revenue for Services Provided
		680000F(XXX)	Future Funded Expenses	532500FX(XXX)	Administrative Fees Revenue
		690000F(XXX)	Non-Production Costs	532900FX(XXX)	Contra Revenue for Administrative Fees
		880100F(XXX) <sup>2</sup>	Offset for Purchases of Assets	590000FX(XXX) <sup>1</sup>	Other Revenue (Exchange)
		880200F(XXX) <sup>2</sup>	Purchases of Property, Plant, and Equipment	590900FX(XXX) <sup>1</sup>	Contra Revenue for Other Revenue (Exchange)
		880300F(XXX) <sup>2</sup>	Purchases of Inventory and Related Property	650000F(XXX)	Cost of Goods Sold
880400F(XXX) <sup>2</sup>	Purchase of Assets–Other				

<sup>1</sup> Federal entities may only use this account in limited situations; for more details, see Appendix 8.

<sup>2</sup> See USSGL Implementation Guidance–Intra-governmental Capital Asset and Inventory Buy/Sell Transactions, Effective date Fiscal 2017.

**Note:** All General Fund activity (TP AID 099) must be reclassified to a line within Reciprocal Categories 30-48.

**Appendix 3**

**Table 4: Eliminations Summary for Transfers Transactions**

Category Name/ Sub-Category Name	Reciprocal Category	Pairing of Eliminating Accounts for Transfers Transactions			
		Federal Entity 1–Receiving Entity		Federal Entity 2–Transferring Entity	
		USSGL Account	USSGL Account Title	USSGL Account	USSGL Account Title
Transfers Transactions	07 Appropriations of Unavailable Trust or Special Fund Receipts	574000F(XXX)	Appropriated Dedicated Collections Transferred In	574500F(XXX)	Appropriated Dedicated Collections Transferred Out
		573500F(XXX)	Appropriated Dedicated Collections to be Transferred In	573600F(XXX)	Appropriated Dedicated Collections to be Transferred Out
	08 Non-expenditure Transfers of Unexpended Appropriations and Financing Sources	310200F(XXX)	Unexpended Appropriations– Transfers-In	310300F(XXX)	Unexpended Appropriations– Transfers-Out
		575500F(XXX)	Non-Expenditure Financing Sources– Transfers-In–Other	576500F(XXX)	Non-Expenditure Financing Sources– Transfers-Out–Other
	09 Expenditure Transfers of Financing Sources	575000F(XXX)	Expenditure Financing Sources–Transfers-In	576000F(XXX)	Expenditure Financing Sources–Transfers-Out
	11 Non-expenditure Financing Sources–Capital Transfers	575600F(XXX)	Non-Expenditure Financing Sources– Transfers-In–Capital Transfers	576600F(XXX)	Non-Expenditure Financing Sources– Transfers-Out–Capital Transfers
				579200F(XXX)	Financing Sources To Be Transferred Out– Contingent Liability
	12 Accounts Receivable/ Accounts Payable–Capital	192300F(XXX)	Contingent Receivable for Capital Transfers	292300F(XXX)	Contingent Liability for Capital Transfers
		192500F(XXX)	Capital Transfers Receivable	297000F(XXX)	Liability for Capital Transfers
	18 Financing Sources Transferred In/Out Without Reimbursement	572000F(XXX)	Financing Sources Transferred In Without Reimbursement	573000F(XXX)	Financing Sources Transferred Out Without Reimbursement
		577500F(XXX)	Non-Budgetary Financing Sources Transferred In	577600F(XXX)	Non-Budgetary Financing Sources Transferred Out
	27 Transfers Receivable/ Payable	133000F(XXX)	Receivable for Transfers of Currently Invested Balances	215000F(XXX)	Payable for Transfers of Currently Invested Balances
		133500F(XXX)	Expenditure Transfers Receivable	215500F(XXX)	Expenditure Transfers Payable
		139000F(XXX)	Appropriated Dedicated Collections Receivable	299100F(XXX)	Other Liabilities– Reductions
299200F(XXX)				Appropriated Dedicated Collections Liability	

**Note:** All General Fund activity (TP AID 099) must be reclassified to a line within Reciprocal Categories 30-48.

<b>Table 5: Eliminations Summary for Custodial and Non-Entity Transactions</b>					
<b>Category Name/ Sub-Category Name</b>	<b>Reciprocal Category</b>	<b>Pairing of Eliminating Accounts for Custodial and Non-Entity Transactions</b>			
		<b>Federal Entity 1–Receiving Entity</b>		<b>Federal Entity 2–Collecting Entity</b>	
		<b>USSGL Account</b>	<b>USSGL Account Title</b>	<b>USSGL Account</b>	<b>USSGL Account Title</b>
Custodial and Non-Entity Transactions—Other Than the General Fund of the U.S. Government	10 Custodial and Non-Entity Liabilities/Assets	198100F(XXX)	Receivable From Custodian or Non-Entity Assets Receivable from a Federal Agency—Other Than the General Fund of the U.S. Government	298000F(XXX) 298500F(XXX)	Custodial Liability  Liability for Non-Entity Assets Not Reported on the Statement of Custodial Activity
	13 Custodial Transfers (Exchange)	599700FX(XXX)	Financing Sources Transferred In From Custodial Statement Collections	599800FX(XXX)	Custodial Collections Transferred Out to a Treasury Account Symbol Other Than the General Fund of the U.S. Government
	14 Custodial Revenues (Exchange)	571300FX(XXX)	Accrual of Amounts Receivable from Custodian or Non-Entity Assets Receivable from a Federal Agency—Other Than the General Fund of the U.S. Government	599000FX(XXX) 599100FX(XXX)	Collections for Others—Statement of Custodial Activity  Accrued Collections for Others—Statement of Custodial Activity
	15 Custodial Transfers (Non-Exchange)	599700FE/T(XXX)	Financing Sources Transferred In From Custodial Statement Collections	599800FE/T(XXX)	Custodial Collections Transferred Out to a Treasury Account Symbol Other Than the General Fund of the U.S. Government
	16 Custodial Revenues and Non-Entity Transactions (Non-Exchange)	571300FE/T(XXX)	Accrual of Amounts Receivable from Custodial or Non-Entity Assets Receivable from a Federal Agency—Other Than the General Fund of the U.S. Government	599000FE/T(XXX) 599100FE/T(XXX) 599300F(XXX) 599400F(XXX)	Collections for Others—Statement of Custodial Activity  Accrued Collections for Others—Statement of Custodial Activity  Offset to Non-Entity Collections—Statement of Changes in Net Position  Offset to Non-Entity Accrued Collections—Statement of Changes in Net Position

**Note:** All General Fund activity (TP AID 099) must be reclassified to a line within Reciprocal Categories 30-48.

**Category 29–Non-Reciprocating USSGL Accounts for Federal Activity**

221300Z <sup>1</sup>	Employer Contributions and Payroll Taxes Payable
222500Z <sup>1</sup>	Unfunded FECA Liability
229000Z <sup>1</sup>	Other Unfunded Employment Related Liability
240000Z	Liability for Non-Fiduciary Deposit Funds and Undeposited Collections
241000Z	Liability for Clearing Accounts
299000Z	Other Liabilities Without Related Budgetary Obligations
573000Z	Financing Sources Transferred Out Without Reimbursement
579000Z	Other Financing Sources
579010Z	Other General Fund Financing Sources
590000Z E/T	Other Revenue
590900Z E/T	Contra Revenue for Other Revenue
640000Z <sup>1</sup>	Benefit Expense
680000Z	Future Funded Expenses
690000Z	Non-Production Costs
740000Z	Prior-Period Adjustments Due to Corrections of Errors
740100Z	Prior-Period Adjustments Due to Changes in Accounting Principles
740500Z	Prior-Period Adjustments Due to Corrections of Errors–Years Preceding the Prior-Year
750000Z X/T	Distribution of Income–Dividend

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<sup>1</sup>Treasury (020) should not be used as a trading partner for benefit transactions. See Appendix 7 for guidance.

**Note:** All General Fund activity (TP AID 099) must be reclassified to a line within Reciprocal Categories 30-48.

<b>Table 6: Eliminations Summary for General Fund Transactions</b>					
<b>Category Name/ Sub-Category Name</b>	<b>Reciprocal Category</b>	<b>Pairing of Eliminating Accounts for General Fund Transactions</b>			
		<b>Federal Entity 1–Reporting Entity</b>		<b>Federal Entity 2–General Fund</b>	
		<b>USSGL Account</b>	<b>USSGL Account Title</b>	<b>USSGL Account</b>	<b>USSGL Account Title</b>
General Fund Transactions/ Other GF RCs	30 Other Assets/Liabilities	192100G(099)	Receivable From Appropriations	299010F(XXX)	Other Liabilities Without Related Budgetary Obligations - General Fund of the U.S. Government
		199000G(099)	Other Assets	199010F(XXX)	Other Assets - General Fund of the U.S. Government
		259000G(099)	Other Debt		
		299000G(099)	Other Liabilities Without Related Budgetary Obligations	299110F(XXX)	Reductions of Other Liabilities - General Fund of the U.S. Government
		299100G(099)	Other Liabilities–Reductions		
General Fund Transactions/ FBWT	40 Fund Balance With Treasury/Liability for Fund Balance With Treasury	101000G(099)	Fund Balance With Treasury	201000F(XXX)	Liability for Fund Balance With Treasury
		109000G(099)	Fund Balance With Treasury While Awaiting a Warrant	209010F(XXX)	Liability for Fund Balance While Awaiting a Warrant
General Fund Transactions/ Other GF Financing Sources	36 Revenue and Other Financing Sources from Cancellations	591900G(099)	Revenue and Other Financing Sources–Cancellations	591910F(XXX)	Cancellations of Revenue and Other Financing Sources–The General Fund of the U.S. Government
	37 Other Financing Sources–General Fund	579000G(099) 579001G(099)	Other Financing Sources  Other Non-Budgetary Financing Sources for Debt Accruals/ Amortization	579010F(XXX)	Other General Fund Financing Sources

**Note:** All General Fund activity (TP AID 099) must be reclassified to a line within Reciprocal Categories 30-48.

Table 6: Eliminations Summary for General Fund Transactions					
Category Name/ Sub-Category Name	Reciprocal Category	Pairing of Eliminating Accounts for General Fund Transactions			
		Federal Entity 1–Reporting Entity		Federal Entity 2–General Fund	
		USSGL Account	USSGL Account Title	USSGL Account	USSGL Account Title
General Fund Transactions/ GF Authority	31 Prior-Period Adjustment – Appropriations Unexpended/ Outstanding	310500G(099)	Unexpended Appropriations – Prior- Period Adjustments Due to Corrections of Errors – Years Preceding the Prior- Year	320800F(XXX)	Appropriations Outstanding – Prior- Period Adjustments
		310800G(099)	Unexpended Appropriations – Prior- Period Adjustments Due to Corrections of Errors		
		310900G(099)	Unexpended Appropriations – Prior- Period Adjustments Due to Changes in Accounting Principles		
	32 Prior Period Adjustment – Appropriations Expended	570500G(099)	Expended Appropriations – Prior- Period Adjustments Due to Corrections of Errors – Years Preceding the Prior- Year	570810F(XXX)	Appropriations – Expended – Prior-Period Adjustments
		570800G(099)	Expended Appropriations – Prior- Period Adjustments Due to Correction of Errors.		
		570900G(099)	Expended Appropriations – Prior- Period Adjustments Due to Changes in Accounting Principles		
	38 Expended Appropriations	570000G(099)	Expended Appropriations- Accrued	570005F(XXX)	Appropriations– Expended- Accrued
		570010G(099)	Expended Appropriations- Disbursed	570006F(XXX)	Appropriations- Expended- Disbursed

**Note:** All General Fund activity (TP AID 099) must be reclassified to a line within Reciprocal Categories 30-48.

<b>Table 6: Eliminations Summary for General Fund Transactions</b>					
<b>Category Name/ Sub-Category Name</b>	<b>Reciprocal Category</b>	<b>Pairing of Eliminating Accounts for General Fund Transactions</b>			
		<b>Federal Entity 1–Reporting Entity</b>		<b>Federal Entity 2–General Fund</b>	
		<b>USSGL Account</b>	<b>USSGL Account Title</b>	<b>USSGL Account</b>	<b>USSGL Account Title</b>
General Fund Transactions/ GF Authority (Cont'd)	39 Appropriations–Used	310700G(099)	Unexpended Appropriations–Used- Accrued	320700F(XXX)	Appropriations Outstanding–Used- Accrued
		310710G(099)	Unexpended Appropriations–Used- Disbursed	320710F(XXX)	Appropriations Outstanding–Used- Disbursed
	41 Warrants Issued/Appropriations Received as Adjusted	309000G(099)	Unexpended Appropriations While Awaiting a Warrant	309010F(XXX)	Appropriations Outstanding–Warrants to be Issued
		310100G(099)	Unexpended Appropriations– Appropriations Received	320100F(XXX)	Appropriations Outstanding–Warrants Issued
				320110F(XXX)	Appropriations Outstanding–Transfers
		310600G(099)	Unexpended Appropriations– Adjustments	320600F(XXX)	Appropriations Outstanding– Adjustments

**Note:** All General Fund activity (TP AID 099) must be reclassified to a line within Reciprocal Categories 30-48.



<b>Table 6: Eliminations Summary for General Fund Transactions</b>					
<b>Category Name/ Sub-Category Name</b>	<b>Reciprocal Category</b>	<b>Pairing of Eliminating Accounts for General Fund Transactions</b>			
		<b>Federal Entity 1–Reporting Entity</b>		<b>Federal Entity 2–General Fund</b>	
		<b>USSGL Account</b>	<b>USSGL Account Title</b>	<b>USSGL Account</b>	<b>USSGL Account Title</b>
General Fund Transactions/ GF Authority (Cont'd)	45 Trust Fund Warrants Issued Net of Adjustments/Other Taxes and Receipts	580000GT(099)	Tax Revenue Collected-Not Otherwise Classified	771000F(XXX)	Trust Fund Warrant Journal Vouchers Issued Net of Adjustments
		580100GT(099)	Tax Revenue Collected-Individual		
		580200GT(099)	Tax Revenue Collected-Corporate		
		580300GT(099)	Tax Revenue Collected-Unemployment		
		580400GT(099)	Tax Revenue Collected-Excise		
		580500GT(099)	Tax Revenue Collected-Estate and Gift		
		580600GT(099)	Tax Revenue Collected-Customs		
		582000GT(099)	Tax Revenue Accrual Adjustment-Not Otherwise Classified		
		582100GT(099)	Tax Revenue Accrual Adjustment-Individual		
		582200GT(099)	Tax Revenue Accrual Adjustment-Corporate		
		582300GT(099)	Tax Revenue Accrual Adjustment-Unemployment		
		582400GT(099)	Tax Revenue Accrual Adjustment-Excise		
		582500GT(099)	Tax Revenue Accrual Adjustment-Estate and Gift		
		582600GT(099)	Tax Revenue Accrual Adjustment-Customs		

**Note:** All General Fund activity (TP AID 099) must be reclassified to a line within Reciprocal Categories 30-48.

<b>Table 6: Eliminations Summary for General Fund Transactions</b>					
<b>Category Name/ Sub-Category Name</b>	<b>Reciprocal Category</b>	<b>Pairing of Eliminating Accounts for General Fund Transactions</b>			
		<b>Federal Entity 1–Reporting Entity</b>		<b>Federal Entity 2–General Fund</b>	
		<b>USSGL Account</b>	<b>USSGL Account Title</b>	<b>USSGL Account</b>	<b>USSGL Account Title</b>
General Fund Transactions/ GF Authority (Cont'd)	45 Trust Fund Warrants Issued Net of Adjustments/Other Taxes and Receipts (Cont'd)	583000GT(099)	Contra Revenue for Taxes–Not Otherwise Classified		
		583100GT(099)	Contra Revenue for Taxes–Individual		
		583200GT(099)	Contra Revenue for Taxes–Corporate		
		583300GT(099)	Contra Revenue for Taxes–Unemployment		
		583400GT(099)	Contra Revenue for Taxes–Excise		
		583500GT(099)	Contra Revenue for Taxes–Estate and Gift		
		583600GT(099)	Contra Revenue for Taxes–Customs		
		589000GT(099)	Tax Revenue Refunds– Not Otherwise Classified		
		589100GT(099)	Tax Revenue Refunds– Individual		
		589200GT(099)	Tax Revenue Refunds– Corporate		
		589300GT(099)	Tax Revenue Refunds– Unemployment		
		589400GT(099)	Tax Revenue Refunds– Excise		
		589500GT(099)	Tax Revenue Refunds– Estate and Gift		
		589600GT(099)	Tax Revenue Refunds– Customs		

**Note:** All General Fund activity (TP AID 099) must be reclassified to a line within Reciprocal Categories 30-48.

Table 6: Eliminations Summary for General Fund Transactions					
Category Name/ Sub-Category Name	Reciprocal Category	Pairing of Eliminating Accounts for General Fund Transactions			
		Federal Entity 1–Reporting Entity		Federal Entity 2–General Fund	
		USSGL Account	USSGL Account Title	USSGL Account	USSGL Account Title
General Fund Transactions/ Non-Entity Transactions	44 Transfer-in of Entity Unavailable Custodial and Non-Entity Collections/Collections for Others and Non-Entity Collections Transferred to General Fund	599000GT/E(099) <sup>1</sup>	Collection for Others-Statement of Custodial Activity	571000F(XXX)	Transfer in of Agency Unavailable Custodial and Non-Entity Collections
		599300G(099)	Offset to Non-Entity Collections-Statement of Changes in Net Position		
	46 Asset for Entity's Custodial and Non-Entity Assets/Liability to the General Fund for Custodial and Other Non-Entity Assets	298000G(099)	Custodial Liability	198000F(XXX)	Asset for Agency's Custodial and Non-Entity Liabilities-General Fund of the U.S. Government
		298500G(099)	Liability for Non-Entity Assets Not Reported on the Statement of Custodial Activity		
	48 Accrual of Entity Amounts to be Collected/Accrual for Non-Entity Amounts to be Collected and Transferred to the General Fund	599100GT/E(099) <sup>1</sup>	Accrued Collections for Others–Statement of Custodial Activity	571200F(XXX)	Accrual of Agency Amount-To Be Collected-Custodial and Non-Entity-General Fund of the U.S. Government
		599400G(099)	Offset to Non-Entity Accrued Collections–Statement of Changes in Net Position Custodial Liability		

<sup>1</sup>Under exceptional circumstances, the General Fund may have exchange activity without associated costs. This activity is limited and must be approved by Fiscal Service.

**Note:** All General Fund activity (TP AID 099) must be reclassified to a line within Reciprocal Categories 30-48.

## Appendix 4

### CFO Representations for Intra-governmental Activity and Balances Instructions

Next to each category, enter “Yes,” “No,” or “N/A” to indicate whether criteria have been met. Descriptions of expected answers are provided below.

Provide an electronic signed file copy of the *CFO Representations for Intra-governmental Activity and Balances* along with the completed Intra-governmental Year-End Material Differences Reports I, II, and III to the federal entity’s IG, the Bureau of the Fiscal Service (Fiscal Service) at email address [GovernmentwideIGT@fiscal.treasury.gov](mailto:GovernmentwideIGT@fiscal.treasury.gov), and GAO at email address [USCFS@gao.gov](mailto:USCFS@gao.gov) by the date specified in Figure 2 of TFM Volume I, Part 2, Chapter 4700 (Main Chapter).

**Note:** For all responses to the intra-governmental issues below, describe the area and the extent of any noncompliance with the requirements in a written response on this form or an attachment, if necessary.

(Refer to the requirements stated in subsection 4750.60, Year-end CFO Procedures for Intra-governmental Transactions/Balances.)

#### Section I. General Intra-governmental Reporting Results Instructions

A. There should be consistency between the federal entity intra-governmental reporting submitted to the Government-wide Treasury Account Symbol Adjusted Trial Balance System (GTAS) and the federal entity source documents. If there is not consistency, provide an explanation.

B. Federal entities should have policies/procedures to record, process, summarize, and report intra-governmental activity/balances by trading partner. If policies/procedures do not exist, provide an explanation.

C. For any activity reported with FR Entity 0000 (Congress: House and Senate), two separate dollar amounts are required: 1) a dollar amount of the activity that relates to business conducted with the U.S. House of Representatives and 2) a dollar amount of the activity that relates to business conducted with the U.S. Senate.

D. For any activity reported with FR Entity 9999 that is unknown and unidentified, where the federal entity cannot identify their trading partner and has any activity with FR Entity 9999, provide the dollar amount for the activity where the trading partner is unknown.

E. If a dollar amount was provided in question “D,” the federal entity needs to explain why the trading partner cannot be identified or is unknown.

F. For any activity reported with trading partner FR Entity 9900 – General Fund of the U.S. Government (General Fund), specify whether the federal entity provided the General Fund with the required data by the specified timeframe per Volume I, Part 2, Chapter 4700, subsection 4735.30g.

**Note:** Fiscal Service will verify this deliverable with the General Fund.

G. For any required data provided to the General Fund by the specified timeframe per Volume I, Part 2, Chapter 4700, subsection 4735.30g mentioned in question “F,” specify whether the amounts provided to the General Fund match what was reported in the federal entity’s audited financial statements. If they do not match, provide an explanation.

H. Review the Intra-governmental Material Differences Reports provided by Fiscal Service in the Intra-governmental Module of GTAS. Federal entities are expected to work with their trading partners to reconcile differences. Specify whether the federal entity contacted their trading partners concerning Part I material differences. If they were not contacted, specify which federal entities were not contacted and provide an explanation.

I. Specify whether the federal entity’s material differences resulted from an internal error. If there was an internal error, a top level journal voucher may need to be completed for the consolidation of the *Financial Report of the U.S. Government*. Specify and provide consent if a journal voucher can be completed.

J. Specify whether the independent auditors proposed any adjustments related to intra-governmental balances at year-end. If so, specify whether any of these adjustments were waived by management and provide an explanation.

K. If the federal entity did not have a CAP that existed for the specific dates, enter N/A. For Corrective Action Plans (CAPs) with targeted completion dates between October 1, 2020 and September 30, 2021, specify whether the federal entity implemented these CAPs.

If the CAPs were not implemented, specify whether an Extension Request was submitted or whether the difference was entered into the Dispute Resolution process.

If either of the answers is “yes,” then enter “yes” in the box.

If both answers are “no,” then enter “no” in the box, provide an explanation and include the CAP number.

**Note:** Fiscal Service wants to know if the CAPs were implemented, and/or if federal entities are actively working on CAPs, not if the status updates were completed.

Appendix 4

**CFO Representations for  
Intra-governmental Activity and Balances Instructions**

L. Specify whether the federal entity's CFO reviewed and monitored the Quarterly Intra-governmental Transactions Metrics and Scorecards available on OMB MAX.  
If they did not, provide an explanation.

<b>Section II. Explanation of Year-End Differences</b>	"Yes," "No," or "N/A"	<b>Explanation</b>
Specify whether all <i>Intra-governmental Year-End Material Differences Reports (Parts I, II, and III)</i> were explained and certified in the Intra-governmental Module in GTAS. If they were not, provide an explanation.		
<b>Section III. CFO Confirmation</b>		
<i>Important:</i> <u>The CFO, or equivalent, must sign this form, not a designee.</u> Return an electronic copy to Fiscal Service and GAO by specified due date.		

**Appendix 4**

**CFO Representations for  
Intra-governmental Activity and Balances Form**

*Mark in Green Areas Only*

<b>Federal Entity Name</b>	
<b>Four-Digit Agency Code</b>	
<b>Fiscal Year</b>	
<p><b>INSTRUCTIONS:</b> Next to each category enter “Yes,” “No,” or “N/A” to indicate whether criteria have been met. Briefly describe the reasons for exceptions. Provide an electronic signed file copy of the <i>CFO Representations for Intra-governmental Activity and Balances</i> along with the completed <i>Intra-governmental Year-End Material Differences Reports I, II, and III</i> to the federal entity’s IG, the Bureau of the Fiscal Service (Fiscal Service) to email address <a href="mailto:GovernmentwideIGT@fiscal.treasury.gov">GovernmentwideIGT@fiscal.treasury.gov</a>, and GAO to email address at <a href="mailto:USCFSS@gao.gov">USCFSS@gao.gov</a> by date specified in Figure 2 of TFM Volume I, Part 2, Chapter 4700 (Main Chapter).</p> <p><b>Note:</b> For all responses to the intra-governmental issues below, describe the area and the extent of any noncompliance with the requirements in a written response on this form or an attachment, if necessary.</p> <p>(Refer to the requirements stated in subsection 4750.60, Year-end CFO Procedures for Intra-governmental Transactions/Balances.)</p>	

<b>Section I. General Intra-governmental Reporting Results</b>	<b>“Yes,” “No,” or “N/A”</b>	<b>Explanation</b>
A. Is consistency maintained between the federal entity intra-governmental reporting submitted to the Government-wide Treasury Account Symbol Adjusted Trial Balance System (GTAS) and the federal entity source documents? If “no,” provide an explanation.	<b>A.</b>	
B. Does the federal entity have policies/procedures to record, process, summarize, and report intra-governmental activity/balances by trading partner? If “no,” provide an explanation.	<b>B.</b>	
C. Does the federal entity have activity reported with FR Entity 0000 (Congress: House and Senate)?	<b>C.</b>	
1. If “yes,” indicate the dollar amount of this activity that relates to business conducted with the U.S. House of Representatives.	<b>1.</b>	
2. If “yes,” indicate the dollar amount of this activity that relates to business conducted with the U.S. Senate.	<b>2.</b>	
D. Does the federal entity have activity reported with FR Entity 9999 (Unknown Trading Partners/Unidentified)?	<b>D.</b>	
1. If “yes,” indicate the dollar amount of this activity that relates to truly unidentifiable trading partners.	<b>1.</b>	
E. Does the federal entity have “unidentified” material differences referenced in question “D”? If “yes,” provide an explanation of why the amounts are “unidentified.”	<b>E.</b>	
F. Does the federal entity have activity reported with FR Entity 9900 – General Fund of the U.S. Government (General Fund)?	<b>F.</b>	
1. If “yes,” did the federal entity provide the General Fund with the required data by the specified timeframe per Volume I, Part 2, Chapter 4700, subsection 4735.30g? If “no,” provide an explanation.	<b>1.</b>	
G. If the federal entity provided the General Fund with required data by the specified timeframe per Volume I, Part 2, Chapter 4700, subsection 4735.30g mentioned in question “F,” did the amounts provided to the General Fund match what was reported in the federal entity’s audited financial statements? If “no,” provide an explanation.	<b>G.</b>	

**Appendix 4**

<b>Section I. General Intra-governmental Reporting Results</b>	<b>“Yes,” “No,” or “N/A”</b>	<b>Explanation</b>
H. Review the Intra-governmental Material Differences Reports provided by Fiscal Service. Were all federal entities contacted or pursued concerning the Part I material differences? If “no,” list those federal entities that were not contacted or pursued and provide an explanation.	<b>H.</b>	
I. Did the federal entity’s material differences result from an internal error? If “yes,” provide details (in the explanation box). 1. If “yes,” does the federal entity consent to a top level journal voucher for the consolidation of the <i>Financial Report of the U.S. Government</i> ?	<b>I.</b> <b>1.</b>	
J. Did the independent auditors propose any adjustments related to intra-governmental balances reported at year-end? 1. If “yes,” were any of the auditor’s intra-governmental adjustments waived by management? If “yes,” provide an explanation.	<b>J.</b> <b>1.</b>	
K. If the federal entity did not have a CAP that existed for the specific dates enter N/A. If applicable, did the federal entity implement all Corrective Action Plans (CAPs) which had a targeted completion date between October 1, 2020 and September 30, 2021? If “no,” was an Extension Request submitted or did the difference enter into the Dispute Resolution process? If “no,” provide an explanation.	<b>K.</b> <b>1.</b>	
L. Did the federal entity’s CFO review and monitor the Quarterly Intra-governmental Transactions Metrics and Scorecards available on OMB MAX? If “no,” provide an explanation.	<b>L.</b>	
<b>Section II. Explanation of Year-End Differences</b>	<b>“Yes,” “No,” or “N/A”</b>	<b>Explanation</b>
Were all <i>Intra-governmental Year-End Material Differences Reports (Parts I, II, and III)</i> explained and certified? If “no,” provide an explanation.		
<b>Section III. CFO Confirmation</b>		
<b>CFO Signature (Not a designee)</b>	<b>Printed CFO Name</b>	<b>Date</b>
<b>CFO Contact Email</b>	<b>CFO Contact Phone Number</b>	

## Appendix 5

### OVERALL INTRA-GOVERNMENTAL TRANSACTIONS (IGT) PROCESSES/GENERAL INFORMATION

#### Section 1—Overview of Intra-governmental Transactions

##### 1.1—Purpose

The purpose of this guide is to assist federal entities in the accounting, reporting, and reconciliation of IGT activity with their trading partners. This guide:

- Establishes overall roles and responsibilities for trading partners,
- Provides specific guidance relevant to each IGT category and sub-category:
  - Investments/Borrowings (Appendix 6)
  - Benefits (Appendix 7)
  - Buy/Sell (Appendix 8)
  - Transfers (Appendix 9)
  - Custodial and Non-Entity Transactions (Appendix 10)
  - General Fund Transactions (Appendix 11)
- Serves as a reference document for those individuals new to the IGT process,
- Provides specific instructions on the IGT process to federal entity subject matter experts,
- Establishes authoritative sources for Fiduciary transactions and balances including Benefits transactions,
- Explains how the Bureau of the Fiscal Service (Fiscal Service) will use metrics to measure federal entity progress in resolving IGT differences,
- Explains the IGT Root Cause/Corrective Action Plan (CAP) process to reconcile and resolve IGT differences, and
- Explains how to use the Dispute Resolution process to resolve imbalances between trading partners.

Throughout this guide, the term “federal entity” refers to reporting entities required to adhere to the policies in this guide. The term “trading partner” refers to the two entities engaged in IGT activity and includes all reporting and non-reporting entities. Section 2.2, “Report IGT Activity,” provides further information for reporting and non-reporting entities.

Federal entities must use Treasury Financial Manual (TFM) Volume I, Part 2, Chapter 4700, including this guide and the U.S. Standard General Ledger (USSGL) as references for recording, reporting, and reconciling their IGT activity. Official USSGL guidance is documented in the [USSGL](#) website.

##### 1.2—Background

IGTs result from business activities conducted between two federal government entities. In order to properly present the balances on the *Financial Report of the United States Government (FR)*, IGTs must be eliminated during the preparation process. If not, IGT differences will occur that result in the misstatement of financial balances. For example, when two entities enter into a reimbursable agreement, each will have a reciprocating accounts payable (Buyer) and accounts receivable (Seller) that should net to zero. If not, the Buy/Sell IGT category will have a difference.

There are two types of IGTs, intra-departmental and intra-governmental. Intra-departmental transactions result from activity between trading partners within the same department. Intra-governmental transactions result from activity between federal entities not within the same department. When Fiscal Service compiles the FR, it eliminates intra-departmental and intra-governmental activity and identifies IGT differences that entities must reconcile and resolve.

##### 1.3—IGT Categories and Sub-categories

IGT categories represent a grouping of transactions processed in a similar manner related to a type of financial activity. IGTs consist of five categories: Fiduciary, Buy/Sell, Transfers, Custodial, and General Fund transactions. Intra-governmental sub-categories provide a further breakdown that allows for differentiation by transaction type and owner. All categories and sub-



## Appendix 5

categories have different business processes, defined by the transaction activity that drives distinct process models. The IGTs, Fiduciary IGTs, and General Fund IGTs are further divided into sub-categories.

### **Fiduciary**

Fiduciary IGTs include transactions that originate from a centralized Fiduciary agent. A centralized Fiduciary agent is a federal entity that acts for and on behalf of another in a particular matter under circumstances that give rise to a relationship of trust and confidence. Within the federal sector, a limited number of federal entities perform Fiduciary duties on behalf of other federal entities. Fiduciary transactions are comprised of Fiscal Service Investments and Borrowings, Federal Financing Bank (FFB) Borrowings, Federal Employees' Compensation Act (FECA) and Unemployment Insurance (UI) transactions with the Department of Labor (DOL), and employee Benefits transactions with the Office of Personnel Management (OPM). In limited situations, other entities may have the authority to issue securities. Approval in these limited situations must be given by Fiscal Service. For purposes of this document, Federal UI transactions described are considered to be federal activity for Unemployment Compensation for Federal Employees (UCFE) and Unemployment Compensation for Ex-service members (UCX). For purposes of this document, Federal UI transactions described are considered to be federal activity for Unemployment Compensation for Federal Employees (UCFE) and Unemployment Compensation for Ex-service members (UCX).

Included in the Fiduciary category is the Benefits sub-category. Benefits IGTs include transactions in Benefit Program Contributions Receivable and Payables (Reciprocal Category 21) and Benefit Program Costs/Revenues (Reciprocal Category 26). If federal entities have benefits transactions with a trading partner other than DOL or OPM, the federal entity must provide Fiscal Service with an explanation of these transactions to be evaluated. There should never be any Benefits transactions with Treasury as the trading partner.

### **Buy/Sell**

Buy/Sell IGTs include transactions that occur between two federal entities where goods or services are purchased by one federal entity from another federal entity. This arrangement is typically accomplished through the issuance of a reimbursable agreement between the two federal entities. Trading partners should have appropriate statutory authority, such as the Economy Act, prior to engaging in an agreement for Buy/Sell transactions. **Note:** Buy/Sell transactions should never occur with the General Fund of the U.S. Government (General Fund). The General Fund does not engage in exchange activity in the Buy/Sell sub-category.

### **Transfers**

Transfers IGTs include non-exchange transactions that reduce resources (budgetary and proprietary) in one Treasury Account Symbol (TAS) and increase them in one or more other TAS by the total cumulative amount. Transfers IGTs typically require proper interpretation of legislative language and can involve complex scenarios with intricate accounting treatment.

### **Custodial and Non-Entity Transactions**

Custodial and Non-Entity Transactions – Other Than the General Fund of the U.S. Government IGTs include collections by a collecting entity on behalf of a receiving entity. The federal entity who collects on behalf of another but is not entitled to retain the collections is referred to as the collecting entity, or custodian. The federal entity on whose behalf the collecting entity is collecting is referred to as the receiving entity. This type of agreement is usually stipulated in legislation or is agreed upon by the federal entities involved. Transactions in this category are never collections on behalf of the General Fund, which would fall under the General Fund category.

### **General Fund**

General Fund IGTs include transactions that occur between a federal entity and the General Fund. The five General Fund (GF) sub-categories include Fund Balance with Treasury (FBWT), GF Authority, GF Non-Entity Transactions, Other GF RCs, and Other GF Financing Sources.

## Appendix 5

Table 1 presents the IGT’s categories and sub-categories.

**Table 1: IGT Categories and Sub-categories**

IGT Category	IGT Sub-category	Description
Fiduciary	Investments in Treasury securities with Fiscal Service	Fiscal Service calculates and reports to federal entities their investment balances and activity, including principal, premiums, discounts, accumulated amortization of premiums and discounts, accrued interest receivable, and interest revenue (net of gains and losses).
	Borrowings from Fiscal Service and FFB	Fiscal Service and FFB calculate and report principal and interest balances to federal entities.
	Benefit Program Contributions Receivables and Payables; Benefit Program Costs/Revenues	<p>DOL records and reports FECA and UI expenses and liabilities by entity, and DOL publishes on its <a href="#">OCFO</a> website FECA actuarial liability that each federal entity will accrue annually (if applicable).</p> <p>OPM calculates and reports by federal entity the transactions relating to the Federal Employees Retirement System (FERS), the Civil Service Retirement System (CSRS), the Federal Employees Health Benefits Programs (FEHB), and the Federal Employees’ Group Life Insurance Program (FEGLI).</p> <p>Fiscal Service also provides these benefit reports on the <a href="#">GTAS</a> website.</p> <p><b>Note:</b> If a federal entity has any of these transactions with a trading partner other than DOL or OPM, the federal entity must obtain approval from Fiscal Service before with an explanation of the transactions in order for Fiscal Service to evaluate. <b>There should never be any Benefits transactions with Treasury as the trading partner.</b></p>
Buy/Sell	Buy/Sell activities between federal entities	Buy/Sell activities occur between two federal entities when goods/services are exchanged between reimbursable/expenditure transactions. They are managed through an interagency agreement (IAA), often called a reimbursable agreement, which includes a General Terms & Conditions and an Order document. They cover exchanges related to goods and services rendered, accounts receivable and other assets, accounts payable and other liabilities, advances, prepayments from/to, deferred credits, and accruals. G-Invoicing will be the application that will be used to facilitate Buy/Sell activities between two federal entities.
Transfers	Transfers of resources between federal entities	Non-exchange transactions that move budgetary and proprietary resources between two or more TAS. Transfers are further classified in this document as expenditure, non-expenditure, and other.

## Appendix 5

IGT Category	IGT Sub-category	Description
Custodial and Non-Entity Transactions—Other Than the General Fund of the U.S. Government	Custodial and Non-Entity	Exchange or non-exchange transactions to either accrue balances that represent the collection or future collection of, or transfers of, custodial or non-entity collections from a collecting entity to a receiving entity. These custodial and non-entity collections represent activity between two entities, neither of which is the General Fund.
General Fund	FBWT	Transactions between federal entities and the General Fund concerning FBWT and the Liability for FBWT.
	GF Authority	Transactions between federal entities and the General Fund concerning expended and unexpended appropriations, warrants issues, tax revenue, and trust fund warrants.
	GF Non-Entity Transactions	Transactions between federal entities and the General Fund concerning non-entity and custodial activity including fines and penalties.
	Other GF RCs	Transactions between federal entities and the General Fund concerning other assets and liabilities.
	Other GF Financing Sources	Transactions between federal entities and the General Fund concerning other financing sources for the General Fund.

To enhance accountability and efficiency within IGT processes, Fiscal Service will request that each federal entity identify key IGT points of contact (POCs) on an annual basis. POCs should be familiar with their federal entity’s activity in the IGT category/sub-category and will be expected to address questions or concerns on an as-needed basis. These POCs will work with both Fiscal Service personnel as well as other federal entities to address differences.

In addition, Fiscal Service requests that federal entities update their key IGT POCs for IPAC and G-Invoicing at least once a year. For more information, please contact Fiscal Service at [IGT@fiscal.treasury.gov](mailto:IGT@fiscal.treasury.gov).

### Section 2—IGT Process

As federal entities conduct business with each other, IGT activity must follow a standard set of processes that support the recording, reporting, reconciliation, and measurement of intra-governmental activity. Federal entities’ adherence to the process provides the required controls for IGT activity and allows both federal entities, as well as Fiscal Service, to perform their financial statement reporting in an efficient manner.

#### 2.1—Record IGT Activity

Based on the category or sub-category, the federal entity determines the transaction type and the trading partner for that transaction. Fiduciary transactions always have an authoritative source that acts as a Fiduciary agent on behalf of all federal entities. Buy/Sell, Transfers, and Custodial transactions occur between varying trading partners that must coordinate closely on the proper financial treatment so that the IGTs properly eliminate. Selecting the correct trading partner and transaction type allows federal entities to properly categorize their IGT activity. General Fund transactions are transactions which occur with the General Fund (FR Entity 9900) as the trading partner in the General Fund sub-categories.

The federal entity determines its role and responsibilities (for example, calculations and reconciliations) in the transaction type by referring to the Roles/Responsibilities sections contained throughout this guide. This guide identifies key regulations, policies, and other guidance that govern the sub-category. The federal entity follows the established business rules for proper posting of the transaction type.

## Appendix 5

### Treasury Systems

Federal entities provide IGT information to Treasury using the Government-wide Treasury Account Symbol Adjusted Trial Balance System (GTAS) on an annual basis. GTAS will then create the reclassified financial statements based on the USSGL crosswalks. Reclassified financial statement line item information represents a federal entity's comparative, consolidated audited, and department-level financial statements which are used to prepare the FR. Treasury also uses the ATB files submitted to Fiscal Service in GTAS to produce intra-governmental reports and analyze intra-governmental financial data from federal entities on a quarterly basis. [GTAS](#) and [Fiscal Service's](#) website are the official confirmation systems for all federal departments and federal entities that engage in Fiduciary and Benefits IGTs.

### IGT Reporting Guidance

IGTs must be accounted for consistently by the federal entity and their trading partners. In accordance with OMB Circular No. A-136, significant entities and other entities should reconcile their intra-governmental balances and resolve intra-governmental differences with all available information before submitting their GTAS ATB. Federal entities must ensure they are able to identify and track all IGTs from the beginning to the end of the process. Federal entities must maintain accurate, detailed information on transactions as a part of their accounting records. This information assists federal entities in identifying the correct postings to USSGL accounts and facilitates the reconciliation process. Detailed records must include enough information to enable easy identification, rationale, and location of supporting documentation. It must be considered that all entities maintain records and related documentation in various ways. All entities must consider their trading partner's documentation needs in order to eliminate IGT differences.

At the end of each quarter, Fiscal Service collects federal entity adjusted trial balance submissions to analyze USSGL data. To eliminate IGT activity at the government-wide level, Fiscal Service groups specific USSGL accounts into reciprocal categories. Within each reciprocal category, USSGL accounts are paired up between trading partners for proper elimination, except for Reciprocal Category 29 (RC 29), which is used for non-reciprocating USSGL accounts. These pairings of eliminating USSGL accounts for all IGT sub-categories are listed in TFM Volume I, Part 2, Chapter 4700, Appendix 3.

Some IGT eliminating accounts are considered limited use and must only be used for their stated purpose. These accounts are identified and discussed in each IGT sub-category section below. If a federal entity plans to use the account for other than the stated purpose, it must contact Fiscal Service Financial Reports and Advisory Division's USSGL Team at [USSGLTeam@fiscal.treasury.gov](mailto:USSGLTeam@fiscal.treasury.gov), to discuss if that USSGL account can be used.

### Accounting Attributes and Business Rules

The following subsections provide detailed information and guidance on specific accounting attributes and business rules important to the proper recording of IGT activity.

#### USSGL Account Attributes

Account attributes further describe USSGL accounts in order to meet specific financial reporting requirements. Every attribute is assigned one or more domain values, which consist of all the possible valid choices within that attribute.

See the [USSGL](#) website for a complete listing of attributes and attribute domain values.

The federal/non-federal indicator attribute used in conjunction with line item data in the reclassified financial statements provides information that enables Fiscal Service to prepare elimination entries for the FR. Domain values for this attribute are "F" for Federal, "G" for General Fund, "N" for non-federal, and "Z" for non-reciprocating federal activity. The "Z" attribute domain value is limited to Reciprocal Category 29. The chosen attributes are used to identify the type of account balance and the IGTs. When the federal attribute domain value "F" is used with a USSGL account, a three-digit agency identifier and four-digit trading partner main account must be provided for the trading partner with whom the federal entity has the balance. Refer to TFM Volume I, Part 2, Chapter 4700, Appendix 1a and 1b for the listing of the three-digit agency identifier and four-digit FR entity code.

## Appendix 5

### Classifying Asset Accounts

Asset accounts related to inventory, property, and equipment are submitted to Fiscal Service with a non-federal attribute domain value “N” regardless of whether the assets were purchased from the public or another federal entity, except when the purchase is made through the Bureau of Prisons, then the domain value would be “F.” This attribute is being used as a mechanism to communicate that these particular asset accounts of individual entities are also assets of the federal government as a whole.

Related USSGL memorandum accounts 880100, 880200, 880300, and 880400 were established to record capitalized purchases and are to be used in the reconciliation process (trading partner identification is associated with these accounts). See TFM Volume I, Part 2, Chapter 4700, subsection 4750.30b, for additional guidance related to capitalized purchases. Federal entities should follow the [Intra-governmental Capital Asset and Inventory Buy/Sell Transactions](#) guidance concerning USSGL guidance on capitalized assets.

### Trading Partner Agency Identifiers

For proper eliminations to occur, it is essential that accurate trading partner data be captured for intra-governmental activity and balances. Federal entities must report their three-digit agency identifier and their trading partner’s three-digit agency identifier as part of the TAS on their ATB bulk file. The trading partner agency identifier represents ownership of the balance when reporting USSGL account balances for transactions with another federal entity. Federal entities are required to use the trading partner main account in conjunction with the trading partner agency identifier for all TAS.

## 2.2—Report IGT Activity

The federal entity submits adjusted trial-balance data to Treasury on a predetermined schedule, using GTAS. These files must be certified for Fiscal Service to use them for elimination of IGTs. Federal entities should derive these submissions directly from their departmental adjusted trial balances that are used as the basis for constructing quarterly unaudited financial statements.

At year-end, significant entities must provide a CFO Representation for federal IGTs and balances (refer to Appendix 4). See TFM Volume I, Part 2, Chapter 4700, Appendices 1a and 1b, for a list of significant entities. Other entities include all other executive branch entities. All reporting entities must comply with the requirements in this guide.

Judicial and legislative branch entities are not required to report since they are not subject to executive branch mandates and guidance. Even though these mandates are not applicable to Judicial and Legislative entities, Treasury strongly encourages these entities to submit their adjusted trial balances, financial statement notes, and other financial report data. At a minimum, Judicial and Legislative entities need to work closely with reporting entities to help the reporting entities confirm and reconcile intra-governmental differences.

## 2.3—Reconcile IGT Difference(s)

The federal entity follows the established reconciliation procedures in this guide for both government-wide and sub-category specific reconciliations. The following processes help federal entities reconcile IGTs (see subsections in the paragraphs below with the following headers):

- Authoritative Source Reconciliation,
- Material Differences Reports,
- Root Cause/Corrective Action Plan (CAP) Process,
- Dispute Resolution Process, and
- Measure IGT Activity/Scorecards (see subsection 2.4).

Trading partners must work together to reconcile and resolve differences and should not charge back or reject transactions that comply with these reconciliation procedures. In addition, trading partners must not create new or adjustment transactions to circumvent these procedures. The assurance provided to Fiscal Service that federal entities comply with IGT requirements

## Appendix 5

during the IGT reconciliation process is systematically established using five functions:

- Obtaining a sufficient explanation to resolve the out-of-balance and condition coverage for GAO assurance,
- Obtaining assurance that federal entities are performing quarterly intra-governmental reconciliation in accordance with [OMB Circular No. A-136](#) (revised),
- Ensuring federal entities are mutually completing the explanations of Intra-governmental Material Difference in the Intra-governmental Module of GTAS quarterly and at year-end for the same trading partner/reciprocal category material differences instances,
- Minimizing the number and amount of differences subject to certification, and
- Ensuring federal entities are mutually completing the Targeted Differences Forms based upon the quarterly scorecard process and Root Cause Analysis/Corrective Action Plans (there is no minimum threshold for requirement for completion).

### Authoritative Source Reconciliation

Authoritative sources submit their Fiduciary balances including benefit balances each quarter to Fiscal Service. The Investments and Borrowings balances from Fiscal Service and the FFB will be available at the beginning of each quarterly reporting window in GTAS. Authoritative source balances for DOL FECA, DOL UI Employers, and OPM Benefits will be posted to the [Fiscal Service Intra-governmental Reports](#) website by the fifth business day after the quarter ends. These reports will be at the main account level of detail. After a designated period, federal entities are required to submit all intra-governmental balances to Fiscal Service in GTAS.

Trading partners must reconcile with authoritative sources for Fiduciary (Investments, Borrowings, and Benefits) transactions. following the reconciliation requirements in Sections 4 through 10 of this guide. At a minimum, federal entities should use the data sources identified in Table 2 below:

**Table 2: IGT Category/Sub-category Required Reconciliation Sources**

Category	Sub-category	Report Name	Description	Frequency <sup>1</sup>	Location
Fiduciary	Investments	Fiscal Service Monthly Account Statement	Provides investment/redemption/maturity/interest amounts for trading partners that have invested in government securities with Fiscal Service.	Monthly	<a href="#">Fiscal Service Monthly Account Statement Reports</a>
Fiduciary	Borrowings	G/L Balances Report	Provides loan balances for trading partners with Fiscal Service Borrowings including principal and interest.	Monthly	<a href="#">G/L Balances Reports</a>
Fiduciary	Borrowings	Monthly Activity Report	Provides federal entities that have borrowed from FFB with their current borrowing amounts, final maturity dates, and interest rates.	Monthly	<a href="#">FFB</a> website

<sup>1</sup> Reports listed should be available within seven calendar days after month end.

## Appendix 5

Category	Sub-category	Report Name	Description	Frequency <sup>1</sup>	Location
Fiduciary	Borrowings	Detailed Principal and Accrued Interest	Provides federal entities that have borrowed from Fiscal Service with their current borrowing amounts, final maturity dates, and interest rates.	Monthly	<a href="#">Fiscal Service Detailed Principal and Accrued Interest Report</a>
Fiduciary	Benefits-DOL FECA	Liability for Current FECA Benefits	Provides liability for current FECA Benefits, including estimates for funded/unfunded receivables and net revenue.	Quarterly	<a href="#">DOL Publications</a>  <a href="#">DOL Authoritative Source Balances</a>
Fiduciary	Benefits-DOL UI	Liability for Current UI Benefits	Provides liability for current UI Benefits, including estimates for accrued benefits and net revenue.	Quarterly	<a href="#">DOL Publications</a>  <a href="#">DOL Authoritative Source Balances</a>
Fiduciary	Benefits-OPM Benefits	Employer Benefit Revenue/Expense	Provides accrued benefit revenue/expense balances by trading partner.	Quarterly	Sent via email by OPM.  <a href="#">OPM Authoritative Source Balances</a>

If a federal entity has trading partner differences greater than or equal to \$100,000 because its balances are inconsistent with the authoritative source balances of Investments and Borrowings, the federal entity will be considered non-compliant with the policies in this guide. Since FY 2014, federal entities are not considered compliant or non-compliant with the DOL FECA, DOL UI, and OPM Benefits, but rather “in balance” or “not in balance.” Federal entities are considered “not in balance” with DOL FECA, DOL UI, and OPM Benefits if these differences are not \$0.00. Federal entities should continue to check their balances against DOL FECA, DOL UI, and OPM Benefits. If there is a large difference between DOL FECA, DOL UI, or OPM Benefits and the federal entity, Fiscal Service will ask the entity to provide an explanation. See Appendix 7 for IGT processes on Benefits.

### Material Differences Reports

Federal entities must explain their Material Differences Parts I, II, and III with their trading partners quarterly (except pre-year-end) and at year-end in the Intra-governmental Module in GTAS. This important step in the process provides Fiscal Service with necessary information to complete a root cause analysis of material differences and explain material reporting differences on the consolidated government-wide financial statements.

Federal entities will use the Intra-governmental Module in GTAS to view and explain, as well as certify, Material Differences. The Material Differences window to explain and certify differences will open after the GTAS Bulk File Submission Window closes. The GTAS reporting window schedule can be found on the [GTAS](#) information website.

Details outlining the required material differences process can be found in TFM Volume I, Part 2, Chapter 4700, subsections 4750.40a and 4750.40b.

### Root Cause/Corrective Action Plan (CAP)

Federal entities are expected to work with their respective trading partners to reconcile and resolve intra-governmental differences. For recurring differences of two or more quarters, federal entities may be required to provide Fiscal Service with documentation that a resolution is in process before the next quarter reporting begins. Fiscal Service will initiate this process by providing federal entities with an IGT Differences Corrective Action Plan (CAP) form containing the difference details that federal entities must document and support. Detailed instructions will also be provided as guidance for federal entities to



## Appendix 5

follow while completing the form. It is important to note that there is not a materiality threshold on this requirement. One goal of this process is to eliminate IGT differences at the government-wide level for the consolidation of the FR and the aggregate total of federal entity differences under \$100 million could total to a material misstatement in the FR.

The required documentation provided to Fiscal Service for recurring differences must include a detailed root cause analysis of the difference, a CAP concerning the steps a federal entity will take to address the difference, and a targeted completion date for when the CAP will be implemented within the federal entity. Both federal entities involved in the CAP process must agree on the root cause, CAP and targeted completion date. It is expected that CAPs will be completed within 12 months of when the CAP was developed unless extenuating circumstances, approved by Fiscal Service, exist. All documentation can be submitted to Fiscal Service via email to [GovernmentwideIGT@fiscal.treasury.gov](mailto:GovernmentwideIGT@fiscal.treasury.gov).

Federal entities will be expected to give quarterly status updates on the CAPs to Fiscal Service. Fiscal Service will provide the federal entities with IGT Corrective Action Plan (CAP) Status Update forms along with instructions to complete each quarter. If federal entities are unable to resolve the differences or Fiscal Service has not allowed the CAP to extend past the 12-month timeframe, the difference could enter into dispute resolution.

If the CAP is not going to be completed by the targeted completion date, an IGT Corrective Action Plan (CAP) Extension Request form will need to be completed and returned to Fiscal Service. Fiscal Service will provide the form along with detailed instructions. The form is a joint effort and will need to be signed by the CFO's of both federal entities. The difference could be placed into dispute if the CAP is not completed by the targeted completion date and an extension has not been requested or approved.

### Dispute Resolution Process

Entities are expected to work with their respective trading partners to reconcile and resolve intra-governmental differences. When entities are unable to reconcile or resolve differences or improvement has not been shown through a root cause analysis and CAP the difference may be entered into dispute resolution. If neither federal entity submits a dispute resolution request, Fiscal Service will initiate the dispute resolution. Fiscal Service reserves sole discretion on which disputes take precedence based on the pool of disputes submitted for dispute resolution.

The dispute resolution request must be filed with Fiscal Service using the [Intra-governmental Dispute Resolution Request Form](#) (Attachment 1). Entities should complete the form and send it via email to [IBR.dispute.resolution@fiscal.treasury.gov](mailto:IBR.dispute.resolution@fiscal.treasury.gov). Entities submitting the dispute (disputer) will be listed as Federal Entity 1 and the disputee will be Federal Entity 2 on the dispute form. Entities should submit all relevant documentation with the form justifying their accounting treatment. Fiscal Service will send a confirmation email to the entities and will notify the entities whether the form was accepted or rejected into the dispute resolution process and provide the entities with a Dispute Resolution Case Number. Fiscal Service's decision will be based on the documentation submitted by both trading partners and additional research.

Fiscal Service will notify the trading partner (Federal Entity 2) of the dispute resolution request submitted and provide them with all submitted documentation. The trading partner will have two weeks (10 business days) to respond to Fiscal Service with a completed dispute resolution form and any additional documentation. Dispute resolution cases will not begin the resolution process until all entities involved have provided completed forms and documentation. Entities are encouraged to collaborate on completing the necessary forms and documentation required by Fiscal Service.

If Fiscal Service initiates the Dispute Resolution, the form will be completed by Fiscal Service with known information obtained from Material Differences Reports, Targeted Differences Forms or any other relevant information (from scorecard meetings) and emailed to both entities involved. In this case, Federal Entity 1 and Federal Entity 2 will not be considered the disputer or disputee, but instead, be considered the entities involved in the dispute resolution in no particular order. As with a federal entity submitted dispute resolution, both entities will have two weeks (10 business days) to respond.

Once Fiscal Service receives the dispute resolution request from both entities, it will begin researching the dispute. Fiscal Service will provide entities with a status update of their dispute resolution case on a quarterly basis. Differences that exist for entities concerning items that have entered and been accepted into the dispute resolution process will normally be excluded from the federal entity scorecards if they are either in the pending status or in the resolved status and guidance has yet to be issued or the federal entity has a time limit set by Fiscal Service to correct.



## Appendix 5

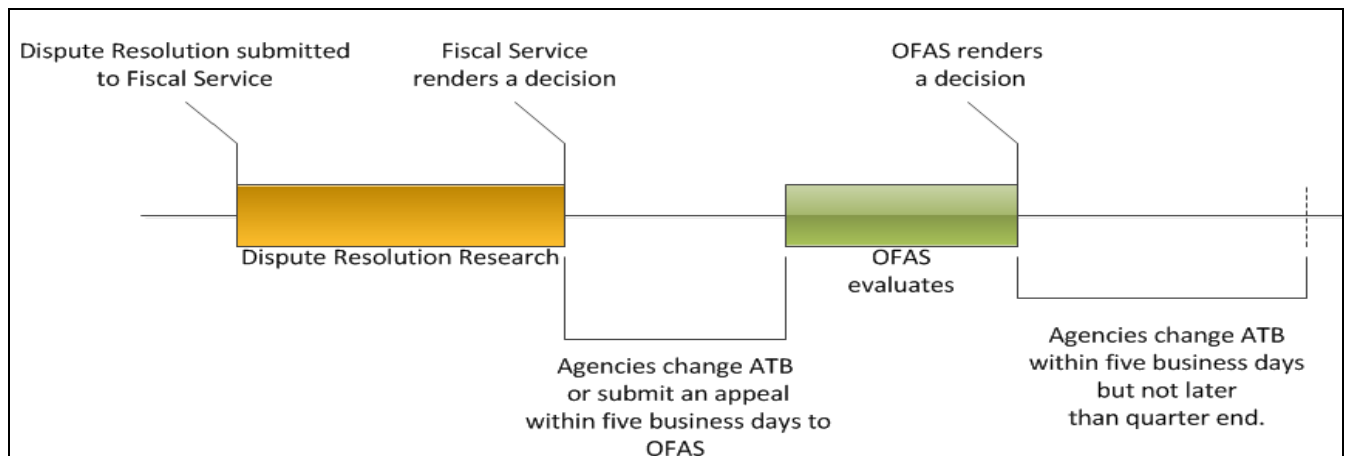
Fiscal Service relies on information provided by federal entities to help with the research of the dispute resolution case. This information may include completed Intra-governmental Dispute Resolution Request forms, quarterly difference amounts related to the dispute, or any other additional information to help with research. Because Fiscal Service relies on this information, there are exceptions to excluding the differences on the Intra-governmental Scorecard. The following instances could result in the difference amounts not being excluded from the scorecard:

- Trading partners who have not submitted their completed dispute resolution form within two weeks of receiving the information from Fiscal Service will continue to have these differences affect their IGT scorecard until they provide Fiscal Service with the completed form and documentation.
- If one federal entity neglects to provide difference amount(s) or concurrence for an exclusion, the exclusion can still be done for the other entity if the other entity can provide sufficient support for the difference amount. The federal entity that neglected to provide concurrence of the difference amount(s) will not have an exclusion reflected on their scorecard.
- If federal entities do not cooperate and provide information requested by Fiscal Service, their scorecard may be impacted by the difference amount(s) until the requested information has been provided.

Fiscal Service will issue decisions in writing. Fiscal Service will document the decision citing the rationale, policy, or legal guidance upon which the decision is based, and the correct postings to be made by the two trading partners. After Fiscal Service has rendered the decision, the federal entities must adjust their financial records to reflect the decision. Federal entities will need to provide Fiscal Service with a Corrective Action Plan (CAP) within 10 days of receiving the decision. Quarterly updates must be provided to Fiscal Service from federal entities concerning their CAP until the disputed amounts are no longer differences.

If either federal entity does not agree with the decision, the entity may request an appeal. Appeals must be requested via email to [IBR.dispute.resolution@fiscal.treasury.gov](mailto:IBR.dispute.resolution@fiscal.treasury.gov) within five business days of the date the decision was rendered. When the appeal request is received, Fiscal Service will confirm receipt via email and will forward the original dispute resolution documentation along with the decision to the Office of Accounting Policy and Financial Transparency, Office of the Fiscal Assistant Secretary (OFAS). OFAS will review the request for appeal and will render a final decision. Once OFAS has rendered the final decision, the affected federal entities must adjust their financial records to reflect the decision within five business days, but no later than the end of the quarter. Federal entities must ensure they continue to adhere to the decision that is rendered going forward.

**Figure 1: Dispute Resolution Order of Events**



When a federal entity has a material difference for which it has requested dispute resolution, Fiscal Service will track the differences in the following categories to monitor where the differences are in the dispute resolution process.

**Confirmed Reporting (Dispute Resolution Completed)** indicates a federal entity has requested dispute resolution, Fiscal Service has rendered a final decision, the affected trading partners have updated their financial records, if needed, to align with

## Appendix 5

the decision and CAPs have been provided to Fiscal Service.

**Unconfirmed Reporting (Dispute Resolution Pending)** indicates a federal entity has verified its reported amounts and that the entity's documents agree with its quarterly source documentation. It also indicates the federal entity has reconciled this amount with its trading partner, knows the reason for the difference, and has requested dispute resolution. However, Fiscal Service has not yet rendered a final decision.

**Under Entity Review** indicates the reporting federal entity cannot validate the amount it submitted. The federal entity must identify and explain the total of Under Entity Review amounts in detail and must submit the total amount for dispute resolution, if appropriate.

When a federal entity has material differences that have already been reported and dispute resolution is either pending or completed, it does not need to resubmit documentation for the difference. The federal entity only needs to cite the amount of the difference and to identify it as resolution pending or resolution completed.

### 2.4—Measure IGT Activity

In addition to the Material Differences explanation process, Fiscal Service has a quarterly scorecard and metrics process to identify and resolve root causes of IGT differences. The IGT scorecards are at the government-wide and federal entity-specific level and are provided to significant entities quarterly and at year-end. The process involves significant entities and any other entities identified by Fiscal Service through a quarterly monitoring process.

During this process, Fiscal Service identifies the areas and a federal entity's trading partners which have the biggest influence on the entity's total IGT differences. The IGT scorecard focuses on differences by trading partner, IGT sub-category, USSGL account, and reciprocal category. IGT scorecards will be comprehensive and actionable to effectively initiate a coordinated effort to identify root causes. Federal entities must perform data analysis on the problematic areas to determine the root causes and to identify the required corrective actions to resolve the problem. Fiscal Service will monitor the quarterly scorecards to assess how well federal entity corrective actions are resolving problematic areas. Quarterly meetings are held with each federal entity receiving a scorecard to facilitate the monitoring and communication related to differences.

As with the material differences process, federal entities must work with their trading partner to resolve the differences listed on their IGT scorecard. The differences listed on the scorecard may not meet the material differences threshold but are considered differences which Fiscal Service identifies that federal entities need to reconcile and resolve with their trading partners. Fiscal Service will provide federal entities with Targeted Difference Forms to provide explanations concerning the differences and the completed forms must be returned to Fiscal Service by the specified date.

The scorecard and metric process will evolve over time focusing on resolving recurring difference items and problematic IGT processes. As part of this evolving process, Fiscal Service now shares the final version of the IGT scorecards across the government-wide financial management community via [OMB MAX](#). Please email [GovernmentwideIGT@fiscal.treasury.gov](mailto:GovernmentwideIGT@fiscal.treasury.gov) for more information.

### 2.5—Expanding the IGT Scorecards to Cover Additional Entities

Fiscal Service has established a quarterly monitoring process to analyze the differences for federal entities not part of the MDR or IGT scorecard process. Fiscal Service utilizes the same data that is used to generate the quarterly IGT scorecards to evaluate the intra-governmental balances and differences for all federal entities, government-wide. The purpose of this process is to ensure other entities, not currently subject to intra-governmental reporting, do not generate IGT differences that would contribute to a material misstatement in the FR. Once identified as creating significant IGT differences, contributing to the total government-wide out of balance condition, a federal entity will receive notification from Fiscal Service along with an IGT scorecard for the quarter in which they were identified. Federal entities will then be subjected to the same requirements outlined in Section 2.4 above, and throughout this Appendix.

## Section 3 – Intra-governmental Payment and Collection (IPAC)

IPAC is an internet-based collection and payment system used by FPAs to transfer funds from one federal entity to

## Appendix 5

another for IGTs. FPAs may execute transactions either manually online or via bulk file connections. Each FPA determines the connection type in accordance with standards Fiscal Service has specifically developed for the IPAC networks.

The transactions are facilitated by transferring funds with related descriptive data and Treasury Account Symbol/Business Event Type Code (TAS/BETC) from one FPA to another and posts the transaction data from both FPAs to their respective CARS Account Statement.

IPAC enables FPAs to exchange accounting information and to transfer funds between one another for the following interrelated subsystems and transaction types:

- **Buy/Sell:** The IPAC application that processes IGT federal funds transfers between federal entities for Buy/Sell reimbursable activity.
- **Fiduciary:** The IPAC application that allows for fiduciary activity, conducted on behalf of FPAs for certain investment or trust fund transactions.
- **The Retirement and Insurance Transfer System (RITS):** RITS processes retirement and health insurance payments by FPAs to OPM.
- **The Treasury Receivable Accounting and Collection System (TRACS):** TRACS processes interagency transfers related to check disbursement data returned to FPAs.

For more information on the IPAC application, review the information found on the IPAC Tutorial webpage at [Intra-Governmental Payment and Collection \(IPAC\) \(treasury.gov\)](https://www.treasury.gov/ipac). For more detailed information on the RITS and TRACS, contact the Treasury Support Center at 1-877-440-9476 or email at [IPAC@stls.frb.org](mailto:IPAC@stls.frb.org).

For complete guidance on the recording of the IGT Buy/Sell exchange transactions, please see [USSGL Implementation Guidance](#).

## Appendix 5

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### Attachment (1): Intra-governmental Dispute Resolution Request Form

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Dispute Resolution Form | 1

#### Intragovernmental Dispute Resolution Request Form

Submit completed form to

[IBR.Dispute.Resolution@fiscal.treasury.gov](mailto:IBR.Dispute.Resolution@fiscal.treasury.gov)

<b>Part I: Dispute Resolution Details</b>	
<b>Entity Initiated</b>	<b>Fiscal Service Initiated</b>
<b>Section A: Entity Information</b>	
Entity One: _____	Entity Two: _____
Contact Name: _____	Contact Name: _____
Title: _____	Title: _____
Email Address: _____	Email Address: _____
Phone Number: _____	Phone Number: _____
<b>Section B : Total Difference Amount</b> The total difference amount affecting both agencies.(attach any additional information)	
<b>Section C : Affected Reciprocal Categories and USSGL Accounts</b> (attach any additional information)	
<b>Section D: Difference Duration</b> Time period from when the difference was first developed. (attach any additional information).	
<b>Section E: Difference Explanation</b> Why the difference occurs and what has been done in attempt to reconcile?(attach any additional information)	

## Appendix 5

Dispute Resolution Form | 2

<b>Section F: Any Additional Supporting Documentation Attached</b>		
<p><i>Section A Additional Information Attachment</i></p> <p><i>Section B Additional Information Attachment</i></p> <p><i>Section C Additional Information Attachment</i></p> <p><i>Section D Additional Information Attachment</i></p> <p><i>Section E Additional Information Attachment</i></p> <p><i>Material Difference Report</i></p> <p><i>Targeted Difference Report</i></p> <p><i>Auditor's Documentation</i></p> <p><i>Correspondence between agencies (emails, meeting minutes, etc.)</i></p> <p><i>Authoritative Reference</i></p> <p><i>Other</i></p>		
<b>Section G: Certification</b>		
Signature confirms that no IPAC chargebacks, rejections or new transactions were created to solve this dispute outside of the business rules.		
I certify that this written submission and supporting documentation are, to the best of my knowledge, complete and accurate.		
_____	_____	_____
Signature, Chief Financial Officer or Designee	Title	Date

<b>Part II Dispute Decision</b>		
<b>FOR DEPARTMENT OF THE TREASURY, FISCAL SERVICE USE ONLY</b>		
ACCEPTED TO DISPUTE RESOLUTION PROCESS:		
REJECTED FROM DISPUTE RESOLUTION PROCESS:		
DISPUTE RESOLUTION CASE NUMBER: _____		
I certify that the submitted difference is accepted into the Dispute Resolution Process.		
<b>Fiscal Service Representative</b>		
_____	_____	_____
Signature	Print Name	Date

## Appendix 6

### INTRA-GOVERNMENTAL TRANSACTIONS (IGT) INVESTMENT/BORROWINGS

#### Section 1—Investment and Borrowings Authoritative Sources

Fiduciary IGT categories involve transactions where a single entity performs a centralized function on behalf of all other federal entities. These entities are known as authoritative sources. As authoritative sources, these federal entities account for and report the balances for which they are responsible. For the Investment and Borrowings subcategories, the Department of the Treasury is the authoritative source. Note: Authoritative sources are only applicable to the Fiduciary IGT categories.

#### 1.1—Fiduciary Transactions

Under this policy, authoritative sources should implement the appropriate level of audit scrutiny to provide reasonable assurances over authoritative source balances. The authoritative sources determine the proper balances for their respective IGT sub-categories and submit their balances to Fiscal Service. For Investments and Borrowings, federal entities get their balances from the Fiduciary report in [GTAS](#). These balances in [GTAS](#) are the official sources of record for confirming and reconciling Investment and Borrowings Fiduciary balances between trading partners and the Department of Treasury (see Table 1). Note: The word “Fiduciary” is used in a different context than used in Statements of Federal Financial Accounting Standards (SFFAS) No. 31, *Accounting for Fiduciary Activities*.

**Table 1: Authoritative Sources by IGT Sub-category**

IGT Sub-category	Authoritative Source	Trading Partner
Investments	Bureau of the Fiscal Service (Fiscal Service), Federal Financing Bank (FFB), or federal entity with general or special	Investing entity
Borrowings	Fiscal Service or FFB	Borrowing entity

**Note:** Fiscal Service is the authoritative source for FFB Borrowings from Fiscal Service.

For Investments, some federal entities may have general or special financing authority that allows them to issue securities to a federal entity other than Treasury securities issued by Fiscal Service. For example, the Civil Service Retirement and Disability Fund holds securities issued by the FFB. In this situation, the federal entity issuing the Investment is the authoritative source.

Authoritative sources have specific responsibilities with respect to Fiduciary IGTs, as outlined below in Table 2.

## Appendix 6

**Table 2: Authoritative Source Responsibilities**

Authoritative Source Responsibilities	Key Activities
Provide timely, accurate IGT data to federal entities	Provide applicable IGT Investment or Borrowings data in <a href="#">GTAS</a> . Provide entity-level data (for example, sub-department) to trading partners.
Obtain/maintain adequate assurance for Fiduciary transactions	Maintain assurances over IGT controls (for example, report on IGT internal controls). Maintain assurances over IGT balances (for example, report on substantive testing of balances).
Proactively work with trading partners and Fiscal Service to reconcile and adjudicate differences as necessary	Monitor Fiduciary differences with trading partners. Facilitate remediation when necessary.

The Fiscal Service and FFB submit their Fiduciary balances to GTAS. Trading partners verify their reciprocal balances and reconcile them to these authoritative source balances. If the balances agree, the trading partner does not need to take any action. If the balances do not agree, the trading partner must work with the Fiscal Service and/or FFB to resolve the reconciling items. Once reconciled, the authoritative source and the trading partner post adjusted balances in their respective financial systems and submit the reconciled balance in their quarterly ATB bulk file submission to GTAS.

If the trading partner does not agree with the authoritative source, and there is a significant recurring difference, the trading partner must work through the corrective action process described in the Root Cause/Corrective Action Plan (CAP) section with the authoritative source or request a dispute resolution-as described in the Dispute Resolution Process section. Both processes are outlined in Appendix 5. The trading partner must also identify any material (\$100 million or greater) difference in its Material Differences Reporting. By taking this action, the trading partner provides Fiscal Service with a formal explanation of the material differences. Federal entity CFOs or CFO designees must certify their explanations of the material differences in the Intra-governmental Module of GTAS on a quarterly basis. These submissions establish formal recognition of the material differences so that appropriate steps may be taken to remediate the difference.

**Note:** Fiscal Service discourages federal entities from submitting adjusted trial balances different from the authoritative source unless they materially differ (\$100 thousand threshold) from the authoritative source or reporting the authoritative source balances would have an adverse impact on the entities' financial statement opinions.

If the difference is not material to the federal entity, the trading partner should either post the authoritative source's balance or document the rationale for the difference. Federal entities must still work to reconcile and eliminate the difference regardless of the materiality. The documentation of the difference is not required to be submitted to Fiscal Service but should be available upon request.

### **Section 2— Investment Transactions**

The Investments IGT sub-category involves the calculation and reporting of Investments in Treasury securities issued by Fiscal Service and securities issued by other federal entities under general and special financing authority. Balances calculated and reported by the issuing entity and its investing entities may include principal, discounts, premiums, accumulated amortization of discounts and premiums, accrued interest payable/receivable, interest expense/revenue, as well as gains and losses.

Under its special financing authority, FFB has issued securities to federal entities. For example, FFB issued securities to OPM for its Civil Service Retirement and Disability Fund during a debt issuance suspension period. In this situation, FFB acts as the authoritative source and calculates and reports to OPM the principal, accrued interest receivable, and interest revenue balances and activity.

## Appendix 6

The majority of federal entities that invest in Treasury securities purchase Government Account Series (GAS) securities directly from Fiscal Service through the Federal Investments Program. Only Fiscal Service can issue Treasury securities. The Federal Investments Program provides Investment services to federal government entities that have funds on deposit with the U.S. Treasury and have authority to invest those funds. Investments of the funds are generally restricted to non-marketable securities in the form of special issue par-value and/or market-based securities.

Some federal entities invest in marketable Treasury securities purchased through accounts with private sector brokerage firms. The rules associated with these Investments are described below.

The process model for IGT Investments is described in the following subsections.

### 2.1—Transaction Types and Trading Partner

The business process for Investments varies based on whether a federal entity purchases GAS securities from Fiscal Service or marketable securities via a broker on the secondary market. Regardless of the transaction type, the trading partner used by a federal entity for an Investment transaction is always Fiscal Service (FR Entity 2000). Each transaction type is described below.

#### GAS Securities

Federal entities use the FedInvest system to buy and sell GAS securities. The FedInvest System is a web-based extension to Fiscal Service's primary Investment accounting system. The FedInvest System also allows federal entities to download data and to view account holdings, transactions, and reports. In accordance with intra-governmental business rules, Fiscal Service transmits Investment transaction data daily on behalf of the entities that invest in GAS securities through the Intra-governmental Payment and Collections (IPAC) System. The purpose of IPAC is to provide a standardized interagency fund transfer mechanism for Federal Program Agencies (FPA).

The Classification Transactions and Accountability (CTA) system generates daily the classification reporting and transmits the results to the Central Accounting and Reporting System (CARS) (the accounting system of record).

#### Marketable/Secondary Market Securities

Some federal entities purchase marketable Treasury securities through an independent brokerage firm. When a federal entity purchases these securities, it must notify Fiscal Service of the purchase within three business days. Failure to notify Fiscal Service results in incomplete reporting of debt liability when Fiscal Service submits adjusted trial balance information to Treasury's Office of Financial Reporting and Policy. After notification, Fiscal Service reclassifies the marketable Treasury securities from "non-federal" to "federal" via the Summary Debt Accounting System. This reclassification is necessary to accurately and completely report IGT Treasury securities and to properly classify the federal debt outstanding. The federal entity also must do a CTA to report the Investment transaction.

Even though the federal entity purchases the securities from an independent brokerage, Fiscal Service is considered the authoritative source for these transactions. The federal entity must comply with the authoritative source business rules for these transactions.

### 2.2—Roles and Responsibilities

Table 3 outlines the roles and responsibilities for Fiscal Service and federal entities that purchase Investments.



**Appendix 6**

Table 3: Trading Partner Roles and Responsibilities for Investments

Role	Federal Entity	Responsibility
Authoritative Source (Issuing Entity)	Fiscal Service, FFB, or Federal Entity With Authority To Issue Securities	<p>As the authoritative source for IGT Investments, Fiscal Service provides Investment services for GAS securities on behalf of eligible investing federal entities. These services include:</p> <ul style="list-style-type: none"> <li>▪ Investment processing,</li> <li>▪ Daily IPAC reporting,</li> <li>▪ Calculation of accruals, amortization, and inflation, and</li> <li>▪ Recording the resulting liability and expense balances.</li> </ul> <p>Fiscal Service is also the authoritative source for investing entities that purchase marketable Treasury securities through an independent brokerage. When notified of federal entities investing in marketable Treasury securities that were purchased through an independent brokerage, Fiscal Service reclassifies the liability and expense balances from public to intra-governmental debt.</p>
Trading Partner	Investing Entity	<p>The investing entity issues requests to Fiscal Service for the purchase or redemption of GAS securities or purchases of marketable Treasury securities from an independent brokerage and notifies Fiscal Service of these Investment balances. Federal entities must record and reconcile Investment balances and activity.</p> <p>The investing entity must:</p> <ul style="list-style-type: none"> <li>▪ Report Investment transactions to Fiscal Service (CTA reporting),</li> <li>▪ Reconcile against Fiscal Service IGT Investment data, and</li> <li>▪ Issue requests to Fiscal Service for the purchase or redemption of GAS securities.</li> </ul> <p>If purchasing marketable Treasury securities from an independent brokerage firm, the investing entity must:</p> <ul style="list-style-type: none"> <li>▪ Notify Fiscal Service of these Investments within three business days,</li> <li>▪ Record and reconcile Investment activities, including interest and amortization,</li> <li>▪ Report Investment transactions to Fiscal Service (CTA reporting), and</li> <li>▪ Document differences with authoritative sources and create a corrective action plan for recurring differences or submit material differences to Fiscal Service for dispute resolution.</li> </ul>

**2.3—Business Rules for Investments**

The business rules for Investments include the following key laws and policy sources that govern the accounting for and the financial management of Fiscal Service Investment programs:

- [Article I, Section 8, of the Constitution](#) empowers Congress to borrow money on the credit of the United States (31 U.S.C. §§3101 et. seq.).
- [TFM Volume I, Part 2, Chapter 4300](#), “Responsibilities Relating to Government Investment Accounts and Investment in GAS Treasury Securities. Describes responsibilities of the Department of the Treasury related to these government investment accounts along with the federal entities programmatic responsibilities for the use of these monies contained in the same..
- [OMB Circular No. A-11](#), Section 113, “Investment Transactions,” provides guidance on the proper treatment and recording of Investment transactions.
- [OMB Circular No. A-123](#), “Management’s Responsibility for Enterprise Risk Management and Internal Control,” Appendix A, emphasizes the need for federal entities to integrate and coordinate internal control assessments with other internal control-related activities within the entity.

## Appendix 6

- [Statement of Federal Financial Accounting Standards \(SFFAS\) No. 1](#), “Accounting for Selected Assets and Liabilities,” assesses the efficiency and effectiveness of the government’s management of its assets and liabilities along with determining whether the government’s financial position improved or deteriorated over the reporting period.
- [SFFAS No. 5](#), “Accounting for Liabilities of the Federal Government,” establishes accounting standards to recognize and measure liabilities in general purpose federal financial reports, which are issued for both internal and external users.
- [SFFAS No. 7](#), “Accounting for Revenue and Other Financing Sources and Concepts for Reconciling Budgetary and Financial Accounting,” provides standards for classifying, recognizing, and measuring resource inflows.
- [SFFAS No. 27](#), “Identifying and Reporting Funds from Dedicated Collections,” as amended by SFFAS No. 43 (changing the name of the funds from “earmarked funds” to “funds from dedicated collections”) provides guidance on identifying and reporting funds from dedicated collections.
- [SFFAS No. 31](#), “Accounting for Fiduciary Activities,” defines the activities that relate to the collection or receipt, and the subsequent management, protection, accounting, Investment and disposition of cash or other assets in which non-federal individuals or federal entities have an ownership interest that the federal government must uphold.

The following subparagraphs describe the business rules and policies governing the accounting and reporting of Fiscal Service Investment transactions for GAS securities and marketable securities.

**GAS Securities:** Fiscal Service accounts for GAS security Investments as follows, and the investing entity must post the calculated balances as provided by Fiscal Service.

- Amortization method on market-based notes, bonds, zero coupon bonds, Treasury Inflation Protected Securities (TIPS), and Floating Rate Notes (FRN): Uses the effective interest method calculated by FedInvest. Amortization begins on the day of purchase. Market-based notes, bonds, and TIPS purchased at premium will be amortized to the call date. Please contact the Federal Investments Program at [FedInvestor@fiscal.treasury.gov](mailto:FedInvestor@fiscal.treasury.gov) for more information on FRNs.
- Amortization method on market-based bills: Uses the straight-line method for amortization on market-based bills as calculated by FedInvest. Amortization begins the day after purchase.
- Carrying value: Fiscal Service reports all fixed-value Treasury securities at amortized cost value per FASAB’s SFFAS No. 5. Therefore, trading partners that are required to report Treasury securities at fair market value per Financial Accounting Standards Board (FASB) standards can report these market adjustments and unrealized gains or losses using Fiscal Service as their trading partner. The amount of these marketable adjustments and unrealized gains must be provided to Fiscal Service prior to the end of each MDR window on a quarterly basis to appropriately account for this activity at a government-wide consolidated level.
- Interest accruals: Interest accruals begin the day after purchase and are calculated using actual calendar days.<sup>1</sup> Inflation compensation earned on non-business days should be included in the interest accruals until the next business day when it is converted to principal.
- Early redemption: Early redemptions may be transacted using the specific ID method or the first-in/first-out method if the accounts own multiple tax lots. If not specified, the FIFO method will be used.
- Required reporting: Fiscal Service must report GAS security Investment transactions on behalf of its trading partner via IPAC and CTA. Fiscal Service's trading partners are responsible for reporting all Non-Investment receipts and disbursements to Fiscal Service. Fiscal Service provides reports in FedInvest and on [TreasuryDirect.gov](https://www.treasurydirect.gov) for the federal entity to reconcile their USSGL account balances and with their CARS Account Statement Expenditure Activity Report.
- Marketable Securities: Fiscal Service and federal entities investing in marketable Treasury securities must account for intra-governmental Investments as follows:
  - **Required reporting:** If trading partners purchase marketable Treasury securities, they must inform Fiscal Service of their outstanding portfolio balances no later than the first business day following the current month. Fiscal Service collaborates with the purchasing entity on reporting requirements and specifies the required communication protocol. The purchaser must confirm that Fiscal Service codes marketable Treasury securities as intra-governmental, not public, and must use the quarterly reconciliation processes to confirm that the correct

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<sup>1</sup> Interest accruals on one day securities accrue interest using a formula that includes actual days invested/360 rather than actual calendar days.

## Appendix 6

codes are used. In addition, the federal entity must report Investment activities via email to Fiscal Service (for example, principal, inflation, accrued interest, premium and discounts, amortization of premium and discounts, and interest revenues) because the entity serves as the primary source of Investment activity for marketable securities. The federal entity must also report marketable Treasury security transactions via CTA reporting with the correct Business Event Type Code (BETC) for the Investment transaction. For more information about BETCs, please refer to the [CARS BETC FACT Sheet](#).

- **Treasury Interest Securities (TINTS):** TINTS are Treasury fixed-principal notes or bonds that have been stripped through the commercial book entry system. Each principal payment becomes a separate zero-coupon bond security that has its own identifying number and can be held or traded separately. When a federal entity invests in TINTS (future interest payment of a security that has been stripped), Treasury records the TINTS as accrued interest six months before maturity. This security is not recorded as principal by Fiscal Service or the trading partner.
- **Carrying value:** Fiscal Service reports all fixed value Treasury securities at amortized cost value per FASAB's SFFAS No. 5. Therefore, trading partners that may be required to report Treasury securities at fair market value per FASB standards must not report these market adjustments and unrealized gains or losses using Fiscal Service as their trading partner.

**Note:** Treasury GAS securities purchased using **non-fiduciary** funds are classified as intra-governmental. The Investments in GAS securities by non-fiduciary funds and the associated USSGL accounts should be reported with a *federal/non-federal* attribute domain value of "F" with a corresponding trading partner FR Entity of 2000 for the Department of the Treasury.

Treasury GAS securities purchased using a **fiduciary** fund are not classified as intra-governmental. The Investments in GAS securities by a fiduciary fund and the associated USSGL accounts should be reported with a federal/non-federal attribute domain value of "F" and a trading partner FR Entity of 2000 (Treasury) for proprietary reporting. Treasury will report this activity as being with the public due to the nature of fiduciary activity. These intra-governmental balances reported by a fiduciary TAS will not impact the intra-governmental eliminations due to the nature of fiduciary activity.

It is critical that the account balances reported in the confirmation process equal the amounts reported in the federal entity's audited financial statements and GTAS submission to Fiscal Service.

### Eliminating USSGL Accounts

TFM Volume I, Part 2, Chapter 4700, Appendix 3, presents the USSGL accounts that Fiscal Service, FFB, or the federal entity with authority to issue securities and the investing entities must use for proper elimination of financial transactions during reporting. For Investments, the trading partners are defined as:

- Fiscal Service is the authoritative source for Treasury securities. Amounts posted by the investing entity in the eliminating accounts for Investments in Treasury securities (including zero coupon bonds) issued by Fiscal Service must equal those balances posted by Fiscal Service. For marketable Treasury securities purchased in the open market, Fiscal Service still will act as the authoritative source.
- FFB, or another federal entity issuing securities under general and special financing authority, is the authoritative source for non-Treasury securities, meaning that the amounts posted by the investing entity in the eliminating accounts for Investments in securities other than Fiscal Service securities must equal those balances posted by FFB or the other entity.
- The investing entity is the federal entity purchasing Treasury securities directly from Fiscal Service or on the open market. Balances posted by this federal entity in the eliminating accounts for Investments in Treasury securities (including zero coupon bonds) issued by Fiscal Service must equal those balances posted by Fiscal Service. If the investing entity purchases marketable Treasury securities, the balances posted by the investing entity must also equal those balances posted by Fiscal Service.

If the investing entity purchases non-Treasury securities, the balances posted by the investing entity must equal those balances posted by FFB or other issuing entity.

## Appendix 6

### Limited Use of USSGL Accounts

Table 4 outlines the USSGL accounts reserved for special use in Investment transactions. If a federal entity plans to use these accounts for other than the stated purpose, it must contact Fiscal Service. Refer to Appendix 5, Section 2: IGT Process, for detailed instructions.

**Table 4: Limited Use Accounts for Investments**

254000	Participation Certificates	Entities use this account in very limited situations, such as Ginnie Mae, when eliminating against USSGL accounts 161000 or 162000.
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### Common Errors for Investment Transactions

In recording IGTs for Investments, there are some common errors federal entities have made in the past. Table 5 lists the common errors and the solutions federal entities can use to correct the errors.

**Table 5: Common Errors for Investment Transactions**

Error Type	Description	Solution
Interest/Amortization	Different interest/amortization methodology applied by investing entity.	Use the same interest/amortization methodology as Fiscal Service unless the trading partner can prove the methodology materially misstates their financial statements.
Trading Partner	Use of FR Entity 9900 when booking entries with the Department of the Treasury. FR Entity 9900 is the General Fund and should not be used for Investments.	Always use FR Entity 2000 when booking entries with the Department of the Treasury.
Reclassification of non-GAS Securities	Entity delays in notifying Fiscal Service of the purchase of marketable Treasury securities from an independent brokerage firm.	Entities must inform Fiscal Service of the purchase within <b>three</b> business days and must inform Fiscal Service of their outstanding portfolio balances no later than the first business day following the current month.

### Investment Reconciliation Procedures

In addition to the IGT-wide reconciliation procedures, trading partners must define and perform specific reconciliation(s) for this sub-category. They must document these reconciliations and incorporate them into management’s existing procedures for [OMB Circular No. A-123](#), “Management’s Responsibility for Enterprise Risk Management and Internal Control,” Appendix A.

Specific reconciliations include, but are not limited to:

- Review the reporting provided by Fiscal Service on [TreasuryDirect.gov](http://TreasuryDirect.gov) to:
  - Confirm investment/redemption/maturity/interest were processed accurately, timely, and in accordance with federal entity instructions,
  - Recalculate interest for accuracy,
  - Verify that adjustments were processed completely and accurately,
  - Reconcile interest payments received, and
  - Reconcile with the Account Statement Expenditure Activity Report for the federal entity.

## Appendix 6

- Reconcile the monthly Accrual Confirmation Report from FedInvest provided by Fiscal Service to the federal entity's USSGL account balances, and
- Where differences are identified, document the difference including, but not limited to, the difference amount, USSGL accounts impacted, rationale for the difference, and the status of communication with trading partners (for example, contact made, unresponsive trading partner).

### Section 3—Borrowing Transactions

The Borrowings IGT sub-category involves the calculation and reporting of Borrowings from Treasury through Fiscal Service or FFB. Balances calculated and reported by the lending entity and its Borrowing entities may include loans receivable/payable, capitalized interest receivable/payable, accrued interest receivable/payable, accrued interest revenue/expense, as well as gains and losses.

Provided that legal authority has been granted by Congress, federal entities can submit loan requests to Fiscal Service or FFB. Fiscal Service or FFB will review the requests and take the appropriate actions. Throughout the life cycle of the loan, the Borrowing entity will make periodic payments of principal and interest and will reconcile its financial records with the authoritative source balances.

The process model for IGT Borrowings is described in the following subsections.

#### 3.1—Transaction Types and Trading Partner

The trading partners for federal entities with Borrowing authority are always FFB or Fiscal Service. The legislation granting the federal entity Borrowing authority may state if a specific funding source must be used. A description of each of these funding sources is provided below.

##### Bureau of the Fiscal Service Loans

The primary mission of Fiscal Service's Federal Borrowings Program is to loan funds to federal entities with legal authority to borrow and to account for and report on the resulting loans outstanding and the associated interest. Fiscal Service supplies Borrowings to over 100 funds administered by various federal entities.

##### Federal Financing Bank Loans

FFB is a government corporation that was created by Congress in the Federal Financing Bank Act of 1973. FFB, which is under the general supervision of the Secretary of the Treasury, was established to centralize and reduce the cost of federal Borrowing, as well as federally assisted Borrowing from the public. FFB has statutory authority to purchase any obligation issued, sold, or guaranteed by a federal entity and to monitor that fully guaranteed obligations are financed efficiently.

## Appendix 6

### 3.2—Roles and Responsibilities

Table 6 outlines the roles and responsibilities for federal entities that borrow funds.

**Table 6: Trading Partner Roles/Responsibilities for Borrowings**

Role	Entity	Responsibility
Authoritative Source	Fiscal Service	<p>As the authoritative source for Borrowings, Fiscal Service:</p> <ul style="list-style-type: none"> <li>▪ Reviews and approves principal as well as interest transactions initiated by the Borrowing entity,</li> <li>▪ Maintains detailed records of principal and interest transactions between Treasury and the Borrowing entities,</li> <li>▪ Accrues interest on principal outstanding,</li> <li>▪ Reports Treasury’s loans receivable and capitalized interest receivable, and the related interest receivable, interest revenue, gains, and losses,</li> <li>▪ Provides the Borrowing entities with access to final summary reports at the beginning of each month and detailed reports are available throughout each month, and</li> <li>▪ Submits balances to Fiscal Service quarterly.</li> </ul>
	FFB	<p>As the authoritative source for Borrowings with FFB:</p> <ul style="list-style-type: none"> <li>▪ Purchases obligations issued, sold, or guaranteed by a federal entity and monitors that fully guaranteed obligations are financed efficiently,</li> <li>▪ Records approved Borrowing requests,</li> <li>▪ Maintains the detail records of the loan transactions between FFB and other federal entities,</li> <li>▪ Accounts for and reports FFB’s loans receivable and related interest receivable,</li> <li>▪ Accounts for and reports gains/losses, and</li> <li>▪ Submits balances to Fiscal Service quarterly.</li> </ul>
Trading Partner	Borrowing Entity	<p>As the authoritative source’s trading partner, the Borrowing entity:</p> <ul style="list-style-type: none"> <li>▪ Adheres to the terms of the Borrowing agreement,</li> <li>▪ Initiates Borrowing, repayment, and interest transactions (as permitted by legislative authority),</li> <li>▪ Records and reports the applicable loans payable and capitalized interest payable, as well as the related interest payable, interest expense, gains, and losses,</li> <li>▪ Reconciles all balances with amounts reported by Fiscal Service or FFB,</li> <li>▪ Submits balances to Fiscal Service, and</li> <li>▪ Documents differences with authoritative sources and creates a corrective action plan for recurring differences or submits material differences to Fiscal Service for dispute resolution.</li> </ul>

## Appendix 6

### 3.3—Business Rules for Borrowings

The following key laws and policy sources govern the accounting for and financial management of Fiscal Service or FFB Borrowing programs:

- [Public Law No. 93-224](#), “The Federal Financing Bank Act of 1973,” establishes FFB to provide for coordinated and more efficient financing of federal and federally assisted Borrowings by the public.
- [Federal Credit Reform Act of 1990 \(FCRA\)](#) improved the federal credit program cost environment by measuring costs more accurately, improving the allocation of resources among credit programs, aligning costs with other federal spending, and encouraging the accurate delivery of benefits.
- [TFM Volume I, Part 2, Chapter 4600](#), “Treasury Reporting Instructions for Credit Reform Legislation,” defines reporting instructions for federal credit program entities.
- [OMB Circular No. A-11](#), Part 5, Section 185, “Guidelines for Treatment and Recording of Federal Credit,” provides guidelines for reporting on direct loans and loan guarantees.
- [TFM Volume 1, Part 2, Chapter 4800](#): “Responsibilities Relating to Non-Credit Reform Borrowing Accounts,” Communicates Treasury’s standard policies, responsibilities and procedures related to Non-Credit Reform Accounts.
- [SFFAS No. 2](#), “Accounting for Direct Loans and Loan Guarantees,” provides accounting standards for federal direct loans, loan guarantees, requires that direct loans be obligated, and loan guarantees committed after September 30, 1991, be accounted for on a present-value basis.
- [SFFAS No. 18](#), “Amendments to Accounting Standards for Direct Loans and Loan Guarantees,” provides clarification regarding the reporting of subsidy costs and performance of federal credit programs.
- [SFFAS No. 19](#), “Technical Amendments to Accounting Standards for Direct Loans and Loan Guarantees,” amended accounting rules for direct loans and loan guarantees and clarifies the cash flow method for the Federal Credit Reform Act and effective interest rates used for a cohort for direct loans.

Borrowings balances for Fiscal Service and FFB can be found in GTAS. On a quarterly basis, Borrowing entities must verify corresponding balances in accounts that eliminate with the balances reported by Fiscal Service or FFB. If account balances do not eliminate, Borrowing entities must reconcile the amounts and coordinate with Fiscal Service or FFB to resolve differences. If unable to resolve the difference, Borrowing entities must create a corrective action plan for recurring differences or initiate a dispute resolution process for material differences. For non-material differences, the Borrowing entity should either post the authoritative source balance or document the rationale for the difference. The documentation for the non-material difference should be available upon Fiscal Service request.

Borrowing entities must account for intra-governmental Borrowings from Fiscal Service or FFB as follows:

- **Borrowing/Repayment:** Borrowing/repayment transactions that are posted in CARS should be reflected in the Borrowing entity’s loans payable or capitalized interest payable.
- **Payment/Collection:** Payment/collection transactions that are submitted in IPAC should be reflected in the Borrowing entity’s interest payable, gains, or losses.
- **Accrued Interest/Other Charges:** Accrued interest and other miscellaneous fees/charges should be reflected in the Borrowing entity’s interest payable and interest expense.
  - For Borrowings under a preexisting Subcohort (risk category) and Cohort Year, Borrowing entities governed by FCRA should estimate interest accruals based on the previous year’s annual interest rate. The interest rate calculated in September will be used to determine the actual amount of interest due to Treasury for the year.
  - An estimated interest rate must be provided by the Borrowing entities to the authoritative source for new FCRA loans that do not have a pre-existing Subcohort (risk category) or Cohort Year.

It is critical that the account balances reported in the confirmation process equal the amounts reported in the federal entity’s audited financial statements and GTAS submission to Fiscal Service.

## Appendix 6

### Eliminating USSGL Accounts

TFM Volume I, Part 2, Chapter 4700, Appendix 3, presents eliminating accounts used by Fiscal Service and FFB and the Borrowing entity for their associated debits/credits. For Borrowings, the trading partners are defined as:

- **Fiscal Service or FFB.** Fiscal Service and FFB are the authoritative sources for Borrowings. Fiscal Service or FFB reports the balances that they provided to the federal entities to reconcile with the Borrowing entity as the trading partner.
- **Borrowing Entity.** The Borrowing entity is the federal entity Borrowing funds from Fiscal Service or FFB concerning loans. When the Borrowing entity posts a transaction concerning these loans, the trading partner is Fiscal Service or FFB and the amounts posted must reconcile or equal the balances posted by Fiscal Service or FFB.

### Common Errors for Borrowing Transactions

In recording IGTs for Borrowings, there are some common errors federal entities have made in the past. In general, data entry errors and failure to post accruals in a timely manner create differences. Table 7 contains the common error and the solution federal entities can use to correct the error.

**Table 7: Common Error for Borrowings**

Error Type	Description	Solution
Inconsistent interest calculation methods	This error could occur if a Borrowing entity calculated interest amounts utilizing a different methodology than Fiscal Service or FFB.	Borrowing entities must use Fiscal Service or FFB interest calculation methodology. If the federal entity identifies a discrepancy in methodology or the amount calculated, the entity should notify Fiscal Service or FFB.

### Borrowings Reconciliation Procedures

In addition to the IGT-wide reconciliation procedures, trading partners must define and perform specific reconciliation(s) for this sub-category. They should document these reconciliations and incorporate them into management's existing [OMB Circular No. A-123](#), "Management's Responsibility for Enterprise Risk Management and Internal Control," Appendix A, procedures. In addition, for Borrowings with Fiscal Service, trading partners must review and reconcile to Fiscal Service's [Detailed Principal and Accrued Interest Reports](#).

For Borrowings with FFB, trading partners must review and reconcile to [FFB's Monthly Account Statement](#).

Specific reconciliations required by Borrowing entities include, but are not limited to:

#### For Fiscal Service Borrowings:

- Review the Summary General Ledger Report Balances to confirm all balances are recorded accurately, timely, and in accordance with the loan agreement. If discrepancies exist, notify Fiscal Service. If unable to resolve differences with Fiscal Service, initiate the dispute resolution process.
- Review the Detailed Principal and Accrued Interest Report Balances to confirm loans are classified accurately and to recalculate accrued interest for accuracy. If discrepancies exist, notify Fiscal Service. If unable to resolve differences with Fiscal Service, create a corrective action plan for recurring differences or initiate the dispute resolution process.
- Where differences are identified, document the difference including, but not limited to, the difference amount, USSGL accounts impacted, rationale for the difference, and the status of communication with trading partners (for example, contact made, unresponsive trading partner).



## Appendix 6

### For FFB Borrowings:

- Review the monthly loan activity report to confirm maturity/interest/amortization was processed accurately, timely, and in accordance with federal entity instructions. If discrepancies exist, notify FFB. If unable to resolve differences with FFB, initiate the dispute resolution process.
- Review FFB confirmations to confirm maturity/interest/amortization was processed accurately, timely, and in accordance with the federal entity instructions. If discrepancies exist, notify FFB. If unable to resolve differences with FFB, initiate the dispute resolution process.
- Review FFB confirmations to reconcile interest payments made and re-calculate interest for accuracy. If discrepancies exist, notify FFB. If unable to resolve differences with FFB, create a corrective action plan for recurring differences or initiate the dispute resolution process.
- Where differences are identified, document the difference including, but not limited to, the difference amount, USSGL accounts impacted, rationale for the difference and the status of communication with trading partners (for example, contact made, unresponsive trading partner).

## Appendix 7

### INTRA-GOVERNMENTAL TRANSACTIONS (IGT) BENEFITS

#### Section 1—IGT Benefits Overview

The Office of Personnel Management (OPM) and the Department of Labor (DOL) administer the employee benefits for the entities of the federal government. OPM administers retirement benefits, health benefits and life insurance. DOL administers Federal Employees’ Compensation Act (FECA) Benefits and Federal Unemployment Tax Act (FUTA) benefits. They have the fiduciary responsibility to administer these benefits on behalf of the other government entities and government employees. The word “Fiduciary” here applies to the highest set of duty and obligation to administer these funds; it is not used in the context of Fiduciary as explained in Statements of Federal Financial Accounting Standards (SFFAS) No. 31, *Accounting for Fiduciary Activities*.

For IGT reconciliation purposes, OPM and DOL are considered authoritative sources – their management and reporting of these benefit transactions must be followed, and entities must reciprocate the transactions in GTAS for proper IGT eliminations. See Appendix 3 – *IGT Categories of Reciprocal U.S. Standard General Ledger Proprietary Accounts* for proper USSGL use for IGT benefit eliminations.

As explained in Appendix 3, the IGT reciprocal categories are reported in RC 21 – Benefit Program Contributions Receivables and Payables and RC 26 – Benefit Program Costs/Revenues. As reflected in Appendix 3, Entity 1 is the Benefiting Entity (most entities in the U.S. Government), and Entity 2 is DOL and OPM.

Benefiting Entities should only use OPM and DOL as a trading partner when reporting in RC 21 and RC26. They may not use another entity as a trading partner unless they communicate directly with that trading partner so that the trading partner may reciprocate accordingly and that there will be no IGT Benefits differences. Authoritative sources have specific responsibilities with respect to Fiduciary IGTs, as outlined in Table 1.

**Table 1: Authoritative Source Responsibilities**

Authoritative Source Responsibilities	Key Activities
Provide timely, accurate IGT data to federal entities	<p>Provide Fiscal Service with the authoritative intra-governmental reports quarterly within five business days after the end of the quarter. These reports can be found on the <a href="#">Fiscal Service’s</a> website.</p> <p>Provide IGT Benefits data in <a href="#">GTAS</a> that was reported above in the quarterly IGT reports.</p> <p>Provide entity-level data (for example, sub-department) to trading partners.</p>
Obtain/maintain adequate assurance for Fiduciary transactions	<p>Maintain assurances over IGT controls (for example, report on IGT internal controls).</p> <p>Maintain assurances over IGT balances (for example, report on substantive testing of balances.)</p>
Proactively work with trading partners and Fiscal Service to reconcile and adjudicate differences as necessary	<p>Monitor Fiduciary Intra-governmental transactions including Benefits differences with trading partners.</p> <p>Facilitate remediation when necessary.</p>

## Appendix 7

### 1.1—Authoritative Source Reporting and Confirmation Process

As explained in Table 1, OPM and DOL submit their benefit balances to Fiscal Service for posting on [Fiscal Service's](#) website within five business days after the end of the quarter. They also submit these same benefit balances to Fiscal Service in GTAS. Trading partners must verify their reciprocal balances and reconcile them to the authoritative source balances. If the balances agree, the trading partner does not need to take any action. If the balances do not agree, the trading partner must work with the authoritative source to resolve the reconciling items. Contact information is provided in the OPM and DOL sections of this appendix. When balances are reconciled, the authoritative source and the trading partner post their adjusted balances in their respective financial system, and if adjustments are required, the balances are submitted in the quarterly ATB bulk file submission to GTAS.

If the trading partner does not agree with the authoritative source, and there is a significant recurring difference that is considered significant to at least one of the trading partners, then the trading partners must work through the Corrective Action Process (see Appendix 5) or request a Dispute Resolution (see Appendix 5) by Fiscal Service.

### 1.2—General Business Rules for Intra-governmental Benefits

Note: For business rules specific for DOL and OPM see Sections 2,3 and 4.

- Reclassify employer's share of FICA (Federal Insurance Contributions Act) tax from the federal line "Benefit Program Costs" (RC 26) to the federal line Other Expenses (Without Reciprocals) (RC 29).
- Guidance pertaining to how the employee portion of FICA should be reported versus the employer portion of FICA: Federal employees may be covered by social insurance programs such as Social Security and Medicare under the same terms and conditions as the remainder of the covered population. The payments made by Federal employees are in the nature of taxes, compulsory payments demanded by the Government through the exercise of its power to compel payment. Insofar as the social insurance program applies to employees of the United States government, the terms and contributions are generally the same as the program for private employees. The employer and employee contributions are generally calculated in the same way; the employee contribution is not earned by the social insurance program, and the benefits generally calculated in the same way. The employee does not obtain particular benefits under the plan from rendering service in Federal employment, because he or she would have been similarly covered by the program if privately employed and would have obtained similar benefits. For these reasons, the employee contribution should have the same classification as contributions by non-Federal employees, which is nonexchange revenue. (See SFFAS 7 paragraph 246.)

## Section 2—DOL Federal Employees' Compensation Act (FECA) Benefits Transactions and Unemployment Benefits (UI) Transactions

### Overview of DOL FECA Benefits Transactions

#### 2.1—Purpose

This section provides federal entities with guidelines concerning the generation, distribution, and acceptance of annual FECA benefit bills from DOL, payment and collection of these bills, and trading partner reconciliation. DOL trading partners are required to notify DOL of correct AID and main accounts so DOL can report them correctly in their quarterly submission to Fiscal Service. Please contact DOL at [FECA.Auth.File@dol.gov](mailto:FECA.Auth.File@dol.gov) to submit your changes, and request any FECA employee benefits calculation clarifications.

#### 2.2—Background

FECA provides federal employees injured in the performance of duty with workers' compensation benefits, which includes wage-loss benefits for total or partial disability, monetary benefits for permanent loss of use of limb, medical benefits, and vocational rehabilitation. The Act also provides survivor benefits to eligible dependents if the injury causes the employee's death. FECA is administered by DOL's Office of Workers' Compensation

## Appendix 7

Programs (OWCP), which adjudicates claims for benefits, manages ongoing cases, and pays medical expenses and compensation benefits to injured workers and survivors.

The DOL FECA benefit program process involves the generation and transmission of an annual bill to federal entities for their employees or beneficiaries. The OWCP uses the Integrated Federal Employees' Compensation System to accumulate benefit-related costs by the federal entity. Before August 15<sup>th</sup> of each FY, DOL generates and submits an annual chargeback bill detailing FECA charges and expenses incurred to each federal entity. The chargeback bill requests reimbursements from each federal entity for the benefits that DOL paid for the preceding period (July 1 through June 30). DOL records the receivables and the collections of the FECA receivable in the General Ledger.

DOL performs the following key tasks on a quarterly basis:

- Generates quarterly accrual information provided to each federal entity and posted on the [DOL](#) website,
- Distributes accrual information to Fiscal Service to be placed on [Fiscal Service's](#) website,
- Generates the DOL adjusted trial balance provided to Fiscal Service, and
- Maintains the detailed FECA charges incurred at the employee level.

The process model for IGT DOL Benefits is described in the following subsections.

### 2.3—Transaction Types and Trading Partner

FECA transactions with the DOL include two different types of transactions: benefits receivable/payable and benefits expenses/revenues. Regardless of transaction type, the trading partner for FECA transactions posted by federal entities is always DOL (Trading Partner FR Entity 1601). Each transaction type is described below.

#### Benefits Receivables/Payables

This transaction type includes earned benefit accounts receivable recorded by DOL but not yet paid by the federal entity. The employer entity records accrued benefit payable and reconciles the balance with the associated DOL benefit receivable balance. DOL submits the benefit revenue and receivable balances by federal entity to Fiscal Service to be placed on [Fiscal Service's](#) website.

#### Benefits Expenses/Revenues

The benefits revenue balance reflects reimbursements collected from federal entities, reimbursements not billed by DOL but due from entities, and reimbursements billed but uncollected. Employer entities reconcile with DOL to confirm that their benefits revenue balances agree materially with DOL as the authoritative source. DOL records the benefit revenue while the receiving entity records the benefit expense, and the two figures should offset to avoid IGT differences. DOL submits the benefit revenue and receivable balances by federal entity to Fiscal Service to be placed on [Fiscal Service's](#) website.

### 2.4—Roles and Responsibilities

Table 2 below outlines the roles and responsibilities for federal entities receiving DOL FECA Benefit.

## Appendix 7

**Table 2: Trading Partner Roles/Responsibilities for DOL FECA**

Role	Entity	Responsibility
Authoritative Source	DOL	<p>As the authoritative source for FECA benefit transactions, DOL will:</p> <ul style="list-style-type: none"> <li>▪ Generate the annual FECA bill detailing the charges ,</li> <li>▪ Record the FECA receivables,</li> <li>▪ Record the collection of FECA receivables, and</li> <li>▪ Submit balances to Fiscal Service.</li> </ul> <p>On a quarterly basis, DOL performs the following tasks:</p> <ul style="list-style-type: none"> <li>▪ Generates quarterly accrual information that is provided to each federal entity and posted on the <a href="#">DOL</a> website,</li> <li>▪ Distributes accrual information to Fiscal Service to be placed on <a href="#">Fiscal Service's</a> website,</li> <li>▪ Generates the DOL adjusted trial balance that it provides to Fiscal Service to be placed on <a href="#">Fiscal Service's</a> website, and</li> <li>▪ Generates detailed FECA charges incurred by the employees within each federal entity.</li> </ul> <p>As described in Section 2.2, on an annual basis, DOL performs the following task:</p> <ul style="list-style-type: none"> <li>▪ Generates the annual unaudited estimated actuarial liability information via memoranda that are posted to the DOL Office of the Chief Financial Officer (<a href="#">DOL OCFO</a>) website. Separate information is provided for: (a) large entities listed on the schedule as an amount to be accrued and (b) small entities (not listed on the schedule) that are provided with a “calculator” that may be used to calculate the amount to be accrued. Note that actuarial liability is not eliminated on the government-wide financial statements.</li> </ul>
Trading Partner	Employer Entity	<p>The trading partner performs the following tasks:</p> <ul style="list-style-type: none"> <li>▪ Reviews and accepts the annual DOL FECA bill and records the FECA payable,</li> <li>▪ Pays DOL via the Intra-governmental Payment and Collection (IPAC) for the benefit-related expenses that DOL pays on behalf of the federal entities’ employees. Reimbursement is made annually through the DOL chargeback process,</li> <li>▪ Submits balances to Fiscal Service,</li> <li>▪ Accounts for, reports, and reconciles FECA benefit transactions with DOL,</li> <li>▪ Documents differences with authoritative sources and creates a corrective action plan or submits material differences to Fiscal Service for dispute resolution, and</li> </ul> <p>As described in Section 2.2,</p> <ul style="list-style-type: none"> <li>▪ Records the annual unaudited estimated actuarial liability from the memoranda posted to the <a href="#">DOL OCFO</a> website for: (a) large entities listed on the schedule as an amount to be accrued and (b) small entities (not listed on the schedule) that may use the “calculator” to calculate the amount to be accrued. Note that the actuarial liability is not eliminated on the government-wide financial statements.</li> </ul>

## Appendix 7

### 2.5—Business Rules for DOL FECA—Intra-governmental Transactions

The following policy sources govern the accounting for and financial management of the DOL Benefits environment:

- [SFFAS No. 5](#), “Accounting for Liabilities of the Federal Government,” requires federal entities to account for FECA expenses as other postemployment benefits.
- [SFFAS No. 7](#), “Accounting for Revenue and Other Financing Sources and Concepts for Reconciling Budgetary and Financial Accounting,” establishes FECA program transactions as intra-governmental.
- The [OWCP, Division of Federal Employees' Compensation Procedure Manual](#) provides detailed guidance for the DOL FECA claims, payment, and reconciliation processes.
- [FECA Program Memorandum No. 221](#) determines the chargeback reporting period as July 1 through June 30.

Employer entities must record and report balances in eliminating accounts that equal those balances reported by DOL. If account balances do not equal those reported by DOL, the federal entity must reconcile the differences with DOL or must create a corrective action plan or request Fiscal Service to create a dispute resolution if it does not adjust its balances.

DOL and its trading partners must process intra-governmental FECA benefits activity as follows:

- **Quarterly Estimates.** DOL must provide Fiscal Service quarterly estimates for unbilled FECA current liabilities and billed but unpaid current liabilities by trading partner to be placed on [Fiscal Service's](#) website. DOL must provide the data by the fifth business day after the end of each quarter.
- **Quarterly Reconciliation.** Trading partners must reconcile billed but unpaid current liabilities with DOL and must include the confirmed amounts in their trial balance and financial statements. They also must include the unbilled estimates of current liabilities as identified by DOL in the federal entity's trial balance and financial statements. To facilitate reconciliation of billed but unpaid current liabilities, DOL must make available to trading partners the details concerning FECA current liabilities that have been billed to the trading partners and the details of any payments received from the trading partners. If the existing level/hierarchy of FECA reporting is insufficient, trading partners should work with DOL to define the appropriate reporting detail (for example, bureau level).

The current liability amounts (including accruals) for the FY ended September 30 will be available during October. Entities should provide the balances in the following intra-governmental USSGL accounts in GTAS:

- 640000F, “Benefit Expense”,
- 685000F, “Employer Contributions to Employee Benefit Programs Not Requiring Current-Year Budget Authority (Unobligated)”,
- 222500F, “Unfunded FECA Liability”, and
- 221500F, “Other Post-Employment Benefits Due and Payable.”

For the USSGL accounts above, it is critical that only those balances associated with FECA be reported to Fiscal Service using DOL's trading partner entity identifier (016 1521). Unless a federal entity has no-year budget authority, it will not be able to repay DOL for FECA benefit expenses until a congressional appropriation has been passed for this specific purpose. Entities that pay from annual appropriations, upon receipt of the annual bill, should submit the billed amount in their budget request. In these instances, federal entities will record an unfunded FECA liability and expense when the annual chargeback report is received from DOL for FECA charges incurred on behalf of entities during the preceding July 1 through June 30. During the next FY, when federal entities receive a congressional appropriation for the FECA charges, entities will reclassify these *unfunded* liabilities into *funded* liabilities. Non-IPAC, appropriated entities are expected to submit payments within one month of receiving the appropriation for that FY. DOL collects payments from IPAC for appropriated entities approximately one month after the President has signed all the appropriations. Federal entities with no-year appropriations should record a *funded* liability upon receipt of the DOL chargeback report.

It is critical that the account balances reported in the confirmation process equal the amounts reported in the federal entity's audited financial statements and GTAS submission to Fiscal Service.

## Appendix 7

### 2.6—Eliminating USSGL Accounts

TFM Volume I, Part 2, Chapter 4700, Appendix 3, presents the eliminating USSGL accounts used by DOL and the employer entities that provides FECA benefits. For DOL Benefits the trading partners are defined as:

- **Department of Labor.** DOL is the authoritative source, meaning that the amounts posted by the employer entity in the eliminating accounts must equal those balances posted by DOL.
- **Employer Entity.** This is the federal entity that is providing its own employees with FECA benefits. Balances posted by this entity in the eliminating accounts must equal those balances posted by DOL.

### 2.7—Common Errors for DOL Benefits Transactions

In recording IGTs for DOL Benefits, there are some common errors entities have made in the past. In general, data entry errors and failure to post accruals in a timely manner create differences. Table 3 contains common errors and the solutions entities can use to correct them.

**Table 3: Common Errors for DOL FECA**

Error Type	Description	Solution
Accrual Calculation Difference	Some DOL trading partners perform their own accrual calculations that result in balances that do not reconcile.	Entities must use DOL accruals since DOL is the authoritative source.
FECA Bill Adjustments	DOL trading partners that identify discrepancies (for example, improperly assigned employees) in the FECA bill may adjust IGT reporting prior to notifying DOL.	Entities must notify DOL of any discrepancies noted and must work with DOL to make the required adjustments to the chargeback bill.
Authoritative File Differences	DOL trading partners using different Entity Main Accounts, Beginning Period of Availability (BPOA), Ending Period of Availability (EPOA), and Availability Type Code assignments than what DOL reports via GTAS.	Entities should inform DOL of any differences so that adjustments can be made. Currently DOL is using IPAC information to derive this information.

### 2.8—DOL FECA Reconciliation Procedures

In addition to the IGT-wide reconciliation procedures, trading partners must define and perform specific reconciliation(s) for this subcategory. They should document these reconciliations and incorporate them into management’s existing [OMB Circular No. A-123](#), “Management’s Responsibility for Enterprise Risk Management and Internal Control,” Appendix A, procedures. In addition, trading partners must review and reconcile to DOL’s chargeback bill (see [DOL’s](#) website). If the existing level/hierarchy of FECA reporting is insufficient, trading partners should work with DOL to define the appropriate reporting detail (for example, bureau level). Specific reconciliations include, but are not limited to:

- Review quarterly Chargeback Agency Billing List Detail report to confirm that employees are correctly assigned to the appropriate department/entity,
- Review quarterly Chargeback Agency Billing List Detail report to confirm that the amounts charged for compensation costs appear reasonable for the injured employee’s compensation and the date of injury, and
- Where differences are identified, document the difference including, but not limited to, the difference amount, USSGL accounts impacted, rationale for the difference, and the status of communication with trading partners (for example, contact made, unresponsive trading partner).



## Appendix 7

### 2.9—Business Rules for DOL Benefits—Actuarial Liability

On an annual basis by September 30, the DOL CFO posts to the [DOL OCFO](#) website two memoranda (with attachments) that transmit the unaudited estimated FECA actuarial liability for the FY ending September 30. The memorandum for the large entities provides a schedule of the unaudited amounts to be accrued, by federal entities, with comparative information from the preceding year. The federal entities on the schedule must record the FECA actuarial liability and changes in FECA actuarial liability in USSGL accounts 265000N, “Actuarial FECA Liability,” and 760000N, “Changes in Actuarial Liability,” respectively. For small entities not separately listed on the schedule, the other memorandum provides a “calculator” that may be used to calculate the amount to be accrued; small entities use the same USSGL accounts to accrue their actuarial liability.

DOL does not have corresponding accounts for federal entity accounts 265000N and 760000N. These amounts are considered non-federal because they represent the actuarial present value of future FECA benefits to be paid to federal employees or their beneficiaries; therefore, the accrued amounts are not eliminated in the government-wide financial statements.

After September 30, DOL’s Office of Inspector General (OIG) issues the “Special Report Relating to the Federal Employees’ Compensation Act Special Benefit Fund” (the Special Report) for the preceding FY ending September 30. The Special Report includes, among other things, an **audited** schedule of actuarial liability by federal entity for the large entities. It is unlikely that the audited values will be different from the unaudited values, but in the event that there are changes, DOL will communicate the changes via e-mail to federal entities and postings to the [DOL OCFO](#) website. Federal entities should ascertain whether there are material differences in the amount they accrued versus the audited amount from the Special Report and adjust as needed.

### Section 3— Overview of DOL Federal Employees’ Unemployment Benefits (UI) Transactions

#### 3.1—Purpose

This section provides federal entities with guidelines concerning the generation, distribution, and acceptance of quarterly UI benefit bills from DOL, payment and collection of these bills, and trading partner reconciliation. DOL trading partners are required to notify DOL of correct AID and main accounts so that DOL can report them correctly in DOL’s quarterly submission to Fiscal Service. Please contact DOL at [Ul.Auth.File@dol.gov](mailto:Ul.Auth.File@dol.gov) to submit changes and request any employee benefits calculation clarifications.

#### 3.2—Background

The UI program provides unemployment benefits for former federal and ex-military service employees. The program is administered by States as an agent for the federal government through the unique federal-state partnership system. The law of the state determines the benefit amounts and duration along with any other eligibility criteria for any benefits to be paid out.

The DOL UI benefit program is managed by the Office of Unemployment Insurance (OUI). The OUI process involves the generation and transmission of a quarterly bill to federal entities, entity receipt and acceptance of the bill, payment and collection of the bill, and trading partner reconciliation. DOL will perform the following key tasks on a quarterly basis:

- Generate quarterly accrual information provided to each entity and posted on the [DOL](#) website,
- Distribute accrual information to Fiscal Service to be placed on [Fiscal Service’s](#) website,
- Generate the DOL adjusted trial balance provided to Fiscal Service.

The OUI uses the Chargeback System to generate federal entity bills and record receipt information by entity. The quarterly UI bill is sent to the federal entity on the 20th day of the second month following the close of the quarter. The billing data is based on the information submitted by the States via the ETA 191, Statement of Expenditures and Financial Adjustments of Federal Funds for Unemployment Compensation for Federal Employees and Ex-Service Members.



## Appendix 7

The state workforce agencies (SWAs) obtain funds from Federal Employees Compensation (FEC) account through the U.S. Department of Treasury to pay unemployment compensation to unemployed federal employees and ex-service members. On a quarterly basis, SWAs report benefit payments by federal entity to DOL, OUI on their ETA191 reports. These reports are stored in the Unemployment Insurance Database (UIDB) and the Chargeback System simply accesses the benefit data already stored in UIDB. OUI summarizes these reports and bills each responsible federal entity for the UI costs associated with their former employees.

Federal entities make payments related to the billings either via IPAC system or through checks mailed directly to DOL. The checks are deposited into the Federal Employees Compensation Unemployment Trust Fund (FEC UTF) account.

The process model for IGT DOL UI Benefits is described in the following subsections.

### 3.3—Transaction Types and Trading Partner

UI transactions with the DOL include two different types of transactions: benefits Receivables/Payables and Benefits Expenses/Revenues. Regardless of transaction type, the trading partner for UI transactions posted by federal entities is always DOL (Trading Partner FR Entity 1601). A Trading Partner Main Account (TPMA) of 8042 should be used by trading partners reporting UI benefits with DOL on their GTAS submission. Each transaction type is described below.

#### Benefits Receivables/Payables

This transaction type includes earned benefit accounts receivable recorded by DOL but not yet paid by the federal entity. The employer entity records accrued benefit payable and reconciles the balance with the associated DOL benefit receivable balance. DOL submits the benefit revenue and receivable balances by federal entity to Fiscal Service to be placed on [Fiscal Service's](#) website.

#### Benefits Expenses/Revenues

The benefits revenue balance reflects reimbursements collected from federal entities, reimbursements not billed by DOL but due from entities, and reimbursements billed but uncollected. Employer entities reconcile with DOL to confirm that their benefits revenue balances agree materially with DOL as the authoritative source. DOL records the benefit revenue while the receiving entity records the benefit expense, and the two figures should offset to avoid IGT differences. DOL submits the benefit revenue and receivable balances by federal entity every quarter to be placed on [Fiscal Service's](#) website.

### 3.4—Roles and Responsibilities

Table 4 below outlines the roles and responsibilities for federal entities receiving DOL UI benefits.

## Appendix 7

**Table 4: Trading Partner Roles/Responsibilities for DOL UI**

Role	Federal Entity	Responsibility
Authoritative Source	DOL	<p>As the authoritative source for UI benefit transactions, DOL will:</p> <ul style="list-style-type: none"> <li>▪ Generate the quarterly UI bill, which provides the total net charges,</li> <li>▪ Record the UI receivables,</li> <li>▪ Record the collection of UI receivables, and</li> <li>▪ Submit balances to Fiscal Service.</li> </ul> <p>On a quarterly basis, DOL performs the following tasks:</p> <ul style="list-style-type: none"> <li>▪ Generates quarterly accrual information that is provided to each federal entity and posted on the <a href="#">DOL</a> website, and</li> <li>▪ Distributes accrual information to Fiscal Service to be placed on <a href="#">Fiscal Service's</a> website,</li> </ul>
Trading Partner	Employer Entity	<p>The trading partner performs the following tasks:</p> <ul style="list-style-type: none"> <li>▪ Reviews and accepts the quarterly DOL UI bill and records the UI payable,</li> <li>▪ Pays DOL via IPAC or check for the benefit-related expenses that states pay on behalf of the federal entities' employees. Reimbursement is made quarterly through the DOL chargeback process,</li> <li>▪ Submits balances to Fiscal Service,</li> <li>▪ Accounts for, reports, and reconciles UI benefit transactions with DOL, and</li> <li>▪ Documents differences with authoritative sources and submits material differences to Fiscal Service for dispute resolution.</li> </ul>

### 3.5—Business Rules for DOL UI—Intra-governmental Transactions

The following policy sources govern the accounting for and financial management of the DOL UI environment:

- [SFFAS No. 5](#), “Accounting for Liabilities of the Federal Government,” requires federal entities to account for UI expenses as other postemployment benefits.
- [SFFAS No. 7](#), “Accounting for Revenue and Other Financing Sources and Concepts for Reconciling Budgetary and Financial Accounting,” establishes UI program transactions as intra-governmental.
- The [OUI, UCFE instructions](#) for federal entities and [UCX – ET Handbook No. 384 Manual](#) provides guidance for the DOL UI benefits claims, payment, and reconciliation processes.

Employer entities must record and report balances in eliminating accounts that equal those balances reported by DOL. If account balances do not equal those reported by DOL, the federal entity must reconcile the differences with DOL or must request Fiscal Service dispute resolution if it does not adjust its balances.

DOL and its trading partners must process intra-governmental UI benefits activity as follows:

- **Quarterly Estimates.** DOL must provide Fiscal Service quarterly estimates for unbilled UI current liabilities and billed but unpaid current liabilities by trading partner to be placed on [Fiscal Service's](#) website. DOL must provide the data by close of business six calendar days after the end of each quarter.
- **Quarterly Reconciliation.** Trading partners must reconcile billed but unpaid current liabilities with DOL and must include the confirmed amounts in their trial balance and financial statements. They also must include the unbilled estimates of current liabilities as identified by DOL in the federal entity's trial balance and financial statements. To facilitate reconciliation of billed but unpaid current liabilities, DOL must make available to trading partners the UI current liabilities that have been billed to the trading partners and any payments received from the trading partners. If the existing level/hierarchy of UI reporting is insufficient, trading partners should work with DOL to define the appropriate reporting.

The current liability amounts (including accruals) for the FY ended September 30 will be available during October.

## Appendix 7

It is critical that the account balances reported in the confirmation process equal the amounts reported in the federal entity’s audited financial statements and GTAS submission to Fiscal Service. Entities should refer to the USSGL Account Transactions listing to determine the appropriate accounts to be used based on RC21 and RC26 of Appendix 3.

### 3.6—Eliminating USSGL Accounts

TFM Volume I, Part 2, Chapter 4700, Appendix 3, presents the eliminating accounts used by DOL and the employer entities that provides UI benefits. For DOL UI, the trading partners are defined as:

- **Department of Labor.** DOL is the authoritative source, meaning that the amounts posted by the employer entity in the eliminating accounts must equal those balances posted by DOL.
- **Employer Entity.** This is the federal entity that is providing its own employees with UI benefits. Balances posted by this entity in the eliminating accounts must equal those balances posted by DOL.

### 3.7—Common Errors for DOL UI Transactions

In recording IGTs for DOL UI, there are some common errors federal entities have made in the past. In general, data entry errors and failure to post accruals in a timely manner create differences. Table 5 contains common errors and the solutions federal entities can use to correct them.

**Table 5: Common Errors for DOL UI**

Error Type	Description	Solution
Accrual Calculation Difference	Some DOL trading partners perform their own accrual calculations that result in balances that do not reconcile.	Entities must use DOL accruals since DOL is the authoritative source.
UI Bill Adjustments	DOL trading partners that identify discrepancies (for example, improperly assigned employees) in the UI bill may adjust to IGT reporting prior to notifying DOL.	Entities must work with state entities to make the required adjustment to the UI bill.
Authoritative File Differences	DOL trading partners using different Entity Main Accounts, BPOA, EPOA, and Availability Type Code assignments than what DOL reports via GTAS.	Entities should inform DOL of any differences so that adjustments can be made. Currently DOL is using IPAC information to derive this information.

### 3.8—DOL UI Reconciliation Procedures

In addition to the IGT-wide reconciliation procedures, trading partners must define and perform specific reconciliation(s) for this subcategory. They should document these reconciliations and incorporate them into management’s existing [OMB Circular No. A-123](#), “Management's Responsibility for Enterprise Risk Management and Internal Control,” Appendix A, procedures. In addition, trading partners must review and reconcile to DOL’s chargeback bill (see [DOL’s](#) website). If the existing level/hierarchy of UI reporting is insufficient, trading partners should work with DOL to define the appropriate reporting detail. Specific reconciliations include, but are not limited to:

- States provide the quarterly detail listing of claimants paid directly to the relevant federal entities,
- Each federal entity is responsible for reconciling its detailed quarterly bills from each SWA against the DOL UI bill and deposits its share of compensation into its respective UI FEC Account in a timely manner,
- If the quarterly detail claimant listing from SWAs and the DOL UI benefits bill do not reconcile, the federal entity should contact the state from which the charges originated to resolve any difference.

## Appendix 7

### Section 4—Office of Personnel Management (OPM) Employees Benefits Transactions

This section provides federal entities with guidelines for the accounting and reporting of intra-governmental employee benefit transactions with OPM.

OPM, on behalf of federal entities, manages the government-wide employee benefit programs that provide retirement, health benefits, and life insurance to federal employees. Federal payroll providers withhold contributions for these programs and submit withholdings and contributions data to OPM using the SF 2812 (Report of Withholdings and Contributions for Health Benefits, Life Insurance and Retirement). SF 2812 data is submitted via the Retirement and Insurance Transfer System (RITS), an IPAC subsystem, lockbox, or direct submission to OPM. The process includes OPM's calculation and distribution of accrual amounts and imputed cost factors: the federal entity's calculation and recognition of accrued revenue/receivables and imputed costs/imputed financing; and reconciliation of trading partner transactions and balances.

The process model for IGT OPM employee benefits is described in the following subsections.

#### 4.1—Transaction Types and Trading Partner

There are three types of benefit transactions with OPM: retirement benefits, health benefits, and life insurance. Federal entities with employees covered by the OPM retirement, health benefits, and life insurance programs are governed by this section. In addition, the requirements of this section pertain to the federal payroll providers that provide payroll services to federal entities under cross-servicing arrangements.

##### Retirement Programs

OPM administers a retirement program that includes four components of defined benefits: the Civil Service Retirement System (CSRS), the Federal Employees' Retirement System (FERS), the Federal Employees' Retirement System Revised Annuity Employees (FERS-RAE), and the Federal Employees' Retirement System Further Revised Annuity Employees (FERS-FRAE). The CSRS is a stand-alone plan covering most federal employees hired before 1984 and is closed to new members. Using Social Security as a base, FERS provides a defined benefit and a Thrift Savings Plan to employees who first entered a covered position on or after January 1, 1984, FERS-RAE applies to an employee hired on or after January 1, 2013, and FERS-FRAE applies to an employee hired on or after January 1, 2014. OPM administers the defined benefit portion of FERS. SFFAS No. 5 requires that federal entities recognize an imputed cost from OPM, because the cost to the federal government to provide a future retirement benefit to most employees is higher than the combined employer and employee contributions. Imputed costs reflect the amount by which the cost to the federal government of an employee benefit exceeds the amount contributed by employees and their employers.

OPM calculates and publishes on its website the benefits contribution rates and imputed cost factors that federal entities and their payroll providers use to calculate contribution amounts and imputed costs for all three OPM administered employee benefits programs.

##### Health Benefits Program

The Federal Employees Health Benefits Program provides health benefits for covered employees. It is contributory, with the cost shared by the covered employee and his/her employer. Since there is no provision in law to cover the cost of providing health benefits to current employees after they retire, SFFAS No. 5 requires federal entities to recognize an imputed cost for these amounts.

##### Life Insurance Program

The Federal Employees Group Life Insurance is contributory, with the full cost of premiums for basic coverage shared by the covered employee and his/her employer. Based upon a formula in law, employees contribute approximately two-thirds of the cost of premiums, with the federal entity contributing the remainder. Since there is no provision in law to cover the cost of providing life insurance benefits to current employees after they retire, SFFAS No. 5 requires employing entities to recognize an imputed cost for these amounts.

## Appendix 7

### 4.2—Roles and Responsibilities

Table 6 outlines the roles and responsibilities for federal entities receiving OPM federal employee benefits.

**Table 6: Trading Partner Roles/Responsibilities for OPM Benefits**

Role	Entity	Responsibility
Authoritative Source	Office of Personnel Management	<p>Accounts for and reports employee benefit transactions.</p> <p>Receives SF 2812 data through IPAC transactions, Automated Clearing House (ACH) &amp; Checks from payroll providers via RITS, lockbox and direct submissions to OPM.</p> <p>Submits balances to Fiscal Service.</p> <p>Provides guidance and assistance to Trading Partners, as appropriate</p>
Trading Partner	Employer Entity	<p>Receives IPAC transactions from RITS.</p> <p>Accounts for and reconciles employee benefit transactions with OPM.</p> <p>Documents differences with authoritative sources and creates a corrective action plan or submits material differences to Fiscal Service for dispute resolution, as appropriate.</p>

### 4.3—Business Rules for OPM Federal Employee Benefits

The following key policy sources govern the accounting for and financial management of OPM’s employee benefit programs:

- [SFFAS No. 4](#), “Managerial Cost Accounting Concepts and Standards for the Federal Government,” requires recognition of the full cost of employee benefits.
- [SFFAS No. 5](#), “Accounting for Liabilities of the Federal Government,” requires that OPM provide cost factors to employing entities to calculate their imputed costs and financing sources relating to the retirement, health benefits, and life insurance programs.
- [SFFAS No. 7](#), “Accounting for Revenue and Other Financing Sources and Concepts for Reconciling Budgetary and Financial Accounting,” establishes that employer (but not employee) contributions to the retirement, health benefits, and life insurance programs are intra-governmental.
- [SFFAS No. 33](#), “Pensions, Other Retirement Benefits, and Other Postemployment Benefits: Reporting the Gains and Losses from Changes in Assumptions and Selecting Discount Rates and Valuation Dates,” provides guidance for actuarial assumptions for the benefit programs.
- [SFFAS No. 51](#), “Insurance Programs,” amends SFFAS No. 5, rescinds par. 97 – 121, and establishes accounting and financial reporting standards for insurance programs.
- [SFFAS No. 55](#), Amending Inter-entity Cost Provisions, revises SFFAS 4 to provide for the continued recognition of significant inter-entity costs by business-type activities and rescinds (a) SFFAS 30, Inter-Entity Cost Implementation, and (b) Interpretation 6, Accounting for Imputed Intra-departmental Costs: An Interpretation of SFFAS No. 4.
- [Benefits Administration Letter \(BAL\) 03-309](#), dated September 15, 2003, provides detailed instructions for the computation and accounting for OPM imputed costs. BALs for imputed cost factors are located on [OPM’s](#) website.

## Appendix 7

OPM employment benefits are classified into three distinct transaction types:

- **Cash Employer Contributions:** Payroll providers, on behalf of their client entities, submit employer and employee contribution data to OPM via RITS, lockbox or direct submission to OPM. The OPM Benefits (cash) process is initiated by RITS. The information from the payroll providers is due to OPM no later than the date on which the covered employees are paid. RITS automatically generates an IPAC transaction to transfer funds from the federal entity to OPM. If the entity does not submit a RITS transaction for the pay period, OPM uses the SF2812 from the prior pay period to generate the IPAC transaction.

OPM downloads contribution information from RITS, which updates its general ledger for employee/ employer contribution revenue (OPM has separate revenue accounts for the retirement, health benefits and life insurance programs). Federal entities use the data transmitted to OPM by the payroll providers via RITS to update their general ledgers for employer contributions expense.

- **Accrued Employer Contributions:** Federal pay periods often straddle accounting periods. For instance, a pay period may begin in March and end in April. When this occurs, OPM and the federal entities must record accrued employer contributions for the period. OPM applies an accrual factor to the pay period that begins in the current accounting period and ends in the subsequent accounting period to compute the accrued amount of employer contributions. OPM posts the accrual as an estimate of the amount of employer contributions it will receive by benefit program for the payroll period. To avoid IGT imbalances, both OPM and the trading partner must record the same accrued balances.

Data is submitted to Fiscal Service to be placed on [Fiscal Service's](#) website by the fifth business day after the end of the quarter. Using this data, OPM also records its accrued revenue and associated receivable in its general ledger. Accrued revenue is recorded separately from collected revenue so that each can be separately reconciled. Federal entities use the OPM accrual methodology to post accrued expenses and payables. The federal entities then reconcile their balances to those reported by OPM.

- **Imputed Costs (Reciprocal Category 25):** As mentioned before, imputed costs reflect the amount by which the cost to the government of an employee benefit exceeds the amount contributed by employees and their employers. OPM will post to its website the fiscal year cost factors for the Federal civilian benefit programs. Federal entities will use these factors to calculate their imputed costs relating to the Civil Service Retirement System (CSRS), the Federal Employees Retirement System (FERS), the Federal Employees Health Benefits Program (FEHB), and the Federal Employees' Group Life Insurance Program (FEGLI). The federal entities must record and report the computed amounts to Fiscal Service as an imputed cost and imputed financing source.

The information needed for federal entities to calculate imputed costs will be posted on OPM's website. The imputed costs process is initiated by OPM's posting on its website, imputed cost factors for the fiscal year for the calculation of imputed costs by employing entities. Based on the cost factors and accompanying guidelines, federal entities must compute and record a charge to imputed costs and an equal credit to imputed financing sources, using OPM's entity identifier as the trading partner. These transactions only appear in the federal entity's general ledger, and OPM does not record an imputed cost transaction.

It is critical that the account balances reported in the confirmation process equal the amounts reported in the federal entity's audited financial statements and GTAS submission to Fiscal Service.

### 4.4—Eliminating USSGL Accounts

TFM Volume I, Part 2, Chapter 4700, Appendix 3, presents the eliminating accounts used by OPM and the federal entity that provides employment benefits administered by OPM. For OPM Benefits, the trading partners are defined as:

- **Office of Personnel Management.** OPM is the authoritative source, meaning that the amounts posted by the employer entity in the eliminating accounts must equal those balances posted by OPM.

## Appendix 7

- **Employer Entity.** This is the federal entity whose employees are covered by the retirement, health benefits, and life insurance programs administered by OPM. Employer contribution balances posted by this federal entity in the reciprocal eliminating accounts must equal those balances posted by OPM.

### 4.5—Common Errors for OPM Benefit Transactions

In recording IGTs for OPM Benefits, there are some common errors federal entities have made in the past. In general, federal entity failure to calculate and post accruals and imputed costs in a timely manner creates differences.

Table 7 contains common errors and the solutions federal entities can use to correct them.

**Table 7: Common Errors for OPM Benefit Transactions**

Error Type	Description	Solution
Compliance by Independent Entities	Some independent entities are not familiar with the reporting requirements and do not report their balances.	Independent entities need to attend Fiscal Service training to learn about reporting requirements.
Differing Accrual Methodologies	Some federal entities use different methodologies for calculating the quarterly employee benefit accrual.	Federal entities should use the balances and methodology used by OPM for employee benefit accruals. If the federal entity identifies a discrepancy in the calculation methodology or balance, the entity should reconcile with OPM.
Using cash basis of accounting	Some federal entities do not accrue employee benefit expenses and instead report actual cash balances.	Federal entities must report the accrual provided by OPM. If the federal entity identifies a discrepancy in the calculation methodology or balance, the entity should reconcile with OPM.

### 4.6—OPM Benefit Reconciliation Procedures

In addition to the IGT wide reconciliation procedures, trading partners must define and perform specific reconciliation(s) for this subcategory. They should document these reconciliations and incorporate them into management’s existing [OMB Circular No. A-123](#), “Management’s Responsibility for Enterprise Risk Management and Internal Control,” Appendix A, procedures. In addition, specific reconciliations include, but are not limited to:

- Employer entities must report balances in eliminating accounts that equal those balances reported by OPM.
- Review OPM balances by USSGL account for both cash and accrued expenses, available on the fifth business day after the end of the quarter for review and reconciliation, and
- Where differences are identified, document the difference including, but not limited to, the difference amount, USSGL accounts impacted, rationale for the difference, and the status of communication with trading partners (for example, contact made, unresponsive trading partner). The employer entity must reconcile the amounts through a corrective action plan or must request a Fiscal Service dispute resolution if it does not adjust its balances.
- For questions or clarifications about the OPM quarterly authoritative source report, please contact OPM at [OPMgtas@opm.gov](mailto:OPMgtas@opm.gov).

## Appendix 8

### INTRA-GOVERNMENTAL TRANSACTION (IGT) BUY/SELL

#### Section 1—Buy/Sell Transactions

Reimbursable activity in which goods or services are transferred between two Federal Program Agencies (FPAs) is referred to as Buy/Sell activity. FPAs should have the appropriate Statutory Authority, such as the Economy Act, prior to engaging in an agreement for Buy/Sell transactions. This section provides federal entities with guidance concerning reimbursable activity between trading partners, otherwise referred to as Buy/Sell activity.

The IGT Buy/Sell sub-category consists of exchange transactions impacting: Assets and Liabilities; Revenue and Expenses; and Advances/Prepayments and Deferred Credits (reciprocal categories 22, 23, and 24). These business events and their associated accounting activities should be agreed upon by trading partners and managed through a formal Buy/Sell agreement. The standard Interagency Agreement (IAA) form is comprised of two sections described below: The General Terms and Conditions (GT&C) Section (Form 7600A) and Order Requirements and Funding Information (Order) Section (Form 7600B.) For the purposes of these business rules, the Receiving Agency is the Buyer and the Servicing Agency is the Seller.

Intra-governmental Buy/Sell transactions involve two key functions that generate information about the agreement: acquisition management and financial management. The acquisition function relates to the type of Buy/Sell activity and the specific terms and conditions of the acquisition. During the acquisition, trading partners establish a timeline for the delivery and payment schedule. The financial function of an agreement tracks key business activities that initiate accounting events and corresponding USSGL transactions throughout the life of the agreement. The financial function includes the approval of the Order, the capture of work in progress activity for the accrual of costs incurred by the Servicing Agency but not yet paid by the Requesting Agency, the exchange of performance-related data, and payment for the goods or services. In G-Invoicing, these details are collectively captured in the Order and the Performance Transactions.

While processing transactions through Intra-governmental Payment and Collection (IPAC) prior to the mandate to use G-Invoicing, trading partners must follow the business rules to avoid the misstatement of financial balances that occurs when trading partners fail to properly record IGT activity.

As G-Invoicing is developed and implemented, its use will be required by all federal entities for all IGT Buy/Sell activity involving reciprocal categories 22, 23, and 24. Bureau of the Fiscal Service (Fiscal Service) will require federal entities to use G-Invoicing under the authority of 31 U.S.C. 3512(b) and 3513. G-Invoicing is not an accounting system or a procurement system; instead, it serves as a gateway for federal entities to agree upon the funding terms and the accounting treatment of their reimbursable activity, and exchange that data with one another for consistent financial reporting. Key changes from manual processes include a new set of data standards and the electronic submission and approval of necessary documentation.

G-Invoicing replaces the former reimbursable agreement process with an application for the electronic origination, review, and approval of Buy/Sell IAAs. FPAs must implement G-Invoicing for New Orders by October 1, 2022. The mandated implementation deadline of October 1, 2022 for New Orders includes Orders with a Period of Performance beginning October 1, 2022 or later. FPAs must implement G-Invoicing for “In-Flight” Orders by October 1, 2023. The mandated implementation deadline of October 1, 2023 for “In-Flight” Orders includes the conversion of Orders with an open balance and a Period of Performance extending beyond September 30, 2023. FPAs must implement the entire transaction lifecycle which includes GT&Cs, Orders, and Performance Transactions that initiate fund settlement. The Buy/Sell IGT sub-category consists of exchange transactions impacting: Assets and Liabilities; Revenue and Expenses; and Advances/Prepayments and Deferred Credits. These business events and their associated accounting activities should be agreed upon by trading partners and managed through G-Invoicing by October 1, 2022 for New Orders and by October 1, 2023 for ‘In-Flight’ Orders. G-Invoicing is not required for transactions that are non-Buy/Sell IGT sub-category transactions, or intra-TAS transactions.

Whether or not an Order will need to be initiated or converted to the G-Invoicing application can be determined by using two rules, if the answer is Yes to either, then the Order will need to be initiated or converted to G-Invoicing:

1. Implementation Deadline Rule for New Orders: Is the beginning Period of Performance on the Order on or after October 1, 2022?



## Appendix 8

2. Implementation Deadline Rule for “In-Flight” Orders: Is the ending Period of Performance extending beyond September 30, 2023?

Order Period of Performance		Rule 1	Rule 2	Needs Implemented?	Implementation Deadline
Beginning POP	Ending POP				
Before 10/01/2022	Before 09/30/2023	No	No	No	N/A
On/After 10/01/2022	Before 09/30/2023	Yes	No	Yes	October 1, 2022
Before 10/01/2022	After 09/30/2023	No	Yes	Yes	October 1, 2023

FPA's will use G-Invoicing to reflect their agreement on the funding terms and the accounting treatment of their reimbursable activity and to exchange that data with one another for consistent financial reporting. In summary, G-Invoicing serves as:

- An agreement broker (the mechanism by which FPA's arrange and negotiate the terms of the IAA electronically),
- A data exchange utility (the facilitation of the exchange of the information between FPA's that ensures well-defined lines of communication)
- A conduit for sharing data and exchanging information on Buy/Sell IGT activity.

Each FPA will still be responsible for preparing its respective USSGL entries following appropriate USSGL attributes and guidance. However, IGT activity documented in G-Invoicing will allow FPA's to accurately identify the respective accounting triggers. Further, each FPA is still responsible for their own Anti-Deficiency Act (ADA) monitoring.

G-Invoicing was available for government-wide use beginning with G-Invoicing Release 2.1, which allowed users to begin brokering GT&Cs within the system. G-Invoicing Release 2.2 allowed users to begin brokering Orders within the system. G-Invoicing Release 2.3 allowed users to begin submitting Performance Transactions within G-Invoicing. G-Invoicing Release 3.0 completed the transaction lifecycle generating settlement based upon the Performance Transactions. There were three Organizational Data Access Model Releases completed in Calendar Year 2020, Release 3.2 (April), Release 3.3 (June) and Release 4.0 (December), to migrate entity accounts over to a Group Access Model. The transition from a flat to a hierarchical model provided several key benefits including decentralized user administration, simplified management for access, and a foundation for future planned Workflow enhancements. G-Invoicing Release 4.1 went into Production in March 2021 with the key deliverable being Seller-Facilitated Order (SFO) functionality.

These users will transition from the manual, paper-based agreements to G-Invoicing, which will be the front-end application for users to originate IGT Buy/Sell transactions. G-Invoicing will integrate with IPAC, which will continue to operate as the application for the settlement of funds between federal entities, transacting non-Buy/Sell activity, reporting transactions to Central Accounting Reporting System (CARS), and researching certain transaction inquiries. However, G-Invoicing will manage the processing and approval of GT&Cs, Orders, and Performance Transactions for Buy/Sell activity.

The accurate reporting of Buy/Sell balances and proper elimination of Buy/Sell activity between trading partners are predicated on accurate and timely communication of accounting events. After onboarding to G-Invoicing, FPA's should ensure that the GT&C, Order, and Performance Transactions all contain correct dates and details of all accounting events. These details include a Treasury Account Symbol/Business Event Type Code (TAS/BETC) for both the Buyer and the Seller, capitalization indicator, advance/prepayment transactions, advance liquidation, and receipt/acceptance details. Key dates include the performance date (date on which delivery of goods/completion of services takes place) and the transaction date (date on which the transaction is entered into G-Invoicing). Ensuring the accuracy and timeliness of these specific details will help reduce the number of common errors and reconciling issues of Buy/Sell transactions.

The process model for IGT Buy/Sell transactions is described in the following subsection.

**Note:** Federal entities should never have Buy/Sell activity with Treasury General Fund (099) as their trading partner.

## Appendix 8

### 1.1—IGT Buy/Sell Process Model and Phases

The Buy/Sell process model is defined by these four distinct phases of activity:

- IAA Initiation and GT&C
- Order
- Performance Transactions/Receipt and Acceptance
- Funds Settlement/IAA Closeout

Each phase is characterized by specific business and accounting event(s) and is governed by a particular set of business rules to guide the decision-making process throughout the Buy/Sell life cycle, as displayed below in Figures 1 and 2.

From the inception of a Buy/Sell transaction, trading partners must communicate with each other to ensure proper account postings and eliminations. The objective of effective communication for all Buy/Sell transactions is to promote consistent accounting treatment of each transaction by both trading partners and to resolve inconsistencies effectively and efficiently.

Data elements form the foundation of the IGT Buy/Sell process model. The Federal Intra-governmental Data Standards (FIDS) are designed to capture the necessary information trading partners rely upon for the correct accounting of IGT Buy/Sell business events from initiation through settlement. Trading partners’ consistent use and thorough communication of the FIDS facilitates the accurate recording of business events in every stage of the Buy/Sell transaction life cycle. Each phase of IGT Buy/Sell activities is supported through FIDS, including the movement of funds between trading partners, an effective reconciliation process, and audit traceability.

The Fiscal Service Data Registry is an authoritative reference for information about government-wide financial data elements – specifically those data elements commonly used across multiple entities. The purpose of the Data Registry is to promote the common identification, use, and sharing of data and information across the federal government. The registry contains information about definitions, authoritative sources, data types, formats, and uses of common data.

For a complete listing of IGT Buy/Sell data elements, see the [Fiscal Service Data Registry](#).

When federal entities develop an IAA with their trading partners, the G-Invoicing transactions must leverage the FIDS to trigger accounting events related to the respective business activities of the agreement. Some of the data elements may not need to be recorded in the federal entity financial systems but will be used to facilitate communication and understanding necessary for both trading partners to record and reconcile IGT Buy/Sell transactions accurately.

**Figure 1: Buy/Sell Transactions completed in the IPAC environment**

<b>Intragovernmental Buy/Sell Transaction Cycle</b>				
<b>Phase</b>	<b>Initiation and GT&amp;C</b>	<b>Order</b>	<b>Performance Transaction and Receipt/Acceptance</b>	<b>Fund Settlement and IAA Closeout</b>
<b>Buy/Sell Business Event</b>	<ul style="list-style-type: none"> <li>• Complete Determination &amp; Findings and identify trading partners</li> <li>• Establish GT&amp;C</li> <li>• Officials Approve GT&amp;C</li> </ul>	<ul style="list-style-type: none"> <li>• Document statutory authority and bonafide need</li> <li>• Complete accounting terms of IAA</li> <li>• Detail product requirements</li> <li>• Document TAS/BETCs</li> <li>• Create fiscal obligation</li> </ul>	<ul style="list-style-type: none"> <li>• Goods/services are performed and delivered</li> </ul>	<ul style="list-style-type: none"> <li>• Buyer submits payment</li> <li>• Funds are transferred</li> <li>• Agreement is closed out</li> </ul>
<b>Accounting Event(s)</b>	<ul style="list-style-type: none"> <li>• No accounting events</li> </ul>	<ul style="list-style-type: none"> <li>• Record UCO/UDO</li> <li>• Record advance payments (if necessary)</li> </ul>	<ul style="list-style-type: none"> <li>• Document the exchange of goods/services</li> <li>• Record invoices</li> <li>• Record accruals</li> </ul>	<ul style="list-style-type: none"> <li>• Record payment/collection</li> <li>• Record deobligations (if necessary)</li> </ul>

## Appendix 8

**Figure 2: Buy/Sell Transactions completed in the G-Invoicing environment**

<b>Intragovernmental Buy/Sell Transaction Lifecycle</b>				
Stage	GT&C	Order	Performance Transaction	Fund Settlement
Platform	G-Invoicing	G-Invoicing	G-Invoicing	IPAC
Buy/Sell Business Events	<ul style="list-style-type: none"> <li>• Trading partners' roles &amp; responsibilities are identified</li> <li>• Contact information and authorized officials are established</li> <li>• Agency Officials will Establish &amp; Approve GT&amp;C</li> </ul>	<ul style="list-style-type: none"> <li>• Accounting terms of the IAA are completed</li> <li>• Product requirements are detailed</li> <li>• A fiscal obligation is created</li> </ul>	<ul style="list-style-type: none"> <li>• Goods/services are delivered/performed</li> <li>• The exchange of goods/services (Delivered/Received)</li> <li>• Accrual information is exchanged</li> </ul>	<ul style="list-style-type: none"> <li>• IPAC is initiated through the completion of the Performance Transaction</li> <li>• Funds are transferred</li> </ul>

### Initiation and GT&C Phase

The initiation phase revolves around the establishment of the GT&C and other administrative activities that occur before work has started on fulfilling an Order. The IGT Buy/Sell process for reimbursable activity begins with the Buyer's identification of a bona fide need for the procurement of goods/services made through a request by the Buyer to the Seller.

A Buy/Sell agreement that defines the terms and conditions, scope, and responsibilities for trading partners during the exchange is referred to as the GT&C (Form 7600A). Data is exchanged for approval and a broad range of transactions; no funds are transferred, and no accounting entries are created.

Once the Seller acknowledges the Buyer's request for goods/services, both trading partners engage in communication to negotiate the terms and conditions of the GT&C. The objective of this negotiation period is for trading partners to concur on and document the details of the GT&C before performing any services or delivering any goods. Trading partners are encouraged, but not required, to leverage Form 7600A to document their GT&Cs. These forms are aligned to the Federal Intra-governmental Data Standards and will assist trading partners in documenting all required data attributes for entry into G-Invoicing. GT&Cs negotiated in G-Invoicing are considered the authoritative source as both parties must enter and approve this data directly in G-Invoicing.

G-Invoicing will assign a unique identifier for each GT&C. FPAs may use this number to track their GT&Cs but will also have the ability to associate their own unique identifier to each GT&C in their internal accounting systems. Orders in G-Invoicing must reference an active GT&C.

### Establish an Order

The Order section of the Buy/Sell agreement (Form 7600B) specifies the terms, quantities and prices, accounting data, and actions of each trading partner under the overarching GT&C. It serves as the funding section of the agreement that creates a fiscal obligation and details the necessary products/services requirements. Funding information is provided for both trading partners, and all required points of contact sign to authorize the Order. It communicates the TAS/BETC for each Order Schedule Line and contains unique lines of accounting or other accounting data.

The Order will also identify the specific Buyer requirements for the expected delivery of products or services by the Seller. Finally, this section of the agreement identifies the roles and responsibilities for both trading partners to ensure effective management of the Order and use of the related funds.

Release 4.1 (March 2021) provides Seller Facilitated Order functionality in G-Invoicing, which allows the Seller to initiate Orders within the application. Within G-Invoicing, the Buyer or the Seller completes the Order from an active GT&C and submits to their trading partner for review and approval.

## Appendix 8

### Performance Transactions/Receipt and Acceptance Phase

The receipt and acceptance phase revolves around the delivery/receipt of goods/services and the associated work-in-progress activities. As Orders are fulfilled in accordance with the IAAs, accruals should be recognized by each partner to recognize revenue/expense and any receivables/payables.

The Federal Accounting Standards Advisory Board (FASAB) states that revenue from IGT Buy/Sell transactions is earned and recorded as goods are delivered and as services are performed. (SFFAS 7, *Accounting for Revenue and Other Financing Sources and Concepts for Reconciling Budgetary and Financial Accounting*.) SFFAS 5, *Accounting for Liabilities of The Federal Government*, states that a corresponding expense is recognized in the period that an exchange occurs. The point at which the Buyer and Seller agree that “control of an asset” is transferred, or when “a performance obligation is satisfied” will be the point at which revenue is recognized. Thus, both trading partners should exchange performance-related data with one another surrounding the delivery and acceptance of goods, along with the receipt and consumption of services.

The same revenue and accrual recognition principles should apply for FPA accounting, whether the partners are working within G-Invoicing or the IPAC environment; the main difference is how data is being communicated.

As the Seller performs the work necessary to deliver the agreed-upon goods/services within the IPAC environment, the Seller will report the accrual amount to the Buyer, at a minimum, on a quarterly basis. Upon receipt of the goods/services, the Buyer performs receipt and acceptance procedures to accept or reject the goods/services and communicates the results to the Seller. Next, the Seller submits an invoice to the Buyer and records the invoiced amount in the receivables account. The Buyer records the billed amount in the payables account. For advances, once the Order is filled, the Seller recognizes revenue and liquidates the deferred revenue. The Buyer reduces the prepayment and records an expense after receipt and acceptance. For complete guidance on the recording of the IGT Buy/Sell exchange transactions, please see [USSGL Implementation Guidance](#).

G-Invoicing allows users to submit Performance Transactions.

Within G-Invoicing, the Buyer and the Seller must agree on the FOB Point at the Order level to establish which partner’s Performance Transaction initiates fund settlement.

If FPAs agree upon FOB Point Source, fund settlement is recorded as an IPAC and is automatically initiated to settle funds when the Seller completes delivery and performance and enters the transaction into G-Invoicing.

If FPAs agree upon FOB Point Destination, fund settlement is recorded as an IPAC and is automatically initiated to settle funds when the Buyer completes receipt and acceptance and enters the transaction into G-Invoicing, or the pre-determined number of constructive receipt days have expired.

Regardless of the FOB Point, accruals are recorded as of the Performance Date entered by the Seller.

Advances and Deferred Payments transactions have other accounting rules. Please use the [G-Invoicing Program Guide](#) for support with the recording of accounting events in the G-Invoicing environment.

### Fund Settlement and IAA/Closeout Phase

The settlement/closeout phase includes the payment and collection activities as well as the closeout of the agreement. After the performance has been accomplished according to the terms documented in the agreement, then funds may be transferred between the trading partners.

At fund settlement prior to transitioning to G-Invoicing, the Buyer or the Seller should initiate a payment/collection transaction in IPAC according to the payment terms agreed upon in the IAA. The IPAC transaction should include a unique identifier so that the payment/collection can be readily identified by each partner.

Within G-Invoicing, fund settlement occurs upon completion of the Performance Transaction, as G-Invoicing will create the IPACs on the federal entities’ behalf. If FPAs agree upon FOB Point Source, an IPAC is automatically generated after the Seller has delivered/performed goods/services and completed an appropriate Performance Transaction within G-Invoicing.

## Appendix 8

If FPAs agree upon FOB Point Destination, an IPAC is automatically generated after the Buyer has completed its receipt and acceptance process and has entered an appropriate Performance Transaction into G-Invoicing.

Treasury has established an IPAC cutoff date that requires all IPAC Buy/Sell transactions to be successfully processed no fewer than three business days before the close of each month or five business days before the close of year-end reporting. It is the responsibility of each FPA to confirm that transactions initiated manually or via bulk file upload have completed successfully within IPAC, and to obtain a transaction confirmation. FPAs have 90 days after the billing date to enter adjustments to payments or collections. Trading partners must collaborate with one another before initiating adjustments in IPAC. Within G-Invoicing, settlement will occur based on Performance Transactions submitted, regardless of cut-off, as information is readily available to determine the details of the transaction. Adjustments to quantity of Performance Transactions can also be completed in G-Invoicing on an open Order referencing the initial Performance Transaction.

As the agreement approaches its end date, the Buyer and the Seller must monitor each Order included in the agreement. During closeout, the Seller identifies Orders that are approaching an end date and checks the status with the Buyer to confirm that they are ready for closeout. The Buyer reviews the Order status and performs procedures to close out and deobligate the Order if the Statutory Authority for the agreement mandated it. Additionally, the Seller determines if any third-party supporting contracts are open that need to be deobligated and closed. Each Schedule within an Order must either be fully performed, modified down to the amount that was performed (and paid), have a Final Performance Indicator of 'F' (final) as the most recent reported Delivered/Performed, or cancelled before an Order can systematically be closed. Finally, the Seller verifies that all final costs have been determined based on the agreed-upon amounts in the GT&C. Please see [Assisted Acquisitions USSGL Implementation Guidance](#) to view common accounting scenarios and for further clarification on business rules involving the accounting of Assisted Acquisitions.

### 1.2—Measuring and Enforcing Government-wide G-Invoicing Compliance

Fiscal Service will determine an Entity's compliance with the G-Invoicing mandate by comparing submitted GTAS data to IGT Buy/Sell activity in G-Invoicing. To effectively enforce the G-Invoicing mandate, two different categories of controls are being analyzed for implementation. The first category is Policy Controls that impact the reporting and scorecard metrics of non-compliant Entities. The second category is System Controls that impact an Entity's ability to process IGT Buy/Sell activity directly through IPAC by adding a data element that requires the identification of the IGT sub-category for IPAC transactions..

### Section 2—G-Invoicing Implementation Plans

FPAs are required to submit quarterly updates to their G-Invoicing Agency Implementation Plans. FPAs need to include any changes to their system/process readiness and implementation/data strategy. These updates will be reviewed and analyzed by Treasury. FPAs can submit their quarterly updates by resubmitting their Attachment As (part of the G-Invoicing Agency Implementation Plan). Attachment As are used to capture more detailed information for each Implementation Entity (IE) under an overarching G-Invoicing Agency Implementation Plan.

FPAs are required to submit a complete Attachment A when updating any of the Attachment A sections/data. The quarterly Attachment A submissions will be used to update the Agency Implementation Plan Dashboard Tool. If an FPA does not have any plan updates, the entity is still required to submit an email to [IGT@fiscal.treasury.gov](mailto:IGT@fiscal.treasury.gov), stating that there are no applicable quarterly updates to provide by the required quarterly due date.

The quarterly updates to the G-Invoicing Agency Implementation Plans must be submitted to [IGT@fiscal.treasury.gov](mailto:IGT@fiscal.treasury.gov).

Treasury will track the submission of these quarterly updates through the IGT scorecard process which will reflect if the FPA met the required quarterly deadline. This information will be reviewed during the quarterly IGT scorecard meeting between Treasury and the individual agencies.

Quarterly G-Invoicing Agency Implementation Plan Due Dates:

1 <sup>st</sup> Quarter	December 31
2 <sup>nd</sup> Quarter	March 31
3 <sup>rd</sup> Quarter	June 30

## Appendix 8

4 <sup>th</sup> Quarter	September 30
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In addition to the Attachment A, federal entities may also submit updates to the Trading Partner Directory by completing an ALC Implementation Status Update template, commonly known as the Attachment B. This template is not required as part of the quarterly submission process; however, it's highly encouraged that federal entities use the Attachment B to submit updates in real time as they make any progress with their G-Invoicing implementation. The Attachment A & B templates are located under the [Agency Implementation](#) section of the Fiscal Service website.

### 2.1—Transaction Types

There are two primary types of Buy/Sell IGTs: services provided, and goods sold or leased. An Order request also may be mixed to include both goods and services. Each transaction type possesses unique accounting and reporting characteristics. The recognition of a particular transaction type further aids trading partners in capturing IGT Buy/Sell activity in the appropriate accounts.

Each Buy/Sell transaction type can be supported through the assisted acquisition process. Assisted acquisition is the term used to describe the process by which the Buyer uses the contracts or contracting services/vehicles of the Seller to obtain goods and services from a third-party provider that typically is a non-federal entity. In the process, the Seller performs acquisition activities on a Buyer's behalf, such as awarding and administering a contract, task Order, or delivery Order. As the non-federal entity performs on the contract agreement, the Seller incurs costs, including administration fees, and bills the Buyer for reimbursement. The following sections provide a description for each transaction type.

#### Services Provided

A service refers to the performance of work or tasks provided by the Seller on behalf of the Buyer. For reimbursables, the Seller incurs costs to provide services and bills the Buyer. Revenue is earned from the sale of services provided.

#### Goods Sold or Leased

As defined in this guide, a good is a tangible product sold or leased (as an operating lease) where the Seller manufactures, distributes, or owns the goods that are sold or leased to the Buyer. Revenue is earned from the sale of any purchased or finished goods and processes for sale or use. Revenue also is earned for work in progress on an accrual basis. Goods are further categorized into the following groups:

- **Inventory and Property, Plant, and Equipment (PP&E).** Inventory and PP&E are assets, as they could generate future revenue. Although both act as assets, reporting varies.
  - *Inventory and Related Property.* Inventories are tangible property, other than long-term fixed assets. As an asset, inventory is reported at the amount paid to obtain the asset not its selling price. The asset is expensed as “cost of goods sold” as inventory is sold.
  - *PP&E.* PP&E are long-term, or fixed, tangible assets that have an estimated useful life of two or more years, are not intended for sale in the ordinary course of business, and are intended to be used or available for use by the federal entity.<sup>1</sup> Accounting for PP&E involves the depreciation of the cost of the asset over its useful life. Depreciation is a non-cash expense that reduces the value of an asset because of wear and tear, age, or obsolescence. Most assets lose their value over time and must be replaced after their useful life ends.
  - Capitalization thresholds affect whether the costs of acquiring PP&E are capitalized or expensed. Depending on a federal entity's established threshold, an asset may be expensed in its entirety at the date of acquisition or the cost of the asset may be depreciated over its useful life.
  - See [Fiscal Service's USSGL Implementation Guidance](#) (approved by the Issues Resolution Committee and the USSGL Board) for Intra-governmental Capital Asset and Inventory Buy/Sell Transactions on Fiscal Service's website.
- **Goods Other Than Inventory and PP&E.** Goods, other than inventory and PP&E, are expensed when purchased by the Buyer.

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<sup>1</sup> SFFAS No. 6, “Accounting for Property, Plant, and Equipment”



## Appendix 8

- **Operating Lease.** An operating lease is a lease agreement that allows the use of an asset for a limited contract period in exchange for regular rental payments. With operating leases, the Buyer, or lessee, does not assume the risk of ownership of the asset, which is retained by the Seller, or lessor. At the end of the lease period, the lessee returns the property to the lessor. Since the lessee does not assume the risk of ownership, the lease expense is treated as an operating expense in the Statement of Net Cost (SNC) and the lease does not affect the balance sheet.
- **Capital Lease.** A capital lease is a lease agreement that transfers substantially all the benefits and risks of ownership to the lessee. Consequently, the lease, when signed, is recognized both as an asset and as a liability (for the lease payments) on the balance sheet. To be considered a capital lease, the lease must meet one or more of the following criteria:
  - The lease transfers ownership of the property to the lessee by the end of the lease term.
  - The lease contains an option to purchase the leased property at a bargain price.
  - The lease term is equal to or greater than 75 percent of the estimated economic life of the leased property.
  - The present value of rental and other minimum lease payments, excluding that portion of the payments representing executory cost, equals or exceeds 90 percent of the fair value of the leased property.

### 2.2—Trading Partner Roles and Responsibilities

Trading partner roles and responsibilities within this IGT sub-category appear in Table 1. Trading partners define roles and responsibilities at the initiation for each phase through the life of an agreement.

**Table 1: Key Stakeholders for Buy/Sell**

Role	Federal Entity	Responsibility
Servicing Agency	Seller	<p>Confirms data elements with Buyer during negotiations for GT&amp;Cs and Orders.</p> <p>Reports data elements established at initiation and updated throughout the life of agreement to Buyer on a recurring basis (for example, quarterly) and completes the Performance Transaction in G-Invoicing in a timely manner, if onboarded G-Invoicing.</p> <p>Tracks and accounts for work in progress and services performed to date and reports accrual amount to Buyer on a quarterly basis via Performance Transactions.</p> <p>Initiates or confirms payments and collections received from the Buyer and verifies the successful settlement of funds with CARS.</p> <p>Documents differences with trading partners and creates a corrective action plan or submits to Fiscal Service for dispute resolution, as appropriate.</p>
Requesting Agency	Buyer	<p>Confirms data elements with Seller during negotiations for GT&amp;Cs and Orders.</p> <p>Submits request for goods/services in a timely manner.</p> <p>Confirms receipt via Performance Transactions and accounts for goods/services accepted.</p> <p>Initiates or confirms IPAC transactions for payment and collection to the Seller and verifies the successful settlement of funds within CARS.</p> <p>Documents differences with trading partners and creates a corrective action plan for recurring differences or submits to Fiscal Service for dispute resolution, as appropriate.</p>

## Appendix 8

### 2.3—Business Rules for Buy/Sell

The following key laws and policy sources govern the financial management of Buy/Sell activity:

- [SFFAS No. 3](#), “Accounting for Inventory and Related Property,” establishes accounting standards that apply to several types of tangible property, other than long-term fixed assets, held by federal government entities.
- [SFFAS No. 4](#), “Managerial Cost Accounting Standards and Concepts,” as amended by SFFAS No. 55 “Amending Inter-entirety Cost Provisions” requires the recognition of the full cost of goods and services.
- [SFFAS No. 5](#), “Accounting for Liabilities of The Federal Government,” requires an expense to be recognized in the same accounting period in which an exchange has occurred, and the recognition of a liability when the Buyer receives goods or services in return for payment to the Seller.
- [SFFAS No. 6](#), “Accounting for Property, Plant, and Equipment,” establishes accounting standards for federally owned PP&E, deferred maintenance, and cleanup costs.
- [SFFAS No. 7](#), “Accounting for Revenue and Other Financing Sources and Concepts for Reconciling Budgetary and Financial Accounting,” establishes accounting standards for recognizing exchange revenue at the point in which the Buyer and Seller agree that “control of an asset” is transferred, or when “a performance obligation is satisfied”
- [Title 31 U.S.C. § 1501](#), “Documentary Evidence Requirement for Government Obligations,” requires that an amount be recorded as an obligation of the U.S. Government only when supported by documentary evidence of a binding agreement between a federal entity. The binding agreement must be in writing, in a way and form for a purpose authorized by law and must be executed before the end of the period of availability for obligation of the appropriation or fund used for specific goods to be delivered, real property to be bought or leased, or work or service to be provided.
- [Title 31 U.S.C. §1535](#), “Agency Agreements,” allows one federal entity to provide goods or services to other federal entities or major organizational units within an entity.
- [OMB Circular No. A-11](#), Section 20.12, “*What do I need to know about reimbursable work?*”, permits the use of advances or reimbursements in exchange for providing goods and services between federal entities according to laws that establish revolving funds, provisions in appropriations or substantive laws that allow entities to use the amounts they collect, or the Economy Act (31 U.S.C. §1535).
- [Federal Acquisition Regulation \(FAR\)](#) Vol. I, Subpart 4.6, “Contract Reporting,” requires federal entities to report all procurement actions that exceed the micro-purchase threshold (currently \$10,000) and modifications to those transactions regardless of dollar value, to the Federal Procurement Data System (FPDS).
- [FAR](#) Vol. I, Subpart 17.5, “Interagency Acquisitions,” establishes the Economy Act as the prevailing law for IAAs to provide goods and services when more specific Statutory Authority does not exist.
- Office of Federal Procurement Policy, “*Interagency Acquisitions Guidance*,” defines interagency acquisition types and agreement structure.
- [FASAB Staff Issues Technical Bulletin 2017-1](#), Intra-governmental Exchange Transactions, offers clarifications on intra-governmental exchange transactions and consistency in the reporting of revenue and cost information.
- The following subsections define the business rules and policies governing the accounting and reporting of IGT Buy/Sell activities according to each Buy/Sell phase. These business rules focus on the accounting of Buy/Sell IGTs, not the procurement or payment processes. Trading partners should refer to the Financial Management Line of Business ([FMLoB](#)), “[Standard Business Processes for Reimbursable Management, Receivables Management, and Payment Management](#),” for detailed guidance on procurement or payment processes. Trading partners must reconcile receivables and payables, advances to and advances from, and revenue and expenses for all reimbursable accounts and must report balances to Fiscal Service.
- It is critical that the account balances reported in the confirmation process equal the amounts reported in the federal entity’s audited financial statements and GTAS submission to Fiscal Service.
- [FASAB Technical Bulletin 2020-01](#), “Loss Allowance for Intra-governmental Receivables,” clarifies that the recognition of an allowance for losses on accounts receivable applies to both intra-governmental receivables and receivables from non-federal entities.



## Appendix 8

### 2.4—Business Rules for Initiation and GT&C

The Buyer initiates the Buy/Sell process with identification of a bona fide need for an exchange of goods or services. The *bona fide need rule*<sup>2</sup> is one of the fundamental principles of appropriations law. A fiscal year appropriation may be obligated only to meet a legitimate or bona fide need arising in, or in some cases before, but continuing to exist in the fiscal year for which the appropriation was made. The following paragraphs include business rules for the initiation phase.

**Establishment of a GT&C:** Trading partners are authorized to engage in Buy/Sell activity according to the Economy Act (Title 31 U.S.C. §1535) or non-Economy Act authorities, such as intra-governmental revolving funds. A single Statutory Authority to perform the transaction must be agreed upon and documented later in the Order. The terms and conditions of an agreement must be captured, negotiated, and approved by both trading partners.

- Trading partners should use the recommended standard [IAA form](#) for G-Invoicing when brokering their GT&Cs. Trading partners must agree on a single Statutory Authority to govern the activity of the Order section of the agreement.

**Assisted Acquisition:** Trading partners must follow the same business rules as applied to transactions for goods and services when accounting for administration fees associated with assisted acquisition services. A GT&C agreement is recommended by Fiscal Service for all IGT activity types. However, other guidance (such as OMB policy) may require a completed agreement for certain intra-governmental transaction types, such as assisted acquisitions. FPAs should ensure they are in adherence with such guidance. If the Order requires assisted acquisition support, one of the following circumstances must apply:

- The Order will be made appropriately under an existing contract of the Seller entered into before placement of the Order, to meet the requirements of the Seller for the same or similar goods or services.
- The Seller has capabilities or expertise to enter into a contract for such goods or services that are not available within the Seller entity.
- The Seller is specifically authorized by law or regulation to purchase such goods or services on behalf of other entities.

See [Assisted Acquisitions Guidance](#) for further information on proper transactions and IGT eliminations.

### 2.5—Business Rules for Order

**Order Acceptance:** Work is authorized once both trading partners have approved the Order. The Seller operates at risk without an approved Order. For an accepted Order, the Seller must record an unfilled customer Order and the Buyer must record an undelivered Order in their respective general ledgers.

**Advance Payments/Collections:** The Economy Act (Title 31 U.S.C. 1535) permits advance payments for intra-governmental transactions in which it is the prevailing Statutory Authority. Other Statutory Authorities or federal entity-specific Statutory Authorities may allow or prohibit advance payments. If an advance payment is requested by the Buyer or the Seller, trading partners should ensure they have the appropriate authority, and must cite the agreed upon Statutory Authority allowing for an advance within the Order section of the IAA. If allowed, trading partners must account for advances, as follows:

- Advance payments may not be expensed. Revenue should not be recognized until costs are incurred from providing goods or services.
- Advance payments should not be used to facilitate positive cash flow for a federal entity.
- Entities should ensure regular billings and collection activities support positive cash flow.
- The Buyer must record the advance payment as an asset (USSGL account 141000, “Advances and Prepayments”).
- The Seller must record the advance payment as a liability (that is, USSGL account 231000, “Liability for Advances and Prepayments”).

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<sup>2</sup> Government Accountability Office Red Book, Vol. I [underlying statute in U.S.C. §1502(a)]

## Appendix 8

- Entities should refer to the current USSGL transaction codes on the [USSGL](#) website, Section III, “Account Transactions” for detailed accounting entries.
- For assisted acquisition, in no event will the Seller require, or the Buyer pay, any fee or charge that exceeds actual indirect costs associated with administering or managing the contract vehicle, but in effect, the Seller must cover its full cost. The business transaction cannot result in the trading partner earning a profit or incurring a loss.

### 2.6—Business Rules for Performance Transactions/Receipt and Acceptance

As the Seller performs the work necessary to deliver goods or services, the Buyer and the Seller must post their related accounting transactions in their respective systems during the same accounting period according to the current USSGL transaction codes. For more details on the receipt and acceptance process, trading partners should refer to FAR Vol. I, Subpart 17.5, “Interagency Acquisitions” along with the [Standard IAA Instructions](#). Users of G-Invoicing may use the FIDS-based documents to complete Orders.

**Delivered/Performed:** Performance Transaction submitted by the Seller to indicate that they have transferred control or performed the good/service to the Buyer. The completion of this transaction would indicate a receivable/revenue being recorded by the Seller and should be reciprocated with expense/payable recorded by the Buyer. If the Order is operating under FOB Point of Source, this Performance Transaction will automatically initiate settlement through the IPAC application.

**Received/Accepted:** Performance Transaction submitted by the Buyer to indicate receipt and acceptance of the goods/services from the Seller, which will occur after the Seller has completed a Delivered/Performed transaction. If the Order is operating under FOB Point of Destination, this Performance Transaction will automatically initiate settlement through the IPAC application. If receipt and acceptance is not provided by the expiration of the agreed upon Constructive Receipt Days, automatic receipt and acceptance will be generated through G-Invoicing to align with the Seller’s Delivered/Performed transaction and initiate settlement.

**Advance:** Performance Transaction submitted by the Seller to collect an advance payment from the Buyer. The Seller will be able to initiate the Advance Performance Transaction to generate an advance collection/payment of funds regardless of FOB Point domain value. Completion of this Performance Transaction will automatically initiate fund settlement through the IPAC application. Any Delivered/Performed transactions against Schedules with an advance balance will not initiate settlement but should be used to draw down the advance balance on the Schedule. Upon, completion of settlement of an advance payment, the Buyer and Seller must record the appropriate asset and liability to reflect the advanced balance.

*Calculation: Advance Payment – Delivered/Performed = Open advance/prepaid balance*

**Deferred Payment:** Performance Transaction submitted by the Seller to communicate work completed. The completion of this transaction would indicate a receivable and revenue recorded by the Seller and should be reciprocated with an expense and payable by the Buyer. This Performance Transaction does not initiate fund settlement through the IPAC application and is designed to only communicate the amount of work completed by the Seller. The amount of Deferred Payment cannot exceed the undelivered balance on the Schedule. Deferred Payment transactions reduce the amount of the undelivered balance for that Accounting Period. For Deferred Payments transactions, the amount of the accrual entry will equal the amount of the Deferred Payment transaction in G-Invoicing. The Deferred Payment transaction completed in G-Invoicing is only applicable to the Accounting Period referenced on the Performance Transaction (must be an open Accounting Period). G-Invoicing will consider this Deferred Payment amount as life-to-date and any subsequent Deferred Payment transactions submitted for the same Accounting Period will override the previous Deferred Payment transaction.

The Performance Transactions completed by the Seller and Buyer should be reconciled by both entities, at a minimum, on a quarterly basis to ensure both parties are in agreement.

**Recording Capitalized Assets:** Federal entities should follow the [Intra-governmental Capital Asset and Inventory Buy/Sell Transactions document](#) concerning USSGL guidance on capitalized assets located on Fiscal Service’s website.

## Appendix 8

### 2.7—Business Rules for Fund Settlement and IAA Closeout

**Billing and Payment Requirements:** IPAC facilitates the intra-governmental transfer of funds, with related TAS/BETC, from one FPA to another and posts the transaction data from both FPAs to their respective CARS Account Statements. An IPAC transaction may be initiated either manually through the IPAC application or through the completion of specific Performance Transactions in G-Invoicing during the transition phase leading up to the G-Invoicing mandate. Following the G-Invoicing mandate, the only manual IPAC transactions that will be allowed to occur are expiring agreements that do not meet the criteria for the In-Flight Order requirement, new agreements that do not fall within the scope of the G-Invoicing mandate, and activity outside of IGT Buy/Sell reciprocal categories 22, 23, and 24.

Entities must use IPAC for all intra-governmental Buy/Sell settlements. They must discontinue use of paper checks and must restrict the use of credit cards for payments above the designated threshold. Fiscal Service reserves the right to require federal entities to use IPAC to process intra-governmental transactions rather than allow these transactions to be conducted with a Government-issued Card.

Trading partners must abide by the negotiated terms and conditions in the GT&C and Order, as follows:

- The Buyer or the Seller may initiate an IPAC transaction when the goods and services have been accepted and within the agreed-upon terms and conditions.
- The Seller must issue a final bill, including final information from data elements, per the billing frequency as stated in the required data elements.
- If the Seller does not issue a final bill per the agreed-upon billing frequency, the Buyer should contact the Seller immediately to obtain the final bill and close the Order.
- Upon request, the Seller must provide documentation supporting the bill and actual performance consistent with the agreed-upon terms and conditions.
- The Buyer must not reject IPAC transactions that comply with the agreement terms and conditions.
- The Buyer must reference the Seller's unique identifier on all IPAC transactions.

**Agreement/Order Closeout:** Trading partners must monitor all Orders as they approach their end date. Generally, the Seller initiates the agreement and Order closeout process. The following list summarizes trading partner responsibilities during this process:

- The Seller must identify Orders with an approaching end date and must check the status with the Buyer to confirm that it is ready for closeout.
- For obligation/payable balances that have shown no activity for more than 180 calendar days, the Buyer must determine the reason for the lack of activity on the Order.
- Once the Buyer determines that an Order has been fulfilled, the Buyer must inform the Seller that the Order will be deobligated within 30 calendar days if the Statutory Authority requires deobligation.
- However, if the Seller provides proof of continuing or unbilled work, an Order's unliquidated obligation/payable balances will remain available for use and will be reflected as such in both the Buyer's and Seller's respective accounting systems.
- The Seller must review the status of the Order to determine if any third-party supporting contracts are open that need to be deobligated and closed.
- The Seller must refer to the FAR for appropriate closeout procedures for contracts.
- Trading partners should recognize that the FAR may have varying windows for closeout depending upon the type of Orders and contracts the Seller has in place with third parties.
- The Seller must verify that all final costs have been determined based on the agreement.

**Note:** Federal entities must ascertain that the intra-governmental accounts receivable and payable transactions are valid and actively in collection. Intra-governmental collections between trading partners should not exceed 30 calendar days. Proper documentation and a thorough understanding of responsibilities mitigate the risks of one FPA not paying its trading partner for goods/services. If collection cannot be made, FPAs should seek assistance from the Office of Legal Counsel at the Department of Justice (DOJ).

## Appendix 8

Fiscal Service does not have the authority to collect debt from other federal entities on behalf of a federal entity. However, Treasury will be monitoring the aging of IGTs to resolve longstanding differences between trading partners.

### Section 3— Reciprocal Categories and Eliminating USSGL Accounts

TFM Volume I, Part 2, Chapter 4700, Appendix 3, presents the reciprocal categories and eliminating accounts used by the Servicing Agency and the Requesting Agency. For IGT Buy/Sell exchange transactions, reciprocal categories 22, 23, and 24, the trading partners are defined as:

- **Servicing Agency (Seller):** Provides services, products, and goods incurring the reimbursable costs. It accounts for work in progress and services performed to date.
- **Requesting Agency (Buyer):** Documents a bona fide need and receives services, products, or goods. It accounts for services, goods, and products received and accepted.
- **Limited Use of USSGL Accounts**

Table 2 outlines the USSGL accounts reserved for special use in Buy/Sell transactions.

**Table 2: Limited Use Accounts for Buy/Sell**

USSGL	USSGL Name	Description
131900	Allowance for Loss on Accounts Receivable	If an allowance for loss on intra-governmental account receivables is recorded in USSGLs 131900, 136700, or 137700, document the applicable use so that it is available for Fiscal Service upon request.
136700	Allowance for Loss on Penalties and Fines Receivable - Not Otherwise Classified	
137700	Allowance for Loss on Administrative Fees Receivable - Not Otherwise Classified	
590000	Other Revenue	If revenues are generated from Buy/Sell activity that is not from goods (USSGL account 510000) or services (USSGL account 520000), document the applicable use so that it is available for Fiscal Service upon request.
590900	Contra Revenue for Other Revenue (Exchange)	

### 3.1—Common Errors for Buy/Sell Transactions

There are several common errors trading partners make when posting the accounting treatment for Buy/Sell transactions. Table 3 contains the list of the common errors and the solutions federal entities can use to correct the errors.

## Appendix 8

**Table 3: Common Errors for Buy/Sell Transactions**

Error Type	Description	Solution
Timing Differences for Recording Advances	For advances, differences occur when the Buyer prepays the Seller and recognizes an asset, but the Seller does not recognize a liability. Communication needs to continue as goods and services are rendered, and the Buyer and Seller need to reduce the asset and the liability accordingly.	Mitigating timing differences for recording advances is accomplished through the required data element for advances/non-advances.  The advance/non-advance data element signifies the use of advances. This element, in conjunction with agreed-upon terms, allows for consistent accounting treatment of the advance transactions over the life of the agreement or until the advance is fully liquidated.
Ineffective Communication Between Procurement and Accounting Functions	Procurement and accounting personnel often have unaligned policies and fail to communicate effectively with each other, which is further complicated by the lack of communication between trading partners for Buy/Sell transactions. As a result, procurement business activities and the associated accounting events may be out of sync.	The Buy/Sell process model bridges the gap between procurement and accounting by providing greater visibility into the accounting of Buy/Sell transactions. It provides guidance for the proper recordation of Buy/Sell transactions set in the context of the three phases of the Buy/Sell process and associated business activities, thereby facilitating coordination between the procurement and accounting function. The Buy/Sell IGT business rules allow both functions to establish shared objectives and performance measures, thereby improving compliance with policies and providing a more comprehensive view of controls.  Entities need to communicate the terms of the contract such as whether a transaction is an assisted acquisition, whether the purchase will be capitalized and whether it is sold out of inventory or from services provided.

### 3.2—Buy/Sell Reconciliation Procedures

In addition to the IGT-wide reconciliation procedures, trading partners must define and perform specific reconciliation(s) for this sub-category. They should document these reconciliations and incorporate them into management’s existing [OMB Circular No. A-123](#), “*Management's Responsibility for Enterprise Risk Management and Internal Control*,” Appendix A, procedures. There are reconciliation procedures that federal entities should perform at the Order level for each phase of Buy/Sell activity on a quarterly basis, at a minimum. The purpose of reconciling Buy/Sell activity between trading partners at the Order level is to confirm that both the Buyer and Seller are capturing the correct entries in their subsidiary ledgers and general ledgers and to facilitate further communication related to the status of the Order.

Entities should create and maintain a documented catalog of all Buy/Sell agreements. During the initiation phase, federal entities should add each newly established agreement to the catalog, using the agreement number data element as a point of reference. The catalog should capture for each agreement, at a minimum, the agreement number, trading partner agency identifier, and period of performance and funding expiration date. Maintaining a catalog of all agreements will allow federal

## Appendix 8

entities to validate the actual number of agreements they have with a trading partner and to monitor activity for agreements with approaching end dates. Federal entities must confirm that only valid agreements make up their payable and receivable balances.

The Seller should use the data elements to monitor and convey accounting events during the receipt and acceptance and settlement phases, to track delivery status, and to monitor activity in receivable accounts and collections. The Seller should communicate updates to the Buyer on a quarterly basis, at a minimum, to assist with reconciliation of payables/receivables and disbursements/collections and to address any out-of-balance conditions. Federal entities should use the data elements as a supporting tool during audits.

Trading partners must reconcile the account balances listed in Table 4. Federal entities should refer to the summary of eliminating Buy/Sell USSGL accounts (TFM Volume I, Part 2, Chapter 4700, Appendix 3) to support reconciliation procedures. Where differences are identified, federal entities must document the difference including, but not limited to, the difference amount, USSGL accounts impacted, rationale for the difference, and the status of communication with trading partners (for example, contact made, unresponsive trading partner).

**Table 4: Required Reconciliations for Buy/Sell Balances**

<b>Reciprocal Category</b>	<b>Requesting Agency (Buyer)</b>	<b>Servicing Agency (Seller)</b>
22	Accounts Payable	Accounts Receivable
23	Advances to Seller	Advances from Buyer
24	Expenses/Capitalized Purchases	Revenue

## Appendix 9

### INTRA-GOVERNMENTAL TRANSACTIONS (IGT) TRANSFERS

#### Section 1—Transfer Transactions

Transfers discussed in this section are limited to non-exchange transactions. Exchange transactions, which include payment for goods and services such as assisted acquisitions or reimbursements under the Economy Act, can be found in Appendix 8. To execute a Transfer means to reduce resources (budgetary and proprietary) in one TAS and increase them in one or more other TAS by the total cumulative amount.

Every Transfer must be authorized by law. Authorizations of Transfers can be found in permanent law, appropriation, and authorization acts (for example, a statute establishing a special fund), and in other statutes. The transfer authority may be general (for example, authority to transfer funds between appropriations within a department within specific limits); specific to a particular Transfer (for example, transfer of a specified program and associated resources from one federal entity to another); or conditioned on certain criteria (for example, transfer of collections over a specific amount in a FY to the General Fund). Most often, once resources are transferred, they are available for the authorized purposes of the receiving TAS. However, this is not always true, and a close reading of the authorizing statutes is essential to understanding what restrictions, if any, remain associated with transferred resources. Federal entities must ensure that any transfer undertaken is consistent with all aspects of their statutory authority.

In general, there are three types of intra-governmental Transfers:

- Expenditure Transfers result in an outlay of funds. That is, if the Transfer represents a payment to liquidate an obligation, it is an expenditure Transfer. In addition, by definition, Transfers between TAS in the federal funds group and TAS in the trust funds group are recorded as expenditure Transfers. The federal funds group includes general funds, special funds, and revolving funds. The trust funds group includes trust funds and trust revolving funds. Expenditure Transfers are executed via IPAC.
- Non-expenditure Transfers record the movement of fund balance and authority between TAS. The Transfer is completed by doing a SF 1151 in CARS.
- Other Transfers are executed by means other than the SF 1151. These Transfers may involve General Fund Receipt Accounts may transfer authority between TAS without affecting the FBWT, or simply may transfer assets.

Table 1 presents the Transfer distinctions discussed above.

**Table 1: Transfer Distinctions**

Description	Non-expenditure (SF 1151)	Expenditure	Other Transfers (Non-SF 1151)
Makes adjustments to amounts available in TAS	<input checked="" type="checkbox"/>		
Transfer between Federal Fund Group and Trust Fund Group		<input checked="" type="checkbox"/>	
Results in an Outlay		<input checked="" type="checkbox"/>	
Not Executed via SF 1151		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>

## Appendix 9

Transfer transactions affect budgetary and proprietary accounts. Federal entities must ensure that any Transfer undertaken reflects the appropriate budgetary accounting treatment, as well as the appropriate proprietary accounting treatment. This section only addresses the proprietary accounting treatment. To determine the appropriate budgetary treatment, federal entities should consult their statutory authority, [OMB Circular No. A-11](#) and USSGL guidance. If a federal entity has a question on the proper budgetary accounting, it should consult with its OMB and Fiscal Service contacts.

Note that many Transfers may involve a receivable/payable relationship, especially when the transferring TAS has investment authority. The receivable/payable relationship is established before execution of the associated funds Transfer. Establishing a receivable/payable relationship will adjust budget authority between TAS but will not affect the FBWT.

### 1.1—Transaction Types and Trading Partner

In 2014, a tool was created to assist financial management professionals with the identification of the correct IGT treatment for Transfers transactions. The accounting treatment and technical content is based on guidance issued in this guide. The IGT Transfers environment is large and complex with over 3,000 unique Transfer types and corresponding accounting treatments. To facilitate consistent identification and reporting, Fiscal Service, in partnership with OMB, developed a [Transfers Logic Model \(TLM\)](#) to facilitate timely identification of Transfers.

Transfers can be Non-Expenditure, Expenditure, or Other/Non-Exchange. Table 2 describes the types of Transfers and their subsections.

**Table 2: Transfer Transaction Types**

Transaction Type	Nature of Transaction
<b>Non-expenditure Transfers</b>	
Appropriation Transfers	Transfers of current-year authority.
Balance Transfers	Transfers of prior-year authority.
Reappropriation Transfers	Transfer of unobligated balances of budget authority that have expired to new budget authority available for obligation.
<b>Expenditure Transfers</b>	
Non-exchange Transfers Between TAS in the Same Fund Group Recorded as Outlays	These Transfers are uncommon and may represent special financing relationships established by statute. They do not represent payments for goods and services.
Non-exchange Transfers Between TAS in Different Fund Groups Recorded as Outlays	These transactions include any authorized relationship that would be considered a non-expenditure Transfer if it occurred between TAS in the same funds group, as well as any special financing relationships established by statute. They do not represent payments for goods and services.
<b>Other Transfers (Non-SF 1151)</b>	
Transfers of Property, Other Assets, and Liabilities	Transfers property, other assets, and prepaid undelivered orders from one TAS to another.



## Appendix 9

### Non-expenditure Transfers

Non-expenditure Transfers are non-exchange Transfers executed via a SF 1151. They affect the FBWT. Transfers of budget authority without associated funding (for example, establishing a receivable/payable relationship instead of transferring funds) do not affect the FBWT and are not executed via a SF 1151.

The accounting treatment of non-expenditure Transfers varies depending on a number of factors. These Transfers generally involve the movement of current-year authority and prior-year balances that may be unobligated or obligated. In addition, these Transfers may involve invested balances. Unless indicated otherwise, the transferring TAS reports a Transfer-out and the receiving TAS reports a Transfer-in of the total cumulative amount. There are four types of non-expenditure Transfers: appropriation Transfers, balance Transfers, Transfers to the General Fund receipt accounts, and reappropriation Transfers. Additional guidance can be found in Appendix 11. This section will discuss appropriation Transfers, balance Transfers, and reappropriation Transfers.

Appropriation Transfers and balance Transfers may include allocation transactions. An allocation represents the amount of budget authority transferred from one federal entity, bureau, or account that is set aside in a transfer appropriation account to carry out the purposes of the parent appropriation or fund. The allocation arrangement is established by statute. Under these conditions, the transferring TAS is considered the "parent" account, and the receiving TAS is considered the "child" account. When a delegation of authority is established, Fiscal Service will establish a subsidiary account called a "Transfer appropriation account." These accounts carry symbols identified with the original appropriation from which monies were transferred. A Transfer appropriation account is symbolized by adding the receiving entity's two-digit trading partner agency identifier to the original appropriation or fund account symbol. The Transfer is referred to as an allocation Transfer. Obligations and outlays are incurred for authorized purposes of the Transferring TAS. In general, all financial activity associated with the allocated authority is reported on the financial statements of the parent account.

From a proprietary accounting perspective, Transfers may involve movement of unexpended appropriations—appropriations derived from General Fund resources not earmarked by law for a specific purpose—or financing sources that affect cumulative results of operations. Such financing sources may include appropriated receipts from a special or non-revolving trust fund, as well as spending authority from offsetting collections.

For Transfers involving unexpended appropriations, the Transferring TAS will record the Transfer in USSGL account 310300, "Unexpended Appropriations—Transfers-Out," and the receiving TAS will record the Transfer in the reciprocal USSGL account 310200, "Unexpended Appropriations—Transfers-In." Unless otherwise indicated, for financing sources that affect cumulative results of operations, the transferring TAS will record the Transfer in USSGL account 576500, "Non-expenditure Financing Sources—Transfers-Out—Other." The receiving TAS will use reciprocal USSGL account 575500, "Non-expenditure Financing Sources—Transfers-In—Other." Both federal entities must record the matching USSGL proprietary accounts to avoid elimination discrepancies.

In situations where the funds to be transferred are invested, a receivable/payable relationship may be established to transfer the budget authority initially. The actual funds will be transferred later once the funds become available. In establishing the receivable/payable, the transferring TAS will record the anticipated Transfer amount in USSGL account 215000, "Payable for Transfers of Currently Invested Balances." The receiving TAS must record the same amount in USSGL account 133000, "Receivable for Transfers of Currently Invested Balances."

### Appropriation Transfers

Appropriation Transfers move current-year budget authority and associated balances from one TAS to another. These Transfers use authority that authorizes transfer of current-year budget authority. Appropriation Transfers usually involve appropriated authority or spending authority from offsetting collections. Table 3 presents the different types of transactions within the appropriation Transfers group.

## Appendix 9

**Table 3: Appropriation Transfers**

Transfer Type	Nature of Transfer
Transfers of Budget Authority Appropriated from a Specific Invested TAS (non-allocation)	<p>These Transfer types are associated with special and non-revolving trust fund expenditure accounts with related investment authority.</p> <p><b>Liquidate receivable:</b> Using current-year or prior-year transfer authority that established the receivable, federal entities with invested funds can transfer budget authority to a specific entity expenditure account. The amounts are reflected as an appropriation rather than as a Transfer on the SF 133 and Program and Financing (P&amp;F) Schedule.</p> <p><b>Transfer without receivable:</b> Using authority in the federal entity appropriation or authorization act, entities may transfer funds from a specific invested TAS without establishing a receivable.</p>
Transfers of Invested Balances (non-allocation)	<p>These Transfer types are associated with special and non-revolving trust fund expenditure accounts with related investment authority.</p> <p><b>Liquidate receivable:</b> Using the current-year or prior-year transfer authority that previously established the receivable or payable, federal entities with invested funds can transfer budget authority to other funds. The amounts are reflected as Transfer rather than appropriation.</p>
Allocation of Budget Authority with Invested Balances	Using the current-year or prior-year transfer authority, federal entities with the parent TAS and investment authority can transfer budget authority to/from an allocation TAS. This Transfer type is normally only associated with special and non-revolving trust fund expenditure accounts where the parent has investment authority.
Allocation of Budget Authority with Non-invested Balances	Using general Transfer authority, federal entities can transfer budget authority from a parent TAS to an allocation TAS. This same accounting treatment is used for returning of unobligated, unexpired authority and balances to the parent account.
Transfers of Current-Year Budget Authority with Non-invested Balances (non-allocation)	Using general or specific Transfer authority, a federal entity can transfer budget authority from one TAS to another.

## Appendix 9

### Balance Transfers

Balance Transfers move prior-year budget authority and associated balances from one TAS to another. All types of budget authority may be involved in balance Transfers. Table 4 presents the different types of balance Transfers.

**Table 4: Balance Transfers**

Transfer Type	Nature of Transfer
Allocation of unobligated Budget Authority with Non-invested Balances	Using general Transfer authority, federal entities can transfer unobligated prior-year balances to/from a parent TAS without investment authority to/from an allocation TAS.
Transfer of Unexpired, Unobligated Prior-Year Balances (non-allocation)	Using the transfer authority that was enacted before the current-year, federal entities can transfer unobligated prior-year balances from unexpired multi-year and “X” year TAS. These Transfers do not extend availability for new obligations.
Transfer of Unobligated Balances–Legislative Change of Purpose	Entities use this Transfer type to transfer unobligated prior-year balances between unexpired TAS, resulting from legislation that changes the purpose for which funds were originally appropriated. This Transfer is displayed as a budget authority Transfers on the SF 133/P&F Schedule.
Transfer of canceled authority (invested balance)	Used to cancel unobligated prior-year balances in a special or non-revolving trust fund expenditure account and to return those funds to the originating invested special or non-revolving trust fund expenditure account from which the amount was originally derived.
Transfer of Unobligated Balances from an Expired TAS to an Expired TAS	Entities use this Transfer type to transfer unobligated balances from one expired TAS to another expired TAS via a SF 1151. An example is when an expired recipient TAS must return unobligated authority back to the originating TAS, which also is expired. This transaction is accomplished via a SF 1151.
Transfer of Unobligated Balances from an Expired TAS to an Unexpired TAS	Using transfer authority that was enacted before the current-year, federal entities can transfer unobligated prior-year balances from an expired TAS to an unexpired TAS.
Transfer of Unobligated Balances from an Unexpired TAS to an Expired TAS	Entities use this Transfer type to transfer amounts of unobligated prior-year balances transferred from an unexpired TAS to an expired TAS pursuant to specific statutory authority (for example, foreign currency valuations in an expired TAS).
Transfers of Obligations–Transfer of Unpaid, Undelivered Orders	Used to transfer the amount of goods/services ordered and obligated from one TAS that have not been received and not prepaid or advanced at the time of the Transfer. These Transfers are not common. Federal entities may want to confer with an OMB representative.

## Appendix 9

Transfer Type	Nature of Transfer
Transfers of Obligations– Transfer of Unpaid, Delivered Orders	Entities use this Transfer type to transfer the amount accrued or due for: services performed by employees, contractors, vendors, carriers, grantees, lessors, and other government funds; goods and tangible property received; and programs for which no current service performance is required, such as annuities, insurance claims, benefit payments, or loans. These Transfers may occur as part of federal entity reorganization. Federal entities may want to confer with their OMB representatives when proposing this Transfer type.
Transfer of Obligations–Unpaid, Unfilled Customer Orders	Entities use this Transfer type to transfer the amount of unfilled customer orders from one TAS to another. Do not use this Transfer type if orders were prepaid or advanced at the time of the Transfer. These Transfers may occur as part of federal entity reorganization. Federal entities may want to confer with their OMB representatives when proposing this Transfer type.

### Reappropriation Transfers

Reappropriation Transfers move unobligated balances of budget authority that have expired to new budget authority available for obligation. If the Transfer authority is enacted after the law that provided the budget authority and the Transfer occurs in the year the Transfer authority is enacted, then the extension of availability for expired funds is treated as a reappropriation. The transferring TAS will record this Transfer using USSGL account 310600, "Unexpended Appropriations–Adjustments."

### Expenditure Transfers

As noted previously, two groups of non-exchange expenditure Transfers are addressed in this section. Expenditure Transfers, which are always executed using IPAC, result in an obligation and disbursement by the ordering entity and a collection by the performing entity. A payment to liquidate an obligation to another federal entity (or a different component of an entity) is considered an expenditure Transfer. Expenditure Transfers may be recorded as an obligation on the SF 133. Payment of interest on capital investment to the Treasury General Fund is also an expenditure Transfer. For non-exchange Transfers between TAS in the same or different fund group, the receiver will record USSGL 575000, "Expenditure Financing Sources-Transfers-In" and the transferor will record USSGL 576000, "Expenditure Financing Sources-Transfers-Out."

As with non-expenditure Transfers, a receivable/payable relationship may be established to transfer the budget authority initially. The actual funds will be transferred later once they become available. In establishing the receivable/payable, the transferring TAS will record the anticipated Transfer amount in USSGL account 215500, "Expenditure Transfers Payable." The receiving TAS must record the same amount in USSGL account 133500, "Expenditure Transfers Receivable."

### Non-exchange Transfers Between TAS in the Same Fund Group

When authorized by legislation, non-exchange Transfers between TAS in the same fund group may be treated as expenditure Transfers (see Table 5). Such Transfers represent a special financial relationship between the TAS. These Transfers may involve invested or non-invested balances. The Transfers are recorded as outlays with movement of expenditure financing sources.

## Appendix 9

**Table 5: Non-exchange Transfers between TAS in the Same Fund**

Transfer Type	Nature of Transfer
Non-exchange Transfer of Non-invested Balances Between TAS in the Same Fund Group	Based on current or prior statutory authorization, a TAS in one fund group may execute a non-exchange Transfer of budgetary resources to another TAS in the same fund group.
Non-exchange Transfer of Invested Balances Between TAS in the Same Fund Group	When invested balances are involved in the Transfer, the funds remain invested, consistent with cash management principles, until needed to liquidate obligations by the receiving TAS. These Transfers involve establishing a receivable/payable relationship that is liquidated by a subsequent funds Transfer.

### Non-exchange Transfers Between TAS in Different Fund Groups

All Transfers between a TAS in the federal fund group and the trust fund group are defined as expenditure Transfers (see Table 6). Non-exchange transactions between fund groups may represent a special financing relationship between TAS. They also include any other authorized transaction that would be considered a non-expenditure Transfer, if it occurred between TAS in the same fund group. These Transfers may involve invested or non-invested balances. The Transfers are recorded as delivered orders with movement of expenditure financing sources.

**Table 6: Non-exchange Transfers between TAS in Different Fund Groups**

Transfer Type	Nature of Transfer
Non-exchange Transfer of Non-invested Balances Between a Federal Fund and a Trust Fund	Based on current or prior statutory authorization, a non-exchange Transfer of budgetary resources may be executed between a TAS in the trust fund group and a TAS in the federal fund group.
Non-exchange Transfer of Invested Balances Between a Trust Fund and a Federal Fund	When invested balances are involved in the Transfer, the funds remain invested, consistent with cash management principles, until needed to liquidate obligations by the receiving TAS. These Transfers involve establishing a receivable/payable relationship that is liquidated by a subsequent funds Transfer. If the expenditure Transfer receivable is not obligated before its expiration, the unobligated balance will be returned to the transferring TAS. This return is not executed via a non-expenditure Transfer.

### Other/Non-Exchange Transfers (Non-SF 1151)

As noted in the overview of Transfer transactions, there are instances when a non-exchange Transfer is not classified as expenditure or non-expenditure. These Transfers do not result in outlays, are not Transfers between TAS in the federal funds group and TAS in the trust funds group and are not executed via a SF 1151. Examples of these transactions involve assets, non-budgetary fund balances, and Transfers of the amount of goods or services ordered and obligated in one TAS, which have not been actually or constructively received but have been prepaid or advanced at the time of Transfer, to another TAS. Table 7 presents the different types of other Transfers (non-SF 1151).

**Appendix 9**

**Table 7: Other Transfers (Non-SF-1151)**

<b>Transfer Type</b>	<b>Nature of Transfer</b>
Transfer of Appropriated Receipts from an Unavailable Trust or Special Fund Receipt Account	This Transfer reflects the movement of appropriated receipts from an unavailable receipt account to an expenditure account. This is accomplished via a Treasury warrant. The transferring TAS records the Transfer in USSGL account 574500, "Appropriated Dedicated Collections Transferred Out," and the receiving TAS records the Transfer in USSGL account 574000, "Appropriated Dedicated Collections Transferred In."
Transfers of Obligations–Prepaid, Advanced, Undelivered Orders	Entities use this Transfer type to Transfer the amount of goods or services ordered and obligated in one TAS, which have not been actually or constructively received but have been prepaid or advanced at the time of Transfer, to or from another TAS. This includes amounts specified in other contracts or agreements such as grants, program subsidies, undisbursed loans, and claims, for which an advance or prepayment has occurred. The transferring TAS will record this Transfer in USSGL account 573000, "Financing Sources Transferred Out Without Reimbursement," and the receiving TAS will use USSGL account 572000, "Financing Sources Transferred In Without Reimbursement."
Transfers of Non-budgetary Fund Balances and Non-budgetary or Non-federal Receivables	This Transfer type includes the Transfer of non-budgetary fund balances without reimbursement. Transfers of non-budgetary or non-federal receivables to another federal entity or TAS without reimbursement covers accounts receivable, receivables for Transfers of currently invested balances, and expenditure Transfers receivable. For these Transfers, the transferring entity or TAS will record the Transfer to USSGL account 577600, "Non-budgetary Financing Sources Transferred Out." The receiving TAS will record the Transfer to USSGL account 577500, "Non-budgetary Financing Sources Transferred In."
Inventory and General Property, Plant, and Equipment (PP&E)	Entities use this Transfer type for Transfer of inventory items and general PP&E to other federal entities without reimbursement. Adjustments are made to associated USSGL asset accounts. These Transfers use USSGL accounts 573000/572000.
Commodity	Entities use this Transfer type for Transfer of a commodity to another federal entity. The carrying amount of the commodity held for other purposes is reported as an expense and removed from the commodity's asset account. These Transfers use USSGL accounts 573000/572000.
Investments	Entities use this Transfer type for the Transfer of Investments to other federal entities without reimbursement. Adjustments are made to associated USSGL asset accounts. These Transfers use USSGL accounts 573000/572000.

## Appendix 9

### 1.2—Roles and Responsibilities

The transferring entity (or TAS) initiates the Transfer of resources and the receiving entity (or TAS) receives the resources. Unlike Fiduciary transactions, these transactions do not have an authoritative source or specific entities that determine proper balances and accounting methods: therefore, trading partners must determine transaction types, establish appropriate accounting data, and communicate with each other to confirm proper account postings and eliminations. The transferring entity must confirm that the Transfer is consistent with statutory authority, identify the proper accounting treatment, and communicate with the receiving entity with respect to these matters. The receiving entity must promptly confirm acceptance of the proposed accounting treatment and must clearly communicate disagreements or issues with the proposed treatment. Prompt communication will ensure consistent accounting treatment by both trading partners, to the extent possible, and the efficient posting of transactions within the same accounting period. Federal entities must be sure to use their own entity identifier when recording transactions. In addition, the transferring entity and the receiving entity must confirm that a reciprocal transaction is recorded for all Transfer-out and Transfer-in activity. Table 8 presents the specific responsibilities of trading partners with respect to Transfers.

**Table 8: Transfer Responsibilities**

Federal Entity	Role	Responsibility
Entity 1	Transferring Entity	Analyzes statutory authority for Transfer. Selects Transfer type consistent with statutory authority. Defines appropriate accounting treatment of the Transfer for both trading partners; Identifies eliminating USSGL account entries. Communicates, identifies, and resolves disagreements or issues over accounting treatment and period for posting. Provides quarterly IGT data. Documents differences with trading partners and creates a corrective action plan for recurring differences or submits them for dispute resolution, as appropriate.
Entity 2	Receiving Entity	Communicates, identifies, and resolves disagreements or issues over accounting treatment and period for posting. Monitors Transfer differences with trading partners. Facilitates remediation, where necessary. Provides quarterly IGT. Documents differences with trading partners and create a corrective action plan for recurring differences or submits them for dispute resolution, as appropriate.

## Appendix 9

### 1.3—Business Rules for Transfers

The following key laws and policy sources govern the financial management of IGT Transfers:

- [TFM Volume I, Part 2, Chapter 2000](#), “*Warrant and Non-expenditure Transfer (NET) Transactions*,” describes the forms and procedures used to record warrant transactions and contains information about using CARS (formerly the Government-wide Accounting System) to process non-expenditure Transfers and retrieve processed warrant transactions.
- [OMB Circular No. A-11](#), “*Preparation, Submission and Execution of the Budget*,” provides guidance on the apportionment, reapportionment, rescission and cancellation of funds.
- [OMB Circular No. A-136](#), “*Financial Reporting Requirements*,” establishes a central point of reference for all federal financial reporting guidance for executive branch departments, federal entities, and federal entities required to submit audited financial statements, interim financial statements, and Performance and Accountability Reports.
- Fiscal Service [USSGL Implementation Guidance](#).
- [TFM bulletin](#)<sup>1</sup>, Year-end Closing, provides federal entities with the procedures for preparing year-end closing reports and other financial reports.
- [USSGL](#), “*U.S. Standard General Ledger (USSGL)*,” as updated, provides a uniform Chart of Accounts and technical guidance to be used in standardizing federal entity accounting.

#### Rules for Non-expenditure Transfers

The transferring TAS must record a non-expenditure Transfer as a decrease in budget authority, unobligated balances, or unpaid obligated balances. The gaining TAS must record the non-expenditure Transfer as an increase in budgetary authority, unobligated balances, or unpaid obligated balances. For non-expenditure Transfers to the General Fund Receipt Accounts, there is no budgetary effect on the General Fund Receipt Accounts. A federal entity must not record a non-expenditure Transfer as an obligation, an outlay, an offsetting collection, or an offsetting receipt. Whether or not the non-expenditure Transfer is recorded as a change in budget authority or unobligated balances depends on the circumstances.

Federal entities must use the CARS application to process non-expenditure Transfers. CARS provide a mechanism for entities to submit and retrieve non-expenditure authorization documents. Non-expenditure Transfers are governed by statutory authority and initiated by the Transfer-From TAS. The Transfer-From TAS must define the nature of the Transfer based on its statutory authority, must include a reference to the legislation that governs the Transfer, and must communicate with the Transfer-To TAS to confirm consistent reporting in USSGL accounts. The Transfer-From TAS must determine the source of funds being transferred and must include the USSGL proprietary account in the non-expenditure Transfer request. Note that not all non-expenditure Transfers move balances from one federal entity to another. Also, in the case of capital transfers, balances move from a federal entity TAS to a General Fund Receipt Account with the same entity identifier.

The Transfer-From TAS must establish procedures to confirm that Transfers are acknowledged and recorded by the Transfer-To TAS within the same accounting month. The Transfer-To TAS must record a USSGL proprietary account that corresponds to the account used by the Transfer-From TAS. Trading partners must resolve intra-governmental differences as delineated in Appendix 5.

#### Rules for Expenditure Transfers

The transferring TAS must record an expenditure Transfer as an obligation (against new budget authority or unobligated balances) and as an outlay. The receiving TAS must record an expenditure Transfer as an offsetting collection or offsetting receipt. If the receiving TAS is a General Fund appropriation account or a revolving fund account (including a trust revolving fund), the federal entity credits the amount as an offsetting collection to the appropriation or revolving fund account. If the receiving TAS is a special fund or trust fund account, the federal entity credits the amount as an offsetting receipt to a receipt account of the fund. Federal entities must use IPAC to process expenditure Transfers.

IPAC enables federal entities to exchange accounting information and to Transfer funds for various interagency transaction types (Buy/Sell, Fiduciary, and other miscellaneous payment and collection transactions). The use of IPAC is addressed in Appendix 8.

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<sup>1</sup> Refer to the current fiscal year TFM Bulletin Year-end Closing procedures.



## Appendix 9

It is critical that the account balances reported in the confirmation process equal the amounts reported in the federal entity’s audited financial statements and GTAS submission to Fiscal Service.

### Eliminating USSGL Accounts

TFM Volume I, Part 2, Chapter 4700, Appendix 3, presents the USSGL accounts that trading partners must use for proper elimination of financial transactions during reporting. For Transfers, the trading partners are defined as:

- **Transferring Entity or TAS (Transferor).** This federal entity or TAS is the authoritative source, meaning that the amounts posted by the Transferee in the eliminating accounts must equal those balances posted by the Transferor.
- **Receiving Entity or TAS (Transferee).** This federal entity or TAS receives a Transfer from the Transferor. Balances posted by this entity or TAS in the eliminating accounts must equal those balances posted by the Transferor.

### Common Errors for Transfer Transactions

Table 9 presents the common errors trading partners may make when posting the accounting treatment for Transfer transactions and the solutions federal entities can use to correct the errors.

**Table 9: Common Errors for Transfer Transactions**

Error Type	Description	Solution
Entity Accounting Error	Improper use of trading partner entity identifier 099, General Fund, for capital Transfers. The error results in accounting differences. Each department has a miscellaneous receipts account. Capital transfers are to be made to the departmental account. The departmental account is cleared as part of the year-end closing process.	Entities must use their entity identifier for capital transfers to prevent accounting errors. Do not use trading partner entity identifier 099.
Timing Difference	Entities do not always record offsetting transactions within the same FY. For example, the transferring TAS records the Transfer-out transaction in fiscal 2015 and the receiving TAS records the Transfer-In transaction in fiscal 2016.	The transferring TAS and the receiving TAS must confirm consistent accounting treatment for each transaction and, to the extent possible, must record transactions within the same accounting period. They must communicate disagreements and issues with the accounting treatment and must reconcile them within the same FY.
Non-reporters	Legislative and judicial branch entities do not report their Transfer activity to Fiscal Service. Federal entities that report Transfers using trading partner entity identifiers for these federal entities will always produce differences.	Entities should provide supporting documentation to Fiscal Service of the transaction to support Fiscal Service posting of a top-level journal voucher for non-reporting trading partners.

## Appendix 9

### Transfer Reconciliation Procedures

Differences may occur between trading partners in reporting the same Transfer transaction. These differences may be due to clerical error, miscommunication, or other factors. The differences that result may adversely affect the government-wide financial report and must be reconciled and resolved promptly.

In addition to the IGT reconciliation procedures, trading partners must define and perform specific reconciliations for Transfer transactions. They should document these reconciliations and incorporate them into management's existing, [OMB Circular No. A-123](#), "*Management's Responsibility for Enterprise Risk Management and Internal Control*," Appendix A, procedures. Both the transferring entity and the receiving entity must review available reports on differences, communicate with their trading partner to identify the cause of the difference, and agree on the appropriate resolution. If trading partners cannot agree, they must promptly create a corrective action plan for recurring differences or pursue dispute resolution. Once a final decision is reached on the appropriate resolution, the trading partners must update their financial records as needed to reflect the decision.

As part of the reconciliation process, federal entities must utilize GTAS. The Super Master Account File (SMAF) report provides entities with information related to transaction activity at each TAS level. Federal entities must use the SMAF Report to reconcile and validate their data.

## INTRA-GOVERNMENTAL TRANSACTIONS (IGT) CUSTODIAL AND NON-ENTITY TRANSACTIONS

### Section 1—Custodial and Non-Entity Transactions—Other Than the General Fund of the U.S. Government

Transactions discussed in this section are limited to the recording of exchange and non-exchange transactions and the related balances of custodial and non-entity assets between federal entities other than the General Fund. This section was not developed nor intended to assist the user in determining if they have custodial activity. Users should consult applicable accounting standards and legislation to make that determination.

This section will assume that the federal entity seeking this guidance falls under one of the two types of participants in this type of transaction; the collecting entity or the receiving entity. The collecting entity is defined as an entity that collects the custodial collection from a non-federal, and in limited instances, from a federal entity. The receiving entity is defined as the federal entity to which the collecting entity transfers the collected custodial funds.

Non-entity assets are non-exchange by nature. Custodial transactions can be either exchange or non-exchange depending on the events generating the revenue. Exchange revenues are defined as revenues that result when goods or services are provided to the public or another government entity for a price. Non-exchange revenues are defined as those revenues arising primarily from the exercise of the government's power to demand payments from the public (e.g., taxes, duties, fines, and penalties). The activity reported in this sub-category is further divided into exchange or non-exchange activity and reconciles based on the exchange/non-exchange attribute domain value of the USSGL account in addition to the USSGL account number.

#### 1.1—Application

It is anticipated that most activity reported in the Custodial and Non-Entity Transactions – Other Than the General Fund sub-category will be related to custodial activity, which is categorized under non-entity assets in FASAB. There may be limited cases that are not considered custodial, where one Federal Program Agency (FPA) holds non-entity assets for another FPA outside the General Fund. However, custodial collections are the norm for this sub-category, and thus are the focus of this section.

#### 1.2—Transactions

The Custodial and Non-Entity Transactions – Other Than the General Fund sub-category consists of exchange and non-exchange transactions impacting assets and liabilities. In general, the collecting entity will have a liability to the receiving entity (at any point) if it holds funds that it must remit to the receiving entity. In addition, some collecting entities will accrue collections anticipated from the public, net of allowance, if applicable, which will also create a liability to the receiving entity. The collecting and receiving entities should develop processes to ensure that the amount of liability, from the collecting entity to the receiving entity, reconciles with the asset being recorded by the receiving entity. For specific transaction detail, refer to the USSGL Implementation Guidance – Custodial Activity Collected on behalf of a Federal Entity Other than the General Fund of the U.S. Government.

When the collecting entity receives the collections, it must transfer those funds to the receiving entity as quickly as possible. In doing so, the collecting entity will avoid a liability and the receiving entity, in most cases, will have those funds available for the authorized purpose for which the related law was written.

#### 1.3—Revenue Type and Trading Partner

Accounting for custodial collections begins when an FPA collects funds on behalf of another FPA, or an FPA books a receivable for funds to be collected on behalf of another FPA, net of allowance, if applicable. In most cases, these funds are collected from the public. At the point of collection or accrual, the collecting entity increases its Fund Balance with Treasury (FBWT) or receivable and recognizes either exchange or non-exchange revenue with the source from which the funds were received. In addition, the receipt of these funds recognition of the receivable creates a liability to the receiving entity which must be recorded. When the collecting entity records the liability, the trading partner must be identified. In instances where the federal trading partner is unknown, the custodian must use Trading Partner (TP) FR Entity 9999 (Unidentified).

## Appendix 10

It is imperative that the collecting entity knows how the receiving entity records the collections. If the receiving entity reports the transfer-in of custodial collections as exchange, then the collecting entity must report the collections for others, accrued collections for others, and custodial collections transferred out as exchange. The same situation applies for non-exchange.

### 1.4—Eliminating USSGL Accounts

TFM Volume I, Part 2, Chapter 4700, Appendix 3, presents the eliminating accounts used by DOL and the employer entities that provides FECA benefits. For DOL FECA, the trading partners are defined as:

- **Collecting Entity:** The entity who collects the custodial or non-entity collection from a non-federal and in limited instances federal entity.
- **Receiving Entity:** The federal entity to whom the collecting entity transfers the custodial or non-entity assets collected.

### 1.5—Roles and Responsibilities

Since the exchange/non-exchange attribute is determined by how the receiving entity records the transactions in its financial statement, it is the responsibility of the receiving entity to communicate to the collecting entity how it records the transactions. Therefore, the collecting entity will also record its side of the transactions the same way (i.e. exchange vs. non-exchange). If the two FPAs do not agree, not only at the USSGL level, but also at the exchange/non-exchange attribute level, they will be reporting activity in different RCs, which will cause intra-governmental difference issues.

The collecting entity (or TAS) initiates the collection or accrual of resources and the receiving entity (or TAS) receives the resources. Unlike fiduciary transactions, these transactions do not have an authoritative source or a specific entity that determines proper balances and accounting methods. Therefore, the trading partners must determine revenue types, establish appropriate accounting data, and communicate with each other to confirm proper account postings and eliminations. The collecting entity must confirm balances of custodial liabilities so that the receiving entity can properly report the asset. The receiving entity must confirm the revenue type with the collecting entity so that the collecting entity can properly report the accrual or transfer.

Prompt communication will ensure consistent accounting treatment by both trading partners, to the extent possible, and the efficient posting of transactions within the same accounting period.

**Appendix 10**

**1.6—Common Errors for Custodial and Non-Entity Transactions—Other than the General Fund of the U.S. Government**

<b>Error Type</b>	<b>Description</b>	<b>Solution</b>
Exchange /Non-exchange Indicator Error	The collecting entity and receiving entity reporting of the accrual/transfer activity related to custodial or non-entity assets is not the same causing the activity to be reported in separate reciprocal categories.	The receiving entity must communicate the exchange/non-exchange indicator it uses for the collections so that the collecting entity can properly reflect the accrual and transfer.
Timing Difference	Entities do not always record offsetting transactions within the same FY. For example, the collecting entity records the transfer-out of custodial collections transaction in fiscal 2021 and the receiving entity records the transfer-in transaction in fiscal 2022.	The transferring TAS and the receiving TAS must confirm consistent accounting treatment for each transaction and must record transactions within the same accounting period. They must communicate disagreements and issues with the accounting treatment and must reconcile them within the same FY.
Collections Receivable /Payable	Entities do not always record offsetting balances in custodial liability or non-entity liability (USSGL accounts 298000 or 298500) and reciprocating receivable (USSGL account 198100).	The collecting entity must submit balances of accruals to the receiving entity in a manner that allows the receiving entity enough time to report.

## Appendix 11

### RECORDING INTRA-GOVERNMENTAL TRANSACTIONS (IGT) WITH THE GENERAL FUND OF THE U.S. GOVERNMENT

#### Section 1-Overview and Background of the General Fund of the U.S. Government (General Fund)

The Bureau of the Fiscal Service (Fiscal Service), within the Department of the Treasury (Treasury), maintains and operates the General Fund and prepares the audited financial statements presented in the Financial Report of the U.S. Government (FR). Treasury oversees both functions as part of its central role on behalf of the entire federal government.

The statutory authority for the General Fund reporting entity is found in 31 U.S.C. § 302, which provides that “the United States Government has a Treasury of the United States.” In 2011, Treasury's Deputy Secretary approved the General Fund as a component of the U.S. Government reporting entity and delegated the authority to manage the General Fund to Fiscal Service. The General Fund reporting entity is responsible for recording and reporting the assets and liabilities related to government operations and carrying out the central accounting function for the federal government. The General Fund transacts with every federal entity that receives appropriation authority and maintains an intra-governmental relationship with these federal entities.

In past years, federal entity transactions with the General Fund were not reciprocated by any other reported information. In fiscal year (FY) 2014, Fiscal Service created an accounting ledger that compiles all the accounting flows and balances for the General Fund in one place. The issuance and activity associated with appropriation authority, legislatively granted to federal entities, is reported to the General Fund. In addition, reciprocating balances to which federal entities can reconcile their financial reporting for elimination in the FR is also reported to the General Fund. For example, the General Fund trial balance includes “Warrants Issued,” which reciprocates the “Appropriations Received” account that is reported on numerous separate stand-alone federal entity financial statements. In addition to appropriations authority, assets and liabilities that offset certain material Treasury operations such as, loans and interest receivable, cash, debt, and investments in the government-sponsored enterprises (GSEs) are reported to the General Fund. These operations are captured and reported in Treasury's separate stand-alone financial statements while the reciprocating entries are captured in the General Fund's general ledger. The consolidation of previously unreported portions of the General Fund's financial reporting into the compilation of the FR will reciprocate the remaining federal entity reported central accounting transactions; thereby, significantly reducing the current intra-governmental imbalance.

The Schedules of the General Fund of the United States (Schedules) are comprised of two separate financial schedules: the Schedule of the Operations of the General Fund (Operations Schedule) and the Schedule of Changes in Cash Balance from Budget and Other Activities (Cash Schedule).

Entity reported Treasury Account Symbol (TAS)/Business Event Type Code (BETC) information in the Central Accounting Reporting System (CARS) is the basis for a substantial portion of balances and activity reported in the Schedules. As such, the General Fund continues to substantiate the balances in CARS as well as the underlying transactions that make up those balances. Certain relationships have been identified and outlined in the [BETC Guidance](#) (under “GWA Reporting”) document maintained by the Central Accounting Reporting Division (CARD) of Fiscal Service.

#### Section 2-Use of the General Fund as a Trading Partner

The General Fund is a central reporting federal entity that tracks congressionally issued authority, manages general ledger accounts that offset federal entity activity (for example: authority, debt, borrowings, other assets) and fulfills the obligation of the U.S. Federal Government. Authority includes appropriation authority, spending authority from offsetting collections, and non-budgetary receipts (for example: miscellaneous, trust fund, and special fund receipt accounts) but it does not include contract authority. Federal entities must reclassify all General Fund activity (Financial Reporting (FR) Entity 9900) to the appropriate financial statement line.

Federal entities use a federal/non-federal attribute domain value of “G” strictly for recording transactions with the General Fund. **Do not confuse** the General Fund with the Department of the Treasury. They are not synonymous, and federal entities must distinguish one from the other when designating an appropriate trading partner code. The

## Appendix 11

General Fund has an Agency Identifier (AID) of 099, an FR Entity code of 9900, and a federal/non-federal attribute domain value of “G.” The Department of the Treasury has an AID of 020, an FR Entity code of 2000, and a federal/non-federal attribute domain value of “F.” Transactions with the Department of Treasury include activities such as Judgment Fund transactions, investments, borrowings, transfers not associated with a General Fund Receipt Account (GFRA), and buy/sell activity. Federal entities should contact Fiscal Service, via email at [GovernmentwideIGT@fiscal.treasury.gov](mailto:GovernmentwideIGT@fiscal.treasury.gov), if they are unsure about the correct trading partner assignment for a particular transaction.

Federal entities must **not** use the General Fund as a trading partner for any buy/sell transactions. **The General Fund does not engage in Buy/Sell intra-governmental transactions or exchange activity with associated costs. In exceptional circumstances, the General Fund will have exchange revenue *without* associated costs; these circumstances must be evaluated by Fiscal Service on a case by case basis.** Buy/Sell IGTs occur between two federal entities where goods or services are purchased by one federal entity from the other. The General Fund is a reporting entity only and does not provide goods or services to federal entities, nor does it purchase goods or services from federal entities. The General Fund was created to complete the government’s accounting model for recording and reporting the assets and liabilities associated with financing government operations.

Federal entities that record activities with the General Fund must properly record the activity at the government-wide level to assist with the preparation of the FR. Refer to Appendices 2 and 3 for a listing of reclassified FR line Reciprocal Category (RC) designations and the financial statement to which they relate.

Note: Both “G” and “F” are provided after the USSGL accounts in this document to provide what federal/non-federal attribute domain value should be used. If a “G” is used, the trading partner will be the General Fund (AID 099) and if an “F” is used, the trading partner would be another entity that is not the General Fund, for example, AID 020.

### Section 3-General Fund IGT Categories and Subcategories

In certain situations, under the IGT subcategories, federal entities may need to cite the General Fund as their trading partner using AID 099. Table 1 presents the General Fund IGT categories and subcategories. If a federal entity has questions regarding appropriate use of the General Fund for specific transactions, it should contact the General Fund Team at email address [GeneralFund@fiscal.treasury.gov](mailto:GeneralFund@fiscal.treasury.gov). Phone contact information can be found on the [General Fund](#) website.

**Table 1: IGT Category General Fund and Subcategories**

IGT Category	IGT Subcategory	Description
General Fund	Fund Balance with Treasury (FBWT)	Transactions between federal entities and the General Fund concerning FBWT and the Liability for Fund Balance with Treasury (LFBWT).
	GF Authority	Transactions between federal entities and the General Fund concerning unexpended appropriations, warrants issued, tax revenue, trust fund warrants and prior period adjustments.
	GF Non-Entity Transactions	Transactions between federal entities and the General Fund concerning fines and penalties, non-entity, and custodial activity.
	Other GF RCs	Transactions between federal entities and the General Fund concerning other assets and liabilities.
	Other GF Financing Sources	Transactions between federal entities and the General Fund concerning other financing sources for the General Fund.

## Appendix 11

### 3.1-Fund Balance with Treasury

United States Standard General Ledger (USSGL) account 101000 “FBWT” is defined as the aggregate amount of funds on deposit with the Treasury, excluding seized cash deposited. By association, USSGL account 101000 “FBWT” is federal in nature. USSGL account 101000 “FBWT” should have a trading partner of the General Fund (G 099) for reconciliation purposes. The General Fund reports the offset to federal entity USSGL 101000G “FBWT” balances in USSGL account 201000F “LFBWT”. Intra-governmental differences are calculated based on what a federal entity reports in USSGL accounts 101000G “FBWT” and 109000G “FBWT While Awaiting a Warrant” in their bulk file to the Governmentwide Treasury Account Symbol Adjusted Trial Balance System (GTAS) compared to what the General Fund reports in USSGL accounts 201000F “LFBWT” and 209010F “LFBWT While Awaiting a Warrant” in their bulk file to GTAS. It is important to note, and understand, this elimination calculation is not the same as passing the Edit No. 1 in GTAS. Under a continuing resolution (CR), or if the budget has been passed but a warrant has yet to be issued, do not increase USSGL account 101000G “FBWT” until Fiscal Service issues a warrant. Not increasing USSGL account 101000G “FBWT” under a CR may result in a negative balance, which is acceptable by the Office of Management and Budget (OMB) and Fiscal Service. Federal entities should reflect the authority received by a CR, or while awaiting an appropriation after a budget has passed but before a warrant is issued, in USSGL account 109000G “FBWT While Awaiting a Warrant” instead.

“FBWT” is increased by:

- Receiving appropriations
- Reappropriations
- Appropriation restorations
- Allocations
- Receiving transfers and reimbursements from other federal entities
- Borrowings from Fiscal Service, Federal Financing Bank (FFB), or other federal entities
- Amounts collected and credited to appropriation or fund accounts
- Redemptions of Investments with Fiscal Service and other federal entities
- Interest revenue collected from Federal Program Agencies (FPA) and other federal entities

“FBWT” is reduced by:

- Disbursements made to pay liabilities or to purchase assets, goods, and services
- Investments in U.S. securities (securities issued by Fiscal Service or other FPAs)
- Cancellation of expired appropriations
- Transfers and reimbursements to other federal entities or to the General Fund
- Sequestration or rescission of appropriations
- Repayments on Borrowings from FFB, Fiscal Service, and other federal entities
- Interest paid to Fiscal Service, FFB, and other federal entities

### CR and Appropriations Bills Awaiting Warrants

There are certain instances which preclude the General Fund from deriving the amounts of appropriations from the CARS. Until an Appropriations Bill has been read by CARD of Fiscal Service and the warrant is entered in CARS, the General Fund must estimate the amount of funding available to a federal entity. This estimation process is designed to capture the current funding of all federal entities based on information available to the General Fund from prior year warrants. While this process requires estimates initially, the amounts can be adjusted to reflect what the FPAs report, with sufficient documentation provided by the deadline.

Table 2 below shows examples (not every scenario) of different types of funding authority and how the General Fund will calculate the amounts it reports.



## Appendix 11

**Table 2: CR**

	<b>Under a CR</b>	<b>Gap Between Funding and Warrant Being Issued in CARS</b>	<b>Warrant Posted in CARS</b>
<b>Where is the Appropriations Bill?</b>	Appropriations Bill has not been passed but a CR has.	Appropriations Bill has passed but it is so close to quarter-end that the warrant is not issued in CARS.	Appropriations Bill has passed, and warrant has been entered in CARS.
<b>Is Warrant in CARS?</b>	No	No	Yes
<b>What is General Fund Reporting?</b>	Estimate based on calculations defined in the CR.	If federal entities submit their appropriations, the General Fund will record those amounts. In the absence of a federal entity submission it is not feasible for the General Fund to read the Appropriations Bill; therefore, the best estimate is the amount equal to the entire amount of the prior year appropriation.	The amount of the warrant reported in CARS.
<b>How does the General Fund calculate?</b>	Base calculation is the number of days in the CR(s) divided by the number of days during the entire FY to get a percentage. Then the percentage is multiplied by prior year appropriation.	In the absence of federal entity submission, the General Fund will record an amount equal to the prior year appropriation.	This is based on the information entered in CARS. No calculation necessary.
<b>Exceptions</b>	Entities are required to send information related to the exceptions. General Fund will adjust if support/calculation is provided by the due date.	Entities will provide the amounts according to their interpretation of the Appropriations Bill. General Fund will update its records if information is provided by the due date.	Entities should provide support as defined in other sections of this appendix.

### CR

A CR is a type of legislation used by Congress to provide temporary funding for the federal government for a limited amount of time. CRs can occur when Congress and the President fail to agree and pass one or more of the twelve annual Appropriations Bills. The General Fund records CR balances in USSGL accounts 209010F “Liability for Fund Balance While Awaiting a Warrant” (RC 40) and 309010F “Appropriations Outstanding–Warrants to be Issued” (RC41) which reciprocates federal entity CR balances in USSGL accounts 109000G “FBWT While Awaiting a Warrant” (RC 40) and 309000G “Unexpended Appropriations While Awaiting a Warrant” (RC41). Federal entities must use the General Fund (G 099) as the trading partner for CR balances.

Typically, CRs provide formulas for calculating amounts available for continuing programs at minimal levels, rather than specific sums of money. OMB usually issues a bulletin, applying the formulas and automatically apportioning funds. This automatic apportionment applies to most accounts, but not all. For certain accounts, OMB provides a separate written apportionment. In addition, if either the House or Senate has reported out of committee or passed an Appropriations Bill that provides no funding for an account at the time the CR is enacted, the CR automatic apportionment does not apply to that account even if that account received funding during the prior year. A federal entity can also seek an amount for an account that is more than the automatic apportionment provided in the OMB bulletin with a written apportionment request to OMB, referred to as “exception apportionments.”

The General Fund records CR balances at quarter-end per the applicable OMB Bulletin guidance for the rate of operations provided by the General Terms and Conditions (Section 101) of the CR, (for example: OMB Bulletin No.

## Appendix 11

17-02 - Apportionment of the Continuing Resolution(s) for Fiscal Year 2018 (Public Law 155-56)). The General Fund would perform the following calculation for each account that received appropriations in FY 2017: reduce the FY 2017 appropriated amount by the 0.6791 percent reduction provided in the CR, and then, multiply that amount by 18.90 percent, which represents the percentage of the year (pro-rata) covered by the CR (69/365 days). Note: the above is just an example of many different scenarios that may be used during a CR.

For accounts that require a different calculation, federal entities must notify the General Fund via e-mail [GeneralFund@fiscal.treasury.gov](mailto:GeneralFund@fiscal.treasury.gov) by the eighth business day following quarter-end and provide the CR balance for the account and supporting documentation such as a reference to the applicable guidance in the OMB Bulletin. Examples include, but are not limited to, accounts in which the CR provides funding other than that provided by section 101 (i.e. an “anomaly”), the House or Senate passed an Appropriations Bill that provides no funding for the account at the time the CR is enacted, or an account with an “exception apportionment.” If the information and supporting documentation received from the trading partner is sufficient, the General Fund will adjust its CR balances accordingly.

### Appropriations Bills Awaiting Warrants

In the event, one or more of the annual Appropriations Bills are passed but a warrant was not reported in CARS by quarter-end, an FPA is entitled to report the entire amount of the current year appropriation while awaiting the warrant. One such example could include, but not limited to, Congress passing an Appropriations Bill on December 24<sup>th</sup>, but CARD is not able to read and interpret the Appropriations Bill until January of the following year and subsequently enters warrants in CARS. For Appropriations Bills awaiting warrants, it is not possible for the General Fund to use amounts based on the new law as they are not readily available and identifiable. Therefore, the General Fund will use the prior FY amounts as a basis for estimating current year appropriations awaiting a warrant. The General Fund will record balances in USSGL accounts 209010F “Liability for Fund Balance While Awaiting a Warrant” (RC 40) and 309010F “Appropriations Outstanding–Warrants to be Issued” (RC41) which will reciprocate with federal entity appropriations outstanding while awaiting a warrant balances in USSGL accounts 109000G “FBWT While Awaiting a Warrant” (RC 40) and 309000G “Unexpended Appropriations While Awaiting a Warrant” (RC41). Federal entities must use the General Fund (G 099) as the trading partner for balances related to an Appropriations Bill pending a warrant in CARS.

For accounts that require adjustment to the General Fund estimate, federal entities must notify the General Fund via e-mail [GeneralFund@fiscal.treasury.gov](mailto:GeneralFund@fiscal.treasury.gov) by the eighth business day following quarter-end and provide the appropriation balance(s) while awaiting a warrant. In most instances, FPAs will be able to interpret the Appropriations Bill and determine the amount of their appropriation. As long as this information is provided and validated by the General Fund, by the deadline, the amounts can be reflected by the General Fund prior to the warrant posting in CARS. General Fund will include an individual worksheet on the General Fund Entity Submission Form to include RC 40 to account for annual Appropriations Bills that were passed but a warrant was not reported in CARS by quarter-end.

### Fiduciary Fund Balance with Treasury

Fiduciary FBWT is cash that is held in the U.S. Treasury and administered by a federal entity on behalf of fiduciary beneficiaries. The owner of fiduciary FBWT is a non-federal party. Fiduciary assets are not recognized on the balance sheet of the federal component entity because they are not assets of either the federal component entity or the federal government as a whole. Instead, the federal entity is required to include in its own audited financial statements a note disclosure providing information about its fiduciary activities. The liability for fiduciary FBWT is recorded by the General Fund and recognized as a liability on the government-wide balance sheet.

The General Fund receives all cash related transactions from CARS. The transactions do not include the information necessary to identify fiduciary TAS. This information is necessary to reclassify the fiduciary LFBWT from a federal trading partner to a non-federal trading partner. The General Fund enters a monthly reclassification journal by utilizing the fiduciary TAS information maintained within CARS. At FY-end, the amounts for each fiduciary TAS are reviewed to ensure all fiduciary LFBWT activity was properly reclassified throughout the year.

## Appendix 11

Federal entities may receive cash in advance from customers for unfilled orders. When this type of cash is received from non-federal, non-entity sources for unfilled orders, it does not qualify as fiduciary activity because Statement of Federal Financial Accounting Standards (SFFAS) No. 31 – *Accounting for Fiduciary Activities* specifically excludes unearned revenue from fiduciary activity reporting. Non-federal, non-entity amounts received for unfilled orders and deposited into the General Fund should be reported as an intra-governmental asset by the component reporting entity.

### 3.2-General Fund Authority Transactions

General Fund authority transactions include processes to provide federal entities with the authority to fund specific programs on behalf of the U.S. Government. Types of these transactions include unexpended appropriations, appropriations/warrants issued, collection of tax revenue (unemployment, excise, gift, estate, etc.), and trust fund warrants issued.

Warrant/appropriation activity-USSGL accounts applicable to this activity include: USSGL accounts 309000G “Unexpended Appropriations While Awaiting a Warrant”, 310100G “Unexpended Appropriations - Appropriations Received”, 310600G “Unexpended Appropriations – Adjustments”, 310700G “Unexpended Appropriations – Used-Accrued”, and USSGL account 310710G “Unexpended Appropriations-Used-Disbursed.” Data associated with RC 39 USSGL accounts 310700G “Unexpended Appropriations – Used-Accrued” and 310710G “Unexpended Appropriations-Used-Disbursed”) must be submitted using the [General Fund Entity Submission Form](#) via email to [GeneralFund@fiscal.treasury.gov](mailto:GeneralFund@fiscal.treasury.gov).

It is important that federal entities use the General Fund as the trading partner (a federal indicator of G and an AID of 099) for authority transactions. For example, when a federal entity receives an appropriation warrant, they record the following proprietary accounting entries: debit USSGL account 101000G “FBWT” and credit USSGL account 310100G “Unexpended Appropriations– Appropriations Received.” The General Fund records the offset to these entries (reciprocates) by recording the following: debit USSGL account 320100F “Appropriations Outstanding– Warrants Issued” and credit USSGL account 201000F “LFBWT”.

As a federal entity “uses” an appropriation throughout the FY (when goods or services are received or benefits provided) they record USSGL accounts 3107XXG “Unexpended Appropriations-Used” and 5700XXG “Expended Appropriations-Used” proprietary entries as outlined in the [USSGL TFM](#). The General Fund reciprocates these entries by recording entries to the respective USSGL accounts 5700XXF “Appropriations–Expended” and 3207XXF “Appropriations Outstanding–Used”. The last two digits of these USSGLs differ depending on the nature of the activity, i.e. accrued or disbursed.

Taxes and receipts moved from a GFRA via a warrant journal voucher to any special funds or trust funds are considered IGTs. The receiving entity must classify these transactions as “federal.” Any further classification of the original source of the taxes and receipts (that is: dedicated collections, general receipts, interest) is not relevant for the purposes of the classification of “federal” or “non-federal.”

Under various circumstances, unobligated funds are removed from federal entity accounts and deposited to the General Fund. Generally, this represents a permanent reduction of funding. These reductions may be the result of specific statutory enactments that remove the funds, may reflect permanent law that extinguishes balances at the end of the fifth expired year, or may represent partial reductions due to limitations on earnings or collections. Federal entities must cite the General Fund as their trading partner using AID 099 for transfers to the General Fund. However, for transfers to GFRA, federal entities must use their own three-digit AID.

Some examples of authority related transactions where it is appropriate to cite the General Fund include: early or partial cancellation of appropriations, spending authority from offsetting collections by administrative action and rescissions where the authority in a TAS is permanently canceled by law and FBWT is returned to the General Fund.

Accrual data associated with cancellations and rescissions as well as supporting documentation must be submitted using the General Fund Entity Submission form by the eighth business day after quarter-end via email to [GeneralFund@fiscal.treasury.gov](mailto:GeneralFund@fiscal.treasury.gov).

## Appendix 11

In certain circumstances, FPAs must increase or decrease unexpended appropriations due to errors in prior period financial statements that are a result of mathematical mistakes, mistakes in the application of accounting principles, or oversight or misuse of facts that existed at the time the financial statements were prepared. The FPA accomplishes this by using USSGL accounts 310500G “Unexpended Appropriations - Prior-Period Adjustments Due to Corrections of Errors - Years Preceding the Prior-Year”, 310800G “Unexpended Appropriations - Prior-Period Adjustments Due to Corrections of Errors”, 570700G “Expended Appropriations - Prior-Period Adjustments Due to Corrections of Errors - Years Preceding the Prior-Year”, and 570800G “Expended Appropriations - Prior-Period Adjustments Due to Corrections of Errors”. This information is not reported in CARS and therefore must be communicated to the General Fund via the Entity Submission Form.

In other circumstances FPAs must increase or decrease unexpended appropriations via a prior period adjustment due to a change from one generally accepted accounting principle to another one that can be justified, or the adoption of a new FASAB standard. The FPA accomplishes this by using USSGL accounts 310900G “Unexpended Appropriations - Prior-Period Adjustments Due to Changes in Accounting Principles” and 570900G “Expended Appropriations - Prior-Period Adjustments Due to Changes in Accounting Principles”. This information is also not reported in CARS and therefore must be communicated to the General Fund via the Entity Submission Form by the eighth business day after quarter-end.

The General Fund will analyze the prior period adjustments submitted and determine whether to record it based on the support provided and the impact to the General Fund, i.e. materiality considerations. If the above prior period transactions are reciprocated, the General Fund will use USSGL accounts 320800F “Appropriations Outstanding - Prior-Period Adjustments” and 570810F “Appropriations - Expended - Prior-Period Adjustments” to offset the adjustments.

FPAs sometimes transfer authority from one TAS to another. When that authority comes from Appropriations from the General Fund, the General Fund must record those transfers of authority so that the proper amounts are reflected in the general ledger. Currently the BETCs used to record these transfers in CARS do not provide the level of detail needed to track those transfers. The General Fund is considering ways to use the currently available data to track those transfers, but in some, or all instances, may need to confirm transfers with the FPAs.

Table 3 presents examples where fund balances are transferred to the General Fund and Table 4 reflects the appropriate proprietary accounting treatment for these actions.

## Appendix 11

**Table 3: Examples of Rescission, Cancellation, and Reduction Transactions  
With the General Fund**

Transactions With the General Fund	Nature of Transaction
Enacted Rescissions	This transfer type includes enactments of law that rescind appropriated authority and spending authority from offsetting collections. Rescissions return funds to the source from which they were appropriated, that is, either to the General Fund or to the specific receipt account. If the funds were appropriated from the General Fund, Treasury will issue a warrant to affect the rescission.
Cancellation of Unobligated Balances at the End of Fifth Expired FY	Unless provided otherwise, cancellation of unobligated balances at the end of the fifth expired FY are transfers to the General Fund. Federal entities will initiate the transaction via CARS Authority Transaction Module (ATM), Year-end Transactions Module, and “Early Cancellation of Unobligated Balances.”
Early Cancellation of Unobligated Balances	Under certain circumstances, a federal entity may be required by legislation or may elect, to cancel unobligated balances, in part or entirely, earlier than the end of the fifth expired FY. This will apply when the head of the federal entity or the President determines that the purposes for which the appropriation was made have been carried out and no disbursement has been made against the appropriation for two fiscal years. The federal entity does not execute these cancellations via a Standard Form (SF) 1151, “Non-expenditure Transfer Authorization.” The federal entity must request Treasury to issue a surplus warrant. For fourth quarter reporting, the federal entity must notify CARD of Fiscal Service if a TAS has been canceled partially or entirely. Once the cancellation is executed, the funds are not available for restoration. Federal entities will initiate the transaction via the CARS ATM Year-end Transactions Module, “Early Cancellation of Unobligated Balances.”
Permanent Reductions of Special and Non-revolving Trust Fund Receipts by Transfer to a GFRA	Special or non-revolving trust fund receipts in unexpired TAS may be permanently reduced by enacted legislation or other statutory provisions that limit the availability of receipts, limit the amount that can be carried forward, or otherwise require a transfer of balances to the General Fund. Statutes that call for rescission and cancellation of receipts are within this category. This transfer type includes permanent reductions in unexpired TAS derived from available or unavailable special and non-revolving trust fund receipt accounts that are transferred to the following GFRA TAS 3230, 3231, 3232, 3233, and 3305. Federal entities may be required to transfer current-year receipts or prior-year balances. Federal entities must use their own three-digit trading partner AID in front of all GFRA TAS when returning a fund balance to the General Fund. Reductions of available receipts are usually executed via a non-expenditure transfer. Federal entities must request a Treasury surplus warrant for reductions of unavailable receipts.
Contingent Liabilities for Capital Transfers to a GFRA	If the parameters of Federal Accounting Standards Advisory Board (FASAB) SFFAS 5, “Accounting for Liabilities of the Federal Government,” are met, the transferring TAS must establish a contingent liability for a capital transfer when it is probable that payment will occur at some point in the future. The transferring TAS will record the contingent liability in USSGL account 292300, “Contingent Liability for Capital Transfers.” When it appears receipts or revenue will be sufficient to make the payment in the current FY, the transferring entity should reclassify the contingent liability to liability for capital transfers.
Transactions That Transfer Capital Investments of the United States or Earnings for Credit to Designated Capital Transfer GFRA TAS	Capital transfers include the repayment of capital investment and payment of dividends, or distribution of earnings of a revolving fund, to a GFRA. Transfers of this nature are limited to certain GFRA. Federal entities must use their own three-digit trading partner AID for all GFRA when returning a fund balance to the General Fund. Generally, the transferring fund will record separate transactions to record the contingent liability related to capital transfer, liability for capital transfer, and the actual transfer of the fund to the GFRA. For specific transaction detail, refer to USSGL implementation guidance on capital transfers.

**Appendix 11**

**Table 4: Accounting Treatment for Examples of Rescission, Cancellation, and Reduction Transactions using GFRA**

<b>Transactions With GFRA—Accounting Treatment</b>		
<b>Transaction Type</b>	<b>Entity 1 (Losing Account)</b>	<b>Entity 2 (Receiving Account)</b>
Enacted Rescissions	Proprietary USSGL account(s)  310600G “Unexpended Appropriations – Adjustments” or 576500F “Non-Expenditure Financing Sources – Transfers – Out – Other”	Proprietary USSGL account(s)  320600F “Appropriations Outstanding – Adjustments” or 575500F “Non-Expenditure Financing Sources – Transfers – In – Other”
<i>If the funds were appropriated from the General Fund, record the rescission in USSGL account 310600 “Unexpended Appropriations – Adjustments.” If the rescission is against funds appropriated from special or trust fund available receipts or spending authority from offsetting collections, record the rescission in USSGL account 576500 “Non-Expenditure Financing Sources – Transfers-Out - Other.”</i>		
Cancellation of Unobligated Balances at the End of Fifth Expired FY  <i>If the authority is indefinite, use the CARS ATM Year-end Transactions Module to adjust the authority each year, including before cancellation.</i>	Proprietary USSGL account(s)  310600G “Unexpended Appropriations – Adjustments” or 591900G “Revenue and Other Financing Sources – Cancellations”	Proprietary USSGL account(s)  320600F “Appropriations Outstanding – Adjustments” or 591910F “Cancellations of Revenue and Other Financing Sources – The General Fund of the U.S. Government”
Early and Partial Cancellation of Unobligated Balances	Proprietary USSGL account(s)  310600G “Unexpended Appropriations – Adjustments” or 591900G “Revenue and Other Financing Sources – Cancellations”	Proprietary USSGL account(s)  320600F “Appropriations Outstand – Adjustments” or 591910F “Cancellations of Revenue and Other Financing Sources – The General Fund of the U.S. Government”
Permanent Reductions of Special and Non-revolving Trust Fund Receipts by Transfer to a GFRA	To a specific GFRA:  SF 1151 or Negative Warrant  Proprietary USSGL account(s) 576500F “Non-Expenditure Financing Sources – Transfers – Out - Other	To a specific GFRA:  SF 1151 or Negative Warrant  Proprietary USSGL account(s) 575500F “Non-Expenditure Financing Sources – Transfers – In – Other

**Appendix 11**

Contingent Liabilities for Capital Transfers to a GFRA	<p>Establish a contingent liability for a capital transfer</p> <p>Proprietary USSGL account(s) 292300F “Contingent Liability for Capital Transfers”</p> <p align="center">and</p> <p>579200F “Financing Sources to be Transferred – Out – Contingent Liability”</p>	<p>Establish a contingent liability for a capital transfer</p> <p>Proprietary USSGL account(s) 192300F “Contingent Receivables for Capital Transfers”</p> <p align="center">and</p> <p>575600F “Non-Expenditure Financing Sources – Transfer - In</p>
	<p>Reclassify as liability for capital transfers</p> <p>Proprietary USSGL account(s) 292300F “Contingent Liability for Capital Transfer”:</p> <p>297000F “Liability for Capital Transfers”;</p> <p>576600F “Non-Expenditure Financing Sources – Transfers – Out – Capital Transfers”;</p> <p align="center">and</p> <p>579200F “Financing Sources to be Transferred – Out – Contingent Liability”</p>	<p>Reclassify as liability for capital transfers</p> <p>Proprietary USSGL account(s) 192300F “Contingent Receivable for Capital Transfer</p> <p align="center">and</p> <p>192500F “Capital Transfers Receivable”</p>
<p>Transactions That Transfer Capital Investments of the United States or Earnings for Credit to Designated Capital Transfer GFRA TAS</p>	<p>To a specific GFRA:</p> <p>SF 1151</p> <p>Proprietary USSGL account(s) 297000F “Liability for Capital Transfers”</p>	<p>To a specific GFRA:</p> <p>SF 1151</p> <p>Proprietary USSGL account(s) 192500F “Capital Transfers Receivable”</p>

## Appendix 11

### Business Rules for Authority

The following key laws and policy sources govern the accounting and financial management for authority:

- [Title 31](#), U.S.C., Subtitle II, “The Budget Process,” and [OMB Circular No. A-11](#), Section 10, “Overview of the Budget Process,” provides overview of the budget, including timing, responsibilities and functions of related stakeholders.
- [OMB Circular No. A-11](#), Section 20, “Terms and Concepts,” provides definitions for budget terms — such as budget authority, obligation and outlay that are necessary to understand the budget process and this Circular.
- [OMB Circular No. A-11](#), Section 112, “Deferrals and Presidential Proposals to Rescind or Cancel Funds,” provides information on deferrals, rescissions, and cancellations.
- [OMB Circular No. A-11](#), Section 123, “Apportionments Under Continuing Resolutions,” provides information on determining the amount available to federal entities under a continuing resolution.
- [OMB Circular No. A-123](#), “Management’s Responsibility for Enterprise Risk Management and Internal Control,” Appendix A, emphasizes the need for federal entities to integrate and coordinate internal control assessments with other internal control-related activities within the federal entity.
- [Statement of Federal Financial Accounting Standards \(SFFAS\) No. 1](#), “Accounting for Selected Assets and Liabilities,” contains accounting rules for assets and liabilities of the federal government and its entities; includes accounting for Fund Balance with Treasury.
- [SFFAS No. 5](#), “Accounting for Liabilities of the Federal Government,” establishes accounting standards to recognize and measure liabilities in general-purpose federal financial reports, which are issued for both internal and external users.
- [SFFAS No. 7](#), “Accounting for Revenue and Other Financing Sources and Concepts for Reconciling Budgetary and Financial Accounting,” provides standards for classifying, recognizing, and measuring resource inflows.
- [SFFAS No. 27](#), “Identifying and Reporting Funds from Dedicated Collections,” provides guidance on identifying and reporting funds from dedicated collections.
- [Volume I, Part 2, Chapter 4700](#), Appendix 3, “Intra-governmental Transactions (IGT) Categories of Reciprocal U.S. Standard General Ledger Proprietary Accounts,” provides a list of RCs and the financial statements to which they relate.
- [Volume I, Part 2, Chapter 4700](#), Appendices 5-11, assist federal entities in the accounting, reporting, and reconciliation of IGT activity with their trading partners.

### 3.3-General Fund Non-Entity Transactions

General Fund Non-Entity Transactions include activities within GFRA that are credited with all collections that are not earmarked by law for another account or specific purpose. These transactions include, but not limited to:

- non-entity and custodial collections
- penalties and fines revenue
- custodial and non-entity liabilities

Federal entities should refer to the [GFRA Guide](#) for examples of how to record transactions in GFRA. Federal entities that are collecting receipts into GFRA should be aware that although GFRA belong to the General Fund, the General Fund does not have all the details of all the accounting events in the GFRA. This is because the General Fund derives a majority of its data through transactions recorded within CARS but is unable to derive accrual-type activity that happens outside of CARS.

The General Fund can determine all activity that should be included in RC 44 because this activity is made up of actual collections reported in CARS. USSGL accounts 599000G “Collections for Others—Statement of Custodial Activity” and 599300G “Offset to Non-Entity Collections – Statement of Changes in Net Position,” when used in a GFRA, are associated with entries in CARS and will therefore populate the activity in the General Fund’s general ledger. These are actual receipts that increase the FBWT in the GFRA in CARS.



## Appendix 11

Activity reported in USSGL account 599100G “Accrued Collections for Others-Statement of Custodial Activity” and USSGL account 599400G “Offset to Non-Entity Accrued Collections-Statement of Changes in Net Position”, is related to accrual activity which is not available to the General Fund except through information submitted from its trading partners.

General Fund obtains information quarterly from federal entities in accordance with the federal entity submission requirement outlined in Section 4 (below). This section is supplemented by prior quarter data, which is certified amounts from trading partners, derived from the Raw Data File in GTAS. The General Fund can then calculate the activity that should be included in RC 48, based on the information submitted for RC 46, by federal entities as well as the information derived from CARS in RC 44. The calculation is as follows:

$$\text{Current Period RC 46} - \text{Prior Year Ending RC 46} - \text{Current Period RC 44} = \text{Current Period RC 48}$$

The above calculation accounts for normal activity in a GFRA, where a federal entity is collecting on behalf of the General Fund. As such, the General Fund will record all activity that it deems normal and which effect GFRA as expected in these situations.

In instances where a federal entity is writing off uncollectible accounts, a prior period adjustment was made to a GFRA, or adjustments to collections are being made which cause the GFRA to not meet the expectations of normal activity as described above, the federal entity will need to provide supporting explanations, and when requested, documentation. Explanations may be provided in the General Fund Entity Submission Form.

Receipts either collected or accrued in GFRA include USSGL accounts 298000G “Custodial Liability, 298500G “Liability for Non-Entity Assets Not Reported on the Statement of Custodial Activity,” 599000G “Collections for Others – Statement of Custodial Activity,” 599100G “Accrued Collections for Others – Statement of Custodial Activity,” 599300G “Offset to Non-Entity Collections – Statement of Changes in Net Position,” and 599400G “Offset to Non-Entity Accrued Collections – Statement of Changes in Net Position.” Period-end balances associated with RC 46 must be submitted using the General Fund Entity Submission form via email to [GeneralFund@fiscal.treasury.gov](mailto:GeneralFund@fiscal.treasury.gov).

### 3.4-Other General Fund Transactions

Federal entities must report receipts collected or accrued to the GFRA that do not meet the requirements of the Statement of Custodial Activity or the Custodial Note using USSGL account 192100G, “Receivable From Appropriations.” This account is Treasury limited, and federal entities may use it only with approval from Treasury and OMB.

Other activities associated with the General Fund are, but not limited to: USSGL tax related accounts (USSGL 580000 series), USSGL account 192100G “Receivable from Appropriation,” and USSGL account 259000G “Other Debt,” etc. Accrual data associated with these USSGL accounts must be submitted using the General Fund Entity Submission form via email to [GeneralFund@fiscal.treasury.gov](mailto:GeneralFund@fiscal.treasury.gov).

### 3.5-Other GF Financing Sources

Fiscal Service’s Summary Debt Accounting Branch must report the amortization and accrual amounts of the debt which have yet to be outlaid and funded through appropriations from the General Fund. The accounts for this reporting include USSGL account 579001G, “Other Non-Budgetary Financial Sources for Debt Accruals/Amortization” and USSGL account 579010F, “Other Financing Sources-General Fund,” which will offset each other.

## Appendix 11

### Section 4-Common Errors with General Fund Use

There are several common errors trading partners make when citing General Fund transactions. A description of each of these errors has been outlined in Table 5.

**Table 5: Common Errors on General Fund Use**

Category	Subcategory	Common Errors
All	All	<p>Federal entities having activities with GFRA's should never use TP AID 099. Instead, federal entities should use their three-digit AID.</p> <p>Federal entities should never use the exchange domain value ("X") for transactions with the General Fund. The exchange domain value of "E" is permitted in exceptional and limited circumstances when trading with the General Fund. This represents exchange revenue without associated costs.</p> <p>See <a href="#">TFM Volume 1, Part 2, Chapter 4700, Appendix 3</a></p>
Fiduciary	Investments	Federal entities with Investments issued by Fiscal Service should not cite the General Fund as a trading partner. Instead, these federal entities should cite Treasury (TP AID 020).
	Borrowings	<p>Federal entities with Borrowings issued by Fiscal Service or FFB, respectively, must not cite the General Fund as a trading partner. Instead, these federal entities should cite Treasury (TP AID 020).</p> <p>Federal entities with Borrowings issued by federal entities other than Fiscal Service or FFB (for example, Tennessee Valley Authority, Housing and Urban Development) must not cite the General Fund as a trading partner. They should cite the trading partner AID for the issuing entity.</p>
	DOL Benefits	Not reclassifying employer's share of FICA from the federal line "Benefit Program Costs" (RC 26) to the federal line Other Expenses (Without Reciprocals) (RC 29).
	OPM Benefits	
Buy/Sell		<p>Federal entities must never cite the General Fund for Buy/Sell transactions (reimbursable activity).</p> <p>Federal entities must never cite the General Fund for reimbursable activity with Treasury program organizations. They should cite Treasury (TP AID 020).</p> <p>Federal entities must never cite the General Fund for Judgment Fund transactions for imputed costs/revenue.</p>
Other Transactions		<p>Federal entities must never cite the General Fund for transfers to or from Treasury program organizations. They should cite Treasury (TP AID 020).</p> <p>Capital transfers: Federal entities reporting "Non-Expenditure Financing Sources–Capital Transfers In/Out" (USSGL accounts 575600F "Non-Expenditure Financing Sources - Transfers-In - Capital Transfers" and 576600F "Non-Expenditure Financing Sources - Transfers-Out - Capital Transfers") must not use TP AID 099. Instead federal entities should use their own entity as trading partner (that is, intradepartmental).</p> <p>Federal entities must not use TP AID 099 for capital transfers (RC 11 and 12). Federal entities should use their three-digit AID.</p>

## Appendix 11

### Section 5-General Fund Entity Submission Form and Deadline

CARS is the official source for the posting of transactions related to budget authority, federal entities' FBWT accounts (which is the available budget spending authority of federal entities), collections, and disbursements. The General Fund general ledger is derived from CARS, adjusted as necessary, and supplemented with additional information via journal vouchers. Additional information can be found on the Fiscal Service [CARS website](#).

CARS transactions and related attributes are interfaced to the General Fund's financial system general ledger via the Central Accounting and Reporting Interface (CARI). The General Fund's financial system compares the transaction attributes to a general ledger mapping table where mapping rules are maintained to properly post a Debit/Credit accounting entry, creating the necessary reciprocating entries to the individual federal entity transactions for intra-governmental eliminations. Most of the accounting transactions in the General Fund's general ledger are created by this interface process; however, there are entries that must be made via manual journal vouchers to the general ledger based on information provided by the trading partners.

In order to prevent intra-governmental differences with the General Fund, federal entities must notify the General Fund of any applicable non-CARS activity reported with the federal/non-federal attribute domain value of "G." Non-CARS activity is a General Fund term used to describe any required USSGL account data/balances that must be submitted by the trading partner to the General Fund because it cannot be directly derived from CARS. This information must be sent via email to [GeneralFund@fiscal.treasury.gov](mailto:GeneralFund@fiscal.treasury.gov) by the eighth business day following quarter-end using the General Fund Entity Submission Form. The form can be found on the [General Fund website](#). The information submitted on the form will include, but is not limited to, a general description of the type of transactional data being sent, the USSGL accounts involved, and the applicable amounts by USSGL account. Individual worksheets exist within the form for RCs 30, 31, 32, 36, 38, 39, 44, 46, and 48.

The General Fund Operational Team will monitor and record when federal entities submit their General Fund Entity Submission Form and will share that information for purposes of preparing Intra-governmental Transactions Scorecards. Submissions sent to individual accountants instead of [GeneralFund@fiscal.treasury.gov](mailto:GeneralFund@fiscal.treasury.gov) will not be considered as meeting the deadline (**the eighth business day following quarter-end**). In addition, incomplete information on the form, as well as missing supporting documentation, when required, will result in a missed deadline. Completeness, accuracy, and timeliness are vital when submitting the General Fund Entity Submission Form in the continued effort to resolve intra-governmental differences that cause an impediment to an audit of the FR. Promptly notify the General Fund Team if your entity key IGT points of contact change.

The most recent General Fund Entity Submission Form submitted is used to analyze and subsequently adjust the General Fund balances being reported for that federal entity. If a federal entity submits an updated General Fund Entity Submission Form, it should ensure that **all** balances/activities with the General Fund are included in that submission. It is up to the federal entity to ensure their process for submission takes this into account. For example, if a federal entity wants to update the information for one TAS in RC 38 in the General Fund Entity Submission Form, it should resubmit all other information for all TAS in all RCs as well. The General Fund bases calculations on the entire General Fund Entity Submission Form. This will ensure the General Fund has the most complete information.

The following bulleted items are the types of data submitted by federal entities on the General Fund Entity Submission Form:

- For amounts in USSGL accounts 192100G "Receivable from Appropriations", 199000G "Other Assets", 259000G "Other Debt", and 299000G "Other Liabilities without Related Budgetary Obligations" in RC 30. The "FBWT" entries associated with these transactions may be captured in CARS however, the General Fund is unable to differentiate these transactions. In addition, these accounts may include accrual type information which cannot be derived from CARS; therefore, the federal entity must submit this information to the General Fund.
- For USSGL accounts 310500G "Unexpended Appropriations - Prior-Period Adjustments Due to Corrections of Errors - Years Preceding the Prior-Year", 310800G "Unexpended Appropriations - Prior-Period Adjustments Due to Corrections of Errors", 310900G "Unexpended Appropriations - Prior-Period Adjustments Due to Changes in Accounting Principles", 570500G "Expended Appropriations - Prior-Period Adjustments Due to Corrections of Errors - Years Preceding the Prior-Year", 570800G "Expended

## Appendix 11

Appropriations - Prior-Period Adjustments Due to Corrections of Errors”, and 570900G “Expended Appropriations - Prior-Period Adjustments Due to Changes in Accounting Principles” in RC 31 and RC 32, respectively: The General Fund will analyze the prior period adjustments submitted and determine whether to record it based on the support provided and impact to the General Fund, i.e. materiality considerations. If the prior period transactions are reciprocated the General Fund will use USSGL accounts 320800F “Appropriations Outstanding - Prior-Period Adjustments” and 570810F “Appropriations - Expended - Prior-Period Adjustments” (USSGL account 570810).

- For USSGL account 591900G “Amounts for Revenue and Other Financing Sources–Cancellations” in RC 36, certain CARS transactions interface to the General Fund general ledger as the cancellation of expired appropriations in USSGL account 320600F “Appropriations Outstanding – Adjustments” or reductions of USSGL account 320100F “Appropriations Outstanding – Warrants Issued” in RC 41; however, there are instances in which the CARS transactions represent canceled authority returned to the General Fund that was originally derived from revenue or other financing sources which should map to USSGL account 591910F “Revenue and Other Financing Sources - Cancellations” instead. The TAS attributes on the CARS transaction are insufficient to identify these exceptions; therefore, the federal entities must communicate any non-appropriated cancellation to the General Fund to ensure the proper accounting entries are recorded. If the General Fund confirms the treatment, a reciprocating balance will be recorded in USSGL account 591910F “Cancellations of Revenue and Other Financing Sources - The General Fund of the U.S. Government” and out of USSGL account 320600F “Appropriations Outstanding – Adjustments” or USSGL account 320100F “Appropriations Outstanding – Warrants Issued”.
- For USSGL accounts 310700G “Unexpended Appropriations–Used–Accrued”, 310710G “Unexpended Appropriations–Used–Disbursed”, 570000G “Expended Appropriations–Used–Accrued” and 570010G “Expended Appropriations–Disbursed” or RC 39 and RC 38 respectively: Although FPA payments are captured in CARS, there is insufficient information regarding the TAS used for the disbursement to determine if appropriations were used/expended when using the DISB BETC. Payments made using reimbursable authority for example, the use of the DISB BETC, would not impact USSGL accounts 310700G “Unexpended Appropriations – Used” and 570000G “Expended Appropriations”. The General Fund will estimate balances based on CARS transactions with a BETC of DISB and DISBAJ for the applicable period, including any TAS that have had an appropriation recorded in CARS. This estimate is adjusted based on amounts provided by trading partners. The General Fund reporting entity is required to meet the same GTAS reporting deadlines as the trading partners, which precludes the usage of GTAS balances for RC 38 and RC 39. When an FPA begins to use the new DISGF and DISGFAJ BETCs, the General Fund will be able to derive reciprocal amounts for the FPAs USSGL accounts 310710G and 570010G balances based on the information from CARS for each TAS that is using these new BETCs instead of using DISB BETC. Eventually, the DISB BETC will not be available for use.
- For USSGL accounts 298000G “Amounts of Custodial Liability” and 298500G “Liability for Non-Entity Assets Not Reported on the Statement of Custodial Activity” : Cash deposited using a GFRA is captured in CARS and accounted for by the General Fund in RC 44. In accordance with the USSGL TFM these USSGLs are related to actual (collected) activity. However, the General Fund has no means to capture when an accrual is created, and subsequently no means to determine when a collection has been previously accrued. This activity includes USSGL accounts 599000G “Collection for Others–Statement of Custodial Activity” , 599300G “Offset to Non-Entity Collections–Statement of Changes in Net Position” , 298000G “Custodial Liability” , 298500G “Liability for Non-Entity Assets Not Reported on the Statement of Custodial Activity” , 599100G “Accrued Collections for Others–Statement of Custodial Activity” , and 599400G “Offset to Non-Entity Accrued Collections–Statement of Changes in Net Position”; RCs 44, 46, and 48.

Include supporting documentation when submitting information for RCs 30, 31, and 32 . Without sufficient supporting documentation, the General Fund will not record the offsetting accounting entries which will cause an intra-governmental difference and count against meeting the eighth business day reporting requirement. If the balances have not changed since your last submission form, support may not be necessary. Regarding RC 38 (Expended Appropriations) and RC 39 (Appropriations–Used), do not exclude this information from the form because your balances are not final. Failure to include this information on the form will result in a missed deadline that will be reflected on your Intra-governmental Transactions Scorecard. In addition, the balances submitted for RC 38 and 39 should match, given the relationship of the USSGL accounts. Balances in USSGL account 510000G “Transfer in of Agency Unavailable Custodial and Non-Entity Collections” (RC 44), are based on actual collections

## Appendix 11

interfaced through CARS. Therefore, the General Fund will not reduce balances in RC 46 below the actual collections in CARS without sufficient support. If the balances reported in any RC category results in an abnormal balance, please provide some explanation in the e-mail with the submission form. Finally, be mindful of whether the TAS information within the form is a valid TAS, per the Super Master Account File (SMAF) within GTAS.

In accordance with TFM Volume I, Part 2, Chapter 4700, Section 4735.50, when there is a parent child relationship, it must be agreed upon by both federal entities who are responsible for reporting to GTAS and who is reporting to the General Fund. The information must be provided on the General Fund Entity Submission Form of the reporting entity responsible for reporting. The General Fund will maintain a listing of all parent child relationships and the agreed upon FR entity that is responsible for reporting in the Entity Submission Form due on the eighth business day after quarter-end. If the General Fund receives balances from both the parent and child entities, the balance from the agreed upon FR entity will be used for General Fund reporting purposes. In the event the agreed upon FR entity has not been provided, the General Fund will default to the parent as the entity responsible for reporting.

Be sure to read all e-mail correspondence in its entirety sent from the [GeneralFund@fiscal.treasury.gov](mailto:GeneralFund@fiscal.treasury.gov) e-mail account. Standard boilerplate e-mail language is often utilized; however, time sensitive requests or important information may have been added within the standard verbiage.