



Treasury Financial Manual

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 department-level financial statements. This chapter also includes the federal entities included in the FR, Intragovernmental 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 4701—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 to reconcile to the federal entity's audited department-level financial statements and the reclassified financial statements, which provides the connection to the data in the FR.

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 governmentwide level on the federal entities audited data, and intragovernmental certifications. 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 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. Significant Entities with a year-end other than September 30 are subject to alternate audit procedures as outlined below in subsection 4705.25.

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 fiscal year (FY) 2019 reporting).

Fiscal Service compiles the information from the GTAS submissions for all federal entities into a set of reclassified financial statements (reclassified Balance Sheet, reclassified Statement of Net Cost, and reclassified Statement of Changes in Net Position) that are included in the consolidated FR. Please refer to subsection 4705.20d of this chapter and OMB Circular A-136 for supplemental information on sustainability financial statements.

Reporting requirements in this chapter are grouped as follows:

- Section 4705 includes FR data requirements,
- Section 4706 includes intragovernmental requirements, and
- Section 4707 includes GTAS requirements.

4701.10—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 (Consolidated Entities included in the governmentwide financial statements, Disclosure Entities, and Related Parties).

Background

An initial questionnaire was designed for implementation by compiling the key deciding factors throughout FASAB Standard No. 47, and listing them in branch logic sequence. The document referenced 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 (included in the governmentwide financial statements), disclosure entity (included in the governmentwide financial statements), related party, or not required to report. For FY 2019, consistent with Appendix C of SFFAS No. 47, the survey now 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.

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 included in the governmentwide financial statements**—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 would also include organizations that, result in misleading or incomplete financial statements, if excluded.
- **Disclosure Entity included in the governmentwide financial statements**—is an organization with a greater degree of autonomy with the federal government than a consolidation entity.
- **Related Party**—Organizations are 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. Relationship of such significance that they would be misleading to exclude (such as relationships considered for inclusion under

consolidation/disclosure, but determined not to meet the inclusion principles).

*See SFFAS No. 47, Reporting Entity for more detail.

The top down approach was used to identify potential entities that meet the criteria of SFFAS No. 47 from a governmentwide 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 financial.reports@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. In addition, questions concerning which component entity a federal entity needs to be consolidated into should be discussed with Fiscal Service. Final reporting entity determinations must be agreed upon by Treasury and OMB.

Procedure/Requirements

Federal entities should 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, unless other means are determined for financial reporting. This data will flow to the face of the governmentwide 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 governmentwide 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.

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 governmentwide financial statements or related party, make sure to report the federal or non-federal designation as non-federal.

Section 4702—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 4703—Definition of Terms

Active Treasury Account Symbol—Any Treasury Account Symbol (TAS), regardless of balances or transaction activity, that has a TAS status of “U-Unexpired” or “E-Expired.” Exceptions include situations such as available receipt accounts (balances are rolled into the expenditure main account), the TAS in the 7XXX main account series (not brought into the SMAF), and the TAS that should have canceled but did not due to outstanding balances or other issues.

Adjusted Trial Balance (ATB)—This is a list of USSGL accounts with attributes and pre-closing adjusted balances prepared at a specified date (i.e., year-end). Federal entities submit GTAS ATB by the TAS, which includes USSGL accounts with attributes. The USSGL account balances should reflect pre-closing adjusting entries. The total sum of the debit balances must equal the total sum of the credit balances in the ATB per the TAS. The ATB intradepartmental balances, for the federal entity, must eliminate. Federal entities must include the required attributes with the appropriate USSGL accounts (see the USSGL website for FY 2019 reporting requirements).

Agency—Refers to the reporting entities for inclusion in the FR. “Agency,” “department,” “federal entity,” and “reporting entity” are used interchangeably, unless otherwise noted (see Appendix 1a and 1b).

Agency Financial Report (AFR)—This report summarizes a federal entity’s accomplishments relative to its performance goals and objectives, and provides an overview of its finances and operations for each fiscal year. It includes four sections: Management’s Discussion and Analysis, Financial Section, Other Information, and Appendices.

Agency Identifier (AID)—Three-digit code of the component Treasury Account Symbol (TAS) format. The code is assigned based on the language in the legislation that established the TAS. AID does not necessarily indicate reporting entity responsibility, which is denoted by the FR Entity.

Attribute—A modifier that further describes a USSGL account to meet a specific reporting requirement. Federal entities capture this information at the transaction level. The [USSGL](#) website contains applicable GTAS attributes for FY 2019 reporting.

Budget Subfunction Code (BSF)—A three-digit GTAS code that classifies budget resources by function and subfunction. It groups budget authority and outlays of budget and off-budget federal entities in terms of the national needs being addressed. For a complete list of BSF codes (also known as functional classification codes), see [OMB Circular No. A-11](#).

Business Event Type Code (BETC)—Up to an eight-character code that indicates the type of activity being reported (borrowing, repayment, offsetting collection, receipt, disbursement, etc.). It is used in combination with the TAS to determine the transaction effect on the Fund Balance with Treasury.

Calendar Year-end Entity—Federal entities that operate on a calendar year basis that are considered significant to the FR if they have a line item or note disclosure that is equal to or greater than \$1 billion, but are only required to have audit assurance on line items or note disclosures that contribute to the top 95% of the total FR line item data.

Central Accounting Reporting System (CARS)—The Bureau of the Fiscal Service’s central accounting reporting system for budget execution, accountability, and cash/other asset management as reported by federal program entities.

Federal Entity—Refers to the reporting entities for inclusion in the FR. Terms for these organizations (such as agencies, entities, department, corporations, non-profits, bureaus) may be used interchangeably with the term Federal Entity, unless otherwise noted (see Appendices 1a and 1b).

Fiduciary Fund Accounts—The Statement of Federal Financial Accounting Standards (SFFAS) No. 31, *Accounting for Fiduciary Activities* defines a fiduciary activity as “activity a federal entity collects or receives and subsequently manages, protects, accounts for, invests, and/or disposes of cash or other assets in which **non-federal individuals or entities** (or “non-federal parties”) have an ownership interest that the federal government must uphold. Non-federal parties must have an ownership interest in cash or other assets held by the federal entity under provision of law, regulation, or other fiduciary arrangement. The ownership interest must be enforceable against the federal government. Judicial remedies must be available for the breach of the fiduciary obligation.”

Treasury Account Symbols that are designated as fiduciary, per SFFAS No. 31, should be reported as non-federal. Please note that most fiduciary funds are Deposit Funds.

Fiduciary Transactions—Intragovernmental transactions that consist of Fiscal Service investments and borrowings; Federal Financing Bank (FFB) borrowings; Department of Labor (DOL) employee benefit transactions; and Office of Personnel Management (OPM) employee benefit transactions.

It is noted 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*, discussed in subsection 4705.20e.

Financial Report of the United States Government (FR)—The Financial Report of the United States Government provides the President, Congress, and the American people with a comprehensive view of the federal government’s finances, i.e., its financial position and condition, revenues and costs, assets and liabilities, and other obligations and commitments. The FR also discusses important financial issues and significant conditions that may affect future operations.

Financial Reporting Entity Code (FR Entity)—A four-digit code representing individual federal entities in GTAS that denotes reporting responsibility for federal entity financial statements, ATB data, and Material Differences Explanations in GTAS.

General Fund Receipt Account (GFRA)—A receipt account credited with all funds from collections that are not identified by law for another account for a specific purpose. These collections are presented in the President’s *Budget of the United States Government* as either governmental (budget) receipts or offsetting receipts. These include taxes, customs duties, and miscellaneous receipts. There are numerous General Fund Receipt Accounts that are described in the *Federal Account Symbols and Titles (FAST) Book*. See the [FAST Book](#) website for more information.

Governmentwide Treasury Account Symbol Adjusted Trial Balance System (GTAS)—GTAS is used by federal entities to submit a pre-closing ATB for proprietary and budgetary data simultaneously in one bulk file submission.

Intradepartmental Balance—This USSGL account balance results from a transaction between trading partners in the same federal entity.

Intragovernmental Transactions or Balances—These transactions or balances result from business activities conducted by two different federal government entities included in the FR.

Management Representation Letter (MRL)—A letter addressed to a federal entity's external auditor, signed by senior management. The letter attests to the accuracy of the financial information that the federal entity has submitted to the auditors for their analysis.

Non-reciprocating (Z)—An attribute of a USSGL account balance that results from transactions that are intragovernmental, but no reciprocal balances will be reported by another federal entity.

Other Entities—Federal entities other than Significant Entities. See Appendices 1a and 1b for a complete listing. The complete list can also be found in Appendix A of the FR as Additional Entities.

Performance and Accountability Report (PAR)—This report summarizes a federal entity's accomplishments relative to its performance goals and objectives, and provides an overview of an entity's finances and operations for each fiscal year.

Probable Likelihood of Loss—This term implies that the future event or events are more likely than not to occur, with the exceptions of pending or threatened litigation and unasserted claims. For pending or threatened litigation and unasserted claims, the future confirming event or events are likely to occur. If a negative outcome is probable, the federal entity must record a liability on its books for the estimated amount of loss. The estimated liability may be a specific amount or a range of amounts. If some amount within the range is a better estimate than any other amount within the range, then the federal entity should recognize that amount as a liability and should disclose the range of possible loss as well as the nature of the contingency in its financial statement notes. If no amount within the range is a better estimate than any other amount, then the federal entity should recognize the minimum amount in the range as a liability and should disclose the range and a description of the nature of the contingency in its financial statement notes. See Federal Accounting Standards Advisory Board (FASAB) SFFAS Nos. 5 and 12.

Reasonably Possible Likelihood of Loss—This term implies that the chance of the future event or events occurring is more than remote but less than probable. If it is reasonably possible that the federal entity will incur a loss, the entity must disclose the nature of the contingency and an estimate of the possible liability, an estimate of the range of the possible liability, or a statement that such an estimate cannot be made (see SFFAS Nos. 5 and 12).

Reciprocal Category (RC)—This is a set of reclassified financial statement federal line items or a grouping of USSGL accounts. The set is used to perform eliminations at the governmentwide level (see Section 4705 and Appendices 2 and 3).

Reclassified Financial Statement—This is a standardized federal entity financial statement format used across the government. GTAS will crosswalk the GTAS ATB data to the reclassified financial statement line items (for the reclassified Balance Sheet, Statement of Net Cost, and Statement of Changes in Net Position) based on the USSGL crosswalks. The statements are system-generated using GTAS ATB data.

Please refer to Note 44 of [OMB Circular No. A-136](#) for details.

Remote Likelihood of Loss—This term implies that the chance of the future event or events occurring is slight. If only a remote chance of loss is possible, the federal entity need not record a liability nor provide a note disclosure (see SFFAS Nos. 5 and 12).

Reporting Entity—Refers to the federal entities for inclusion in the FR. Terms for these organizations (such as agencies, entities, department, corporations, non-profits, bureaus) may be used interchangeably with the term Federal Entity, unless otherwise noted (see Appendices 1a and 1b). The Reporting Entity list can be found in Appendix A of the FR.

Guidance for what organization should be reported upon by a reporting entity is in the SFFAS No. 47, *Reporting Entity* and subsection 4701.10 of TFM Volume I, Part 2, Chapter 4700, which is effective for the current FY 2019.

Reporting Type Code—A TAS is either designated as E-Dedicated Collections, F-Fiduciary, or U-Undesignated by Treasury in both CARS and GTAS. If the fund is designated as E, it is consolidated in the FR and it is also, designated as part of the Funds from Dedicated Collections footnote. If the fund is designated as F, it is not consolidated in the FR and it is only included in the Fiduciary Activities footnote. If the fund is designated as U, it is consolidated in the FR and included in all applicable footnotes.

Significant Entities—These federal entities consist of the CFO Act entities and additional entities identified by Treasury that are material to the FR. Federal entities are deemed material to the FR if they have data that feeds to reclassified financial statement line items or note disclosures that are greater than \$1 billion. See Appendix 1a for the complete list of Significant Entities.

Special Fund Receipt Accounts—Receipt accounts credited with funds from collections that are identified by law but included in the federal funds group rather than classified as trust fund collections. These collections are presented in the President's Budget as either governmental (budget) receipts or offsetting receipts.

Summary of Uncorrected Misstatements (SUM)—The federal entity's auditor should communicate factual, projected, and judgmental misstatements identified during the audit to the appropriate level of management and those charged with governance, as required by AU-C 450 and AU-C 260. The auditor should request management to correct all factual misstatements. If management corrects one or more of the identified misstatements to the financial statements, the auditor should use the SUM (before discussion with management) to create a new SUM (after discussion with management) for any remaining uncorrected misstatements. The auditor should attach the SUM without the auditor's calculations, evaluation, and conclusion (or a listing of uncorrected misstatements if the number and amount of the misstatements are insignificant) to the management representation letter as discussed in Financial Audit Manual 1001.

Super Master Account File (SMAF)—The SMAF contains the valid TAS balances and attributes used for budgetary and proprietary ATB submissions. See the [GTAS](#) website for more information.

Trading Partner Agency Identifier (TPAID)—The three-digit bulk file attribute used to identify the reporting entity's trading partner (see Appendix 1a and 1b).

Trading Partner (TP)—A federal entity that is party to intragovernmental transactions with another federal entity.

Trading Partner Code—The bulk file attribute used to identify the trading partner entity (see Appendices 1a and 1b). This consists of the TPAID and the Trading Partner Main Account (TPMA).

Trading Partner Main Account (TPMA)—The four-digit bulk file attribute used in conjunction with the Trading Partner Agency Identifier (TPAID) to identify the reporting entity's trading partner.

Treasury Account Symbol (TAS)—An identification code assigned by the Department of the Treasury. The TAS represents individual appropriations, receipts, and other fund accounts.

Treasury Appropriation Fund Symbol (TAFS)—This combination of numbers denotes the responsible federal entity, period of availability, and fund classification according to a prescribed system of account classification and identification. A TAFS is a subset of a TAS. A TAFS has budgetary USSGL accounts and is used to report budgetary authority.

United States Standard General Ledger (USSGL)—The USSGL provides a uniform Chart of Accounts and technical guidance to be used in standardizing federal entity accounting. See the [USSGL](#) website for more information.

Section 4704—FR Reporting and Submission Dates

See Figure 2 for the FR reporting and submission dates regarding GTAS, intragovernmental activity/transactions, legal representation letters, Management Representation Letters (MRLs), and subsequent events.

4704.10—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.

Federal 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, Statement of Net Cost, and Statement of Changes in Net Position. Along with the three financial statements, federal entities must submit a variance analysis in accordance with OMB Circular No. A-136, Section IV.2. In addition, federal entities must submit a completed Budget Deficit Reconciliation template. The above deliverables, along with unaudited notes and other supplemental disclosure information, e.g., RSI, RSSI, and OI, must be submitted **45 business days after the end of third quarter**. All applicable documents are to be transmitted through [MAX.gov](#), but may also be transmitted directly to Fiscal Service in accordance with Fiscal Service requests. Fiscal Service will also require federal entities' assistance with completing the analysis of notes that present a greater risk of failing to meet the prescribed disclosure requirements. Examples of these notes are:

- Cash and Other Monetary Assets,
- Loans Receivable and Loan Guarantee Liabilities, Net,
- Investment in Government Sponsored Enterprises,
- Federal Debt Securities Held by the Public and Accrued Interest,
- Other Liabilities,
- Federal Employee and Veteran Benefits Payable,
- Contingencies,
- Social Insurance,
- Property, Plant, and Equipment, Net,

- Disclosure Entities and Related Parties,
- Insurance and Guarantee Program Liabilities,
- Fiduciary Activities,
- Debt and Equity Securities,
- Environmental and Disposal Liabilities,
- Tax Expenditures, 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 will be the point of contact for close collaboration throughout interim analysis and preparation of the FR. Contact information (name, phone number, email address, and subject matter area(s) of expertise) should be submitted to Fiscal Service at financial.reports@fiscal.treasury.gov no later than 21 business days after the end of the third quarter. Fiscal Service will provide the federal entity technical experts, as identified by the federal entity, the Significant Disclosures template, a copy of the final published version of the above listed note(s) from the prior-year FR (Word document), as well as auditor comments on each note (if applicable) received throughout the prior-year FR preparation process. 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. 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 Word documents with the Track Changes feature in Microsoft Word. Auditor comments received on the above notes listed 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 issues for the current FY that can be anticipated based on auditor feedback on prior-year disclosures in the FR. Federal entity participation in this collaboration initiative will be measured on the entity's fifth quarter scorecards for the current FY. Federal entities should be aware that Fiscal Service will resend the Significant Disclosures template and draft copies of third quarter updates to the above listed notes (Word document) as a follow up within one week of financial statements due date, and the requirements will be the same as the third quarter collaboration process. 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. In addition, federal entities are required to provide year-end updates, e.g., changes to existing wording, addition of new material information, etc., 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' fifth quarter scorecards.

Section 4705—FR Data Requirements

Significant Entities must:

- Submit audited financial statements in an AFR/PAR in [MAX.gov](https://max.gov). Please refer to [OMB Circular No. A-136](#) for details.
- Submit a GTAS ATB. GTAS will crosswalk the ATB data to populate a Reclassified Balance Sheet, Statement of Net Cost, and Statement of Changes in Net Position 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 44: Reclassification Adjustments of AFR Due to FR Compilation in [OMB Circular No. A-136](#). Reference the Reclassified Crosswalks on the [USSGL](#) website for additional guidance.
- Provide an interim and year-end variance analysis via MAX as required in [OMB Circular No. A-136](#) Section IV.2.

- Provide Fiscal Service with an electronic copy of the interim unaudited financial statements (the third-quarter financial statements), notes, RSI, RSSI, and OI, if the information is not available on OMB's MAX federal community website. Notify Fiscal Service of any additional updates to the financial statements as they are made available on [MAX.gov](https://www.max.gov) website (see subsection 4704.10).
- Comply with the intragovernmental requirements that can be found in Section 4706.
- Review (with their auditors) the fifth quarter 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.

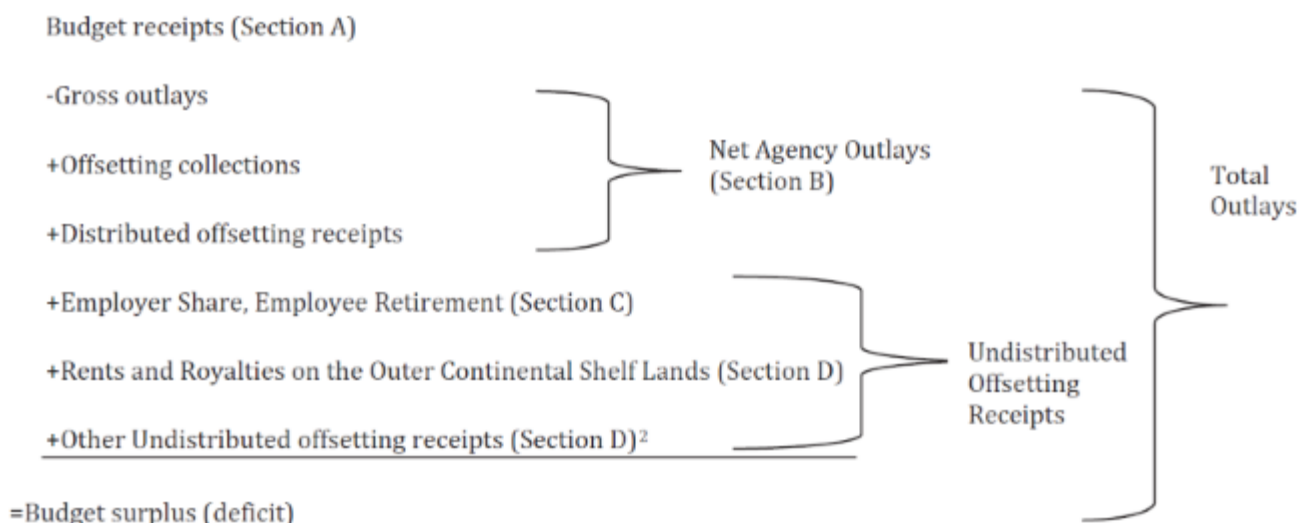
Contact Fiscal Service to determine the reporting procedures for any adjustments to the GTAS data and AFR/PAR after November 15. For contact information, see the [GTAS Contacts](#) page.

4705.05—Budget Deficit (Surplus) Reconciliation

Budget Deficit (Surplus) reporting in the FR is based on the published Monthly Treasury Statement (MTS) as of September 30, 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 (Surplus) Reconciliation validates the budget deficit (surplus) 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 \(Surplus\) Reconciliation Template](#) provided by Fiscal Service, entities must identify and explain any inconsistencies at both third quarter and at year-end. The Budget Deficit (Surplus) Reconciliation Template is divided into four sections. These sections leverage reconciliations that entities already perform for net outlays, focus on collecting budget receipts data for all entities, and identify undistributed offsetting receipts data for key contributing entities. Each component of the budget deficit (surplus) is reconciled as shown below:



Entities can refer to the [GTAS](#) website for instructions on how to complete the Budget Deficit (Surplus) 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://max.gov) but may also be transmitted directly to Fiscal Service in accordance with Fiscal Service requests.

4705.10—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 intradepartmental eliminations with the following exceptions:

- For U.S. Office of Personnel Management only, intradepartmental 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 governmentwide level. See Appendix 1a and 1b for a complete list of Agency Identifiers and FR entities.

All 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 5 for more details on transactions with the General Fund.

4705.20—Reclassification of Significant Entities’ Financial Statements

Significant Entities must submit GTAS ATB data. GTAS will then populate the reclassified financial statements based on the USSGL crosswalks for the three reclassified financial statements. The USSGL crosswalks for the Balance Sheet, Statement of Net Cost, and Statement of Operations and Changes in Net Position can be found in [USSGL](#) guidance (Section VI-Crosswalks to Reclassified Statements). These reports can be accessed in GTAS and are titled “Reconciliation Reports – Reclassified Balance Sheet, Statement of Net Cost, and Statement of Operations and Changes in Net Position.” Significant Entities must use these GTAS reports to complete Note 44: Reclassification Adjustments of AFR Due to FR Compilation in [OMB Circular No. A-136](#).

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.

4705.20a—Custodial Activity

SFFAS No. 7, paragraph 353, states:

Disposition of revenue to Other Entities: custodial transfers—Revenue, primarily non-exchange revenue, may be collected by an entity acting on behalf of the General Fund or another entity within the government on whose behalf it was collected. The collecting entity accounts for the disposition of revenue as part of its

custodial activity. These custodial transfers, by definition, do not affect the collecting entity's net cost of operations or operating results, nor are they part of the reconciliation between its obligations and net cost of operations. (The receiving entity recognizes the revenue as non-exchange or exchange revenue depending on its nature, according to the applicable revenue standards.)

For exchange revenue with virtually no cost, see SFFAS No. 7, paragraph 140. The custodial revenue is reported by the collecting entity on the Statement of Custodial Activity or on the Custodial Activity Note.

However, for exchange revenue collected for others with related cost incurred, federal entities should follow the guidance from SFFAS No. 7, paragraph 137, which states:

As a general rule, exchange revenue transferred to others must be offset against the collecting entity's gross cost to determine its net cost of operations. Exchange revenue reduces the net cost of operations incurred by the entity in producing outputs, regardless of whether the entity keeps the exchange revenue for its own use or transfers it to another operating entity or the General Fund. Likewise, exchange revenue reduces the net cost of the entity's operations to the taxpayer regardless of its disposition. Therefore, all exchange revenue related to the cost of operations must be deducted from gross cost to determine the net cost of operations for the entity.

It is noted that the General Fund does not engage in Buy/Sell intragovernmental 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.

Furthermore, SFFAS No. 7, paragraph 138, states:

Any exchange revenue that is transferred to others, however, does not affect the collecting entity's net position. Therefore, as required by the standards for other financing sources, such exchange revenue is recognized as a transfer-out in calculating the entity's operating results.

At the governmentwide level, these collections are recognized as revenue.

Significant Entities that report a Statement or Note on Custodial Activity in their comparative, audited consolidated, department-level 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 Statement of Operations and Changes in Net Position on Note 44: Reclassification Adjustments of AFR Due to FR Compilation 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 Statement of Net Cost or Statement of Operations and Changes in Net Position when reporting in GTAS. Any federal entity receiving custodial revenue from the collecting entity must report this revenue as federal "F" in its reclassified Statement of Net Cost or Statement of Operations and Changes in Net Position 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 intradepartmental funds, those

transactions should be reported as federal “F” in its reclassified Statement of Net Cost or Statement of Operations and Changes in Net Position 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 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 of these 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.

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](#).

4705.20b—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).

At the governmentwide level, the U.S. Government Balance Sheet shows separately the portion of the net position attributable to funds from dedicated collections which can be presented as consolidated or combined (preferably combined) and labeled accordingly. The standard further requires the disclosure of condensed information on assets, liabilities, and net cost for all funds from dedicated collections. The disclosure may be presented as combined or consolidated (preferably combined) amount, and the presentation must be labeled accordingly. If a federal entity decides to present the Balance Sheet net position as consolidated, it must disclose a crosswalk from the consolidated to combined net position amounts in the Funds from Dedicated Collection Note. The crosswalk will be concurrence to process a journal voucher at the governmentwide level, converting the Balance Sheet net position from consolidated to combined.

Significant Entities must ensure that funds from dedicated collections are denoted on the 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](#).

4705.20c—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 to report in Note 6: Accounts Receivable, Net in [OMB Circular No. A-136](#).

4705.20d—Social Insurance

The Statements of Social Insurance and the Statement of Changes in Social Insurance Amounts 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 2019 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 2019 Annual Report of the Boards of the Trustees of the Federal Hospital Insurance and the Federal Supplementary Medical Insurance Trust Funds). The remaining data for social insurance from SSA and HHS will come from their AFR/PAR. The social insurance information from RRB and DOL will come directly from their AFR/PAR. For additional guidance, see [OMB Circular No. A-136](#).

4705.20e—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 governmentwide 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 intragovernmental transactions as stated in subsections 4706.15 and 4706.25.

4705.20f—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 is normally classified as intragovernmental. 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.

Treasury GAS securities purchased using a fiduciary fund is classified as public/non-federal. 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 “N” and no trading partner.

4705.20g—Department Code Reporting for General Fund Activities

Federal entities use a federal/non-federal indicator value of “G” strictly for recording transactions with the General Fund of the U.S. Government (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 General Fund has an AID of 099, a FR Entity code of 9900, and a federal/non-federal indicator of G. The Department of the Treasury has an AID of 020, a FR Entity code of 2000, and a federal/non-federal indicator of F.

In addition, federal entities may only use the General Fund as a trading partner for a buy/sell transaction **in exceptional circumstances** for exchange revenue **without associated costs**; however, **these circumstances must be evaluated by Fiscal Service on a case-by-case basis**.

GFRAs are credited with all funds from collections that are not identified by law for another account for a specific purpose. Federal entities should refer to the [General Fund Receipt Account Guide](#) for examples of how to record trading partner codes in GFRAs. Federal entities that are collecting receipts into GFRAs should be aware that although GFRAs belong to the General Fund, the General Fund does not have all of the details of all the accounting events in the GFRAs. This is because the General Fund derives a majority of its data through transactions performed within the CARS. Therefore, in order to prevent intragovernmental differences with the General Fund, federal entities must notify the General Fund of any applicable non-CARS reported data attributed to their entity by the eighth business day following the end of a quarter. This information must be sent via email to GeneralFund@fiscal.treasury.gov using the General Fund Agency Submission Form. The form as well as instructions 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 accounts.

Some examples of activities with the General Fund as a trading partner are:

- Offsets to collections collected or accrued in the GFRAs—USSGL accounts applicable to this activity include but are not limited to USSGL accounts 298000G, 298500G, 599000G, 599100G, 599300G, and 599400G. Accrual data associated with these USSGL accounts must be sent to the General Fund via email to GeneralFund@fiscal.treasury.gov. See the paragraph above for a description of the data that must be sent.
- Warrant/appropriation activity—USSGL accounts applicable to this activity include USSGL accounts 310100G, 310600G, and 310700G. Accrual data associated with these USSGL accounts, for example the accrual of offsetting collection receipts, which necessitate the return of appropriations, must be sent to the General Fund via email to GeneralFund@fiscal.treasury.gov. See the paragraph above for a description of the data that must be sent.
- Other activities associated with the General Fund—USSGL accounts applicable to this activity include but are not limited to tax related accounts (580000 Series USSGL accounts) and USSGL accounts 192100G, 259000G, etc. Accrual data associated with these USSGL accounts must be sent to the General Fund via email to GeneralFund@fiscal.treasury.gov. See the paragraph above for a description of the data that must be sent.

Fund Balance with Treasury—USSGL accounts applicable to this activity includes USSGL accounts 101000G and 109000G. All reporting entities reporting USSGL account 101000, Fund Balance with Treasury, should report with a federal/non-federal domain value of “G.” This included fiduciary and non-fiduciary funds reporting this USSGL account.

- Rescissions that are permanently canceled by law. (For trust and special fund transactions, treat similar to capital transfer transactions, RC 11 and RC 12. Refer to the discussion on capital transfer in Appendix 6. Permanent rescissions of balances derived from available trust and special fund accounts are treated differently. The accounting impacts RC 08, and thus does **not** involve trading partner G).

Federal entities should contact Fiscal Service, via email at GovernmentwideGT@fiscal.treasury.gov, if they are unsure about what the correct trading partner assignment is for a particular transaction.

Federal entities that record activities with the General Fund must properly record the activity at the governmentwide 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.

4705.20h—Non-reciprocating Activities

Z (Intragovernmental)—This is an attribute domain value of a USSGL account balance that results from transactions that are intragovernmental 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:

- Employer Federal Insurance Contributions Act (FICA) contributions collected by the Internal Revenue Service.

4705.25—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 governmentwide 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 need to also report the information in OMB Circular No. A-136, Section II.3.8.44 -Note 44: Reclassification of Balance Sheet, Statement of Net Cost, and Statement of Changes in Net Position for FR Compilation Process (Note 44). 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 44, or (iii) an audited Note 44 (an audit of a special element similar to a closing package). The FASB reporting entities will also provide Treasury the associated crosswalk used to prepare Note 44. 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,
- NRRIT,
- 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 are subject to all requirements of this TFM chapter. Significant Entities with a year-end other than September 30 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 quarterly report from Treasury so they know which lines 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 year-end other than September 30:

- Farm Credit System Insurance Corporation,
- Federal Deposit Insurance Corporation, and
- National Credit Union Administration.

4705.30—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.

4705.40—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 governmentwide 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 governmentwide level.

4705.50—Management Representation Letter (MRL)

In accordance with [OMB Circular No. A-136](#), Section V.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). The representations required for fiscal year-end and calendar year-end significant entities are shown in OMB Audit Bulletin, Section 8.5 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 4705.55 (Summary of Uncorrected Misstatements Process), guidance in OMB Circular No. A-136, Section V.5, 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.

4705.50a—Other Required Information for Management Representation Letters

Significant Entity CFOs also must provide Fiscal Service information regarding any subsequent changes to their MRL's and published financial statements. The subsequent events email should indicate "no changes", or "changes" due to the written representation from management or subsequent events affecting the federal entity financial statements. Subsequent event information is based on the federal entity's materiality threshold. Send this information via email (contacts listed at the end of this chapter) to Fiscal Service, Treasury (Main), OMB, and GAO (see Figure 2 for due dates and OMB Circular No. A-136, Section V.5 for wording requirements).

4705.55—Summary of Uncorrected Misstatements (SUM) Process

Significant Entities must include a SUM as a part of their financial statement MRL (as stated in subsection 4705.50). 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, Statement of Net Cost/Income Statement, Statement of Changes in Net Position, 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 or not 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
			Prior year (PY) ² or current year (CY)	Description		SGL account number	SGL Description	Debit	Credit		
1	Factual	CY	To accrue accounts payable for Program A.	N	6100	Operating expenses Program costs	\$230		Gross costs		
				N	2110	Accounts payable		\$230	Accounts payable		
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		
				N	1739	Accumulated depreciation - buildings		\$120	Property, plant, and equipment, net		
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		
				N	1359	Allowance for loans receivable		\$350	Loans Receivable, net		
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		
				N	1359	Allowance for loans receivable		\$175	Loans receivable, Net		

For additional guidance, see the OMB Audit Bulletin, and OMB Circular No. A-136, revised, on the [OMB](#) website and GAO's Financial Audit Manual, Section 595C, on the [GAO](#) website.

4705.60—Legal Representation Letter Process

4705.60a—Legal Letter Reporting Requirements

Significant Entity General Counsel must prepare an interim and final legal representation letter that describes and evaluates pending or threatened litigation, claims, and assessments with which the legal counsel has been engaged and has devoted substantive attention on behalf of the entity in the form of legal consultation or representation. When preparing the legal representation letter, Significant Entity 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 a 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. It is noted that DOJ prepares a governmentwide legal representation letter based on its review of the litigation, claims, and assessments reported by Significant Entities 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 governmentwide legal representation letter to the corresponding forms and Management Schedules included in the legal letter packages submitted by Significant Entities. If Fiscal Service identifies inconsistencies between DOJ's and the entities' assessments of the likelihoods of loss or estimated amounts or ranges of potential loss for these cases, Fiscal Service will contact the Significant Entity that reported the case to coordinate efforts between the entity and DOJ to resolve the inconsistencies.

Using the Management Schedule template found on the [GTAS](#) website, Significant Entity management must prepare an interim and final "Management's Schedule of Information Contained in Legal Letter Responses for Financial Reporting Purposes" (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 face of the Management Schedule template:

Management Schedule Element	Litigation	Unasserted Claims and Assessments
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 financial treatment (accrual or disclosure) of each contingency on the Management Schedule in relation 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.

Likelihood of future outflow or other sacrifice of resources	Loss amount can be reasonably measured	Loss range can be reasonably measured	Loss amount or range cannot be reasonably measured
Probable: 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.
*Reasonably Possible: 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.
Remote: 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. This likelihood 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 final legal representation letter must include all existing, pending, or threatened litigation and unasserted claims as of September 30. 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; zipped files will not be accepted. Management Schedules must be submitted in Excel format using the template provided by Fiscal Service. 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 multiple areas are involved in the preparation of the legal representation letter package (Significant Entity management, General Counsel, and IGs), please provide contact information for each area, or indicate that the contact(s) provided serves as sufficient representation for all areas.

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 Entity IGs, or Significant Entity management where applicable, are only required to submit a final legal representation letter and Management Schedule.

To ensure accurate and complete 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 face of the Management Schedule. Fiscal Service will follow up on any discrepancies identified in its analysis that have not been explained or justified by the Significant Entity.

4705.60b—Other Required Information for Legal Representation Letters

Significant Entity IGs, or Significant Entity management for certain 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 through January 31, 2020. **All** Significant Entity IGs, or Significant Entity management for certain federal entities, must submit details of the subsequent events via email to GAO, DOJ, and Fiscal Service (see Figure 2 for due dates).

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

4705.65—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 (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 1st 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 made a determination 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 into 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 or not 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. For a summary of the proper financial treatment of contingent liabilities related to litigation, claims, and assessments, refer to subsection 4705.60a —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.

Section 4706—Intragovernmental Quarterly and Year-end Requirements

4706.10—Intragovernmental Transactions/Balances

Intragovernmental transactions result from business activities conducted between two federal government entities, called trading partners. Accounting differences occur in governmentwide financial reporting when trading partners record differing amounts for transactions that should eliminate or net to zero. Trading partners must reconcile and resolve these differences on a routine basis with their trading partners. The Intragovernmental Transaction (IGT) Guide (Appendix 6) contains the business rules and processes to properly record, report, and reconcile intragovernmental 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 governmentwide reporting entity under federal accounting standards (please note the Board of Governors is considered federal for tax purposes, however, for governmentwide 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 (refer to Appendix 1b for list of Disclosure Entities, SFFAS No. 47). All activity with the Board of Governors of the Federal Reserve System must be reported as non-federal "N" activity.

4706.15—Additional Intragovernmental Reconciliation Requirements

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

4706.20—Federal Intragovernmental Transactions Accounting Scenarios

To aid in the reconciliation of intragovernmental 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.

4706.25—Non-fiduciary Transactions

For non-fiduciary transactions, OMB requires reporting entities to reconcile and confirm intragovernmental 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.

4706.25a—Related to Capitalized Purchases

Federal entities that purchase capitalized assets, or previously capitalized assets/inventory from other federal entities must follow the Capital Asset scenario located in [Intragovernmental 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](#).

4706.30—Intragovernmental Transactions Reconciliation and Resolution Process

Federal entities must use three-digit trading partner AID for all intragovernmental transactions. When federal entities report “appropriations transfers” within their departments, they should use their three-digit trading partner code. Effective FY 2019, all the TAS, including no-year TAS, are required to report the four-digit trading partner main account.

4706.30a—Fiscal Service Intragovernmental Activity

Federal entities are expected to work with their respective trading partners to reconcile and resolve intragovernmental differences. Appendix 6 discusses the reconciliation and resolution process which includes the Intragovernmental Root Cause, Corrective Action Plan (CAP), and dispute resolution processes.

Significant Entities and selected Other Entities (as designated by “***” in Appendix 1a) are required to explain and certify all Material Differences Reports Parts I, II, and III-Z for Quarter 1, Quarter 2, Quarter 3, and Quarter 5. Quarter 4 explanations are not required. Federal entities will use the Intragovernmental 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. Federal entities may obtain the IGT Raw Data File from GTAS to be used for the research of differences. These dates are set by Fiscal Service. The intragovernmental 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-Z. 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.

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 on Part III). Federal entities will use subsection 4706.30b 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 not required to report at this time:
 - 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 4706.30b is not required for Material Differences Report Part II, a detailed explanation of the difference is expected. Federal entities may select “Part II Differences” as the type of difference when explaining in the Intragovernmental Module of GTAS.

- Material Differences Report Part III-Z. This report displays amounts reported in RC 29 with the federal/non-federal domain value of Z for non-reciprocating intragovernmental activity. While a type of difference, like the types listed in subsection 4706.30b, is not required for Material Differences Report Part III, federal entities may select “Part III Differences” as the type of the difference. However, federal entities are expected to provide Fiscal Service with an explanation of why this non-reciprocating intragovernmental activity is reported. If an explanation of “non-reciprocating activity” is not considered acceptable, Fiscal Service may follow up for clarification to ensure the non-reciprocating intragovernmental 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 reporting between the federal entity and its trading partners by Reciprocal Category in Part I. 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 a sufficient explanation and corrective actions, if applicable, to resolve the out-of-balance and condition coverage for GAO assurance,
- Obtaining assurance that federal entities are performing quarterly intragovernmental reconciliation and resolution in accordance with OMB Circular No. A-136, revised, and Appendix 6, and
- Ensuring federal entities are mutually completing the *Intragovernmental 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.

4706.30b—Reporting Entity's Explanation of Reporting in Material Differences Reports Part I

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

(1) **Accounting/reporting error**—occurs when the reporting entity has incorrectly reported activity either by reciprocal category, trading partner, or amount. The total of these amounts must be identified and explained. If the entity is in error, then provide the adjustment amount as well as 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. Explain 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. Explain 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. 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 governmentwide level between trading partners when applied correctly (for example, judgment fund and FICA transactions).

4706.30c—Intragovernmental Transactions Metrics and Scorecards

Fiscal Service has implemented scorecards and metrics to track reporting differences governmentwide 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 intragovernmental differences. Refer to Appendix 6, subsection 2.4, for further information on the timeline for these scorecards and metrics as well as related federal entity requirements.

4706.40—Year-end Intragovernmental Reconciliation Process Related to GTAS

In accordance with OMB Circular No. A-136, Significant Entities and Other Entities should reconcile their intragovernmental balances and resolve intragovernmental differences with all available information before submitting their GTAS ATB. Additionally, Significant Entities and their auditors should review the prior-year fifth quarter 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.

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

The data to reconcile consists of:

- 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).

Reconciling data (reported as 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.

4706.45—Year-end CFO Procedures for Intragovernmental Transactions/Balances

Significant Entities must comply with the following instructions using the comparative, audited consolidated and department-level financial statements:

- Provide responses to the representations outlined in the detailed “CFO Representation” instructions found in Appendix 4 for each intragovernmental issue, and
- Ensure the data in the *Intragovernmental 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 Intragovernmental Activity and Balances](#) (including instructions) on the GTAS website.

Provide an electronic file of the CFO’s Representations for Intragovernmental 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 4707—GTAS Requirements

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

4707.05—GTAS System Access

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

4707.10—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 AFR/PAR.

4707.10a—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.

4707.10b—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.

4707.10c—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.

4707.10d—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 for FY 2019 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.

4707.10e—Parent/Child Reporting

The reporting in GTAS is similar to the reporting for the quarterly file submissions. Refer to subsection 4705.30.

4707.10f—GTAS ATB Reports Transmission Methods

Each GTAS ATB preparer can 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). **For specific detail on GTAS ATB submissions, please refer to the [GTAS website](#).**

4707.10g—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 Agency Identifier, 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 its 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

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July 30, 2019	Federal entities must submit unaudited interim financial statements, limited to the Balance Sheet, Statement of Net Cost, and Statement of Change in Net Position to MAX.gov .
August 8, 2019	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 as presenting a greater risk of failing to meet prescribed disclosure requirements, as well as auditor comments on each of these note(s) (if applicable) from the prior-year FR preparation process. See subsection 4704.10 for complete details.
*August 22, 2019	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.
September 3, 2019	<p>In accordance with OMB Circular No. A-136, Section IV.2, federal entities must submit:</p> <ul style="list-style-type: none"> ▪ Variance analysis ▪ Unaudited notes and other supplemental disclosure information, e.g., RSI, RSSI, and OI. SIRA must include updates to social insurance with this requirement. <p>In addition, federal entities must submit:</p> <ul style="list-style-type: none"> ▪ Completed Budget Deficit Reconciliation template
September 6, 2019	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 4704.10 for complete details.
October 4, 2019	GTAS opens for September 30, 2019, ATB submission.
October 17, 2019	GTAS expenditure TAS must be certified by 5 p.m. ET.
October 22, 2019	DOJ will provide the interim governmentwide Legal Representation Letter to GAO, OMB, and Treasury.
October 25, 2019	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 MAX.gov .
November 8, 2019	The GTAS Period 12 Revision window closes at 5 p.m. ET.
November 14, 2019	GTAS Period 12 Extension window closes at 2 p.m. ET.
November 18, 2019	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	Final PARs and AFRs are due to MAX.gov and also by email to GAO by 6

19, 2019	p.m. ET.
November 19, 2019	<p>1. Significant Entities must submit a variance analysis in accordance with OMB Circular No. A-136, Section IV.2.</p> <p>2. Significant Entities must submit a completed Budget Deficit Reconciliation template via the MAX.gov website. (Please see subsection 4705.05.)</p> <p>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.</p> <p>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 MAX.gov website. (Please see subsection 4705.50.)</p>
December 3, 2019	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 4704.10 for complete details.
December 3, 2019	Federal entity CFOs submit their <i>Representations for Intragovernmental Activity and Balances</i> to the entity's IG and Fiscal Service. <i>All year-end MDRs must be certified in GTAS.</i>
December 19-31, 2019	Federal entity FR review period. Comments are due by close of business.
February 5, 2020	Significant Entity IGs must provide Fiscal Service information relating to subsequent events that occurred from the effective date of their final Legal Representation Letters through January 31, 2020. Send this information via email to Fiscal Service, DOJ, and GAO.
February 7, 2020	DOJ will provide the final governmentwide Legal Representation Letter to GAO, OMB, and Treasury.
February 18, 2020	Significant Entity CFOs must provide Fiscal Service information about subsequent changes to Management Representation Letters and financial statements that have occurred from the date of the financial statements audits through February 17, 2020. Send this information by noon via email to Fiscal Service, Treasury (Main), OMB, and GAO.
February 27, 2020	Financial Report of the U.S. Government is published.

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

Intragovernmental 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

Contacts

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Appendices Listing

Appendix No.	Title
1a	Federal Trading Partner Codes for the Governmentwide Treasury Account Symbol Adjusted Trial Balance System (GTAS)

1b	Determination of Consolidation Entity included in the governmentwide financial statements, Disclosure Entity included in the governmentwide financial statements, or Related Party for the Governmentwide Treasury Account Symbol Adjusted Trial Balance System (GTAS)
2	Reciprocal Categories Crosswalk to Financial Statements
3	Intragovernmental Transactions (IGT) Categories of Reciprocal U.S. Standard General Ledger (USSGL) Proprietary Accounts
4	CFO Representations for Intragovernmental Activity and Balances Instructions
5	Recording Intragovernmental Transactions (IGT) with the General Fund of the U.S. Government
6	Intragovernmental Transaction (IGT) Guide

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 May 30, 2019, 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 GFRS will no longer be used by federal entities for FY 2019 reporting.

TFM Volume I, Part 2, Chapter 4700

Section Item	Revision	Change
4701	Revised	Revised the section to include: "The CFO certifications form which lists each designee from the data call must be signed by the federal entity's CFO."
4701.10	Revised	Additional revisions were made to the Reporting Entity guidance for the FY 2019. Please see the main chapter for complete details.
4703	Revised	Updated the definition of Federal Entity and Reporting Entity.
4703	Deleted	Deleted the definition for Suspense Accounts.
4704.10	Revised	Additional revisions were made for Third Quarter Reporting. See main chapter for complete details.
4705.05	New	Added a new subsection for Budget Deficit (Surplus) Reconciliation. See main chapter for complete details.
4705.60a	Revised	Updated Legal Letter Reporting requirements for FY 2019. See the main chapter for complete details.
4705.65c	Revised	Updated Treaties and Other International Agreements requirements for FY 2019. See the main chapter for complete details.
4706.20	Revised	Updated Federal Intragovernmental Transactions Accounting Scenario guidance to include: "To aid in the reconciliation of intragovernmental differences, federal entities should follow 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 a source of guidance."
Figure 2	Revised	Revised Figure 2 to for the remaining FY19 reporting requirements.

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

Section Item	Revision	Change
FR Entity Table	Revised	Entities were updated for FY19 reporting.

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

Section Item	Revision	Change
Consolidation Entities–Introduction	Revised	Entities were updated and names alphabetized.
Disclosure Entities–Table	Revised	Entities were updated and names alphabetized.
Related Party Entities–Table	New	Entities were updated and names alphabetized.

Appendix 6 Intragovernmental Transaction (IGT) Guide

Intragovernmental Transactions Guide revised to include updated FY 2019 reporting requirements.

July 2019

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 November 28, 2018, 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.

General revisions throughout the TFM Volume I, Part 2, Chapter 4700 (and appendices), were made to replace and update the reporting year (2019), as applicable. Additional revisions include the realignment of appendices (1a, 1b, 2, 3, 4, 5, and 6), and the elimination of the Closing Package methodology in fiscal year 2019. Please note that GFRS will no longer be used by federal entities for FY 2019 reporting.

TFM Volume I, Part 2, Chapter 4700

Section Item	Revision	Change
4701.10	Revised	Revised the Reporting Entity background. See main chapter for complete details.
4703	Revised	Updated the definition of Adjusted Trial Balance.
4703	New	Added definition of Agency Financial Report.
4703	Revised	Updated the definition of Federal Entity.
4703	New	Added definition of Financial Report of the United States Government.
4703	New	Added definition of Management Representation Letter.
4703	New	Added definition of Performance and Accountability Report.
4703	Revised	Updated the definition of Reclassified Financial Statement.
4703	Revised	Updated the definition of Reporting Entity.
4703	New	Added definition of Summary of Uncorrected Misstatements.
4703	Revised	Revised the definition of SMAF.
4704.10	Revised	Revised Key Notes for FY 2019 reporting.
4704.10	Revised	Revised requirements for Third Quarter Reporting. See main chapter for complete details.
4705	Revised	Revised FR Data Requirements for FY 2019. See main chapters for complete details.
4705.20	Revised	Revised reporting requirements for FY 2019. See main chapters for complete details.
4705.20a	Revised	Updated Custodial Activity reporting requirement for FY 2019. See the main chapter for complete details.
4705.20a	Revised	Updated Custodial Activity guidance to include: "It is noted that the General Fund does not engage in Buy/Sell intragovernmental 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."
4705.20a	Revised	Updated Custodial Activity guidance to include: "There may be situations in which custodial revenue collected in a 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 of these 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."
4705.20c	Revised	Updated Criminal Debt guidance to include: "Significant Entities and Other Entities that are owed restitution as the result of a judgment in a criminal case are required to report in Note 6: Accounts Receivable, Net in OMB Circular No. A-136."
4705.20d	Revised	Updated Social Insurance guidance to include: "The remaining data for social insurance from SSA and HHS will come from their AFR/PAR. The social insurance information from RRB and DOL will come directly from their

		AFR/PAR.”
4705.20e	Revised	Updated Fiduciary Activities guidance to include: “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.”
4705.20g	Revised	Updated Department Code Reporting for General Fund Activities guidance to include: “In addition, entities may only use the General Fund as a trading partner for a buy/sell transaction in exceptional circumstances for exchange revenue without associated costs; however, these circumstances must be evaluated by Fiscal Service on a case-by-case basis.”
4705.20g	Revised	Updated Department Code Reporting for General Fund Activities guidance to include: “Fund Balance with Treasury—USSGL accounts applicable to this activity includes USSGL accounts 101000G and 109000G. All reporting entities reporting USSGL account 101000, Fund Balance with Treasury, should report with a federal/non-federal domain value of “G.” This included fiduciary and non-fiduciary funds reporting this USSGL account.”
4705.25	Revised	Revised Special Basis of Accounting guidance for FY 2019 reporting.
4705.25	Revised	Updated Special Basis of Accounting guidance to include: “Significant Entities with a year-end other than September 30 are subject to all requirements of this TFM chapter. Significant Entities with a year-end other than September 30 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 quarterly report from Treasury so they know which lines 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.”
4705.50	Revised	Updated the Management Representation Letter guidance to include: “Significant Entities with a year-end other than September 30 need to provide a MRL to Fiscal Service (see Figure 2 for due dates). All representations are required by generally accepted auditing standards, OMB’s audit bulletin, and TFM Volume I, Part 2, Chapter 4700. If they are not applicable to the federal entity, please state that in the representation. This is needed to ensure that each representation is analyzed and not missed unintentionally. Federal entities.”
4705.50a	New	New section added for Other Required Information for Management Representation Letters for FY 2019 reporting. See main chapter for complete details.
4705.55	Revised	Updated the reporting requirements for FY 2019 for the Summary of Uncorrected Misstatements (SUM) Process. See main chapter for complete details.
4705.60a	Revised	Updated the Legal Letter Reporting requirements for FY 2019. See the main chapter for complete details.
4705.60a	Revised	Updated the Legal Letter Reporting Requirements to include: “Please include contact information for federal entity representatives who may assist Fiscal Service with inquiries related to legal representation letter submissions. Since multiple areas are involved in the preparation of the legal representation letter package (federal entity management, Legal Counsel, and IGs), please provide contact information for each area, or indicate that the contact(s) provided serves as sufficient representation for all areas.”
4706.30a	Revised	Revised Fiscal Service Intragovernmental Activity guidance for FY 2019 reporting.
4706.30	Revised	Updated the Fiscal Service Intragovernmental Activity guidance to include: “Significant Entities and selected Other Entities (as designated by “**” in Appendix 1a) are required to explain and certify all Material Differences Reports Parts I, II, and III-Z for Quarter 1, Quarter 2, Quarter 3, and Quarter 5. Quarter 4 explanations are not required.”

4706.30	Revised	Updated the Fiscal Service Intragovernmental Activity guidance to include: “The Material Differences Window, which is used to explain and certify differences, will open after the GTAS Bulk File Submission Window closes. Federal entities may obtain the IGT Raw Data File from GTAS to be used for the research of differences.”
4706.40	Revised	Revised Year-end Intragovernmental Reconciliation Process Related to GTAS guidance for FY 2019 reporting.
4707.10	Revised	Updated the GTAS Reportable Data guidance to include: “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. GTAS data must reconcile to the federal entity’s audited AFR/PAR.”
Figure 2	Revised	Updated reporting dates for fiscal year 2019. Please note the remaining dates will be updated in the July 2019 publication.
Figure 3	Revised	Added U.S. Victims of State Sponsored Terrorism Fund to the Treasury Managed Trust Funds.
Contacts	Revised	Updated the Contact section to include main Treasury for FY 2019 reporting.

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

Section Item	Revision	Change
Introduction	Revised	Updated guidance by updating table to show examples of how to find TPMA for a TAS with federal activity.
Definition of Key Terms	Deleted	Removed key terms definitions that were included earlier in the TFM.
FR Entity Table	New	Added FR entity “Public Buildings Reform Board.”
FR Entity Table	New	Added FR entity “United States Semiquincentennial Commission.”
FR Entity Table	New	Added FR entity “National Security Commission on Artificial Intelligence.”
FR Entity Table	New	Added FR entity “National Commission on Military Aviation Safety.”
FR Entity Table	Revised	Revised “Security Assistance Accounts” as an entity that is required to explain and certify quarterly material intragovernmental differences or are required to have IGT scorecards prepared.

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

Section Item	Revision	Change
Introduction	Deleted	Removed guidance on SFFAC No. 2, Entity and Display.
Introduction	Revised	Revised guidance on how to incorporate OMB Circular No. A-136.
Consolidation Entities–Introduction	Revised	Revised guidance to incorporate par. 38-40 of SFFAS 47.
Consolidation Entities–Table	Revised	Revised title row to include titles “FR entity code” and “Reporting Agency.”
Consolidation Entities–Table	Revised	Revised Securities and Exchange Commission–Public Company Accounting Oversight Board; Securities Investor Protection Corporation to “Related Parties.”
Consolidation Entities–Table	New	Added “Department of Commerce–U.S. Integrated Ocean Observing System Program; U.S. Regional Fisheries Management Council; National Institute for Innovation in Manufacturing Biopharmaceuticals; Corporation for Travel Promotion.”
Consolidation Entities–Table	Revised	Revised classification of FCC–National Exchange Carrier Association (NECA) to Disclosure Entity.

Consolidation Entities–Table	Revised	Revised Table to display entities with identical AID’s and different FR entity codes.
Consolidation Entities–Table	Revised	Added “Harry S. Truman Scholarship Trust Fund” to Consolidation Entities.
Disclosure Entities–Table	Revised	Added “Federal Home Loan Mortgage Corp (Freddie Mac)” and “Federal National Mortgage Association (Fannie Mae)” to FHFA as Disclosure Entities.
Related Party Entities–Table	Revised	Revised classification of “Multilateral Development Banks” and “International Monetary Fund” to Related Parties to Department of Treasury.
Related Party Entities–Table	New	Added “Milk Market Orders Assessment Fund” to “Related Parties.”
Entity Table footnotes	New	Added “**** These disclosure entities are named in Note 25 of the fiscal year 2018 FR - Federal Home Loan Mortgage Corp (Freddie Mac); Federal National Mortgage Association (Fannie Mae); Federal Reserve System; Amtrak (National Railroad Passenger Service Corp).”

Appendix 2 Reciprocal Categories Crosswalk to Financial Statements

Updated for FY 2019 Intragovernmental Reporting Requirements.

Appendix 3 Intragovernmental Transactions (IGT) Categories of Reciprocal U.S. Standard General Ledger (USSGL) Proprietary Accounts

Section Item	Revision	Change
Table 1 Title of Entity 1	Update	Title of Entity 1 description added to include “Investing/Borrowing Entity”
Table 1 Title of Entity 2	Update	Title of Entity 2 description added to include “Bureau of the Fiscal Service, FFB, or Federal Entity with Authority to Issue Securities”
Entire Document, First Column	Update	Sub-Category Name added to Category Name in the descriptions

Appendix 4 CFO Representations for Intragovernmental Activity and Balances Instructions

Form updated for FY 2019 Intragovernmental Reporting Requirements.

Appendix 5 Recording Intragovernmental Transactions (IGT) with the General Fund of the U.S. Government

Section Item	Revision	Change
Section 1	New	Added last paragraph on “Schedules of the General Fund.”
Section 2.3	Revised	Rephrased “320100 Appropriations Outstanding–Warrants Issued (RC 41)” to “309010 Appropriations Outstanding–Warrants to be Issued (RC41).”
Section 2.6	Revised	Added hyperlink to the General Fund Receipt Account Guide.

Appendix 6 Intragovernmental Transaction (IGT) Guide

Intragovernmental Transactions Guide revised to include FY 2019 reporting requirements.

Section Item	Revision	Change
1.3	New	Added Unemployment Insurance and Custodial Activity.
4.4	New	Added Unemployment Insurance.
7.2	New	Added Unemployment Insurance.
9	Revision	Updates to G Invoicing guidance.
9.2	New	Added G Invoicing guidance.
9.3	New	Added IPAC guidance.
11	New	Added Custodial and Non-Entity Transactions guidance.

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 SFFAS No. 47 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 TPMA for all TAS that have a Beginning Period of Availability (BPOA) of FY 2015 or later. When reporting TPAID and Trading Partner Main Account (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.

Refer to the below table as reference:

Example 1: TAS 011 X 1045 000 has federal trading activity with Millennium Challenge Corporation (MCC). This TAS has an AID of 011 (Executive Office of the President) yet 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	011 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 are appropriated and 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 937, FR Entity 1137) as the trading partner.

Appendix 1a

<u>FR Entity</u>	<u>Agency Identifier</u>	<u>Federal Entity</u>
Significant Entities:		
1137	937	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	916	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	933	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	960	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
7100	071	Overseas Private Investment Corporation
7200	072	Agency for International Development
7300	073	Small Business Administration
7500	075	Department of Health and Human Services
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*

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<u>FR Entity</u>	<u>Agency Identifier</u>	<u>Federal Entity</u>
Other Entities:		
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. Capital Preservation Commission
0907	009	Office of Compliance
0908	009	Open World Leadership Center Trust Fund
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
1130	011	Inter-American Foundation
1133	011	Trade and Development Agency
1136	011	African Development Foundation
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>
Other Entities (continued):		
4843	584	Indian Law and Order Commission
4844	479	Military Compensation and Retirement Modernization Commission
4845	480	World War I Centennial Commission
4846	481	Commission to Eliminate Child Abuse and Neglect Fatalities
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	382/432	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>
Other Entities (continued):		
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
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	254/349	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
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 intragovernmental differences or are required to have IGT scorecards prepared.

Appendix 1b

Determination of Consolidation Entity included in the governmentwide financial statements, Disclosure Entity included in the governmentwide financial statements, or Related Party for the Governmentwide Treasury Account Symbol Adjusted Trial Balance System (GTAS)

For fiscal year (FY) 2019, federal entities should continue to report information based on the Statements of Federal Financial Accounting Standards (SFFAS) No. 47 determinations, except federal entities reporting under FASB standards. The SFFAS No. 47 Working Group 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 2019. 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 with the determination of consolidated will provide financial information in GTAS, unless other means are determined for financial reporting. This data will flow to the face of the governmentwide statements presented in the FR. Federal entities with a determination of 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 governmentwide 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.**

Consolidation Entities

- **Consolidation Entity included in the governmentwide financial statements**—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 par. 38-40 of SFFAS 47]

FR Entity Code	Agency Identifier	FR Entity	Reporting Agency
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
1136	011	African Development Foundation	African Development Foundation
7200	072	Agency for International Development	Agency for International Development
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
9571	581	Bureau of Consumer Financial Protection	Bureau of Consumer Financial Protection
0200	002	Capitol Police	Capitol Police

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FR Entity Code	Agency Identifier	FR Entity	Reporting Agency
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
**4846	**481	**Commission to Eliminate Child Abuse and Neglect Fatalities	**Commission to Eliminate Child Abuse and Neglect Fatalities
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 (057)
			Department of Defense – Army (021)
			Department of Defense – Navy/Marines (017)
			Office of the Secretary of Defense-Defense Agencies (097)
			Corps of Engineers – Civil Works (096)
9100	091	Department of Education	Department of Education
			Institute of Education Sciences

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FR Entity Code	Agency Identifier	FR Entity	Reporting Agency
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
			Frederick National Laboratory for Cancer Research
7000	070	Department of Homeland Security	Department of Homeland Security
			Homeland Security Studies and Analysis Institute
			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)
1601	016	Department of Labor	Department of Labor
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

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FR Entity Code	Agency Identifier	FR Entity	Reporting Agency
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, 349	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
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
			Telecommunications Relay Service Fund (TRS)
			North American Numbering Plan (NANP)
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 Institutions Examination Council
			Federal Financial Institutions Examination Council Appraisal Subcommittee
9566	537	Federal Housing Finance Agency	Federal Housing Finance Agency
9573		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
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 Council	Federal Permitting Improvement Council
2900	029	Federal Trade Commission	Federal Trade Commission

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FR Entity Code	Agency Identifier	FR Entity	Reporting Agency
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
1130	011	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
9542	487	Morris K. Udall and Stewart L. Udall Foundation	Morris K. Udall and Stewart L. Udall Foundation
9549		Environmental Dispute Resolution Fund	
8000	080	National Aeronautics and Space Administration	National Aeronautics and Space Administration

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FR Entity Code	Agency Identifier	FR Entity	Reporting Agency
8800	088	National Archives and Records Administration	National Archives and Records Administration
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
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
4841	575	National Railroad Passenger Corporation-Office of Inspector General	National Railroad Passenger Corporation-Office of Inspector General
6002	960	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
3100	031	Nuclear Regulatory Commission	Nuclear Regulatory Commission
4811	431	Nuclear Waste Technical Review Board	Nuclear Waste Technical Review Board
9533	432	Occupational Safety and Health Review Commission	Occupational Safety and Health Review Commission
0907	009	Office of Compliance	Office of Compliance
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

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FR Entity Code	Agency Identifier	FR Entity	Reporting Agency
**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 Trust Fund	Open World Leadership Center Trust Fund
7100	071	Overseas Private Investment Corporation	Overseas Private Investment Corporation
9572	579	Patient-Centered Outcomes Research Trust Fund	Patient-Centered Outcomes Research Trust Fund
1125	011	Peace Corps	Peace Corps
1602	916	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	937	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	933	Smithsonian Institution	Friends of the National Zoo Smithsonian Institution
2800	028	Social Security Administration	Social Security Administration
4814	453	State Justice Institute	State Justice Institute
9501	472	Surface Transportation Board	Surface Transportation Board
6400	455	Tennessee Valley Authority	Tennessee Valley Authority
9523	382/432	The Japan-United States Friendship Commission	The Japan United States Friendship Commission

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FR Entity Code	Agency Identifier	FR Entity	Reporting Agency
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
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
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

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Disclosure Entities

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

FR Entity Code	Agency Identifier	FR Entity	Reporting Agency
1300	013	Department of Commerce	Corporation for Travel Promotion
			U.S. Integrated Ocean Observing System Program
			U.S. Regional Fisheries Management Council
			National Institute for Innovation in Manufacturing Biopharmaceuticals
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
6900	069	Department of Transportation	Resolution Funding Corporation
			*** Amtrak (National Railroad Passenger Service Corp)
2700	027	Federal Communications Commission	Universal Service Administrative Company
			National Exchange Carrier Association (NECA)
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

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FR Entity Code	Agency Identifier	FR Entity	Reporting Agency
*	*	*National Association of Registered Agents and Brokers	*National Association of Registered Agents and Brokers
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 Code	Agency Identifier	FR Entity	Reporting Agency
1200	012	Department of Agriculture	Milk Market Orders Assessment Fund
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 2018 or have remaining fund balances pending final return to Treasury as of September 30, 2018.

*** These entities are named in Note 25 of the fiscal year 2018 FR.

Appendix 2

Reciprocal Categories Crosswalk to Financial Statements

The chart below lists the Intragovernmental 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 “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 governmentwide 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	Financial Statement	Reciprocal Category	Federal Entity 1	Federal Entity 2
			Investing/Borrowing Entity	Bureau of the Fiscal Service, FFB, or Federal Entity with Authority to Issue Securities
Investments and Borrowings Transactions*	BS	01	Federal investments	Federal debt
	BS	02	Interest receivable-investments	Interest payable-debt
	SNC/SOCNP	03	Federal securities interest revenue including associated gains and losses (exchange) Federal securities interest revenue including associated gains and losses (non-exchange)	Federal securities interest expense
	BS	04	Interest payable-loans and not otherwise classified	Interest receivable-loans and not otherwise classified
	SNC/SOCNP	05	Borrowing and other interest expense	Borrowing and other interest revenue (exchange) Borrowing and other interest revenue (non-exchange)
	SNC	06	Borrowing gains or losses	Borrowing gains or losses
	BS	17	Loans payable	Loans receivable
			Benefiting Entity	DOL & OPM
Benefits Transactions–DOL & OPM*	BS	21	Benefit program contributions payable	Benefit program contributions receivable
	SNC/SOCNP	25	Imputed costs/Imputed financing sources	N/A
	SNC/SOCNP	26	Benefit program costs	Benefit program revenue (exchange) Benefit program revenue (non-exchange)
			Receiving Entity	Providing Entity
Buy/Sell Transactions	BS	22	Accounts payable	Accounts receivable
	BS	23	Advances to others and prepayments	Advances from others and deferred credits
	SNC	24	Buy/sell cost Purchase of assets	Buy/sell revenue (exchange) Purchase of assets offset
			Receiving Entity	Transferring Entity
Transfers Transactions	SOCNP	07	Appropriation of unavailable special or trust fund receipts transfers-in	Appropriation of unavailable special or trust fund receipts transfers-out
	SOCNP	08	Non-expenditure transfers-in of unexpended appropriations and financing sources	Non-expenditure transfers-out of unexpended appropriations and financing sources
	SOCNP	09	Expenditure transfers-in of financing sources	Expenditure transfers-out of financing sources

*Fiduciary activities as shown in Appendix 3

Appendix 2

IGT Category Name	Financial Statement	Reciprocal Category	Receiving Entity	Transferring Entity
Transfers Transactions (cont'd)	SOCNP	11	Non-expenditure transfer-in of financing sources–capital transfers	Non-expenditure transfer-out of financing sources–capital transfers
	BS	12	Accounts receivable–capital transfers	Accounts payable–capital transfers
	SOCNP	18	Transfers-in without reimbursement	Transfers-out without reimbursement
	BS	27	Transfers receivable	Transfers payable
			Receiving Entity	Collecting Entity
Custodial and Non-Entity Transactions	BS	10	Custodial and non-entity assets	Custodial and non-entity liabilities
	SNC	13	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)
	SNC	14	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)
	SOCNP	15	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)
	SOCNP	16	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	BS	30	Other assets and other liabilities	Other assets and other liabilities
	SOCNP	36	Revenue and other financing sources from cancellations	Cancellations of revenue and other financing sources for the General Fund
	SOCNP	37	Other non-budgetary financing sources for debt accruals/amortization	Other financing sources for the General Fund
	SOCNP	38	Appropriations expended	General Fund financed appropriations–expended
	SOCNP	39	Appropriations used	Appropriations outstanding–used
	BS	40	Fund Balance with Treasury	Liability for Fund Balance with Treasury
	SOCNP	41	Appropriations received as adjusted	Warrants issued
	SOCNP	44	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
	SOCNP	45	Other taxes and receipts	Trust fund warrants issued net of adjustments
	BS	46	Liability to the General Fund for custodial and other non-entity assets	Asset for federal entity's custodial and non-entity liabilities
	SOCNP	48	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 assets (without reciprocals)
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 – Federal prior-period adjustments
SOCNP – Corrections of errors—years preceding the prior-year

Appendix 3

Intragovernmental 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) ¹	Participation Certificates
		162100F(XXX)	Discount on Securities Other Than the Bureau of the Fiscal Service Securities		

¹Federal 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

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 (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) ¹	Other Investments		

¹Federal 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

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 (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) ¹	Contra Revenue for Interest Revenue– Investments (Exchange)		
		531800FT(XXX) ¹	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)		

¹Federal 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

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 (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) ²	Accrued Interest Payable–Not Otherwise Classified	134000F(XXX) ¹	Interest Receivable–Not Otherwise Classified
		214100F(XXX)	Accrued Interest Payable–Loans	134100F(XXX)	Interest Receivable– Loans

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

²Treasury 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

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/ 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)
				531000FT(XXX)	Interest Revenue–Other (Non-exchange)
				531200FX(020)	Interest Revenue–Loans Receivable/ Uninvested Funds (Exchange)
				531200FT(020)	Interest Revenue–Loans Receivable/ Uninvested Funds (Non-exchange)
		633000F(XXX) ²	Other Interest Expenses	531700FX(XXX) ¹	Contra Revenue for Interest Revenue–Loans Receivable (Exchange)
		633800F(020)	Remuneration Interest	531700FT(XXX) ¹	Contra Revenue for Interest Revenue–Loans Receivable (Non-exchange)
				531900FX(XX)	Contra Revenue for Interest Revenue–Other (Exchange)
				531900FT(XXX)	Contra Revenue for Interest Revenue–Other (Non-exchange)
		579100F(XXX)	Adjustment to Financing Sources– Credit Reform	579100F(XXX) ³	Adjustment to Financing Sources–Credit Reform

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

²Treasury must use this account in limited situations, such as uninvested funds on Treasury borrowings.

³USSGL 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

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/ 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) ¹	Other Losses (Exchange)	719000FX(XXX) ¹	Other Gains (Exchange)
		711200FX(XXX)	Gains on Disposition of Borrowings (Exchange)	721200FX(XXX)	Losses on Disposition of Borrowings (Exchange)
		719000FX(XXX) ¹	Other Gains (Exchange)	729000FX(XXX) ¹	Other Losses (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

¹Federal 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

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 ³ (016 and/or 024)	Employer Contributions and Payroll Taxes Payable	132000F(XXX)	Funded Employment Benefit Contributions Receivable
		221500F ³ (016 and/or 024)	Other Post Employment Benefits Due and Payable	132100F(XXX)	Unfunded FECA Benefit Contributions Receivable
		222500F ³ (016)	Unfunded FECA Liability		
		229000F ³ (016 and/or 024)	Other Unfunded Employment Related Liability		
Imputed Costs/Imputed Financing Sources	25 Imputed Costs/Imputed Financing Sources	578000F(XXX)	Imputed Financing Sources	N/A ²	N/A ²
		673000F(XXX)	Imputed Costs		
Fiduciary Transactions/ Benefits	26 Benefit Program Costs/ Revenues	640000F ³ (016 and/or 024)	Benefit Expense	540000FX(XXX)	Funded Benefit Program Revenue (Exchange)
		685000F ³ (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)

²USSGL 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.

³Treasury (020) should not be used as a trading partner for benefit transactions. See Appendix 6 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

Table 3: Eliminations Summary for Buy/Sell Transactions					
Category Name/ Sub-Category Name	Reciprocal Category	Pairing of Eliminating Accounts for Buy/Sell Transactions			
		Entity 1–Receiving Entity		Entity 2–Providing Entity	
		USSGL Account	USSGL Account Title	USSGL Account	USSGL Account Title
Buy/Sell Transactions	22 Accounts Receivable/ Accounts Payable, and Other Liabilities	211000F(XXX)	Accounts Payable	131000F(XXX)	Accounts Receivable
		212000F(XXX)	Disbursements in Transit	136000F(XXX)	Penalties and Fines Receivable–Not Otherwise Classified
		213000F(XXX)	Contract Holdbacks		
		217000F(XXX)	Subsidy Payable to the Financing Account	137000F(XXX)	Administrative Fees Receivable–Not Otherwise Classified
		219000F(XXX)	Other Liabilities With Related Budgetary Obligations	199000F(XXX)	Other Assets
		294000F(XXX)	Capital Lease Liability		
		296000F(XXX)	Accounts Payable From Canceled Appropriations		
		299000F(XXX)	Other Liabilities Without Related Budgetary Obligations		
	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) ¹	Contra Bad Debt Expense– Incurred for Others	510900FX(XXX)	Contra Revenue for Goods Sold
		672000F(XXX) ¹	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) ²	Offset for Purchases of Assets	590000FX(XXX) ¹	Other Revenue (Exchange)
		880200F(XXX) ²	Purchases of Property, Plant, and Equipment	590900FX(XXX) ¹	Contra Revenue for Other Revenue (Exchange)
		880300F(XXX) ²	Purchases of Inventory and Related Property	650000F(XXX)	Cost of Goods Sold
		880400F(XXX) ²	Purchase of Assets–Other		

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

² See USSGL Implementation Guidance–Intragovernmental 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.

Table 5: Eliminations Summary for Custodial and Non-Entity Transactions

Category Name/ Sub-Category Name	Reciprocal Category	Pairing of Eliminating Accounts for Custodial and Non-Entity Transactions			
		Federal Entity 1–Receiving Entity		Federal Entity 2–Collecting Entity	
		USSGL Account	USSGL Account Title	USSGL Account	USSGL Account Title
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 Custodian 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 ³	Employer Contributions and Payroll Taxes Payable
222500Z ³	Unfunded FECA Liability
229000Z ³	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
310500Z	Unexpended Appropriations–Prior-Period Adjustments Due to Corrections of Errors–Years Preceding the Prior-Year
310800Z	Unexpended Appropriations–Prior-Period Adjustments Due to Corrections of Errors
310900Z	Unexpended Appropriations–Prior-Period Adjustments Due to Changes in Accounting Principles
570500Z	Expended Appropriations–Prior-Period Adjustments Due to Corrections of Errors–Years Preceding the Prior-Year
570800Z	Expended Appropriations–Prior-Period Adjustments Due to Corrections of Errors
570900Z	Expended Appropriations–Prior-Period Adjustments Due to Changes in Accounting Principles
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 ³	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

³Treasury (020) should not be used as a trading partner for benefit transactions. See Appendix 6 for guidance.

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/ Other GF RCs	30 Other Assets/Liabilities	192100G(099)	Receivable From Appropriations	299000F(XXX)	Other Liabilities Without Related Budgetary Obligation
		199000G(099)	Other Assets	199000F(XXX)	Other Assets
		259000G(099)	Other Debt	299100F(XXX)	Other Liabilities–Reductions
		299000G(099)	Other Liabilities Without Related Budgetary Obligations		
		299100G(099)	Other Liabilities–Reductions		
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	579001G(099)	Other Non-Budgetary Financing Sources for Debt Accruals/Amortization	579010F(XXX)	Other General Fund Financing Sources
General Fund Transactions/ GF Authority	38 Expended Appropriations	570000G(099)	Expended Appropriations	570005F(XXX)	Appropriations–Expended
	39 Appropriations–Used	310700G(099)	Unexpended Appropriations–Used	320700F(XXX)	Appropriations Outstanding–Used
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/ GF Authority	41 Warrants Issued/Appropriations Received as Adjusted	310100G(099)	Unexpended Appropriations–Appropriations Received	320100F(XXX)	Appropriations Outstanding–Warrants Issued
		310600G(099)	Unexpended Appropriations–Adjustments	320110F(XXX)	Appropriations Outstanding–Transfers
		309000G(099)	Unexpended Appropriations While Awaiting a Warrant	320600F(XXX)	Appropriations Outstanding–Adjustments
				309010F(XXX)	Appropriations Outstanding–Warrants to be Issued

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) ¹	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		
General Fund Transactions/ GF Authority	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		

¹Under 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.

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 (Cont'd)	45 Trust Fund Warrants Issued Net of Adjustments/Other Taxes and Receipts (Cont'd)	582400GT(099)	Tax Revenue Accrual Adjustment–Excise		
		582500GT(099)	Tax Revenue Accrual Adjustment–Estate and Gift		
		582600GT(099)	Tax Revenue Accrual Adjustment–Customs		
		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	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) ¹	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		

¹Under 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.

CFO Representations for Intragovernmental Activity and Balances Instructions

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

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

Note: For all responses to the intragovernmental 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 4706.45, Year-end CFO Procedures for Intragovernmental Transactions/Balances.)

Section I. General Intragovernmental Reporting Results Instructions

A. There should be consistency between the federal entity intragovernmental reporting submitted to the Governmentwide 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 intragovernmental 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 (a dollar amount of the activity that relates to business conducted with the House of Representatives and a dollar amount of the activity that relates to business conducted with the U.S. Senate).

D. If the federal entity has any activity reported with FR Entity 9999 (Unknown Trading Partners/Unidentified), provide the dollar amount for the activity where the federal entity truly cannot identify their trading partner (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 AID 099/FR Entity 9900 – General Fund of the U.S. Government (General Fund), specify whether the federal entity provided the General Fund with accrual data by the specified timeframe per Volume I, Part 2, Chapter 4700, subsection 4705.20g.

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

G. For any accrual data provided to the General Fund by the specified timeframe per Volume I, Part 2, Chapter 4700, subsection 4705.20g 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 Intragovernmental Material Differences Reports provided by Fiscal Service in the Intragovernmental 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/consent whether a journal voucher can be completed.

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

K. For Corrective Action Plans (CAPs) with targeted completion dates between October 1, 2018 and September 30, 2019, 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 both of these answers are "no," provide an explanation and include the CAP number.

Note: Fiscal Service wants to know if the CAPs were implemented, not if the status updates were completed.

Appendix 4

CFO Representations for Intragovernmental Activity and Balances Instructions

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

Section II. Explanation of Year-End Differences

"Yes,"
"No," or
"N/A"

Reasons for Exceptions

Specify whether all *Intragovernmental Year-End Material Differences Reports (Parts I, II, and III-Z)* were explained and certified in the Intragovernmental Module in GTAS.
If they were not, provide an explanation.

Section III. CFO Confirmation

The CFO must sign this form, not a designee.
Return an electronic copy to Fiscal Service and GAO by specified due date.

CFO Representations for Intragovernmental Activity and Balances Form

Mark in Green Areas Only

Federal Entity Name	
Four-Digit Agency Code	
Fiscal Year	
<p>INSTRUCTIONS: Next to each category enter “Yes,” “No,” or “N/A” to indicate whether criteria has been met. Briefly describe the reasons for exceptions. Provide an electronic signed file copy of the <i>CFO Representations for Intragovernmental Activity and Balances</i> along with the completed <i>Intragovernmental Year-End Material Differences Reports I, II, and III-Z</i> to the federal entity’s IG, the Bureau of the Fiscal Service (Fiscal Service) to email address GovernmentwideIGT@fiscal.treasury.gov, and GAO to email address at USCF@gao.gov by date specified in Figure 2 of TFM Volume I, Part 2, Chapter 4700 (Main Chapter).</p> <p>Note: For all responses to the intragovernmental 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 4706.45, Year-end CFO Procedures for Intragovernmental Transactions/Balances.)</p>	

Section I. General Intragovernmental Reporting Results	“Yes,” “No,” or “N/A”	Reasons for Exceptions
A. Is consistency maintained between the federal entity intragovernmental reporting submitted to the Governmentwide Treasury Account Symbol Adjusted Trial Balance System (GTAS) and the federal entity source documents? If “no,” provide an explanation.		
B. Does the federal entity have policies/procedures to record, process, summarize, and report intragovernmental activity/balances by trading partner? If “no,” provide an explanation.		
C. Does the federal entity have activity reported with FR Entity 0000 (Congress: House and Senate)? If “yes,” indicate the dollar amount of this activity that relates to business conducted with the House of Representatives. If “yes,” indicate the dollar amount of this activity that relates to business conducted with the U.S. Senate.		
D. Does the federal entity have activity reported with FR Entity 9999 (Unknown Trading Partners/Unidentified)? If “yes,” indicate the dollar amount of this activity that relates to truly unidentifiable trading partners.		
E. Does the federal entity have “unidentified” material differences referenced in question “D”? If “yes,” provide an explanation of why the amounts are “unidentified.”		
F. Does the federal entity have activity reported with AID 099/FR Entity 9900 – General Fund of the U.S. Government (General Fund)? If “yes,” did the federal entity provide the General Fund with accrual data by the specified timeframe per Volume I, Part 2, Chapter 4700, subsection 4705.20g? If “no,” provide an explanation.		
G. If the federal entity provided the General Fund with accrual data by the specified timeframe per Volume I, Part 2, Chapter 4700, subsection 4705.20g 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.		

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Section I. General Intragovernmental Reporting Results	“Yes,” “No,” or “N/A”	Reasons for Exceptions
<p>H. Review the Intragovernmental Material Differences Reports provided by Fiscal Service. Were all federal program agencies contacted or pursued concerning the Part I material differences? If “no,” list those agencies that were not contacted or pursued and provide an explanation.</p>		
<p>I. Did the federal entity's material differences result from an internal error? If “yes,” provide details. 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>?</p>		
<p>J. Did the independent auditors propose any adjustments related to intragovernmental balances reported at year-end? If “yes,” were any of the auditor's intragovernmental adjustments waived by management? If “yes,” provide an explanation.</p>		
<p>K. Did the federal entity implement all Corrective Action Plans (CAPs) which had a targeted completion date between October 1, 2018 and September 30, 2019? If “no,” was an Extension Request submitted or did the difference enter into the Dispute Resolution process? In “no,” provide an explanation including the CAP number.</p>		
<p>L. Did the federal entity's CFO review and monitor the Quarterly Intragovernmental Transactions Metrics and Scorecards available on OMB MAX? If “no,” provide an explanation.</p>		
Section II. Explanation of Year-End Differences	“Yes,” “No,” or “N/A”	Reasons for Exceptions
<p>Were all <i>Intragovernmental Year-End Material Differences Reports (Parts I, II, and III-Z)</i> explained and certified? If “no,” provide an explanation.</p>		
Section III. CFO Confirmation		
CFO Signature	Printed CFO Name	Date
CFO Contact Email	CFO Contact Phone Number	

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RECORDING INTRAGOVERNMENTAL 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 also prepares the audited financial statements presented in the Financial Report of the U.S. Government (Financial Report). 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 the Bureau of the 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 intragovernmental relationship with these federal entities.

In past years, federal entity transactions with the General Fund were not offset by any other reported information, which created an imbalance in consolidation. In fiscal year 2014, Fiscal Service created an accounting ledger that compiles all of 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 recorded to the General Fund. In addition, offsetting balances to which federal entities can reconcile their financial reporting for elimination in the Financial Report is also recorded to the General Fund. For example, the General Fund trial balance includes 'warrants issued,' which offsets 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 Enterprise (GSEs)] are recorded to the General Fund. These operations are captured and reported in Treasury's separate stand-alone financial statements while the offsets are captured in the General Fund's general ledger. The consolidation of previously unreported portions of the General Fund financial reporting into the compilation of the Financial Report will offset the remaining federal entity reported central accounting transactions and thereby significantly reduce the current intragovernmental 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). The Schedules to report fiscal year 2018 balances and activity associated with operations of the U.S. government were subject to audit by GAO.

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 (FR Entity 9900) to the appropriate financial statement line (TFM Volume I, Part 2, Chapter 4700, subsection 4705.20g).

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 General Fund has an Agency Identifier (AID) of 099, a 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; a 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

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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 intragovernmental 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 intragovernmental transactions occur between two federal entities where goods or services are purchased by one federal entity from the other. This is typically accomplished through the issuance of a reimbursable agreement between the two federal entities. 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 governmentwide level to assist with the preparation of the Financial Report. Refer to Appendices 2 and 3 for a listing of reclassified Financial Report line Reciprocal Category (RC) designations and the financial statement to which they relate.

2.1-General Fund IGT Categories and Subcategories

Table 1 presents the General Fund IGT categories and subcategories. If a federal entity has questions regarding use of the General Fund for specific transactions, it should contact the General Fund Team at email address 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 FBwT.
	GF Authority	Transactions between federal entities and the General Fund concerning unexpended appropriations, warrants issued, tax revenue, and trust fund warrants.
	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.

2.2-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 should have a trading partner of the General Fund (G 099) for reconciliation purposes. Since fiscal year 2014, the General Fund reports the offset to federal entity USSGL 101000 balances in USSGL 201000 "Liability for Fund Balance with Treasury" (LFBwT). Intragovernmental differences are calculated based on a comparison of what a federal entity reports in 101000 on their bulk file in

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GTAS to what the General Fund reports in 201000 on their bulk file in the Governmentwide Treasury Account Symbol Adjusted Trial Balance System (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, do not increase FBwT until Fiscal Service issues a warrant. Not increasing FBwT under a continuing resolution may result in a negative balance, which is acceptable by the Office of Management and Budget (OMB) and Fiscal Service. Federal entities should reflect authority received by a continuing resolution in USSGL account 109000 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

2.3 Continuing Resolution

A continuing resolution (CR) is a type of legislation used by Congress to provide temporary funding for the federal government for a limited amount of time. Continuing resolutions can occur when Congress and the President fail to agree and pass one or more of the twelve annual appropriation bills. The General Fund records CR balances in USSGLs 209010 Liability for Fund Balance While Awaiting a Warrant (RC 40) and 309010 Appropriations Outstanding–Warrants to be Issued (RC41) which offsets federal entity CR balances in USSGLs 109000 Fund Balance With Treasury While Awaiting a Warrant (RC 40) and 309000 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 particular 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 Continuing Resolution, for example, OMB Bulletin No. 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 Fiscal Year (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).

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For accounts that require a different calculation, federal entities must notify the General Fund via e-mail 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 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.

2.4 Fiduciary Fund Balance with Treasury

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 Governmentwide balance sheet.

The General Fund receives all cash related transactions from Central Accounting Reporting System (CARS). The transactions do not include the information necessary to identify fiduciary Treasury Account Symbols (TAS). This information is necessary in order 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 fiscal year-end, the amounts for each fiduciary TAS are reviewed to ensure all Fiduciary LFBwT activity was properly reclassified throughout the year.

2.5-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, 310600G, and 310700G. Data associated with RC 39 (USSGL 3207), for example the offsetting collection receipts, must be submitted using the General Fund Entity submission form via email to 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 101000 (FBwT) and credit 310100 (Unexpended Appropriations—Appropriations Received). The General Fund records the offset to these entries (reciprocates) by recording the following: debit 320100 (Appropriations Outstanding—Warrants Issued) and credit 201000 (Liability for Fund Balance with Treasury).

These USSGL pairings are reciprocal categories 40 (101000/201000) and 41 (310100/320100), which assist in the elimination of federal activity at the governmentwide level to prepare the Financial Report. If the trading partner does not use General Fund as the trading partner for an appropriation warrant, the entries will not properly eliminate for the Financial Report.

As a federal entity “uses” an appropriation throughout the fiscal year (when goods or services are received or benefits provided), they record the following propriety USSGL entries: debit 310700 (Unexpended Appropriations—Used) and credit 570000 (Expended Appropriations). The General Fund reciprocates by recording entries to: debit 570005 (Appropriations—Expended) and credit 320700 (Appropriations Outstanding—Used).

These USSGL pairings are RC 39 (310700/320700) and 38 (570000/570005). Just as the original recording of the appropriation warrant, the usage of that appropriation must also eliminate for the Financial Report. If the trading

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partner does not use General Fund as the trading partner for these accounting entries, they will not properly eliminate for the Financial Report.

Taxes and receipts moved from a Treasury General Fund Receipt Account 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 General Fund Receipt Accounts, federal entities must use their three-digit agency identifiers.

Examples of authority related transactions where it is appropriate to cite the General Fund include early or partial cancellation of appropriations or 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.

Table 2 presents examples where fund balances are transferred to the General Fund, and Table 3 reflects the appropriate proprietary accounting treatment for these actions.

**Table 2: 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 Fiscal Year	Unless provided otherwise, cancellation of unobligated balances at the end of the fifth expired fiscal year are transfers to the General Fund. Federal entities will initiate the transaction via the Central Accounting Reporting System (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 fiscal year. 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 the Budget Reports Division (BRD) team 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.”

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Transactions With the General Fund	Nature of Transaction
Permanent Reductions of Special and Non-revolving Trust Fund Receipts by Transfer to a General Fund Receipt Account	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 General Fund Receipt account 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 two-digit trading partner agency identifier in front of all General Fund receipt account TAS when returning 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 General Fund Receipt Account	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 fiscal year, 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 General Fund Receipt Account TAS	Capital transfers include the repayment of capital investment and payment of dividends, or distribution of earnings of a revolving fund, to a General Fund Receipt Account. Transfers of this nature involve the following General Fund Receipt Accounts: 161300, 161400, 281300, and 281400. Federal entities must use their three-digit trading partner agency identifier in front of all General Fund Receipt Account TAS when returning a fund balance to the General Fund Receipt Account. 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 General Fund Receipt Account. For specific transaction detail, refer to USSGL implementation guidance on capital transfers.

Table 3: Accounting Treatment for Examples of Rescission, Cancellation, and Reduction Transactions using General Fund Receipt Accounts

Transactions With General Fund Receipt Accounts—Accounting Treatment		
Transaction Type	Entity 1 (Losing Account)	Entity 2 (Receiving Account)
Enacted Rescissions	Proprietary USSGL account(s)	Proprietary USSGL account(s)
<i>If the funds were appropriated from the General Fund, record the rescission in USSGL account 310600. 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.</i>	310600 or 576500	320600 575500

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Transactions With General Fund Receipt Accounts–Accounting Treatment		
Transaction Type	Entity 1 (Losing Account)	Entity 2 (Receiving Account)
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) 310600 or 591900	Proprietary USSGL account(s) 320600 591910
Early and Partial Cancellation of Unobligated Balances	Proprietary USSGL account(s) 310600 or 591900	Proprietary USSGL account(s) 320600 591910
Permanent Reductions of Special and Non-revolving Trust Fund Receipts by Transfer to a General Fund Receipt Account	<i>To a specific General Fund Receipt Account:</i> <i>SF 1151</i> or Negative Warrant Proprietary USSGL account(s) 576500	<i>To a specific General Fund Receipt Account:</i> <i>SF 1151</i> or Negative Warrant Proprietary USSGL account(s) 575500

Transactions With General Fund Receipt Accounts–Accounting Treatment		
Transaction Type	Entity 1 (Losing Account)	Entity 2 (Receiving Account)
Contingent Liabilities for Capital Transfers to a General Fund Receipt Account	<i>Establish a contingent liability for a capital transfer</i> Proprietary USSGL account(s) 292300 and 579200	<i>Establish a contingent liability for a capital transfer</i> Proprietary USSGL account(s) 192300 and 575600
	<i>Reclassify as liability for capital transfers</i> Proprietary USSGL account(s) 292300, 297000, 576600, and 579200	<i>Reclassify as liability for capital transfers</i> Proprietary USSGL account(s) 192300 and 192500

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Transactions That Transfer Capital Investments of the United States or Earnings for Credit to Designated Capital Transfer General Fund Receipt Account TAS	<i>To a specific General Fund Receipt Account:</i> <i>SF 1151</i> Proprietary USSGL account(s) <i>297000</i>	<i>To a specific General Fund Receipt Account:</i> <i>SF 1151</i> Proprietary USSGL account(s) <i>192500</i>
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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,” 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 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, “Intragovernmental Transactions (IGT) Categories of Reciprocal U.S. Standard General Ledger Proprietary Accounts,” provides a list of reciprocal categories and the financial statements to which they relate.
- Volume I, Part 2, Chapter 4700, Appendix 6, “Intragovernmental Transactions (IGT) Guide,” assists federal entities in the accounting, reporting, and reconciliation of IGT activity with their trading partners.

2.6-General Fund Non-Entity Transactions

GFRAs are credited with all collections that are not earmarked by law for another account or specific purpose. Federal entities should refer to the Draft [General Fund Receipt Account Guide](#) for examples of how to record trading partner codes in GFRAs. Federal entities that are collecting receipts into GFRAs should be aware that although GFRAs belong to the General Fund, the General Fund does not have all of the details of all the accounting

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events in the GFRA. This is because the General Fund derives a majority of its data through transactions performed within CARS.

General Fund Non-Entity Transactions include General Fund Receipt Accounts which is a receipt account credited with all collections that are not earmarked by law for another account for a specific purpose. These transactions include:

- non-entity and custodial collections
- penalties and fines revenue
- custodial and non-entity liabilities

Collecting entities must classify taxes and other miscellaneous receipts collected directly from the public as “non-federal” in the appropriate GFRA on the federal entity’s Statement of Custodial Activity. For example, some employment taxes are submitted to and collected by the Internal Revenue Service and ultimately are transferred to the Social Security trust funds. Treasury classifies these taxes as “non-federal,” and the Social Security Administration classifies them as “federal” with Trading Partner 099. See TFM Volume I, Part 2, Chapter 4700, subsection 4705.20a for additional guidance.

Collections either collected or accrued in GFRA include but are not limited to USSGL accounts 298000G, 298500G, 599000G, 599100G, 599300G, and 599400G. Accrual data associated with RC category 44, 46, and 48 must be submitted using the General Fund Agency Submission form via email to

GeneralFund@fiscal.treasury.gov.

2.7-Other General Fund Transactions

Federal entities must report receipts collected or accrued into the General Fund Receipt Accounts 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—USSGL accounts applicable to this activity include but are not limited to USSGL accounts 192100G, 259000G, etc. Accrual data associated with these USSGL accounts must be submitted using the General Fund Agency Submission form via email to GeneralFund@fiscal.treasury.gov.

2.8-Other GF Financing Sources

Fiscal Service’s 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 transactions for this reporting include USSGLs 5790001G, “Other Non-Budgetary Financial Sources for Debt Accruals/Amortization” and the General Fund will report the offset in USSGL 579010F, “Other Financing Sources-General Fund.”

Section 3-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 4.

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Table 4: Common Errors on General Fund Use

Category	Subcategory	Common Errors
All	All	<p>Federal entities having activities with GFRAAs should never use TP AID 099. Instead, federal entities should use their three-digit agency identifier.</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 Appendix 3 and Appendix 6 for guidance.</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 agency identifier for the issuing entity.</p>
	Benefits DOL FECA	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 and 576600F) must not use TP AID 099. Instead federal entities should use their own entity as trading partner (that is, intradepartmental). Reporting for General Fund activities is discussed in TFM Volume I, Part 2, Chapter 4700, subsection 4705.20g.</p> <p>Federal entities must not use TP AID 099 for capital transfers (RC 11 and 12). Federal entities should use their three-digit agency identifier.</p>

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Section 4-General Fund Agency Submission Form and Deadline

As of March 21, 2015, CARS is the Fiscal Service's central accounting system of record. CARS is the official source for the posting of transactions related to budget authority, federal entities' FBwT account (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.

CARS transactions are interfaced to the General Fund's financial system general ledger via the Central Accounting and Reporting Interface (CARI). The transactions are transmitted with attributes from CARS. 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 offsets to the individual federal entity transactions for intragovernmental 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 Intragovernmental 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 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 by the **eighth business day following quarter-end** using the General Fund Agency 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 USSGLs involved, and the applicable amounts by USSGL. Individual worksheets exist within the form for reciprocal categories 30, 38, 39, 44, 46, and 48.

The General Fund Operational Team will monitor and record when federal entities submit their General Fund Agency Submission Form, and will share that information for purposes of preparing Intragovernmental Transactions Scorecards. Submissions sent to individual accountants instead of GeneralFund@fiscal.treasury.gov will not be considered as meeting the deadline (**eighth business day following quarter-end**). In addition, incomplete information on the form will result in a missed deadline. Completeness, accuracy, and timeliness are vital when submitting the General Fund Agency Submission Form in the continued effort to resolve intragovernmental differences that cause an impediment to an audit of the Financial Report. Promptly notify the General Fund Team if your entity key IGT points of contact change.

The following bulleted items are the types of data submitted by federal entities on the General Fund Agency Submission Form:

- Amounts for Receivable from Appropriations (USSGL 192100), Other Assets (USSGL 199000), Other Debt (USSGL 259000), and Other Liabilities without Related Budgetary Obligations (USSGL 299000) in RC 30. While the Fund Balance with Treasury entries associated with these transactions is captured in CARS, the General Fund is unable to differentiate these transactions. Therefore, the federal entity must submit this information to the General Fund.
- Amounts for Unexpended Appropriations–Used (USSGL 310700) and Expended Appropriations (USSGL 570000), RC 39 and RC 38 respectively. Although Federal Program Agency payments are captured in CARS, there is insufficient information regarding the TAS used for the disbursement to determine if appropriations were used/expended. Payments made using reimbursable authority for example, would not impact USSGLs 310700 and 570000. The General Fund will estimate balances based on CARS transactions with a Business Event Transaction Code (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.
- Amounts for any accrual activity recorded in a GFRA. Cash deposited using a GFRA is captured in CARS and accounted for by the General Fund. 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 Collection for Others-Statement of Custodial Activity (USSGL 599000), Offset to

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Non-Entity Collections-Statement of Changes in Net Position (USSGL 599300), Custodial Liability (USSGL 298000), Liability for Non-Entity Assets Not Reported on the Statement of Custodial Activity (USSGL 298500), Accrued Collections for Others-Statement of Custodial Activity (USSGL 599100), Offset to Non-Entity Accrued Collections-Statement of Changes in Net Position (USSGL 599400), RCs 44, 46, and 48.

- Amounts for Revenue and Other Financing Sources–Cancellations (USSGL 591900)–All CARS transactions with a BETC of SW or SWYE interface to the General Fund general ledger as the cancellation of expired appropriations (USSGL 320600) RC 36; however, there are instances in which the CARS transaction represents canceled authority returned to the General Fund that was originally derived from revenue or other financing sources which should map to USSGL 591900 instead. The TAS attributes on the CARS transaction is 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.

Please include supporting documentation when submitting information for RC 30 (Other Assets/Liabilities); without sufficient supporting documentation the General Fund will not record the offsetting accounting entries which will cause an intragovernmental difference. If the balances have not changed since your last submission form, support is not necessary. In regard to RC 38 (Expended Appropriations) and RC 39 (Appropriations-Used); please 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 Intragovernmental 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 198000F are based on actual collections interfaced through CARS. Therefore, the General Fund will not reduce balances in RC 46 below the actual collections in CARS. 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, please be mindful of whether or not the TAS information within the form is a valid TAS, per the Super Master Account File (SMAF) within GTAS.

Be sure to read all e-mail correspondence sent from the GeneralFund@fiscal.treasury.gov e-mail account. Standard e-mail stationery is often utilized; however, time sensitive requests or important information may have been added within the standard verbiage.

INTRAGOVERNMENTAL TRANSACTION (IGT) GUIDE

Section 1—Overview of Intragovernmental 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 subcategory,
- 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 agencies 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 agencies. 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, intradepartmental and intragovernmental. Intradepartmental transactions result from activity between trading partners within the same department. Intragovernmental transactions result from activity between federal entities not within the same department. When Fiscal Service compiles the Financial Report of the United States Government (FR), it eliminates intragovernmental activity and identifies IGT differences that entities must reconcile and resolve.

1.3—IGT Categories and Subcategories

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

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.

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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).

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 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 subcategory.

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 – 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 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.

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Table 1 presents the IGT's categories and subcategories.

Table 1: IGT Categories and Subcategories

IGT Category	IGT Subcategory	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 OCFO 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>Note: 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. There should never be any Benefits transactions with Treasury as the trading partner.</p>
Buy/Sell	Buy/Sell activities between federal entities	Buy/Sell activities occur between two Federal Program Agencies (FPAs) 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, and deferred credits.
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.
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.

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IGT Category	IGT Subcategory	Description
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.

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 intragovernmental 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 subcategory, 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 (AID 099 or 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 subcategory. The federal entity follows the established business rules for proper posting of the transaction type.

2.1.1—Treasury Systems

Federal entities provide IGT information to Treasury using the Governmentwide 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 Financial Report of the United States Government (FR). Treasury also uses the ATB files submitted to Fiscal Service in GTAS to produce

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intragovernmental reports and analyze intragovernmental 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.

2.1.2—IGT Reporting Guidance

IGTs must be accounted for consistently by the federal entity and their trading partners. 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.

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 governmentwide 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 subcategories 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 subcategory 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 to discuss if that USSGL account can be used.

2.1.3—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.

2.1.3.1—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 *Financial Report of the United States Government (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 must be provided for the trading partner with whom the federal entity has the balance.

2.1.3.2—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 4706.25a, for additional guidance related to capitalized purchases. Federal entities should follow the [Intragovernmental Capital Asset and Inventory Buy/Sell Transactions](#) guidance concerning USSGL guidance on capitalized assets.

2.1.3.3—Trading Partner Agency Identifiers

For proper eliminations to occur, it is essential that accurate trading partner data be captured for intragovernmental 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, and at year-end must provide the Chief Financial Officer (CFO) Representation (refer to Appendices 1a and 1b) on IGT balances (see TFM Volume I, Part 2, Chapter 4700, Figure 2 for dates).

The files must be certified in order 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. Significant Entities must provide a CFO Representation for federal IGTs and balances. 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 reporting entities confirm and reconcile intragovernmental reporting.

2.3—Reconcile IGT Difference(s)

The federal entity follows the established reconciliation procedures in this guide for both IGT-wide and subcategory-specific reconciliations. The following processes help federal entities reconcile IGTs:

- Authoritative Source Reconciliation (see subsection 2.3.1),
- Material Differences Reports (see subsection 2.3.2),
- Root Cause/Corrective Action Plan (CAP) Process (see subsection 2.3.3),
- Dispute Resolution Process (see subsection 2.3.4), 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 rules. In addition, trading partners must not create new or adjustment transactions to circumvent these rules. The assurance provided to Fiscal Service that federal entities comply with IGT requirements 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 intragovernmental reconciliation in accordance with [OMB Circular No. A-136](#) (revised),
- Ensuring federal entities are mutually completing the *Intragovernmental Material Differences* in the Intragovernmental Module of GTAS quarterly (except Q4) 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 (there is no minimum threshold for requirement for completion).

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2.3.1—Authoritative Source Reconciliation

Authoritative sources submit their Fiduciary balances including benefit balances each quarter to Fiscal Service. The Investment and Borrowings balances from Fiscal Service and the Federal Financing Bank (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 Intragovernmental Reports](#) website on or around 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 intragovernmental balances to Fiscal Service in GTAS.

Trading Partners must reconcile with authoritative sources for Fiduciary (Investments, Borrowings, and Benefits) transactions as well as with trading partners for Buy/Sell, Transfers, Custodial, and General Fund 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/Subcategory Required Reconciliation Sources

Category	Subcategory	Report Name	Description	Frequency ¹	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	Fiscal Service Monthly Account Statement Reports
Fiduciary	Borrowings	G/L Balances Report	Provides loan balances for trading partners with Fiscal Service Borrowings including principal and interest.	Monthly	G/L Balances Reports
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	FFB website
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	Fiscal Service Detailed Principal and Accrued Interest Report
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	DOL Publications DOL Authoritative Source Balances

¹ Reports listed should be available within seven calendar days after month end.

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Category	Subcategory	Report Name	Description	Frequency ¹	Location
Fiduciary	Benefits-DOL UI	Liability for Current UI Benefits	Provides liability for current UI Benefits, including estimates for accrued benefits and net revenue.	Quarterly	DOL Publications DOL Authoritative Source Balances
Fiduciary	Benefits-OPM Benefits	Employer Benefit Revenue/Expense	Provides accrued benefit revenue/expense balances by trading partner.	Quarterly	Sent via email by OPM. OPM Authoritative Source Balances

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.

2.3.2—Material Differences Reports

Federal entities must explain their Material Differences Parts I, II, and III-Z with their trading partners quarterly (except quarter 4) and at year-end in the Intragovernmental 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 governmentwide financial statements.

Federal entities will use the Intragovernmental 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 4706.30a and 4706.30b.

2.3.3—Root Cause/Corrective Action Plan (CAP)

Federal entities are expected to work with their respective trading partners to reconcile and resolve intragovernmental 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 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 governmentwide level for the consolidation of the *Financial Report of the U.S. Government (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.

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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 (see subsection 2.3.4).

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 (see subsection 2.3.4).

2.3.4—Dispute Resolution Process

Agencies are expected to work with their respective trading partners to reconcile and resolve intragovernmental differences. When agencies are unable to reconcile or resolve differences or improvement has not been shown through a root cause analysis and CAP (see subsection 2.3.3), 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 [Intragovernmental Dispute Resolution Request Form](#) (Attachment 1). Agencies should complete the form and send it via email to IBR.dispute.resolution@fiscal.treasury.gov. Agencies submitting the dispute (disputer) will be listed as Federal Entity 1 and the disputee will be Federal Entity 2 on the dispute form. Agencies should submit all relevant documentation with the form justifying their accounting treatment. Fiscal Service will send a confirmation email to the agencies and will notify the agencies whether the form was accepted or rejected into the dispute resolution process and provide the agencies 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 agencies involved have provided completed forms and documentation. Agencies 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 agencies involved. In this case, Federal Entity 1 and Federal Entity 2 will not be considered the disputer or disputee, but instead, be considered the agencies involved in the dispute resolution in no particular order. As with a federal entity submitted dispute resolution, both agencies will have two weeks (10 business days) to respond.

Once Fiscal Service receives the dispute resolution request from both agencies, it will begin researching the dispute. Fiscal Service will provide agencies with a status update of their dispute resolution case on a quarterly basis. Differences that exist for agencies 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.

Fiscal Service relies on information provided by federal entities to help with the research of the dispute resolution case. This information may include completed Intragovernmental 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 Intragovernmental 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.

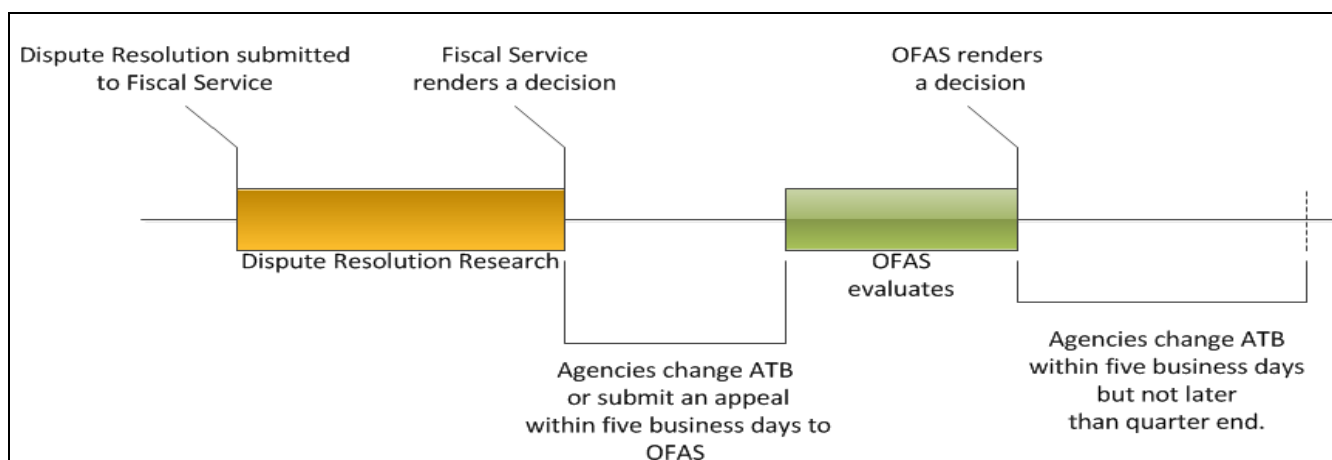
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- If one federal entity neglects to provide difference amount(s) or concurrence for an exclusion, the exclusion can still be done for the other entity if the other entity can provide sufficient support for the difference amount. The federal entity 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 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 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 are in agreement 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

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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 governmentwide 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 subcategory, 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 governmentwide financial management community via OMB MAX. Please email 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 intragovernmental balances and differences for all federal entities, governmentwide. The purpose of this process is to ensure Other Entities, not currently subject to intragovernmental 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 governmentwide 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—Use of the General Fund in IGTs

The General Fund is a central reporting entity that tracks congressionally issued authority and manages general ledger accounts (for example, cash accounts, Borrowings, and debt) established for the purpose of fulfilling that authority on behalf 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. Agencies must reclassify all General Fund activity (FR Entity 9900) to the appropriate reclassified financial statement line (TFM Volume I, Part 2, Chapter 4700, subsection 4705.20g).

3.1—General Fund IGT Use

In certain situations, under the IGT subcategories, federal entities may need to cite the General Fund as their trading partner

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using agency identifier 099. Table 3 presents examples of specific transactions where it is appropriate to cite the General Fund. If a federal entity has questions regarding use of the General Fund for specific transactions, it should contact the General Fund Team at the email address GeneralFund@fiscal.treasury.gov.

Table 3: Appropriate Use of the General Fund

Category	Subcategory	Appropriate Use of the General Fund
General Fund	FBWT	Entities should work with the General Fund team concerning appropriate use in these subcategories.
	GF Authority	
	GF Non-Entity Transactions	
	Other GF RCs	
	Other GF Financing Sources	

Note: Additional General Fund IGT Guidance can be found in TFM Volume I, Part 2, Chapter 4700, Appendix 5.

3.2—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 4.

Table 4: Common Errors on General Fund Use

Category	Subcategory	Common Errors
All	All	<p>Entities having activities with General Fund Receipt Accounts should never use TP AID 099. Instead, federal entities should use their three-digit agency identifier.</p> <p>Entities should never use the exchange attribute (“X”) for transactions with the General Fund.</p> <p>Entities do not submit accrual data to the General Fund by specified timeframe which is currently the 8th business day after the quarter end.</p> <p>See Appendix 3 for guidance.</p>
Fiduciary	Investments	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>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>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 agency identifier for the issuing entity.</p>
	Benefits-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	

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Category	Subcategory	Common Errors
Buy/Sell		<p>Entities must never cite the General Fund for Buy/Sell transactions (reimbursable activity).</p> <p>Entities must never cite the General Fund for reimbursable activity with Treasury program organizations. They should cite Treasury (TP AID 020).</p> <p>Entities must never cite the General Fund for Judgment Fund transactions for imputed costs/revenue.</p>
Other Transactions		<p>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 and 576600F) must not use TP AID 099. Instead, federal entities should use their own entity as trading partner (that is, intradepartmental). Reporting for General Fund activities is discussed in TFM Volume I, Part 2, Chapter 4700, subsection 4705.20g.</p> <p>Entities must not use TP AID 099 for capital transfers (RC 11 and 12). Entities should use their three-digit agency identifier.</p>

Section 4—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. With Fiduciary transactions, the single entity acts as a Fiduciary on behalf of entities for Investments and Borrowings as well as for Fiduciary Benefits transactions, the single entity manages a centralized federal employee benefit program. As authoritative sources, these federal entities account for and report the balances for which they are responsible. Note: Authoritative sources are only applicable to the Fiduciary IGT categories.

4.1—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 subcategories and submit their balances to Fiscal Service for posting on [Fiscal Service's](#) website for DOL FECA, DOL UI, and OPM Benefits. Federal entities are able to get their Investments and Borrowings balances from the Fiduciary report in [GTAS](#). [Fiscal Service's](#) website and [GTAS](#) are the official sources of record for confirming and reconciling Fiduciary balances between trading partners and authoritative sources (see Table 5).

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*.

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Table 5: Authoritative Sources by IGT Subcategory

IGT Subcategory	Authoritative Source	Trading Partner
Investments	Fiscal Service, FFB, or federal entity with general or special financing authority	Investing entity
Borrowings	Fiscal Service or FFB	Borrowing entity
Benefits	FECA Benefits: DOL	Employer entity
	UI Benefits: DOL	Employer entity
	Employee Benefits: OPM	Employer 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.

The Benefits subcategory is primarily reserved for transactions in RC 21 and RC 26 concerning DOL Benefits and OPM Benefits. If a federal entity has transactions with other entities as the trading partner in the Benefits subcategory besides OPM or DOL, that trading partner is not considered to be an authoritative source. If a federal entity reported activity with a trading partner in the Benefits subcategory other than DOL or OPM, they should notify Fiscal Service with an explanation concerning the activity.

Authoritative sources have specific responsibilities with respect to Fiduciary IGTs, as outlined in Table 6.

Table 6: Authoritative Source Responsibilities

Authoritative Source Responsibilities	Key Activities
Provide timely, accurate IGT data to federal entities	Provide applicable IGT Investment or Benefits data in GTAS or to be placed on Fiscal Service's website. 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 including Benefits differences with trading partners. Facilitate remediation when necessary.

4.2—Authoritative Source Reporting and Confirmation Process

Benefit authoritative sources submit their benefit balances to Fiscal Service for posting on [Fiscal Service's](#) website. Fiduciary authoritative sources submit their Fiduciary balances to Fiscal Service in GTAS. Trading partners 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. Once reconciled, the authoritative source and the trading partner posts its adjusted balances in its financial system, if adjustments were required, and submits the reconciled balance in its 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 (see Section 2.3.3) with the authoritative source or request a dispute resolution (see Section 2.3.4) by Fiscal Service. The trading partner must also identify any material (\$100 million or greater) difference in its Material Differences Reporting (see Section 2.3.2). 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 Intragovernmental Module of GTAS on a quarterly basis. This submission establishes formal recognition of the material differences needing dispute resolution so that steps may be taken to remediate the difference.

Note: Fiscal Service encourages federal entities to submit adjusted trial balances different from the authoritative source only if 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 5— Investment Transactions

The Investments IGT subcategory 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.

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 special issue, par-value or market-based, and book entry securities.

In addition, some federal entities invest in marketable Treasury securities purchased through accounts with private sector brokerage firms.

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

5.1—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 secondary market. Regardless of the transaction type, the trading partner used by a federal entity for an investment transaction is always Fiscal Service (TP AID 020). Each transaction type is described below.

5.1.1—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 intragovernmental 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 CARS (accounting system of record).

5.1.2—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.

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5.2—Roles and Responsibilities

Table 7 outlines the roles and responsibilities for Fiscal Service and federal entities that purchase Investments.

Table 7: 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"> Investment processing, Daily IPAC reporting, Calculation of accruals, amortization, and inflation, and Recording the resulting liability and expense balances. <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 intragovernmental 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 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"> Report investment transactions to Fiscal Service (CTA reporting), Reconcile against Fiscal Service IGT investment data, and Issue requests to Fiscal Service for the purchase or redemption of GAS securities. <p>If purchasing marketable Treasury securities from an independent brokerage firm, the investing entity must:</p> <ul style="list-style-type: none"> Notify Fiscal Service of these Investments within three business days, Record and reconcile investment activities, including interest and amortization, Report investment transactions to Fiscal Service (CTA reporting), and Document differences with authoritative sources and create a corrective action plan for recurring differences or submit material differences to Fiscal Service for dispute resolution.

5.3—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.).
- [Treasury Operating Circular](#), “Responsibilities Relating to Government Investment Accounts and Investment in Government Account Series (GAS) Treasury Securities,” May 2016, 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.

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- [TFM Volume I, Part 2, Chapter 4300](#), “Reporting Instructions for Accounts Invested in Department of the Treasury Securities,” provides reporting instructions for disclosing principal, premium, discount, inflation compensation, and earned interest on accounts invested in Treasury securities.
- [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.
- [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 for more information on FRNs.
- Amortization method on market-based bills: Uses the straight-line method for amortization on market-based bills. Amortization begins the day after purchase.
- Carrying value: Fiscal Service reports all fixed-value Treasury securities at amortized cost value per SFFAS No. 5. Therefore, trading partners that are required to report Treasury securities at fair market value per Financial Accounting Standards Board (FASB) standards must not report these market adjustments and unrealized gains or losses using Fiscal Service as their trading partner.
- Interest accruals: Interest accruals begin the day after purchase and are calculated using actual calendar days.² 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.
- Interest accruals: Interest accruals begin the day after purchase and are calculated using actual calendar days. 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 its trading partners with a Monthly Statement of Account report in FedInvest for the federal entity to reconcile with their CARS Account Statement Expenditure Activity

² Interest accruals on one day securities accrue interest using a formula that includes actual days invested/360 rather than actual calendar days.

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report. Fiscal Service also provides its trading partners with a Monthly Accrual Confirmation Report in FedInvest to reconcile to their USSGL account balances.

- **Marketable Securities:** Fiscal Service and federal entities investing in marketable Treasury securities must account for intragovernmental 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 intragovernmental, not public, and must use the quarterly reconciliation processes to confirm that the correct 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 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 intragovernmental. 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 AID of 020 for the Department of the Treasury.

Treasury GAS securities purchased using a **fiduciary** fund are classified as public/non-federal and are not considered intragovernmental. 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 “N” and no trading partner.

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.

5.3.1—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

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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.

5.3.2—Limited Use of USSGL Accounts

Table 8 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 Section 2: IGT Process, for detailed instructions.

Table 8: Limited Use Accounts for Investments

134000	Interest Receivable–Not Otherwise Classified	Entities must use this account in limited situations and must document to Fiscal Service when offsetting against USSGL account 214000.
169000	Other Investments	Entities use this account only in limited situations and must document to Fiscal Service when eliminating against USSGL account 259000.
254000	Participation Certificates	Entities use this account in very limited situations, such as Ginnie Mae, when eliminating against USSGL accounts 161000 or 162000.
531800	Contra Revenue for Interest Revenue–Investments	Entities must use this account in limited situations and must document to Fiscal Service when offsetting against USSGL account 531100.

5.3.3—Common Errors for Investment Transactions

In recording IGTs for Investments, there are some common errors federal entities have made in the past. Table 9 lists the common errors and the solutions federal entities can use to correct the errors.

Table 9: 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 methodology can prove to materially misstate your financial statements.
Trading Partner	Use of TP AID 099 when booking entries with the Department of the Treasury. Trading Partner AID 099 is the General Fund and should not be used for Investments.	Always use TP AID 020 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 three business days and must inform Fiscal Service of their outstanding portfolio balances no later than the first business day following the current month.

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5.3.4—Investment Reconciliation Procedures

In addition to the IGT-wide reconciliation procedures, trading partners must define and perform specific reconciliation(s) for this subcategory. 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. In addition, Fiscal Service trading partners must review and reconcile to [Fiscal Service's Monthly Account Statement](#). Specific reconciliations include, but are not limited to:

- Review the Monthly Statement of Account provided by Fiscal Service 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 the Monthly Statement of Account with the Account Statement Expenditure Activity Report for the federal entity.
- 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 6—Borrowing Transactions

The Borrowings IGT subcategory involves the calculation and reporting of Borrowings from Treasury through Fiscal Service or the Federal Financing Bank (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.

6.1—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 will state if a specific funding source must be used or if that decision is at the entity's discretion. A description of each of these funding sources is provided below.

6.1.1—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.

6.1.2—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.

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6.2—Roles and Responsibilities

Table 10 outlines the roles and responsibilities for federal entities that borrow funds.

Table 10: 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"> ▪ Reviews and approves principal as well as interest transactions initiated by the borrowing entity, ▪ Maintains detailed records of principal and interest transactions between Treasury and the borrowing entities, ▪ Accrues interest on principal outstanding, ▪ Reports Treasury's loans receivable and capitalized interest receivable, and the related interest receivable, interest revenue, gains, and losses, ▪ Provides the borrowing entities with access to summary and detailed reports no later than the fourth business day after the end of each month, and ▪ Submits balances to Fiscal Service quarterly.
	FFB	<p>As the authoritative sources for Borrowings with FFB:</p> <ul style="list-style-type: none"> ▪ Purchases obligations issued, sold, or guaranteed by a federal entity and monitors that fully guaranteed obligations are financed efficiently, ▪ Records approved borrowing requests, ▪ Maintains the detail records of the loan transactions between FFB and other federal entities, ▪ Accounts for and reports FFB's loans receivable and related interest receivable, ▪ Accounts for and reports gains/losses, and ▪ Submits balances to Fiscal Service quarterly.
Trading Partner	Borrowing Entity	<p>As the authoritative source's trading partner, the borrowing entity:</p> <ul style="list-style-type: none"> ▪ Adheres to the terms of the borrowing agreement, ▪ Initiates borrowing, repayment, and interest transactions (as permitted by legislative authority), ▪ Records and reports the applicable loans payable and capitalized interest payable, as well as the related interest payable, interest expense, gains, and losses, ▪ Reconciles all balances with amounts reported by Fiscal Service or FFB, ▪ Submits balances to Fiscal Service, and ▪ Documents differences with authoritative sources and creates a corrective action plan for recurring differences or submits material differences to Fiscal Service for dispute resolution.

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6.3—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.
- Treasury Operating Circular, “Responsibilities Relating to Non-Credit Reform Borrowing Accounts,” July 2014, defines responsibilities for recording and reporting Borrowings not subject to credit reform.
- [SFFAS No. 2](#), “Accounting for Direct Loans and Loan Guarantees,” provides accounting standards for federal direct loans and loan guarantees, and requires that direct loans obligated and loan guarantees committed after September 30, 1991, be accounted for on a present-value basis.
- [SFFAS No. 18](#), “Amendments to Accounting 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 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.

On a quarterly basis, Borrowings balances for Fiscal Service and FFB can be found in GTAS. The borrowing entities must then verify corresponding balances in accounts that eliminate with the balances reported by Fiscal Service or FFB. If account balances do not eliminate, the borrowing entity must reconcile the amounts and coordinate with Fiscal Service or FFB to resolve differences. If unable to resolve the difference, the borrowing entity must create a corrective action plan for recurring differences or initiate a dispute resolution process for material differences. For non-material differences, the federal 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 intragovernmental 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 must estimate interest accruals based on the previous year’s annual interest rate. An estimated interest rate must be provided by the borrowing entity to the authoritative source for new loans that do not have a preexisting Subcohort (risk category) or Cohort Year for the year it becomes available in September. 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.

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6.3.1—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 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. Limited Use of USSGL Accounts are shown in Table 11.

Table 11 outlines the USSGL accounts reserved for special use in borrowing transactions. If a federal entity plans to use these accounts for other than the stated purpose, it must contact Fiscal Service.

Table 11: Limited Use Accounts for Borrowings

134000	Interest Receivable—Not Otherwise Classified	Entities must use this account in limited situations and must document to Fiscal Service when offsetting against USSGL account 214000.
214000	Accrued Interest Payable—Not Otherwise Classified	Entities must use this account in limited situations and must document with Fiscal Service when eliminating against USSGL account 134000.
531700	Contra Revenue for Interest Receivable—Loans Receivable	Entities must use this account in limited situations and must document to Fiscal Service when eliminating against USSGL account 633800.
633000	Other Interest Expenses	Entities must use this account in limited situations and must document with Fiscal Service when eliminating against USSGL account 531000.
719000	Other Gains (Exchange)	Entities must use this account in limited situations and must document with Fiscal Service when eliminating against USSGL account 729000.
729000	Other Losses (Exchange)	Entities must use this account in limited situations and must document with Fiscal Service when eliminating against USSGL account 719000.

6.3.2—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 12 contains the common error and the solution federal entities can use to correct the error.

Table 12: 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.

6.3.3—Borrowings 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, 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 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 Detail Principal and Accrued Interest 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).

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).

Section 7—Department of Labor (DOL) Federal Employees' Compensation Act (FECA) Benefits Transactions and Unemployment Benefits (UI) Transactions

7.1 Department of Labor (DOL) Federal Employees' Compensation Act (FECA) Benefits Transactions

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.

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, Office of Workers' Compensation 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, entity receipt and acceptance of the bill, payment and collection of the bill, and trading partner reconciliation. DOL performs the following key tasks on a quarterly basis:

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

The OWCP uses the Integrated Federal Employees' Compensation System to accumulate benefit-related costs by the federal entity. Before August 15 of each FY, DOL generates and submits an annual chargeback bill to each federal entity. The chargeback bill requests reimbursement from each federal entity for the benefits that DOL paid for the preceding period (July 1 through June 30).

For federal entities with no-year or non-appropriated funding and using a non-IPAC method of payment, payments are due by October 15 in the year the chargeback bill is received.

For appropriated entities, each federal entity includes the amount of the annual chargeback bill in its budget request; for example, for a chargeback bill received in August 2017, the federal entity includes the amount of the chargeback bill in its FY 2019 budget request. Payments are due approximately 30 days after enactment of the federal entity's FY 2019 appropriation or full year continuing resolution.

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

7.1.1—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 AID 016). Each transaction type is described below.

7.1.1.1—Benefits Receivables/Payables

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

7.1.1.2—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.

7.1.2—Roles and Responsibilities

Table 13 outlines the roles and responsibilities for federal entities receiving DOLFECA Benefit.

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Table 13: Trading Partner Roles/Responsibilities for DOL FECA

Role	Entity	Responsibility
Authoritative Source	DOL	<p>As the authoritative source for FECA benefit transactions, DOL:</p> <ul style="list-style-type: none"> ▪ Generates the annual FECA bill detailing the charges and records the receivable, ▪ Records the collection of FECA receivables, and ▪ Submits balances to Fiscal Service. <p>On a quarterly basis, DOL performs the following tasks:</p> <ul style="list-style-type: none"> ▪ Generation of quarterly accrual information that is provided to each federal entity and posted on the DOL website, ▪ Distribution of accrual information to Fiscal Service to be placed on Fiscal Service's website, ▪ Generation of the DOL adjusted trial balance that it provides to Fiscal Service to be placed on Fiscal Service's website, and ▪ Generation of detailed FECA charges incurred by the employees within each federal entity. <p>As described in Section 7A.4, on an annual basis, DOL performs the following task:</p> <ul style="list-style-type: none"> ▪ Generation of the annual unaudited estimated actuarial liability information via memoranda that are posted to the DOL OCFO 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 governmentwide financial statements.
Trading Partner	Employer Entity	<p>The trading partner performs the following tasks:</p> <ul style="list-style-type: none"> ▪ Reviews and accepts the annual DOL FECA bill and records the FECA payable, ▪ Pays DOL via 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, ▪ Submits balances to Fiscal Service, ▪ Accounts for, reports, and reconciles FECA benefit transactions with DOL, ▪ Documents differences with authoritative sources and creates a corrective action plan or submits material differences to Fiscal Service for dispute resolution, and <p>As described in Section 7A.4,</p> <ul style="list-style-type: none"> ▪ Records the annual unaudited estimated actuarial liability from the memoranda posted to the DOL OCFO 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 governmentwide financial statements.

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7.1.3—Business Rules for DOL FECA—Intragovernmental 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 intragovernmental.
- 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 dispute resolution if it does not adjust its balances.

DOL and its trading partners must process intragovernmental 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 they 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 intragovernmental 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. 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.

By August 15, DOL will generate an annual bill detailing FECA charges and expenses incurred from the previous July 1 through June 30 period, and will record these receivables in the General Ledger. DOL records the collection of the FECA receivable in the General Ledger.

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.

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7.1.3.1—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 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.

7.1.3.2—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 14 contains common errors and the solutions entities can use to correct them.

Table 14: 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 make adjustments to 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.

7.1.3.3—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).

7.1.4—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 entity, 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,"

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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 governmentwide 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 make adjustments as needed.

7.2—Department of Labor (DOL) Federal Employees’ Unemployment Benefits (UI) Transactions

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.

The 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 performs the following key tasks on a quarterly basis:

- Generation of quarterly accrual information provided to each entity and posted on the [DOL](#) website,
- Distribution of accrual information to Fiscal Service to be placed on [Fiscal Service’s](#) website,
- Generation of 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.

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 the Intra-governmental Payment and Collection (IPAC) system or through checks mailed directly to DOL. The checks are deposited into the FEC (Federal Employment Compensation) UTF account.

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

7.2.1—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

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DOL (Trading Partner AID 016). 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.

7.2.1.1—Benefits Receivables/Payables

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

7.2.1.2—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.

7.2.2—Roles and Responsibilities

Table 15 outlines the roles and responsibilities for federal entities receiving DOL UI benefits.

Table 15: Trading Partner Roles/Responsibilities for DOL UI

Role	Federal Entity	Responsibility
Authoritative Source	DOL	<p>As the authoritative source for UI benefit transactions, DOL:</p> <ul style="list-style-type: none"> Generates the quarterly UI bill, which provides the total charges and records the receivable, Records the collection of UI receivables, and Submits balances to Fiscal Service. <p>On a quarterly basis, DOL performs the following tasks:</p> <ul style="list-style-type: none"> Generation of quarterly accrual information that is provided to each federal entity and posted on the DOL website, and Distribution of accrual information to Fiscal Service to be placed on Fiscal Service's website,
Trading Partner	Employer Entity	<p>The trading partner performs the following tasks:</p> <ul style="list-style-type: none"> Reviews and accepts the quarterly DOL UI bill and records the UI payable, 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, Submits balances to Fiscal Service, Accounts for, reports, and reconciles UI benefit transactions with DOL, and Documents differences with authoritative sources and submits material differences to Fiscal Service for dispute resolution.

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7.2.3—Business Rules for DOL UI—Intragovernmental 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 intragovernmental.
- 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 intragovernmental 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 they 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. 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.

7.2.3.1—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.

7.2.3.2—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 16 contains common errors and the solutions federal entities can use to correct them.

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Table 16: 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 make adjustments to IGT reporting prior to notifying DOL.	Entities must work with state entities to make the required adjustment to the UI bill.

7.2.3.3—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.

Section 8—Office of Personnel Management (OPM) Employees Benefits Transactions

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

OPM, on behalf of federal entities, manages the governmentwide 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, the federal entity's calculation and recognition of accrued revenue/receivables, and reconciliation of trading partner transactions and balances.

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

8.1—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.

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8.1.1—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.

8.1.2—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.

8.1.3—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.

8.2—Roles and Responsibilities

Table 17 outlines the roles and responsibilities for federal entities receiving OPM federal employee benefits.

Table 17: Trading Partner Roles/Responsibilities for OPM Benefits

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

8.3—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 intragovernmental.
- [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.
- Employer entities must report balances in eliminating accounts that equal those balances reported by OPM. If account balances do not equal those reported by OPM, the employer entity must reconcile the amounts through a corrective action plan or must request Fiscal Service dispute resolution if it does not adjust its balances.

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.

OPM downloads contribution information from RITS, which updates its general ledger for 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

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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 (FGLI). 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 employee 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.

8.3.1—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.
- **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.

8.3.2—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 18 contains common errors and the solutions federal entities can use to correct them.

Table 18: 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.

8.3.3—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:

- 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).

Section 9—Buy/Sell Transactions

Reimbursable activity in which goods or services are transferred between two FPAs is referred to as Buy/Sell activity. FPAs should have 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 Buy/Sell IGT 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 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 the Order Requirements and Funding Information (Order) Section (Form 7600B.) For purposes of these business rules, the Receiving Agency is the Buyer and the Servicing Agency is the Seller.

Intragovernmental 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 acquisition, trading partners establish the timeline for delivery and the payment schedule.

Conversely, 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 but not yet invoiced, the exchange of performance-related data, and invoice and payment for the goods or services. These details are collectively captured in the GT&C, the Order, the Performance Transactions and an invoice.

While processing transactions through IPAC, 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. 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 of necessary documentation.

G-Invoicing was available for governmentwide use with G-Invoicing Release 2.1, which allowed users to begin brokering GT&Cs within the system. G-Invoicing Release 2.2 will allow users to begin brokering Orders within the system. G-Invoicing Release 2.3 will allow users to begin submitting Performance Transactions within G-Invoicing. 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. IPAC will continue to operate as the application for the settlement of funds between federal entities, transacting non-Buy/Sell activity, reporting transactions to CARS, and researching certain transaction inquiries. However, G-Invoicing will manage the processing and approval of GT&Cs,

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Orders, and Performance Transactions. It is anticipated that a future release of G-Invoicing will generate settlement in IPAC.

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, FPAs should ensure that the GT&C, Order, and Performance Transactions all contain correct dates and details of all accounting events. These details include a 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 and an IPAC transaction is initiated). 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.

9.1—IGT Buy/Sell Process Model and Phases

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

- IAA Initiation and GT&C,
- Order,
- Performance Transactions/Receipt and Acceptance, and
- 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 2.1 and 2.2.

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 Intragovernmental 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 governmentwide 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 records 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 2.1: Buy/Sell Transactions completed in the IPAC environment

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

Figure 2.2: Buy/Sell Transactions completed in the G-Invoicing environment

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

9.1.1—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, 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 and Order. The objective of this negotiation period is for trading partners to concur on and document the details of the GT&C and Order before performing any services or delivering any goods. To document the GT&C and Order in the IPAC environment, trading partners may use the recommended standard [IAA form](#). Users of G-Invoicing may utilize the FIDS-based documents for GT&Cs and for Orders.

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To begin the agreement process, either a Buyer or Seller may originate a GT&C; the GT&C must be completed and approved to move forward in the transaction life cycle and to create an Order. The Order must reference an open GT&C, however FPAs do not have to complete a GT&C each time they do a related Order. FPAs may complete just one GT&C for multiple years to cover multiple Orders. Both partners may then maintain the agreement to track work in progress, delivery, and collection activities.

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.

At initiation of the Order, the Seller must communicate its unique identifier, which will serve as the single point of reference for the order(s). Orders in G-Invoicing must reference an active GT&C.

9.1.2—Establish an Order

The Order section of the Buy/Sell agreement (Form 7600B) specifies the specific 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 requirements of the Buyer 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.

Within G-Invoicing, the Buyer completes the Order from an active GT&C and submits to the Seller for review and approval.

9.1.3—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 for to recognize revenue/expense and any receivables/payables.

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 Release 2.3 will allow users to begin submitting Performance transactions within G-Invoicing.

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

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If FPAs agree upon FOB Point Source, accruals are recorded as of the Performance Date entered by the Seller. Fund Settlement is recorded as an IPAC 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 accruals are recorded as of the Performance Date entered by the Seller. Fund Settlement is recorded as an IPAC is automatically initiated to settle funds when the Buyer completes receipt and acceptance and enters the transaction into G-Invoicing.

Advances, Deferred Payments, and Work-in Process 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.

9.1.4—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, funds may be transferred between the trading partners.

At fund settlement in the IPAC environment, the Buyer or 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.

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.

As the agreement approaches its end date, the Buyer and 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 the Order and deobligate the Order if 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. 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.

Section 9.2—G-Invoicing

As part of Fiscal Service's effort to increase transparency and enhance governmentwide financial management, G-Invoicing will improve the quality and reliability of Buy/Sell IGT Data. G-Invoicing is an online platform for funding officials, program officials, and payment approvers to originate and settle Buy/Sell IGT General Terms & Condition, Orders and Performance Transactions.

G-Invoicing replaces the former reimbursement agreement process with an application for the electronic origination, review, and approval of Buy/Sell Interagency Agreements (IAAs). Fiscal Service will require federal entities to use G-Invoicing under the authority of 31 U.S.C. 3512(b) and 3513. FPAs must fully implement G-Invoicing by June 30, 2021, for all Buy/Sell IGT orders with a performance period extending to June 30, 2021, or later. The Buy/Sell IGT category consists of exchange transactions impacting: Assets and liabilities; Revenue and expenses; and Advances/Prepayments and deferred

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credits. These business events and their associated accounting activities should be agreed upon by trading partners and managed through G-Invoicing after June 30, 2021. G-Invoicing is not required for transactions that are non-Buy/Sell IGT category transactions, or intra-TAS transactions.

FPA's must submit implementation plans to Fiscal Service at IGT@fiscal.treasury.gov no later than June 28, 2019. There is a template for the implementation plans that will request key focus areas to be included in each agency's plan. This template can be found at Fiscal Service's G-Invoicing website.

These plans should address the agencies system/process readiness by the implementation and data strategy. The plans must include the decision for a one-time implementation by June 30, 2021, or a phased implementation on the transaction lifecycle.

Another key focus area to address as part of the agencies data strategy will be the plan to ensure all orders with a performance period extending to June 30, 2021, or later, will be included in G-Invoicing, which could be manually entered or uploaded through an interface.

Fiscal Service will create a dashboard with these plans and publish on the G-Invoicing website by August 2019, to allow visibility between trading partners.

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), and
- A conduit for sharing data and exchanging information on Buy/Sell IGT activity.

G-Invoicing is not an accounting or procurement system. 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 will manage the processing and approvals of Buy/Sell IGTs and between FPA's throughout the three stages of the transactions lifecycle:

- General Terms and Conditions (GT&C): This stage is consistent with the IAA 7600A form. FPA's should ensure they have the statutory authority to conduct transactions reimbursable activity (Economy Act, revolving fund, working capital fund, etc.) and document this authority,
- Orders: This stage is consistent with the IAA 7600B form, and
- Performance Transactions.

G-Invoicing accommodates Buy/Sell, reimbursable exchange transactions, in which one federal entity provides goods or services to another federal entity and funds are exchanged.

- Fiduciary (Investments & Borrowings), Retirement and Insurance Transfer System (RITS), Treasury Receivable Accounting and Collection System (TRACS), Grants, Pension, and non-Buy/Sell activity will still be maintained in IPAC,
- Non-expenditure transfers should be managed in the appropriate CARS modules, and
- Payments to state and local governments should continue to be disbursed through other payment mechanisms.

G-Invoicing is being implemented in a phased approach to enhance the applications functionality. Each release cycle targets specific activities throughout the IGT transaction lifecycle.

Details related to G-Invoicing can be found on the [G-Invoicing](#) website.

Please use the [G-Invoicing Program Guide](#) for support with the recording of accounting events in the G-Invoicing environment.

Section 9.3 – IPAC

IPAC is an internet-based collection and payment system used by FPAs to transfer funds from one federal entity to 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 detailed information on the RITS and TRACS, contact the Treasury Support Center at 1-877-440-9476 or email at IPAC@stls.frb.org.

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

9.4—Transaction Types and Trading Partner

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 vendor performs on the contract agreement, the Seller incurs costs, including administration fees, and bills the buyer for reimbursement. The following subsections provide a description for each transaction type.

9.4.1—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.

9.4.2—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:

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- **Inventory and Plant, Property, and Equipment (PP&E).** Inventory and PP&E are assets, as they have the ability to 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.* Property, Plant, and Equipment 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.⁴ 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 as a result 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 Ledger Implementation Guidance](#) (approved by the Issues Resolution Committee and the USSGL Board) for Intragovernmental 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.
- **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 income statement 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.

⁴ SFFAS No. 6, “Accounting for Property, Plant, and Equipment”

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9.5—Roles and Responsibilities

Trading partner roles and responsibilities within this IGT subcategory appear in Table 19. Trading partners define roles and responsibilities at the initiation for each phase through the life of an agreement.

Table 19: Key Stakeholders for Buy/Sell

Role	Entity	Responsibility
Servicing Agency	Seller	<p>Confirms data elements with Buyer during negotiations for GT&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 the Fiscal Service for dispute resolution, as appropriate.</p>
Requesting Agency	Buyer	<p>Confirms data elements with Seller during negotiations for GT&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>

9.6—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 Concepts and Standards for the Federal Government,” 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

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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 \$3,500) and modifications to those transactions regardless of dollar value, to the Federal Procurement Data System (FPDS).
- [FAR](#) Vol. I, Subpart 17.5, “Interagency Acquisitions Under the Economy Act,” 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](#), Intragovernmental Exchange Transactions, offers clarifications on intragovernmental 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 [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.

9.6.1—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*³ is one of the fundamental principles of appropriations law. A FY 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 FY 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 intragovernmental revolving funds. Statutory Authority to perform the transaction must be documented later in the Order. The terms and conditions of an agreement must be documented, negotiated, and signed by both trading partners.

- Trading partners should use the recommended standard [IAA form](#) when working in the IPAC environment. Users of G-Invoicing may use the FIDS-based documents to complete GT&Cs. Trading partners must each cite the appropriate authority in 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 intragovernmental 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:

³ Government Accountability Office Red Book, Vol. I [underlying statute in U.S.C. §1502(a)]

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- 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.

9.6.2—Business Rules for Order

Order Acceptance: Work is authorized once both trading partners have signed the Order. The Seller operates at risk without a signed agreement. 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 intragovernmental 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 Seller, trading partners should ensure they have the appropriate authority, and must cite their specific statutory authorities 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”).
- 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.

9.6.3—Business Rules Performance Transactions/Receipt and Acceptance

As the Seller performs the work necessary to deliver goods or services, the Buyer and 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 Under the Economy Act” along with the [Standard IAA Instructions](#). Users of G-Invoicing may use the FIDS-based documents to complete Orders.

Recording Work in Progress: Trading partners must reference the Seller’s unique identifier on transactions related to the Order to assist with determining the appropriate billable amount. As the Seller performs on the Order and incurs expenses that represent revenue earned, the expense transactions must follow the current USSGL transaction codes.

A Performance Transaction Type of “Deferred Payment” communicates work completed and revenue earned by the Seller, but in which the fund settlement should be withheld until a later date. FPAs will share completion information via the Performance Transaction and record accruals, but initiate fund settlement within a separate transaction.

Accruals: For non-advances, the buyer must record expense/payable accruals. The Seller must record revenue/receivable accruals per agreed-upon data elements based on the FOB Point agreed upon earlier in the agreement process.

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Advances: Trading partners must reduce the advance per the agreed-upon data elements to determine the amount of work in progress activity to be recorded as an expense per the agreement. The Seller must record revenue to reduce the advance amounts collected that have now been earned.

Either the Buyer or the Seller will be able to initiate the Advance Performance Transaction to generate an advance payment/collection of funds, regardless of whether the FOB Point domain value is Source or Destination. While either federal entity may initiate an advance, only the Seller may originate the liquidation after the completion of delivery/performance and a completed Performance Transaction of “Delivered/Performed.” This is true regardless of which FOB Type is selected.

Recording Capitalized Assets: Federal entities should follow the [Intragovernmental Capital Asset and Inventory Buy/Sell Transactions document](#) concerning USSGL guidance on capitalized assets located on Fiscal Service’s website.

9.6.4—Business Rules for Fund Settlement and IAA Closeout

Billing and Payment Requirements: IPAC facilitates the intragovernmental transfer of funds, with related 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 Statements.

Entities must use IPAC for all intragovernmental Buy/Sell payments/collections. They must discontinue use of paper checks and must restrict the use of credit cards for payments above the designated threshold. The Fiscal Service reserves the right to require federal entities to use IPAC to process intragovernmental 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 charge back or reject IPAC transactions that comply with the agreement terms and conditions.
- 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.
- The Buyer must reference the Seller’s unique identifier on all IPAC transactions.

Allowance for Loss on Accounts Receivable All federal entities comprise one legal entity from a governmentwide perspective. Thus, there are no questions with regards to the collectability of intragovernmental receivables. Legal requirements to repay amounts of reimbursable activities also prohibit write-offs. Furthermore, the consolidated FR represents the financial position of the United States government as a whole and does not include gains or losses on transactions among the components within the group.

As a result, no Allowance for Loss on Accounts Receivable should be recognized in federal entities’ accounting records or financial statements for intragovernmental receivables. Intragovernmental Receivables should not be written off and should continue to stay on a federal entity’s accounting ledger until resolved. The Seller should work with the Buyer to either collect the receivable, or to reduce the value of the allowance to zero, whichever is appropriate.

FPAs may have to leverage their internal collection policies to collect debt from trading partners, but they should not establish an Allowance for Losses on Accounts Receivable for its federal receivables. Receivables should not be carried in the Statement of Position at a net realizable value. Losses from uncollected debt should not be recorded, as both receivables and payables still need to be reported.

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Agreement/Order Closeout: Trading partners must monitor all orders as they approach their end date. Generally, the seller initiates the agreement/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: Historically, the largest difference between trading partners has been in RC 22: Accounts Receivable/Accounts Payable. Federal entities must ascertain that the intragovernmental accounts receivable and payable transactions are valid and actively in collection. Intragovernmental 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.

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.

9.6.5—Eliminating USSGL Accounts

TFM Volume I, Part 2, Chapter 4700, Appendix 3, presents the eliminating accounts used by the Servicing Agency and the Requesting Agency. For IGT Buy/Sell exchange transactions, 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 20 outlines the USSGL accounts reserved for special use in Buy/Sell transactions.

Table 20: Limited Use Accounts for Buy/Sell

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)	

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9.6.6—Common Errors for Buy/Sell Transactions

There are several common errors trading partners make when posting the accounting treatment for Buy/Sell transactions. Table 21 contains the list of the common errors and the solutions federal entities can use to correct the errors.

Table 21: 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.	<p>Mitigating timing differences for recording advances is accomplished through the required data element for advances/non-advances.</p> <p>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.</p>
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.	<p>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.</p> <p>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.</p>

9.6.7—Buy/Sell 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. There are reconciliation procedures that federal entities should perform at the agreement 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 agreement 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 agreement order.

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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 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 22. 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 22: Required Reconciliations for Buy/Sell Balances

Buyer	Seller
Accounts Payable	Accounts Receivable
Advances to Seller	Advances from Buyer
Expenses/Capitalized Purchases	Revenue

Section 10—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 Section 9. 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 intragovernmental 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.

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- 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 23 presents the Transfer distinctions discussed above.

Table 23: 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"/>

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.

10.1—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 24 describes the types of Transfers and their subsections.

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Table 24: Transfer Transaction Types

Transaction Type	Nature of Transaction
Non-expenditure Transfers	
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.
Expenditure Transfers	
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.
Other Transfers (Non-SF 1151)	
Transfers of Property, Other Assets, and Liabilities	Transfers property, other assets, and prepaid undelivered orders from one TAS to another.

10.1.1—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. 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.

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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."

10.1.1.1—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 25 presents the different types of transactions within the appropriation Transfers group.

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Table 25: 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>Liquidate receivable: 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&F) Schedule.</p> <p>Transfer without receivable: 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>Liquidate receivable: 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.

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10.1.1.2—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 26 presents the different types of balance Transfers.

Table 26: 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.

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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.

10.1.1.3—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 3106, "Unexpended Appropriations–Adjustments."

10.1.2—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 agency and a collection by the performing agency. 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."

10.1.2.1—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 27). 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.

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Table 27: 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.

10.1.2.2—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 28). 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 28: 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.

10.1.3—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 29 presents the different types of other Transfers (non-SF 1151).

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Table 29: Other Transfers (Non SF-1151)

Transfer Type	Nature of Transfer
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 Earmarked Receipts Transferred-Out," and the receiving TAS records the Transfer in USSGL account 574000, "Appropriated Earmarked Receipts Transferred-In."
Transfers of Custodial Collections From a General Fund Receipt Account to an Available Receipt Account	This Transfer represents the movement of custodial collections from a General Fund Receipt Account to a special or non-revolving trust fund available receipt account consistent with statutory authorization. This is accomplished via the Classification Transactions and Accountability (CTA). The transferring TAS will record the Transfer under USSGL account 599800, "Custodial Collections Transferred Out to a Treasury Account Symbol Other Than the General Fund of the Treasury." The receiving TAS will record the Transfer in USSGL account 599700, "Financing Sources Transferred In From Custodial Statement Collections."
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.

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Transfer Type	Nature of Transfer
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.

10.2—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 30 presents the specific responsibilities of trading partners with respect to Transfers.

Table 30: Transfer Responsibilities

Federal Entity	Role	Responsibility
Entity 1	Transferring Entity	<p>Analyzes statutory authority for Transfer.</p> <p>Selects Transfer type consistent with statutory authority.</p> <p>Defines appropriate accounting treatment of the Transfer for both trading partners;</p> <p>Identifies eliminating USSGL account entries.</p> <p>Communicates, identifies, and resolves disagreements or issues over accounting treatment and period for posting.</p> <p>Provides quarterly IGT data.</p> <p>Documents differences with trading partners and creates a corrective action plan for recurring differences or submits them for dispute resolution, as appropriate.</p>

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Entity 2	Receiving Entity	<p>Communicates, identifies, and resolves disagreements or issues over accounting treatment and period for posting.</p> <p>Monitors Transfer differences with trading partners.</p> <p>Facilitates remediation, where necessary.</p> <p>Provides quarterly IGT.</p> <p>Documents differences with trading partners and create a corrective action plan for recurring differences or submits them for dispute resolution, as appropriate.</p>
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10.3—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 Governmentwide 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](#)⁴, Year-end Closing, provides federal entities with the procedures for preparing year-end closing reports and other financial reports.
- [TFM Volume I, Part 2, Chapter 3300](#), “*Statement of Transactions Reporting by Agencies for which the Treasury Disburses*” provide guidance pertaining to expenditure transactions between appropriation, fund, and receipt accounts.
- [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.

10.3.1—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 General Fund Receipt Accounts, there is no budgetary effect on 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 agency identifier. The Transfer-From TAS must establish procedures to confirm that Transfers are acknowledged and recorded by the Transfer-

⁴ Refer to the current fiscal year TFM Bulletin Year-end Closing procedures.

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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 intragovernmental differences as delineated in subsection 2.3.

10.3.2—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 Section 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.

10.3.3—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.

10.3.4—Common Errors for Transfer Transactions

Table 31 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 31: 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 agency identifier for capital transfers to prevent accounting errors. Do not use trading partner agency identifier 099.

Appendix 6

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 agency 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.

10.3.5—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 governmentwide 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.

Section 11—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.

11.1—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.

11.1.1—Transactions

The custodial and non-entity 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.

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.

11.1.2—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 either exchange or non-exchange revenue with the source from which the funds were received. In addition, the receipt of these funds or recognition of the receivable creates a liability to the receiving entity which must be recorded. It is at this point in which the collecting entity records the liability that the trading partner must be identified. In instances where the federal trading partner is unknown, the custodian must use Trading Partner (TP) 999 (Unidentified).

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. 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 recorded the transactions. In doing so, the receiving entity will ensure that 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 intragovernmental elimination issues.

11.2.1—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.

Appendix 6

11.2.2—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 intragovernmental 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.

11.2.4—Common Errors for Custodial and Non-Entity Transactions – Other than the General Fund of the U.S. Government

Error Type	Description	Solution
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 20X1 and the receiving entity records the transfer-in transaction in fiscal 20X2.	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 6

Attachment (1):

Intragovernmental Dispute Resolution Request Form

Dispute Resolution Form | 1

RESET FORM

Intragovernmental Dispute Resolution Request Form

Submit completed form to
IGR.Dispute.Resolution@fiscal.treasury.gov

Part I: Dispute Resolution Details

☐ Entity Initiated

☐ Fiscal Service Initiated

Section A: Entity Information

Entity One:

Entity Two:

Contact Name:

Contact Name:

Title:

Title:

Email Address:

Email Address:

Phone Number:

Phone Number:

Section B : Total Difference Amount

The total difference amount affecting both agencies.(attach any additional information)

Section C : Affected Reciprocal Categories and USSGL Accounts (attach any additional information)

Section D: Difference Duration

Time period from when the difference was first developed. (attach any additional information).

Section E: Difference Explanation

Why the difference occurs and what has been done in attempt to reconcile?(attach any additional information)

Appendix 6

Dispute Resolution Form | 2

Section F: Any Additional Supporting Documentation Attached		
<div style="display: flex; flex-direction: column; gap: 5px;"> <div><input type="checkbox"/> Section A Additional Information Attachment</div> <div><input type="checkbox"/> Section B Additional Information Attachment</div> <div><input type="checkbox"/> Section C Additional Information Attachment</div> <div><input checked="" type="checkbox"/> Section D Additional Information Attachment</div> <div><input type="checkbox"/> Section E Additional Information Attachment</div> <div><input type="checkbox"/> Material Difference Report</div> <div><input checked="" type="checkbox"/> Targeted Difference Report</div> <div><input type="checkbox"/> Auditor's Documentation</div> <div><input type="checkbox"/> Correspondence between agencies (emails, meeting minutes, etc.)</div> <div><input type="checkbox"/> Authoritative Reference</div> <div><input type="checkbox"/> Other</div> </div>		
Section G: Certification		
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

Part II Dispute Decision		
FOR DEPARTMENT OF THE TREASURY, FISCAL SERVICE USE ONLY		
<div style="display: flex; justify-content: space-between;"> <div>ACCEPTED TO DISPUTE RESOLUTION PROCESS:</div> <input type="checkbox"/> </div> <div style="display: flex; justify-content: space-between; margin-top: 5px;"> <div>REJECTED FROM DISPUTE RESOLUTION PROCESS:</div> <input type="checkbox"/> </div> <div style="display: flex; justify-content: space-between; margin-top: 5px;"> <div>DISPUTE RESOLUTION CASE NUMBER:</div> <div style="border-bottom: 1px solid black; width: 150px;"></div> </div>		
<p>I certify that the submitted difference is accepted into the Dispute Resolution Process.</p> <p>Fiscal Service Representative</p> <div style="display: flex; justify-content: space-between; margin-top: 10px;"> <div style="width: 45%; height: 30px; background-color: #e6e6fa;"></div> <div style="width: 30%; height: 30px; background-color: #e6e6fa;"></div> <div style="width: 25%; height: 30px; background-color: #e6e6fa;"></div> </div> <div style="display: flex; justify-content: space-between; font-size: small; margin-top: 5px;"> <div>Signature</div> <div>Print Name</div> <div>Date</div> </div>		